Planning
A new way forward

How the planning system can help our health, nature and climate
What is planning for?

Our planning system should contain the tools we need to tackle the challenges of the 21st century

When it comes to where we live and work, the real challenge we face is providing places where people can lead happier, healthier lives and have more control over what happens in their communities. The Government’s Planning White Paper was on course to increase the threat to nature in England and do little to create better homes and communities for wildlife and people. It prioritised short-term, inappropriate development ahead of local housing need and the natural environment.

The new Secretary of State for Levelling Up, Housing and Communities, Michael Gove MP, has pressed pause on the reforms – and we’re delighted. We need a new approach. We need a Planning Bill that prioritises people and wildlife – one that helps to restore nature, can tackle the climate crisis, and supports people’s health and wellbeing.

As we emerge from the pandemic, the toll it has taken on people’s mental and physical health is becoming clearer. Time and again people have told us that nature and accessible natural green spaces have given them so much during the pandemic. The Covid-19 crisis has shown what we truly value, which is why we need target for access to nature. By factoring this into the planning process up-front, we can secure better places for people to live and greater public confidence in new housing plans across the country.

Craig Bennett
Chief Executive, The Wildlife Trusts

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Cover picture: Trumpington Meadows - a development of 1200 houses with recreated grassland, wetland and green infrastructure. Pic: Keith Heppell

Sarah Gaunt/Basingstoke Gazette

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In Summer 2020, the Government published a Planning White Paper, Planning for the Future. The Prime Minister described its proposals as the most radical reforms to the planning system since the Second World War, and made clear the intention to ‘tear it down and start again’. A successful planning system is crucial to helping build the homes we need, as well as securing the recovery of nature. And with nature now declining at a speed never previously seen, it is clear the current planning system has flaws and needs updating.

But The Wildlife Trusts believe the proposed reforms will only make a bad situation much worse – failing nature, people, and local democracy. The next three pages explain why.

The Planning White Paper sets out a data-driven, strategic approach to zonal planning which fails to properly integrate nature and weakens the protections that are available under the current system. It proposes that land will be allocated to one of three areas: Growth, Renewal, or Protected. None of these areas provides a mechanism to support nature’s recovery. The Paper also provides little detail on how adaptation and mitigation to climate change will fit into the planning system. Even the Protected area is simply protection made clear the intention to ‘tear it down and start again’.

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The reforms are highly likely to increase nature’s decline and fail to contribute to combating climate change. As it is now – protection that can be overridden by sufficient economic interest. The space that nature needs to recover isn’t considered. Without the adequate evidence and data required to plan these areas, this approach risks increasing the loss of nature.

A proposed streamlining of Environmental Impact Assessments (EIA) and changes to wildlife protections pose a further risk by letting developers off the hook. EIA and Strategic Environmental Assessment are vital tools to help decision makers understand the scale of damage a development might do, and what steps need to be taken to minimise it.

‘Streamlining’ this process could mean the impacts on nature are not fully assessed. Any changes must strengthen protections for nature, and be consulted on ahead of the publication of the Planning Bill to ensure the impacts on nature are fully understood.

To minimise the amount that developers need to do to ensure nature is not damaged, the Government are establishing ‘Species Conservation Strategies’ for endangered species. This could mean developers would no longer worry about protected species on development sites, but simply pay a contribution to the wider conservation of the species. This approach is yet to be proven successful and could further threaten our most vulnerable species.

Finally, a review of the schedules of the Wildlife and Countryside Act, which list species protected from various harms, including development, is underway. If endangered and threatened species are removed, developers will not have to survey their sites for these species and take measures to avoid, mitigate or compensate for harming them. Removing protection from species that are still declining will simply hasten their journey to becoming critically endangered.
Nature remains separate
The reforms in the Planning White Paper fail to integrate nature into people’s lives

We know that people value living in places close to nature. Evidence shows that spending time in nature improves our mental and physical health. Far from putting nature into people’s lives, the Planning White Paper includes no suggestion of ensuring access to green spaces in the ‘Renewal’ areas where people already live.

There are strong sustainable development reasons for targeting a large amount of new housing in the ‘Renewal’ areas, but this risks a direct loss of accessible nature-rich green space due to infilling and development on the edges of towns and villages. Densification could increase pressure on existing sites and other indirect impacts on wildlife, unless new accessible green space is also provided.

Loss of green space will also reduce the ability of nature to help us adapt to climate change. Mitigation and adaption to climate change cannot just be allocated to specific zones; they need to be integrated across the planning system.

To create places where people can live and enjoy healthier lives, we need nature to be integrated into urban areas through innovative design and placemaking. This must ensure that there are enough green spaces for people to have proper access to nature.

Democracy suffers
The reforms in the Planning White Paper undermine the democratic process

For decades, The Wildlife Trusts have worked with national and local government, businesses and local communities to influence planning and development to achieve better outcomes for people and wildlife.

We welcome the intention to make it easier for people to get involved in planning to shape the places where they live and work. But we are concerned that the reforms might fail that intention. Instead they might undermine the democratic process and provide little opportunity to influence individual development proposals.

The chance to comment on specific development proposals as they pass through the planning system has been an essential way for people to have a voice when developments could directly affect them. It is also a vital mechanism through which The Wildlife Trusts help to get the best possible outcomes for wildlife. The proposals remove some of the ways in which people engage in the planning process.

CONCERN

Every child has a right, and a biological need, to grow up with nature

Increased pressure on green space is a familiar pattern across the UK

The right for people to comment on proposals goes back 70 years

CONCERN

Lyndsey Young
Drone Motion Stock/Shutterstock

Rupert Paul

Jim Asher/BBOWT

Calvert Jubilee nature reserve in Bucks was partly destroyed by HS2

The reforms in the Planning White Paper fail to integrate nature into people’s lives
What needs to happen?

The English planning system has been in place for over 70 years. During this time, it has been tested and fine-tuned to meet many of the aims we need it to achieve. Where it has failed, it was often not the system itself but its use. However, like any long-running system, it needs to be reviewed and updated. And it was never designed to tackle the climate and nature crises.

With nature now declining at a speed never previously seen and global temperatures continuing to rise, we need a planning system that enables us to live within our environmental limits. The Dasgupta Review has made clear that if we continue with environmentally costly development, future generations will be picking up the bill.

Our planning system should deliver truly sustainable development. We need affordable and sustainable housing where people can enjoy the beauty of nature on their doorstep.

Decades of development and building of infrastructure, unsustainable farming practices and pollution have left the UK one of the most nature-depleted counties on the planet. With one in seven species at risk of extinction and 56% in decline, nature is undeniably in crisis. To finally turn the tide on nature’s decline, it’s essential that we plan for its recovery.

The planning system should play a crucial role in achieving this – mapping out where nature still survives, and where it needs more space to recover through investment in a Nature Recovery Network.

There are already changes underway that can help this happen. The Environment Bill includes a requirement for Local Nature Recovery Strategies to be prepared everywhere, and for some development to deliver a net gain for biodiversity. The Planning Bill needs to integrate these principles into planning law, so that they really work for nature.

Local Nature Recovery Strategies

Published in February 2021, the Dasgupta Review showed that business as usual was over. With the climate and nature crises, we need a planning system that enables us to live within our environmental limits.
to coordinate biodiversity net gain funds and avoiding costly conflicts. However, without a clear duty to use them, funding could be wasted in creating strategies that are then ignored in land-use planning decisions.

**Truly sustainable development**
All development should adhere to the mitigation hierarchy (see box on the right) and be required to deliver a net gain for biodiversity.

"All development must play a part in resolving the nature crisis. This needs urgent clarification in the Planning Bill."

Large tracts of land, including this Peak District moorland, must be managed to absorb carbon, not emit it.

### Mitigation hierarchy: the starting point for any development
If a development will badly harm biodiversity, it should move to a site with less harmful impacts, adequately mitigated if this is not possible, or, as a last resort, compensated. All development should deliver net gain.

1. **AVOID**
   Prevent damage to biodiversity by locating developments in the right place and ensuring good early design.

2. **MITIGATE**
   Minimise biodiversity loss, integrate new habitat into design, use best practice to reduce construction impacts.

3. **COMPENSATE**
   As a last resort, compensate for the remaining impacts.

**FOR ALL DEVELOPMENTS**

**Biodiversity Net Gain**
Net gain must be additional to steps 1-3, only used once the impacts have first been avoided, mitigated and compensated. All development must enhance biodiversity, even where no damage to nature occurs.

### Local Nature Recovery Strategies: The critical planning tool
Local Nature Recovery Strategies will form the foundation for a Nature Recovery Network. They are to be developed in all areas, with local partners, to identify what and where the priorities for nature are in that area. They are the means of translating national policy into local delivery, helping to target habitat creation for net gain and natural solutions to climate change, and addressing the health inequalities stemming from lack of access to natural green space.

**A nature recovery map for Staffordshire**
Staffordshire is one of the first counties to produce a Nature Recovery Map, as part of its Nature Recovery Strategy. Developed by local partners, the map identifies what and where the priorities for nature are.

It is a means of translating national policy into local delivery. It helps target habitat creation for net gain, and natural solutions to climate change adaptation and mitigation. It also addresses health inequalities caused by lack of access to natural green space.

### Key

- Opportunity areas for joining up habitat
- Heathland
- Wetland
- Urban
- Grassland
- Woodland
- Pasture & Arable
- Moorland
- Meres and Mosses

**Action 1 continued**
Maintain existing protections

Nature protection policies and standards must not be weakened. If they are, they will simply accelerate nature’s decline

When development does take place, it is vital that the impacts on nature are fully assessed, using accurate and robust information, so that it does not worsen nature’s decline.

We currently have insufficient information to make reliable and evidenced decisions on the presence of habitats and species across any local authority. The proposals in the White Paper rely on an unrealistic assumption that there will be adequate environmental data, without further survey. Effective strategic planning requires a full programme of investment to establish high quality ecological data.

However, strategic data alone will not provide the site-level detail to enable impacts to be properly considered. Without accurate knowledge of the habitats and species on site, schemes such as Biodiversity Net Gain will not work. The Planning Bill must, therefore, retain the requirement for ecological survey at the time an individual development is put forward for planning permission.

The Government should maintain and strengthen sites (e.g. SSSIs, Local Wildlife Sites), and species protections in the planning system. Safeguards through the Wildlife & Countryside Act Schedules should be kept unless it can be demonstrated that species have reached favourable conservation status and no longer benefit from legal protection.

Alongside this, the process for Environmental Impact Assessments (EIAs) should be enhanced and consistently applied to all levels of decision making. To confront the scale of the crisis nature faces, EIAs should recognise impacts on locally important biodiversity; impacts on potential strategic opportunities for nature’s recovery; and how the development will deliver a net gain for biodiversity.

Environmental data must also be improved so that we can properly assess impacts of Local Plans and the cumulative impacts of programmes of projects.

“Without accurate knowledge of the habitats and species on site, schemes such as Biodiversity Net Gain will not work.”
For nature to start to recover, it needs a large land area which is allowed to function in a semi-natural way for the benefit of people and wildlife. Such wilder areas would provide us with ecosystem services: for example absorbing carbon, reducing flooding, providing cleaner water, boosting biodiversity and improving climate resilience.

In a country as densely populated as England, nature’s recovery cannot be confined to remote uplands, but also where people live. For example in the Severn Vale, this transformation (left) is centred on the river’s floodplain – an area where enormous transfers of energy and biomass take place.

Allowing more natural processes there will provide ecological, social and economic benefits far into the future. Within such areas, the sites where nature is recovering should be protected from future destruction by being designated as Wildbelt.

Wildbelt proposals should be included in the forthcoming Green Paper on nature. Sites should be identified as part of the Local Nature Recovery Strategy process, with recommendations made to Defra for designation.

The Planning Bill should require the recognition of Wildbelt sites in Local Plans, and the provision of policies in the National Planning Policy Framework that would set a presumption against development.

“To give these sites a chance of contributing to nature’s recovery they must be protected now, rather than later.”

Wildbelt means more natural features in a landscape, like this pond

Wildbelt: What is it and how does it work?

The proposed Severn Vale Wildbelt spans Wales and England

English contributors Worcestershire (top) and Gloucestershire

Gloucestershire has already completed its Nature Recovery Map

Here is a detail from the map, close to the town of Tewksbury

Wildbelt: What is it and how does it work?

Severn Vale wildbelt

With county boundaries

With habitat detail

Zoomed-in view

Koniks at Wicken Fen, Cambs. Large areas of semi-natural habitat can be managed by large animals rather than machinery

Introduce a new Wildbelt designation

We must identify 30% of land now to meet Government targets for 2030

Action 3

The Government has committed to protecting 30% of land for nature by 2030. This will require creation of significant new areas of habitat; through public and private investment, such as Biodiversity Net Gain and Environmental Land Management grants.

Protecting these areas from damaging development in the future is an essential requirement for achieving the Government’s ambition.

These areas have little protection under existing designations. Though they are on a journey towards high biodiversity value, they do not yet meet any current criteria for protection from damage or loss. To give these sites a chance of contributing to nature’s recovery they must be protected now, rather than waiting until results have already been achieved.

To secure the future of the land where we are making more space for nature, we need a new designation. Wildbelt should be a robust and permanent designation that will protect land in the process of being managed to bring nature back, and speed up the creation of the Nature Recovery Network in England.

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What’s in a Wildbelt?

At Coombe Hill near Cheltenham, Gloucestershire Wildlife Trust is returning degraded farmland to a functioning wetland that stores carbon, purifies water and helps protect Gloucester against flooding.

**Flood prevention**

“The whole system backs up from the Severn, so with rising sea levels Coombe Hill will get wetter and wetter for longer periods. With the nearby Ashleworth Ham reserve, it holds back water, helping protect Gloucester from flooding.”

**How to run a wetland**

“The drains and scrapes are for wading birds; their populations are important for the Severn Vale. For the rest of the reserve we take a hay cut with aftermath grazing. But there’s scope for a more sustainable system using No Fence collars on cattle.”

**And the benefits are:**

“Locking up huge amounts of carbon; trapping sediment; purifying water; reducing the severity of flooding; improving biodiversity; and even providing climate control. Wetlands absorb a lot of heat to reduce the local temperature.”

**The fields that escaped the plough**

“Unlike the land in the foreground, these fields (beyond the two pools to the hedge line) weren’t ploughed up, so they have a greater diversity of wetland plants. We decided not to seed the ploughed land, but to let it come back naturally.”

**What next?**

“Coombe Hill is functionally connected to Ashleworth Ham, 2km away. There’s scope to expand these reserves, and influence other land holders. It is vital to protect the investment we are making to restore nature, so that it can continue to provide these benefits for the future.”

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“W”

We bought Coombe Hill Canal and Meadows in the 2000s,” says Gloucestershire Wildlife Trust’s Del Jones. Now the site could become part of the Severn Vale nature restoration project (p15). “It’s 105 hectares, and floods every year, usually in winter, up to a good two metres for two months. In the 1990s the previous owner tried and failed to grow linseed on it. For us it’s a floodplain restoration project as well as a wetland.”

“Locking up huge amounts of carbon; trapping sediment; purifying water; reducing the severity of flooding; improving biodiversity; and even providing climate control. Wetlands absorb a lot of heat to reduce the local temperature.”

“All this just a few hundred yards from the M5 motorway.”
Evidence shows that access to good-quality green space is linked to improvements in both physical and mental health, as well as lower levels of obesity. However, access for deprived areas, and for areas with higher proportions of minority ethnic groups, is deeply unequal. Currently, people who live in deprived areas are nine times less likely to have access to green spaces. To reduce health inequalities and relieve pressure on the NHS, our planning system must level up access to nature.

The Planning Bill must set a legally-binding target for access to nature, with all Local Planning Authorities being required to report progress towards this target annually. The target should not simply be linear but take into account the way people can actually get to green space, avoiding barriers such as railway lines and major roads. It should include a measure of inclusivity – natural green space should be physically accessible and inclusive to everyone.

Planning should ensure people live healthier and happier lives. This means integrating nature into all development zones and ensuring strategic plans consider the changing environmental factors that exacerbate health inequalities. Indices of deprivation should include existing access to nature, flood risk and urban heat factors. This would allow Local Nature Recovery Strategies to spatially map and prioritise action to create space for nature, where it would also provide multiple benefits and help to tackle the impacts on communities of the climate, nature and health inequality crises.

Local plans and strategic health assessments must identify where access to nature is poor and take action to improve it, enabled through a planning system that works for both people and nature.

Nature: tackling the mental health pandemic

120mins

Spending at least two hours a week in nature is associated with good health and wellbeing.

3 times

People with easy access to nature are three times as likely to be active as those who do not have access.

Friendly

Research shows that street-level greenery improves residents’ social interaction.

20mins

Children exposed to green spaces for 20 minutes a day engage in five times more physical activity.

9 in 10

People agree that green and natural spaces should be good places for mental health and wellbeing.

46%

Almost half the population say that they are spending more time outside than before the COVID-19 pandemic.
Improve community engagement

People must be able to engage with the planning system at the point where it is meaningful to them

Sufficient clear information must be available to ensure understanding of the impacts of development on nature and on local communities. It is vital that communities are made aware in consultations of all the issues and opportunities they face – including those linked to the climate and nature crises.

The Planning Bill must enable the public to support or challenge development when the actual proposals come forward, and their impacts become evident.

Local knowledge is invaluable. It can provide decision makers with information to understand the impacts and opportunities of the development for communities and the environment, as well as ensuring developments best suit the needs of local people and future communities.

The planning system should also retain independent examination of the Local Plan and the right for the public and other local stakeholders to be heard at the examination process. Self-assessment by Local Authorities would not give local people confidence that contentious issues had been fairly addressed.

There should be meaningful consultation on all aspects of planning reform, with Government prepared to act on the advice of all sectors and stakeholders.

“The Planning Bill must enable the public to challenge or support development when proposals come forward.”

Snuffing out the opportunity to protest against development will backfire.
Good house, bad house

Following the five actions set out in this report will give us a modern planning system that is fit for purpose. It will enable us to take great strides towards achieving our climate and biodiversity targets, whilst also facilitating the creation of vibrant community spaces and the building of much-needed homes for the future. But what should these homes look like?

“Developments must be consistently low carbon, nature-rich, resilient, healthy, well-designed and beautiful by 2025”.

Whether it’s constructing new homes from scratch or retrofitting existing buildings, housing must reflect the 21st century challenges we are facing. House builders must pledge to deliver “places and developments that are consistently low carbon, nature-rich, resilient, healthy, well-designed and beautiful by 2025”.

This will mean ensuring that new homes are constructed using durable materials that do not have high carbon or environmental footprints, such as reclaimed supplies and timber from sustainably managed forests.

Homes fit for the future will need to be extremely energy efficient, with excellent insulation, high-quality glass windows and rooftop solar panels where possible. Installing passive cooling features and making sure homes are well-ventilated in the summer months will make them more resilient to our warming climate. Rainwater harvesting and sustainable urban drainage would also allow water to be managed more efficiently and could create additional habitats for wildlife.

Encouraging wildlife back into our neighbourhoods will bring multiple advantages, helping to deliver biodiversity net-gain and boosting the health and wellbeing of residents. Designing bat roosts and bird boxes into buildings, installing green roofs and planting urban trees and hedgerows would go a long way in helping to provide quality homes for both people and wildlife.

For more information on how to build housing in a nature-friendly way, see UK Housing: Fit for the Future? wtrust/3nObSHX
We need a Planning Bill that will ensure...

1 Nature’s recovery is at the heart of the planning system
   All development should contribute to nature’s recovery. Local plans must include a plan for a Nature Recovery Network, integrating nature into all areas and identifying where nature should be protected, development avoided, and where new space for nature needs to be created.

2 Nature protection must be strengthened, not weakened
   Assessments of environmental impact must take place before development is permitted. All plans and proposals must be informed by robust, accurate, detailed and thorough ecological data.

3 A new designation, Wildbelt
   This designation helps address the nature and climate crises by protecting land put into recovery for nature. This will ensure we can protect and manage at least 30% of land for nature by 2030.

4 Access to nature is designed into every community
   Planning should enable the development of great places for people to live and work. A legally binding target for access to nature would ensure everyone can receive the benefits nature provides, as well as addressing health inequalities.

5 People and local stakeholders can engage with the system
   Local people can make their views heard at the point where it is meaningful to them, and sufficient, uncomplicated information is available so they can understand and respond to the impacts on nature and their local community.

Find out more about best planning practice
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