eco-towns
Sustainability Appraisal and Habitats Regulations
Assessment of the Draft Eco-towns Planning Policy
Statement and the Eco-towns Programme

Non-Technical Summary
eco-towns

Sustainability Appraisal and Habitats Regulations Assessment of the Draft Eco-towns Planning Policy Statement and the Eco-towns Programme

Non-Technical Summary

Prepared by Scott Wilson for Communities and Local Government

November 2008

Scott Wilson Ltd

Department for Communities and Local Government
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The structure of the eco-towns SA/HRA publications

The Sustainability Appraisal (SA) and Habitats Regulations Assessment (HRA) of the draft Eco-towns Planning Policy Statement and Programme have been prepared by Scott Wilson Ltd for Communities and Local Government.

As the SA and HRA has been undertaken at a strategic level, it is necessarily broad in its assessment, conclusions, and recommendations. It takes a 'snapshot' of locations and proposals in September 2008, recognising that the proposals are continuing to be developed, and constitutes the first of a series of successive assessments that will be required as eco-town proposals are taken forward. Planning applications for eco-towns will also need to include a detailed Environmental Impact Assessment (EIA) and possibly HRA which may, in turn, also identify mitigation measures.

The SA and HRA should be read in four parts and an Annex:

I) The SA of the draft Eco-towns PPS
II) The SA/HRA of the Programme – Introduction
III) The SA/HRA of the Programme – Locational chapters
   • Pennbury
   • Middle Quinton
   • Whitehill-Bordon
   • Weston Otmoor and Cherwell
   • Ford
   • St Austell (China Clay Community)
   • Rossington
   • Hanley Grange and Cambridgeshire
   • Marston
   • North East Elsenham
   • Rushcliffe
   • Greater Norwich
   • Curborough
   • Manby
   • Leeds City Region
IV) The SA/HRA of the Programme – Conclusions

Annex: Profile of European Sites
The sections above are accompanied by a Non-Technical Summary which summarises the findings of the SA and HRA of the draft Eco-towns PPS and Programme.

All documents are available on the Communities and Local Government website at www.communities.gov.uk/ecotowns

If you have comments on issues raised in the SA or HRA please respond as part of the consultation on the PPS, details of which are set out at www.communities.gov.uk/ecotowns. If you would like further information on any of the above please contact the Eco-Towns Team at Zone 2/G9, Eland House, London, SW1E 5DU or by email to: ecotowns@communities.gsi.gov.uk
1 Introduction

1.1 Eco-towns Planning Policy Statement

1.1.1 Communities and Local Government has published for consultation a Draft Eco-towns Planning Policy Statement (PPS). According to the Draft PPS, eco-towns are new settlements which "will have sustainability standards significantly above equivalent levels of development in existing towns and cities". The eco-towns concept is designed to assist in meeting the twin challenges of providing additional housing and mitigating and adapting to climate change. The aim of the Draft PPS is to promote the development of "exemplar projects that encourage and enable residents to live within environmental limits" and to "provide a showcase for a sustainable living and allow Government, business and communities to work together to develop greener, low carbon living", thus providing inspiration for future development. With this in mind, the Draft PPS sets out a range of minimum standards which will be used to define an 'eco-town'. These cover a wide range of sustainability issues including biodiversity; climate change adaptation; employment; flood risk management; green infrastructure; homes; local services; transport; waste; water; and zero carbon.

1.2 Eco-towns Programme

1.2.1 The Eco-towns Programme has been developed with the aim of getting exemplar eco-towns off the ground, and to bring forward up to 10 schemes with development underway by 2016. The Government has shortlisted a series of potential eco-town locations following an initial call for proposals and is deciding which of the schemes related to the short listed locations will get backing or financial support from Government through funding of associated infrastructure or partner public bodies.

1.3 Background to the PPS and Programme

1.3.1 In July 2007, the Government published the Housing Green Paper, Homes for the future: more affordable, more sustainable1. This identified three key challenges in relation to housing: demand for homes to buy or rent is growing faster than supply; as house prices have grown faster than wages, it is becoming increasingly difficult for young people to get a step on the housing ladder; and climate change means that we need to provide greener, better-designed housing for the future. Alongside the Housing Green Paper, the Government published a prospectus setting out the vision and outline

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criteria for eco-towns. The launch of the prospectus was accompanied by an invitation for local authorities, developers and other stakeholders to respond with their views on potential sites.

1.3.2 The Eco-towns Prospectus set out five essential requirements for eco-towns:

- Eco-towns must be new settlements, separate and distinct from existing towns but well linked to them. They need to be additional to existing plans, with a minimum target of 5,000–10,000 homes.

- The development as a whole should reach zero carbon standards, and each town should be an exemplar in at least one area of environmental sustainability.

- Eco-town proposals should provide for a good range of facilities within the town – a secondary school, a medium scale retail centre, good quality business space and leisure facilities.

- Affordable housing should make up between 30 and 50 per cent of the total through a wide range and distribution of tenures in mixed communities, with a particular emphasis on larger family homes; and

- A management body which will help develop the town, provide support for people moving to the new community, for businesses and to coordinate delivery of services and manage facilities.

1.3.3 Consultation on the Eco-towns Prospectus yielded 57 proposals and Communities and Local Government carried out an initial scrutiny of these in relation to the eco-towns criteria above, and where proposals met these, looked across Government and its agencies at the transport and environment issues and opportunities in the locations put forward. Box 1 provides further information on the initial scrutiny.

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Box 1: Communities and Local Government's initial scrutiny

Communities and Local Government initially received 57 expressions of interest for eco-towns. Communities and Local Government undertook an initial sift of bids broadly against the eco-towns criteria and categorised them as follows:

- **Very strong** – Overall development of scheme, including environment and transport, addresses the eco-towns criteria with a high quality bid, and in a sustainable location.

- **Strong** – Overall development of scheme, including environment and transport, addresses the eco-towns criteria with a high quality bid, and appears to be in a sustainable location.

- **Medium** – Overall development of scheme appears reasonably consistent with eco-towns criteria. There may be issues of environment, transport and location.

- **Poor** – Overall development of scheme insufficient, or not consistent with eco-towns criteria. There are clear issues of environment, transport and location.

Communities and Local Government then applied the following designation criteria to the bids:

- **Review** – Scheme considered suitable to go forward for cross-Government Review

- **Reserved** – Scheme not considered suitable for cross-Government Review, however, may be discussed

- **List only** – Scheme not considered suitable to go forward for full cross-Government Review, however, will be brought to attention of cross-Government and may be discussed

Communities and Local Government then took forward assessment of the bids through a cross-Government Review of the proposed locations, mainly covering the transport and environment impacts in each case. The Review was carried out at a regional level with Department of Environment, Food and Rural Affairs, Department for Transport, English Heritage, Environment Agency, Government Offices, Highways Agency and Natural England. The agencies were invited to give views on the sustainability impacts of the locations under review, using a banding system from A – F (A = a scheme which meets criteria and no significant issues at this stage; F = a scheme which fails to meet key criteria, including demonstrating additionality of housing numbers, minimum size, or is based on a conventional urban extension approach, lacking an independent centre or facilities). The outcomes of these discussions were recorded through a series of Assessment Summaries available on the Communities and Local Government website.
Box 1: Communities and Local Government's initial scrutiny (continued)

The cross-Government Review identified an emerging list of locations that might be considered to have the potential to go forward to the eco-towns shortlist. All bid promoters were invited to put forward further information in support of their schemes based on control of land, delivery capacity, and infrastructure funding. On the basis of the information provided, Communities and Local Government gave a delivery assessment of strong, medium or weak. All locations were also assessed against housing market pressures on a scale from A – E (A = Extreme affordability pressure; E = Low affordability pressure).

In determining the shortlist of locations with the potential to go forward as an eco-town, the factors taken into account were: a score of C or higher on the banding approach undertaken at the cross-Government Review; the housing market pressure in that area; and the assessment of deliverability. During the assessment process, Communities and Local Government also took informal soundings from local authorities and regional partners before short listing the 15 locations.

The locations going forward into the preliminary consultation (in the document Living a Greener Future) performed the most strongly in the initial scrutiny across Government and its agencies in terms of transport and environment issues, affordability benefits and deliverability against eco-towns criteria.

1.3.4 Subsequently, in April 2008, the Government published for consultation Eco-towns: Living a greener future which included a shortlist of the 15 potential eco-town locations which had performed most strongly in the initial scrutiny (see Figure 1):

- Pennbury (Stoughton)
- Manby
- Curborough
- Middle Quinton
- Whitehill-Bordon
- Weston Otmoor
- Ford

- St Austell (China Clay Community)
- Rossington
- Coltishall
- Hanley Grange
- Marston
- North East Elsenham
- Rushcliffe
- Leeds City Region

1.3.5 It should be noted that since the shortlist of 15 locations was published in April 2008, bids for four proposals – Manby, Curborough, Coltishall and Hanley Grange – have been withdrawn; however, these locations have nonetheless been included in the SA of the Eco-towns Programme. The SA has also included a focus on areas identified by Communities and Local Government for further review or where reasonable alternatives have been found in the course of the SA: Rushcliffe (which includes alternatives to the original Kingston proposal), Cherwell (which includes alternatives to the Western Otmoor proposal, and the Greater Norwich area (which includes Rackheath – an alternative to the original Coltishall proposal). Figure 1 shows the 15 potential eco-town locations (including schemes that the promoter has withdrawn). In Leeds City Region the local authority partnership has proposed a number of urban eco-communities which would test eco-town principles on brownfield sites and this is being pursued in further discussion with Communities and Local Government.

1.3.6 Living a greener future included a commitment that the shortlist of locations would “be subject to a more detailed Sustainability Appraisal (SA) which will provide greater detail on environmental sustainability and other issues”.
Figure 1: Shortlist of potential eco-town locations

Eco-towns - Shortlist of Potential Locations

- Eco-town Shortlist Locations
  These are locations shortlisted and consistent in the Sustainability Appraisal (SA):
  - Note 1: Leeds City Region
    the SA includes a review of alternative sites in the City-region
  - Note 2: Blackpool
    the SA includes a review of alternative sites in the area
  - Note 3: Greater Nineham
    the SA includes a review of alternative sites in the area
  - Note 4: Westmorland and Cumbria
    the SA includes a review of the Westmorland proposal and alternative sites in the area
  - Note 5: Harlow"Grange and Cambridgeshire
    the SA includes a review of the Harlow"Grange proposal (location has been withdrawn by promoter) and alternative sites in the area
  - Note 6: Location of scheme now withdrawn by promoter

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Data Sources:
OS Boundary Line
Housing & Growth Programme

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1.4 **Sustainability Appraisal and Habitats Regulations Assessment**

1.4.1 **Sustainability Appraisal (SA)** is generally not undertaken at the national level. In developing the Eco-towns PPS and the Eco-towns Programme, Communities and Local Government has decided to undertake SA, incorporating the requirements of the European Strategic Environmental Assessment Directive\(^5\), at a level proportionate to the PPS and the Programme. Scott Wilson was commissioned to undertake the SA as well as a **Habitats Regulations Assessment (HRA)** of the Draft Eco-towns PPS and the Eco-towns Programme (the potential eco-town locations). SA seeks to identify and evaluate the impacts of a proposal on the economy, the community and the environment – the three dimensions of sustainable development – and suggest measures for improving the proposal's sustainability performance. HRA tests the impacts of a proposal on nature conservation sites of European importance – Special Areas of Conservation and Special Protection Areas – and is also a requirement under EU legislation for certain plans and projects\(^6\).

1.5 **This report**

1.5.1 This report summarises the findings of, firstly, the SA and, secondly, the HRA of the Draft Eco-towns PPS and the Eco-towns Programme. The main reports are available for download on the Communities and Local Government website.

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\(^5\) Directive 2001/42/EC on the assessment of the effects of certain plans and Programmes on the environment (the 'SEA Directive') implemented through The Environmental Assessment of Plans and Programmes Regulations 2004

\(^6\) Directive 92/43/EEC on the conservation of natural habitats and of wild fauna and flora (the 'Habitats Directive') implemented through The Conservation (Natural Habitats, &c.) (Amendment) Regulations 2007
2 Sustainability Appraisal

2.1 Introduction

2.1.1 This section summarises the findings of the **Sustainability Appraisal (SA)** of the Draft Eco-towns PPS and the Eco-towns Programme. The section begins with a summary of the policy context in which the Draft PPS and the Programme are being developed; the sustainability objectives which they should ideally take account of; and the situation now in terms of housing provision and the development of greener, more environmentally friendly housing. This is followed by an appraisal of the business-as-usual option, i.e. the how the situation now is likely to evolve in the absence of the Draft Eco-towns PPS and the Eco-towns Programme. The SA findings are then set out, firstly, in relation to the Draft PPS, i.e. the eco-towns concept and the standards governing their delivery and, secondly, in relation to the Eco-towns Programme, i.e. the shortlisted eco-town locations themselves. The section then concludes with our proposals for monitoring and, finally, what happens next in the SA process. The difficulties encountered in undertaking the appraisal are set out in the main report.

2.2 What's the policy context?

2.2.1 This section highlights those policies, plans, programmes, strategies and initiatives considered particularly significant to the development of the Draft Eco-towns PPS and the Eco-towns Programme.
Barker Review of Housing Supply (March 2004)

The Barker Review of Housing Supply\(^8\) identified a lack of responsiveness in the housing market to increased demand as well as growing evidence of a persistently inadequate supply of new homes (according to the report, in 2001, the construction of new houses in the UK fell to its lowest level since the Second World War). The report concluded that continuing with the current rate of house building was not a realistic option given that an inadequate supply of housing means constraining economic growth; greater risk of macroeconomic instability; and worsening affordability. With regard to affordability, Barker argued that in order to reduce the trend in real house prices to 1.8 per cent per annum (from 2.4 per cent), an additional 70,000 extra houses might be required in England each year (over-and-above the 140,000 private sector gross starts and 125,000 gross completions in England in 2002-03). To bring the real price trend in line with the EU average of 1.1 per cent, the report stated that an extra 120,000 houses each year might be required. Barker acknowledged that increased levels of house building would have adverse impacts on the environment. However, a subsequent study of the sustainability impacts associated with additional housing growth concluded that the scale of these impacts could be reduced through a variety of measures including the specification and enforcement of higher dwelling environmental performance standards\(^9\).

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The UK Sustainable Development Strategy (March 2005)

The UK Sustainable Development Strategy – Securing the future: delivering UK sustainable development strategy – emphasises that the goal of sustainable development is "to enable all people throughout the world to satisfy their basic needs and enjoy a better quality of life, without compromising the quality of life of future generations". In order to achieve sustainable development, the Strategy identifies five guiding principles:

- Living within environmental limits
- Ensuring a strong, healthy and just society
- Achieving a sustainable economy
- Promoting good governance
- Using sound science responsibly

The Strategy emphasises that for "a policy to be sustainable, it must respect all five of these principles". In addition, the Strategy identifies four priority areas for immediate action:

- Sustainable consumption and production ('achieving more with less')
- Climate change and energy
- Natural resource protection and environmental enhancement
- Sustainable communities

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Planning Policy Statement 3: Housing (November 2006)

The Government's key housing policy goal, as set out in Planning Policy Statement 3: Housing (PPS3)\(^1\) is to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live. A principal aim of PPS3 is to underpin the increase in housing delivery recommended by the Barker Review of Housing Supply through promoting a new, more responsive approach to land supply at the local level. In particular the planning system should deliver "A sufficient quantity of housing taking into account need and demand and seeking to improve choice" and "Housing developments in suitable locations, which offer a good range of community facilities and with good access to jobs, key services and infrastructure". PPS3 also emphasises that Local Planning Authorities should encourage applicants to bring forward sustainable and environmentally friendly new housing developments. In particular, PPS3 states that, where need and demand are high, it will be necessary "to identify and explore a range of options for distributing housing including consideration of the role of growth areas, growth points, new free-standing settlements, major urban extensions and the managed growth of settlements in urban and rural areas and/or where necessary, review of any policy constraints".

Code for Sustainable Homes (December 2006)

The Code for Sustainable Homes measures the sustainability of a new home against nine categories of sustainable design\(^2\) and uses a 1 to 6 star rating system to communicate the overall sustainability performance of a new home. Minimum standards for energy and water use are set at each level. Since 1 May 2008, a rating against the Code has been mandatory for new homes. The aim of the Code is to improve the overall sustainability of new homes by setting a single national standard within which the house building industry can design and construct homes to higher environmental standards.

\(^2\) Energy and CO\(_2\) emissions; water; materials; surface water run-off; waste; pollution; health and wellbeing; management; and ecology.
Housing Green Paper (July 2007)

The 2007 Housing Green Paper, *Homes for the future: more affordable, more sustainable*[^13], identified three key challenges in relation to housing: demand for homes to buy or rent is growing faster than supply; as house prices have grown faster than wages, it is becoming increasingly difficult for young people to get a step on the housing ladder; and climate changes means that we need to provide greener, better-designed housing for the future. In light of this, the Green Paper commits the Government to working with partners to provide:

- more homes to meet growing demand;
- well-designed and greener homes, linked to good schools, transport and healthcare; and
- more affordable homes to buy or rent.

In terms of providing more homes, the Green Paper sets a target of delivering 240,000 additional homes a year by 2016 to meet growing demand and address affordability issues. The level of housing supply is assumed to increase over time towards this target, delivering approximately two million new homes by 2016 and, assuming the target is maintained, an additional million new homes by 2020, making three million in total. In relation to greener homes, the Green Paper emphasises that “New housing needs to be much more sustainable for the future. We need a revolution in the way we build, design and power our homes”. In relation to eco-towns, the Green Paper states that these “will build on the UK’s rich historic experience of creating planned new settlements” and will be “entirely new towns which are exemplar “green developments”… designed to meet the highest standards of sustainability, including low and zero carbon technologies and good public transport”. In spatial terms, “eco-towns will complement town and city centre renewal, urban extensions and the redevelopment of major sites in existing urban areas”. Crucially, they are envisaged to “provide an excellent opportunity to show how homes can be built to higher environmental standards with potential for lower cost”.

Building a Greener Future (July 2007)

The Building a Greener Future: Policy Statement confirmed the Government's intention for all new homes in England and Wales to be zero carbon by 2016 and included a timetable for revising Part L of the Building Regulations in order to achieve this — see the table below. Zero carbon is defined as meaning that, over a year, the net carbon emissions from all energy use in the home would be zero. The Government will also shortly introduce new regulatory standards for water efficiency in new homes (Part G of the Building Regulations). In addition, in the 2008 Budget it was announced that all new non-domestic buildings would be zero carbon from 2019 and that the Government would consult on the timeline for this ambition and its feasibility, and review progress in 2013.

<table>
<thead>
<tr>
<th>Date</th>
<th>2010</th>
<th>2013</th>
<th>2016</th>
</tr>
</thead>
<tbody>
<tr>
<td>Energy carbon improvement as compared to Part L (Building Regulations 2005)</td>
<td>26%</td>
<td>44%</td>
<td>Zero carbon</td>
</tr>
<tr>
<td>Equivalent energy carbon standard in the Code</td>
<td>Code level 3</td>
<td>Code level 4</td>
<td>Code level 6</td>
</tr>
</tbody>
</table>

Planning and Climate Change (December 2007)

In December 2007, the Government published Planning Policy Statement: Planning and Climate Change – Supplement to Planning Policy Statement. This emphasises that tackling climate change is a key priority for the planning system and sets out how planning should contribute to reducing emissions and stabilising climate change while taking into account the unavoidable consequences. In providing for development, planning authorities should "secure the highest viable resource and energy efficiency and reduction in emissions" and "deliver patterns of urban growth and sustainable rural developments that help secure the fullest possible use of sustainable transport for moving freight, public transport, cycling and walking; and, which overall, reduce the need to travel, especially by car".

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**NHPAU advice (June 2008)**

The National Housing and Planning Advice Unit (NHPAU) was established in response to the Barker Review of Housing Supply and is tasked with helping to make market housing more affordable and with addressing the rising trend in the number of people prevented from getting onto the property ladder. According to the NHPAU's latest advice, all things being equal, emerging Regional Spatial Strategies provide for insufficient housing and would lead to a further worsening of affordability prospects. Although the NHPAU welcomes the Government's commitment to increase housing supply to 240,000 net additions a year by 2016 as an important step towards stabilising affordability, it recommends, taking into account the most up-to-date evidence, that Regional Planning Bodies may want to go further. In light of this, the NHPAU's most recent advice sets out a housing supply range for each region which they consider should be tested by regional partners, as early as possible, through the planning process – see the table below. Taken together, the upper end of their regional supply ranges would see 257,700 new homes delivered per annum in England by 2016.

<table>
<thead>
<tr>
<th>Region</th>
<th>Average annual net additions to 2016</th>
<th>Total net additions to 2016</th>
<th>Total net additions by 2024</th>
<th>Upper end of the proposed housing supply range</th>
</tr>
</thead>
<tbody>
<tr>
<td>North East</td>
<td>6,700</td>
<td>56,500</td>
<td>81,000</td>
<td>7,500</td>
</tr>
<tr>
<td>North West</td>
<td>10,000</td>
<td>82,000</td>
<td>116,000</td>
<td>10,000</td>
</tr>
<tr>
<td>Yorkshire &amp; Humberside</td>
<td>23,000</td>
<td>186,000</td>
<td>225,000</td>
<td>23,000</td>
</tr>
<tr>
<td>East Midlands</td>
<td>22,500</td>
<td>176,000</td>
<td>216,000</td>
<td>22,500</td>
</tr>
<tr>
<td>West Midlands</td>
<td>19,500</td>
<td>156,500</td>
<td>195,500</td>
<td>19,500</td>
</tr>
<tr>
<td>East of England</td>
<td>30,500</td>
<td>244,000</td>
<td>284,000</td>
<td>30,500</td>
</tr>
<tr>
<td>London</td>
<td>33,500</td>
<td>268,000</td>
<td>308,000</td>
<td>33,500</td>
</tr>
<tr>
<td>South East</td>
<td>30,000</td>
<td>240,000</td>
<td>280,000</td>
<td>30,000</td>
</tr>
<tr>
<td>South West</td>
<td>26,000</td>
<td>210,000</td>
<td>250,000</td>
<td>26,000</td>
</tr>
<tr>
<td>England</td>
<td>215,500</td>
<td>1,646,000</td>
<td>1,937,000</td>
<td>215,500</td>
</tr>
</tbody>
</table>

1 National Housing and Planning Advice Unit (2008), Meeting the housing requirements of an aspiring and growing nation: taking the medium and long-term view – Advice to the Minister about the housing supply range to be tested by Regional Planning Authorities (online) available at http://www.communities.gov.uk/nhpau/keypublications/reports/meetinghousingrequirements/ (accessed 5 August 2008)
Climate Change Bill (anticipated late 2008)
The Climate Change Bill sets out the Government’s long term targets for climate change. The Government has accepted the advice of the Climate Change Committee that the targets should be framed in terms of greenhouse gas emissions, and that the 2050 target should be an 80% reduction in those emissions from a 1990 baseline. The Bill also requires carbon budgets to be established which will set a limit on emissions. The budgets should ensure a reduction of at least 26% by 2020. The Climate Change Committee will be advising the Government in December 2008 on the first three carbon budgets (for the period 2008-2022). The Government will respond to that advice next year, taking account also of any agreement in the European Union on EU targets for greenhouse gas emissions reductions.19

2.3 What are the key sustainability objectives we need to consider?

2.3.1 Some of the key sustainability objectives relevant to the appraisal of the Draft Eco-towns PPS and the Eco-towns Programme are set out in Table 1.

Table 1: Key sustainability objectives

<table>
<thead>
<tr>
<th>Source</th>
<th>Objective</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Housing provision</strong></td>
<td></td>
</tr>
<tr>
<td>Planning Policy Statement 3: Housing</td>
<td>Ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live</td>
</tr>
<tr>
<td></td>
<td>Improve affordability across the housing market, including by increasing the supply of housing</td>
</tr>
<tr>
<td>Housing Green Paper</td>
<td>Increase housing supply to 240,000 additional homes a year by 2016 (delivering 2 million homes by 2016 and 3 million homes by 2020)</td>
</tr>
<tr>
<td><strong>Greener housing</strong></td>
<td></td>
</tr>
<tr>
<td>Building a Greener Future: Policy Statement</td>
<td>All new homes to be zero carbon from 2016 (with a progressive tightening of the energy efficiency building regulations in the interim)</td>
</tr>
</tbody>
</table>

19 Full PM speech text, of 19 November 2007, can be found at: www.number-10.gov.uk/output/Page13791.asp
18 For further information see http://www.defra.gov.uk/environment/climatechange/uk/legislation/provisions.htm
Table 1: Key sustainability objectives (continued)

<table>
<thead>
<tr>
<th>Source</th>
<th>Objective</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Greener housing</strong></td>
<td>In providing for the homes, jobs, services and infrastructure needed by communities, and in renewing and shaping the places where they live and work, regional planning bodies and local planning authorities should – through spatial strategies – secure the highest viable resource and energy efficiency and reduction in emissions.</td>
</tr>
<tr>
<td>Planning Policy Statement: Planning and Climate Change – Supplement to Planning Policy Statement 1</td>
<td>Regional planning bodies and local planning authorities should – through spatial strategies – deliver patterns of urban growth and sustainable rural developments that help secure the fullest possible use of sustainable transport for moving freight, public transport, cycling and walking; and, which overall, reduce the need to travel, especially by car.</td>
</tr>
<tr>
<td></td>
<td>Regional planning bodies and local planning authorities should – through spatial strategies – secure new development and shape places that minimise vulnerability, and provide resilience, to climate change; and in ways that are consistent with social cohesion and inclusion.</td>
</tr>
<tr>
<td></td>
<td>Regional planning bodies and local planning authorities should – through spatial strategies – conserve and enhance biodiversity, recognising that the distribution of habitats and species will be affected by climate change.</td>
</tr>
<tr>
<td></td>
<td>Regional planning bodies and local planning authorities should – through spatial strategies – reflect the development needs and interests of communities and enable them to contribute effectively to tackling climate change.</td>
</tr>
<tr>
<td></td>
<td>Regional planning bodies and local planning authorities should – through spatial strategies – respond to the concerns of business and encourage competitiveness and technological innovation in mitigating and adapting to climate change.</td>
</tr>
<tr>
<td><strong>Climate Change Bill</strong></td>
<td>Reduce carbon dioxide emissions through domestic and international action by at least 80 per cent by 2050 and at least 26 per cent by 2020, against a 1990 baseline.</td>
</tr>
<tr>
<td><strong>Future Water: The Government’s water strategy for England</strong></td>
<td>Reduce per capita consumption of water through cost effective measures, to an average of 130 litres per person per day (l/p/d) by 2030, down from the current 150l/p/d.</td>
</tr>
<tr>
<td></td>
<td>Water efficiency playing a prominent role in achieving a sustainable supply demand balance, with high standards of water efficiency in new homes, and water-efficient products and technologies improving standards in existing buildings.</td>
</tr>
<tr>
<td></td>
<td>More adaptable drainage systems delivering reduced flood risk, improved water quality, and decreasing burdens on the sewer system.</td>
</tr>
<tr>
<td></td>
<td>Consistent and holistic management of urban flood risk, with strategic planning; partnerships of responsible bodies and clear understanding of various flood risk responsibilities.</td>
</tr>
</tbody>
</table>
2.4 What's the situation now?

Housing provision

2.4.1 Put simply, the provision of new homes has failed to keep pace with the numbers of new households; according to the Housing Green Paper, while the housing stock is growing by 185,000 a year, the number of households is projected to grow at 223,000 a year, many of them people living alone (in 1971, 19 per cent of households were one-person households; the figure now stands at 32 per cent). The Housing Green Paper also emphasises that there are 87,000 households living in temporary accommodation, including around 4,000 in bed and breakfast and that the number of households waiting for social housing has risen from 1 million to 1.6 million over the last ten years.

2.4.2 The number of new homes being completed has increased by 30 per cent since 2002 and is now at its highest level for 17 years (although this will be reduced by the current downturn). However, as the Barker Review pointed out, in 2001 the construction of new houses in the UK fell to its lowest level since the Second World War; progress is being made from a low base – see Figure 2.

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20 Ibid.
21 Ibid
2.4.3 The Barker Review recognised housing affordability as a real and growing problem: "For many people, housing has become increasingly unaffordable over time. The aspiration for home ownership is as strong as ever, yet the reality is that for many this aspiration will remain unfulfilled unless the trend in real house prices is reduced. This brings potential for an ever widening social and economic divide between those able to access market housing and those kept out".4. A recent report from the NHPAU reiterates that since 1997 house prices have increased by more than 150 per cent in real terms, while lower quartile house prices reached 7.25 times lower quartile annual earnings23.

2.4.4 In order to accommodate new housing, emerging Regional Spatial Strategies (RSSs) are generally promoting a model of urban concentration. For example, the emerging South West RSS states, "The primary focus for development in the South West will be the Strategically Significant Cities and Towns (SSCTs)" while the emerging South East RSS states, "The prime focus for development in the South East should be urban areas, in order to foster accessibility to employment, housing, retail and other services, and avoid

24 Ibid
unnecessary travel". Although the model of urban concentration continues to prevail, recent years have witnessed some renewed interest in new settlements with developments at, for example, Northstowe in Cambridgeshire and Dickens Heath in Solihull. The TCPA argues that "there are the beginnings of a new wave of new settlements and urban extensions".

**Greener housing**

2.4.5 In 2005 the UK's total carbon dioxide emissions were 556 MtCO₂; emissions from the domestic housing sector represent around 27 per cent of this figure – these emissions come from energy use in the home for heating, hot water, lighting and appliances. Figure 3 shows the proportion of UK greenhouse gas emissions (the basket of greenhouse gases covered by the Kyoto Protocol) by end user attributable to the residential sector. Figure 4 shows that nearly three-quarters of domestic emissions of CO₂ come from heating and hot water, and around one-fifth is from lighting and appliances. Household energy efficiency has noticeably improved over the last decade. In the period 1 April 1996 to 31 March 2006, local authorities reported an overall improvement in domestic energy efficiency of the housing in their area of approximately 19.26 per cent, as measured against a 1996 baseline.

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30 The basket of greenhouse gases is made up of carbon dioxide, methane, nitrous oxide, hydrofluorocarbons, perfluorocarbons and sulphur hexafluoride, weighted by global warming potential.

Figure 3: UK greenhouse gas emissions by end user, 1990 to 2006

Figure 4: Domestic carbon emissions by source (2005)
2.4.6 In relation to water use, average household demand has increased by around 55 per cent over the last 25 years and continues to increase at 1 per cent per annum\(^4\). In 2005/06, average water consumption in England and Wales was around 150 litres per person per day (l/p/d); this compares to an average consumption per person of around 140 l/p/d in 1992/93\(^5\). The increased demand for water has been largely attributed to an increase in the number and range of appliances in households and increases in the frequency of their use, and to changes in household size (water use in a single-person household is typically 40 per cent higher than the average per person consumption in a two-person household)\(^6\).

2.4.7 Table 2 sets out some of the other key environmental trends relevant to greener housing.

### Table 2: National environmental trends

<table>
<thead>
<tr>
<th>Issue</th>
<th>Trend</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Biodiversity</strong></td>
<td>Approximately two-thirds of England is arable, horticultural or improved grassland and the remaining one-third contains the majority of the habitats of biodiversity interest(^8): Natural England emphasise that over the last 50 years or so England's natural environment has suffered serious losses and that &quot;over much of England, intensive farming, built development, and commercial forestry have resulted in habitats that support a very limited biodiversity&quot;(^8). Furthermore, &quot;Many of the surviving wildlife-rich sites form a small, isolated and fragmented resource(^8). Natural England emphasise that pressures on the environment sometimes present opportunities, for example natural green space can be provided within new housing developments(^11).</td>
</tr>
<tr>
<td><strong>Flood risk</strong></td>
<td>2006, ten per cent of dwellings in England were built in Flood Zone 3 (FZ3) and seven per cent of land changing to residential use was within areas of high flood risk. This compares to nine and six per cent, respectively in 2005(^2). FZ3 encompasses Zone 3a – areas with a high probability of flooding – and Zone 3b – the functional flood plain (land where water has to flow or be stored in times of flood). If the trend for ten per cent of dwellings being built in areas of high flood risk continues, 300,000 new homes will be built in areas of flood risk by 2020 if the target of 3 million new homes is met.</td>
</tr>
</tbody>
</table>


\(^5\) ibid

\(^6\) ibid


\(^11\) ibid

\(^11\) ibid

Table 2: National environmental trends (continued)

<table>
<thead>
<tr>
<th>Issue</th>
<th>Trend</th>
</tr>
</thead>
<tbody>
<tr>
<td>Landscape</td>
<td>According to Natural England, existing landscape character is being maintained in 51 per cent of England's landscapes, whilst in a further 10 per cent existing character is being enhanced. However, 20 per cent of England's landscapes are showing signs of neglect, in the sense that past loss of character has not been reversed, while in a further 19 per cent new landscape characteristics are emerging. Furthermore, areas where the landscape character was neglected or 'diverging' are generally close to major centres of population and transport routes. Landscape change is particularly evident in a belt running from the Severn and Avon Valleys through the West Midlands to Humberside.</td>
</tr>
<tr>
<td>Land use</td>
<td>The percentage of new dwellings arising from building on previously developed land or through the conversion of existing buildings increased from 54 per cent in 1990 to 75 per cent in 2007 (provisional estimate). The percentage of all new development (not just residential) occurring on previously developed land (measured by land area) also increased from 47 per cent in 1990 to 61 per cent in 2005. The density of newly built dwellings in England remained reasonably constant between 1993 and 2001, at an average of 25 new dwellings per hectare; however, density has increased in recent years and, in 2007, the figure was 45 new dwellings per hectare (provisional estimate).</td>
</tr>
<tr>
<td>Renewable energy</td>
<td>In 2006, renewable sources represented 4.6 per cent of all electricity generated, increasing from 1.8 per cent in 1990, in particular, between 1990 and 2006 generation from non-hydropower sources (wind, wave, solar and biofuels) increased from being 10 per cent of all renewable electricity generated to 75 per cent.</td>
</tr>
<tr>
<td>Transport</td>
<td>Between 1971 and 2005, the proportion of households in Great Britain with access to a car increased from 51 per cent to 77 per cent. Daily traffic flows in Great Britain increased by 15 per cent in the ten years to 2005. Although rail use has generally been increasing since the early 1980s, the number of journeys made on local buses in England outside London has continued to fall.</td>
</tr>
</tbody>
</table>

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44 Ibid.
45 Ibid.
47 Ibid.
48 Ibid.
49 Ibid.
Table 2: National environmental trends (continued)

<table>
<thead>
<tr>
<th>Issue</th>
<th>Trend</th>
</tr>
</thead>
</table>
| **Transport (continued)** | Motor vehicles give rise to greenhouse gas emissions (CO₂) and other pollutant emissions (eg NOₓ, PM₁₀). While greenhouse gas emissions have risen, pollutant emissions have fallen. Between 1990 and 2006, total UK CO₂ emissions fell by 6 per cent; however, those attributable to transport rose by 12 per cent. In 2006 emissions of both nitrogen oxides (NOₓ) and particulates (PM₁₀) were 60 per cent and 45 per cent lower than in 1990, respectively. Research suggests that background air quality throughout the UK will improve very significantly over the next 10-15 years, primarily as a result of tightening Euro emission standards for cars and lorries and cleaner energy generation.

Transport has an important social dimension; for example, according to 2001 figures, only 21 per cent of people in households with access to a car said they experienced difficulties accessing their chemist, GP, post office, main food shop, or local hospital — compared to 38 per cent in households without a car.

**Waste** | Between 1996/97 and 2005/06 household waste generated per person in the UK increased by 9 per cent. In 2005/06, this was equivalent to each person generating an average of 512 kilograms, or just over half a tonne, of waste. The proportion of household waste per person collected for recycling or composting increased from 7 per cent in 1996/97 to 26 per cent in 2005/06 [the Government set a target of 25 per cent of household waste in England to be recycled by 2005/06]. The majority of non-recycled waste goes to landfill.

2.4.8 Examples of greener housing at a small scale continue to emerge; the Beddington Zero Energy Development (BedZED) in Sutton, for example, provides for 96 homes and has won countless sustainability awards.

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57 Household waste includes household bin waste and also waste from civic amenity sites, other household collections and recycling sites.


59 Ibid.
However, examples of a green housing on a larger scale are much rarer. Northstowe – a new community of 9,500 homes five miles north-west of Cambridge – is looking to achieve up to 50 per cent reductions in energy use by using approaches such as microgeneration, photovoltaic panels and solar water heating. Greener housing clearly goes beyond energy efficiency to encompass issues such as reduced water consumption and sustainable transport. Again, Northstowe also aims to reduce mains water use by up to 50 per cent and is on the route of the new Cambridgeshire Guided Busway. Other new settlements or urban extensions are exemplars in certain aspects of sustainable development: Cambourne – a new settlement 10 miles west of Cambridge – is cited by the Wildlife Trust as a good example of planning, having been designed around the natural environment. An investigation into the lessons from Cambourne concluded that “One of the best things about Cambourne is the ecology. People very much appreciate the areas of woodland that have been retained and the green spaces that have been created”. Upton, an urban extension to Northampton of over 1,000 homes, has a sustainable urban drainage system integrated throughout the site and rainwater harvesting technologies are being incorporated into block and building design to allow for rainwater use within homes. However, although examples of large scale greener housing are starting to emerge, these remain relatively few and far between and may only be exemplary in relation to one or two aspects of sustainability.

Summary – the situation now

- The supply of new homes has failed to keep pace with the numbers of new households.
- For many people, housing has become increasingly unaffordable over time.
- A wave of new settlements and urban extensions is underway to provide for new housing.
- Housing accounts for over a quarter of the UK’s total CO₂ emissions.
- A few examples of greener housing on a significant scale are beginning to emerge.

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95 Ibid.
2.5 What will be the situation without the Draft PPS and the Programme? (the 'business-as-usual' option)

2.5.1 This section explores the situation without the Draft PPS and the Programme, i.e. no eco-towns or the 'business-as-usual' option.

Housing provision

2.5.2 The most recent household projections indicate that the number of households in England will increase by 223,300 per year until 2026. These projections are trend based and indicate what would happen if past demographic changes continue. The household projections are, in turn, driven by population projections and these take into account trends and assumptions for mortality, fertility and migration (of these, the level of assumed future migration has shown the most significant change). The household projections indicate that the proportion and number of one-person households will increase. In particular, the elderly living alone are contributing to an increasing need for housing for one-person households.

2.5.3 For the past few years the number of new homes in England has been on an upward trend. Total net additions in England increased from 130,000 per year at the turn of the century to 200,000 during 2006/07. However, the NHPAU considers that maintaining this level of supply will be very difficult during the next few years; the number of both starts and completions fell between 2007 and 2008. In July 2008, a total of 205,000 additional dwellings per year were reflected in emerging Regional Spatial Strategies (RSSs) in England; see Figure 5.

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65 The NHPAU points out that recent affordability constraints have prevented some households from forming, creating an element of pent-up demand. This includes sharing, concealed and overcrowded households and households in temporary accommodation.
66 National Housing and Planning Advice Unit (2008). Meeting the housing requirements of an aspiring and growing nation: taking the medium and long-term view – Advice to the Minister about the housing supply range to be tested by Regional Planning Authorities [online] available at: http://www.communities.gov.uk/nhpau/keypublications/reports/meetinghousingrequirements/ (accessed 5 August 2008).
67 Ibid
2.5.4 Generally speaking, the amount of new housing supplied through RSSs will not be sufficient to accommodate the forecast number of new households — see Figure 6\(^7\). The Government has stated its intention to increase the supply of new homes through RSSs: the Housing Green Paper commits the Government to setting up reviews of regional plans to increase regional and local targets and states that RSSs will be revised, in whole or part, by 2011 at the latest to reflect plans for 240,000 homes a year by 2016\(^7\).

Figure 6: Housing supply levels in emerging RSSs vs. household projections

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\(^7\) The amount of housing in emerging RSSs has since increased to 205,000 including increases in the South East (33,125) and South West (29,623)

2.5.5 In relation to affordability, independent forecasts suggest that further house price decreases are likely in the short-term\(^2\) \(^2\)\(^3\). However, the NHPAU observes that while house prices have always fluctuated, over the last 30 years the long-term trend has been upwards (2.8 per cent in real house price growth per year)\(^4\). They argue that while we may have reached the peak of the current house price cycle it is unlikely that prices will permanently stagnate\(^5\). In their words: "If we are at the top of the house price cycle and are undergoing a readjustment this is likely to be a relatively short-term deviation from the long-term trend"\(^6\). Modelling undertaken by the NHPAU indicates that a short-term fall in house prices will not improve affordability prospects in the long run since prices will be driven by underlying fundamentals in the market, such as income growth and demographic trends – see Figure 7\(^7\).

**Figure 7: Long-term affordability outcome if the housing market cools in the short-term**\(^8\)

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\(^5\) ibid

\(^6\) ibid

\(^7\) ibid

2.5.6 In terms of locating new housing, emerging evidence suggests that the policy of urban concentration may not be sustainable in the longer-term as supplies of urban brownfield land begin to dwindle. The latest Regional Monitoring Report for the South East states that although "Urban areas are currently the primary focus for commercial, leisure and housing development... the supply of land available, in particular derelict and vacant land within urban areas, appears to be decreasing. This decrease is inevitable given the emphasis on re-use of urban land over the last decade and the success of local authorities in ensuring the availability of these sites through the planning process". The report goes on to argue that "While an urban focus will continue to be at the heart of the spatial strategy in the South East... if housing provision is to be significantly increased in the medium to long-term, an alternative strategy may be required with significant implications for the level of greenfield development". The report also highlights the "prospective tension between the high rate of completions on previously developed land (and at higher densities) and the type of homes being provided which are tending to be smaller and flats rather than houses. There are particular concerns about the provision of family housing".

2.5.7 The Town and Country Planning Association (TCPA) notes that "as concern over the disturbing economic effects of massive housing shortages has grown, interest in meeting need through urban extensions and new settlements has once more begun to take root". Furthermore, they argue that this renewed interest has also, in part, been fuelled by unease over rising housing densities, a fall in building to meet 'traditional' family housing needs, and the increasing loss of open space within cities (exemplified by concerns over 'garden grab').

Greener housing

2.5.8 Recent trends in the domestic sector have shown an increase in use of energy for lighting and appliances, whilst energy use for cooking and hot water has been declining. Research indicates that there is likely to be a continuation of these trends through, for example, the growth in the market for home entertainment equipment such as large-screen plasma...
televisions and home computers; moreover, climate change itself may lead to further developments, for example, a growth in demand for home air conditioning. The Government has put in place several measures to secure reductions in domestic emissions through promoting energy efficiency and conservation. These include action to promote achievement of greater domestic energy efficiency by electricity and gas suppliers through the Energy Efficiency Commitment (EEC), and its successor, the Carbon Emissions Reduction Target (CERT) and action via the Warm Front Programme and Decent Homes Standard to tackle fuel poverty and energy wastage through improved home insulation and heating. All in all, household emissions are projected to fall from around 40 million tonnes of carbon (MtC) today to around 36 MtC in 2010, and 30 MtC by 2020.

2.5.9 Most significantly, the energy efficiency Building Regulations (Part L) are set to be progressively tightened in order to reach zero carbon development in all new housing in England and Wales by 2016. Zero carbon is defined as meaning that, over a year, the net carbon emissions from all energy use in the home would be zero.

2.5.10 Pressures on water resources are set to increase in the future and the Government acknowledges that population growth and changes in household size mean more houses are needed in some areas where abstraction is not currently sustainable (and that climate change will severely worsen the situation). In relation to water efficiency, Future Water, the Government's water strategy for England, argues that per capita consumption of water can be reduced, through cost effective measures, to an average of 130 litres per person per day (l/p/d) by 2030 or possibly even 120 l/p/d depending on new technological developments and innovation. The Government has also indicated that the Building Regulations (Part G) will be amended to include a requirement for a minimum standard of water efficiency in new homes.

2.5.11 Although statutory measures are being taken to increase the energy efficiency of homes and reduce domestic water consumption, whether or not progress is made in relation to the wider aspects of greener housing will largely depend on the rigour of planning policy and its enforcement and the spread and adoption of best practice. Government policy on biodiversity, for example, requires that planning policies should promote opportunities

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66 Ibid


69 Ibid
for the incorporation of beneficial biodiversity features within the design of development; however, whether or not this becomes commonplace will depend on the stringency of policies in Local Development Frameworks and the degree to which they are effectively implemented.

**Summary – the situation without eco-towns**

- The number of households in England will increase by 223,300 per year until 2026
- Only 205,000 additional new homes per year are provided for in Regional Spatial Strategies
- There will not be enough housing to accommodate the forecast number of new households
- Regional Spatial Strategies should provide for 240,000 new homes per year by 2016
- A short-term fall in house prices will not improve affordability prospects in the long run
- Concentrating new housing in urban areas will become more difficult as urban brownfield land supplies dwindle
- Energy use in the home for lighting and appliances may continue to increase
- Household carbon emissions are projected to fall by a quarter by 2020
- New homes will be greener: all housing in England and Wales will be zero carbon by 2016 and water efficiency should improve

### 2.6 What will be the situation with the Draft PPS?

#### 2.6.1 This section explores the situation with the Draft PPS; the next section considers the implications of the Eco-towns Programme, ie the shortlisted locations.

**Housing provision**

#### 2.6.2 The Draft Eco-towns PPS recognises that the vast majority of housing growth will continue to be in towns and cities, with a focus on brownfield land. However, the Draft PPS reiterates and underlines the advice in PPS3 that where need and demand are high, it will be necessary to consider options including new settlements.\(^9\)


2.6.3 New settlements may certainly play an important role in future housing provision, particularly in areas where need and demand are high and the scope for development in urban areas is diminishing. The TCPA argues that “Thanks to local prosperity, and often thanks to a shortage of recyclable land and buildings, pressures for new homes and associated uses, including employment, has led many towns to reach their ‘stop’”, i.e the point where a town reaches its limit (e.g. an impermeable physical boundary or a sense that the latest town expansion is so removed from the heart of the place that it might as well not be part of the place at all). This is most likely to be the case in regions such as the South West, South East and the East of England where need and demand is high, the settlement pattern is generally one of medium-sized towns and development is often highly constrained by designations such as Green Belt and Area of Outstanding Natural Beauty.

2.6.4 For this reason, new free-standing settlements are certainly likely to be part of the housing solution. The TCPA observes that “As a response to the housing shortage brought about by, among other things, recent under-supply, changing demographics, people living longer, and more people living alone, urban extensions and stand-alone settlements are increasingly being considered as key development options by forward-thinking local authorities and developers”. In the East of England, the Regional Assembly has stated that “The current [East of England] Plan sets out a spatial strategy which in broad terms concentrates growth on key centres and that will provide the starting point for the review. We will need, however, to examine whether that approach has the capacity to continue accepting development up to 2031 and beyond. Other spatial development options will be tested including a major new settlement/urban extension, as well as smaller urban extensions/new settlements”.

2.6.5 In addition to accommodating new housing, new settlements arguably offer the opportunity to provide a housing mix which might be more difficult to achieve in existing urban areas, particularly the provision of family homes with gardens. More broadly, the Draft Eco-towns PPS argues that new settlements provide the opportunity to plan and deliver a locally appropriate mix of housing tenure to meet the needs of all income groups and household size.

2.6.6 Although new settlements may become a headline part of the housing solution they are certainly not the sole answer. For example, taken together

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the shortlisted eco-town locations are likely to provide only a very small amount of the 3 million homes envisaged by 2020 should they proceed (~3 per cent). It is important to recognise that free-standing settlements can be proposed at anytime and are suggested as an option in PPS3. What distinguishes an eco-town from a free-standing settlement is the emphasis on sustainable living and the aspiration to minimise environmental impact.

Greener housing

2.6.7 The consultation on the Draft Eco-towns PPS recognises that new settlements and zero carbon or environmentally sensitive developments are not new ideas but argues that “bringing these two concepts together offers the potential to help meet the challenge of climate change and housing growth”\(^a\). Communities and Local Government goes on to argue that eco-towns “should demonstrate best practice in terms of sustainable development”\(^b\). The eco-concept is encapsulated in a series of criteria which eco-towns must satisfy\(^c\). Table 3 sets out the proposed eco-towns standards together with an analysis of the extent to which they represent an improvement on business-as-usual.

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\(^b\) Ibid
\(^c\) It is important to note that all eco-towns must comply with existing national planning policies, except where the PPS sets a standard which is either more specific or more demanding than that set out in national policy.
Table 3: Eco-towns standards

<table>
<thead>
<tr>
<th>Topic</th>
<th>Standard</th>
<th>Does this represent an improvement on business-as-usual?</th>
</tr>
</thead>
</table>
| Zero carbon in Eco-towns  | The definition of Zero Carbon in eco-towns is that over a year the net carbon dioxide emissions from all energy use within the buildings on the development are zero or below. Planning Applications should demonstrate how this will be achieved. The health and social care needs of residents, and the resulting energy demand, should be taken into account when demonstrating how this standard will be met. This standard will take effect in accordance with a phased programme to be submitted with the planning application. It excludes embodied carbon and emissions from transport but includes all buildings – not just houses but also commercial and public sector buildings which are built as part of the eco-town development. The calculation of net emissions will take account of:  
a) emissions associated with the use of locally produced energy.  
b) emissions associated with production of energy imported from centralised energy networks, taking account of the carbon intensity of those imports as set out in the Government’s Standard Assessment Procedure; and  
c) emissions displaced by exports of locally produced energy to centralised energy networks. Where that energy is produced from a plant (1) whose primary purpose is to support the needs of the eco-town and (2) has a production capacity reasonably related to the overall energy requirement of the eco-town.  
This standard attempts to ensure that energy emissions related to the built environment in eco-towns are zero or below. Standards applicable to individual homes are set out in paragraph 4.9 (see below). | √  
The Building Regulations set the minimum requirements for the energy performance of new buildings. The standards within these would not currently meet even the lowest Code for Sustainable Homes rating for energy (>10 per cent improvement on Building Regulations = 1 star). However, the Government has proposed a timetable for revising Part L of the Building Regulations in order to reach zero carbon development in all new housing in England and Wales by 2016 (Code for Sustainable Homes level 6). Zero carbon new homes within eco-towns built before 2016 would therefore represent a clear improvement on business-as-usual. In addition, the standard refers to 'all buildings' and since new non-domestic buildings are not envisaged to be zero carbon until 2019, this would also represent a significant improvement on business-as-usual. |

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18 This definition of zero carbon applies solely in the context of eco-towns, and applies to the whole development rather than to individual buildings.

19 The carbon emissions resulting from the construction process.
Table 3: Eco-towns standards *(continued)*

<table>
<thead>
<tr>
<th>Topic</th>
<th>Standard</th>
<th>Does this represent an improvement on business-as-usual?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Climate Change Adaptation</td>
<td>Eco-towns should be sustainable communities that are resilient to and appropriate for the climate change now accepted as inevitable. They should be planned to minimise future vulnerability in a changing climate, and with both mitigation and adaptation in mind. Developments should be designed to take account of the climate they are likely to experience, using, for example, the most recent climate change scenarios available from the UK Climate Change Impacts Programme. Eco-towns should deliver a high quality local environment and meet the standards on water, flooding, green infrastructure and biodiversity set out in this PPS, taking into account a changing climate for these, as well incorporating wider best practice on tackling overheating and impacts of a changing climate for the natural and built environment.</td>
<td>✓</td>
</tr>
</tbody>
</table>

PPS1: Planning and Climate Change emphasises the need to adapt to the consequences of climate change but is not prescriptive. We are unaware of any national standards on climate change adaptation and, as such, the standard will by definition represent an improvement on business-as-usual. Note that regional or local adaptation advice and standards may increasingly emerge; for example, a draft London climate change adaptation strategy has been prepared.

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100 In line with Planning Policy Statement: Planning and Climate Change (supplement to PPS 1) and supporting practice guidance.
### Table 3: Eco-towns standards (continued)

<table>
<thead>
<tr>
<th>Topic</th>
<th>Standard</th>
<th>Does this represent an improvement on business-as-usual?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Homes</td>
<td>As well as being zero carbon as part of the whole built environment, homes in eco-towns should:</td>
<td><img src="checkmark" alt=" " /></td>
</tr>
<tr>
<td></td>
<td>a) achieve Building for Life Silver Standard and Level 4 of the Code for Sustainable Homes to a minimum (unless higher standards are set elsewhere in this Planning Policy Statement);</td>
<td><img src="checkmark" alt=" " /></td>
</tr>
<tr>
<td></td>
<td>b) meet lifetime homes standards and English Partnerships space standards;</td>
<td><img src="checkmark" alt=" " /></td>
</tr>
<tr>
<td></td>
<td>c) have real time energy monitoring systems; real time public transport information and high speed broadband access; and</td>
<td><img src="checkmark" alt=" " /></td>
</tr>
<tr>
<td></td>
<td>d) provide for at least 30 per cent affordable housing (which includes social-rented and intermediate housing);</td>
<td><img src="checkmark" alt=" " /></td>
</tr>
<tr>
<td></td>
<td>e) demonstrate high levels of energy efficiency in the fabric of the building having regard to standards to be incorporated into Building Regulations between now and 2016 (consultation forthcoming later in 2008); and</td>
<td><img src="checkmark" alt=" " /></td>
</tr>
<tr>
<td></td>
<td>f) achieve, through a combination of energy efficiency, on-site low and zero carbon energy generation and any heat supplied from low and zero carbon heat systems directly connected to the development, carbon reductions (from space heating, hot water and fixed lighting) of at least 70 per cent relative to current Building Regulations (Part L: 2006).</td>
<td><img src="checkmark" alt=" " /></td>
</tr>
</tbody>
</table>

The requirement that all new homes within eco-towns should achieve Level 4 of the Code for Sustainable Homes represents a clear improvement on business-as-usual since the Code is voluntary and spans a wide range of issues (energy and CO₂ emissions: water; materials; surface water run-off; waste; pollution; health and well-being; management; and ecology). The Building for Life standard is included in the Government's updated annual monitoring report guidance for local and regional planning authorities. Each housing scheme should be assessed against the 20 criteria, which are jointly promoted by CABE and the Home Builders Federation. Silver schemes fulfil 70 per cent of the criteria. However, achieving a Silver Standard is not mandatory and so this represents a clear improvement on business-as-usual.

The Lifetime Homes Standard consists of 16 criteria and aims to promote accessible and adaptable accommodation. Many development plans already require the Lifetime Homes Standard in new developments (e.g. the London Plan). All public sector funded housing in England will be built to the Lifetime Homes Standard from 2011 (it is a requirement now in Wales and Northern Ireland), with a target of 2013 for all private sector dwellings. With respect to the Lifetime Homes Standard, the Draft PPS does not therefore represent a clear improvement on business-as-usual.

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103 Code Level 4 contains within it standards to be achieved for: household waste recycling, construction waste; composting facilities, water efficiency measures, surface water management, use of materials, energy and CO₂, pollution, health and well-being, ecology and on-going management of the development.

104 See PPS 3 for definition and policy approach.
### Table 3: Eco-towns standards (continued)

<table>
<thead>
<tr>
<th>Topic</th>
<th>Standard</th>
<th>Does this represent an improvement on business-as-usual?</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Homes (continued)</strong></td>
<td>The intent of the energy efficiency and on-site carbon reduction standards is to ensure that, without being too prescriptive as to the means employed, to achieve the overall zero carbon standard, reasonable opportunities for energy efficiency and on-site carbon mitigation (including directly connected heat systems) are utilised. We are seeking your views on whether this PPS should be more prescriptive than set out in (e) above in relation to energy efficiency, and also whether 70 per cent is an appropriate level of carbon mitigation through on-site means?</td>
<td>PPS3: Housing advises that RSSs should include an affordable housing target for the region and each housing market area. Local Development Frameworks should also include an overall (e i.e plan-wide) target for the amount of affordable housing to be provided. Although the Draft PPS requires the provision of at least 30 per cent affordable housing, the target for the authority area in which the eco-town is situated could be higher (on the basis of need); hence our recommendation in Section 3.9). It should be recognised that every effort should be made to ensure that new homes are truly zero carbon since offices, retail and hospitals for example have a much higher energy demand than dwellings (per unit area); new homes represent the easiest win.</td>
</tr>
<tr>
<td><strong>Employment</strong></td>
<td>It is important to ensure that eco-towns are genuine mixed-use communities and that unsustainable commuter trips are kept to a minimum. An economic strategy should be produced to accompany planning applications for eco-towns that demonstrates how access to work will be achieved. The strategy should also set out facilities to support job creation in the town and as a minimum there should be access to one employment opportunity per new dwelling that is easily reached by walking, cycling and/or public transport.</td>
<td>In terms of policy, the consultation on a new Planning Policy Statement 4: Planning for Sustainable Economic Development emphasises that regional planning bodies and local planning authorities should plan to encourage economic growth. The consultation includes a series of objectives including identifying a good range of sites for economic development and mixed-use development; providing a good supply of land and buildings which offer a range of opportunities for creating new jobs in large and small businesses as well as start-up firms and which is responsive to changing needs and demands; and shaping travel demand by promoting sustainable travel choices wherever possible. Having said this, the requirement that, as a minimum there should be access to one employment opportunity per new dwelling that is easily reached by walking, cycling and/or public transport, represents a clear improvement on business-as-usual in terms of policy.</td>
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</tbody>
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