
Local Development Framework Working Group

6th March 2007

Report of the Director of City Strategy

City of York Local Development Framework:

Planning and Climate Change: City of York's potential to deliver on sub-regional renewable energy targets.

Summary

1. The purpose of this report is to introduce the draft supplement to Planning Policy Statement 1 (PPS1) on Planning and Climate Change, and to inform Members of the new key strategic issues which this document raises. It also advises of the City of York's potential to contribute to sub-regional renewable energy targets through the planning system, in advance of consultation on these matters as part of the Local Development Framework (LDF) process.

Background

2. The planning system is one of the most powerful tools for promoting sustainable energy available to local authorities. It can be used to guide and shape the location of sustainable energy development, promote the integration of energy efficient and renewable energy technologies within buildings and raise community involvement in, and awareness of, sustainable energy developments.
3. Nationally, the Government's Energy White Paper sets a strategy to move towards a lower carbon economy by placing renewables, energy efficiency and low carbon transport at the heart of the UK's future energy system. This includes a target to cut the UK's CO₂ emissions by 60% by 2050, and to increase the proportion of electricity generation from renewables from a base of 3% in 2003 to 10% in 2010 and 20% in 2020.
4. In terms of current national planning policy on renewables, Planning Policy Statement 1: Delivering Sustainable Development (PPS1) states that development plan policies should seek to promote and encourage, rather than restrict, the use of renewable resources, and that regional planning authorities and local authorities should promote resource and energy efficient buildings, community heating schemes, the use of combined heat and power, small scale renewable and low carbon energy schemes in developments.

5. Planning Policy Statement 22 requires minimum targets for renewable energy generation to be introduced in regional plans, to be monitored and increased if and when they are met. In light of this, the draft Regional Spatial Strategy Dec 2005 (Draft RSS Dec 2005) has introduced policies on both Climate Change and Energy. It is proposed that the renewable capacity established by draft policy ENV5: Energy is delivered by Local Authority area, although the targets are set at the sub-regional level. These targets are currently 209MW for North Yorkshire to 2010, with an indicative 11.2MW from the City of York area.

Planning and Climate Change: new supplementary statement to PPS 1.

6. 'Planning and Climate Change' is a consultation document which sets out how spatial planning, in providing for new homes, jobs and infrastructure needed by communities, should help shape places with lower carbon emissions and resilient to climate change now accepted as inevitable.
7. The Local Development Framework Core Strategy, and other Development Plan Documents which follow, will use the guidance in PPS1 and other PPGs/PPSs to develop its policy approach. The PPS forms part of a package of action being taken forward by the Department of Communities & Local Government (DCLG) to help deliver the Government's ambition of achieving zero carbon development, including the Code for Sustainable Homes.
8. In many ways, this Climate Change PPS supplement supports and reinforces guidance which already exists at a national level, such as in Planning Policy Guidance 13: Transport, where issues of public transport accessibility, nodes and linkages are established. Regionally, the Regional Spatial Strategy (RSS) will establish the framework within which the LDF will sit, and already delivers a policy approach which seeks to reduce energy demand, improve energy efficiency and increase installed renewable energy capacity. In terms of the detailed design of buildings, many of the issues which the City of York's draft Sustainable Design and Construction Supplementary Planning Guidance (SPG) highlights are reinforced by the draft PPS1 supplement. New development will be expected to consider, for example, the impact of orientation and massing; impact on natural species and biodiversity; drainage and water recycling; sustainable waste management and solar gain.
9. In terms of the new key strategic issues which this Climate Change supplement proposes, these are as follows:
 - The approach to the Core Strategy and the allocation of sites should consider how decentralised energy supply could contribute. This would require Local Planning Authorities to assess the potential for their areas to accommodate renewable and low-carbon technologies, including for micro-renewables to be secured in new residential, commercial or industrial development. In terms of allocating land for development, the supplement proposes that priority be given to sites which perform well against a series of criteria, including:

- the effect of development on biodiversity and the capacity for adaptation;
 - the contribution to be made from existing and new opportunities for open space to urban cooling
 - physical and environmental constraints on the development of land such as flood risk and stability, taking a precautionary approach to increases in risk that could arise as a result of likely changes to climate;
- Consideration should be given to the allocation of sites for renewable and low carbon energy sources and its supporting infrastructure;
 - Ensure that a significant proportion of the energy supply of substantial new development is gained on-site and renewably and/or from a decentralised, renewable or low carbon energy supply. (The consultation draft questions whether in the interim period, before the issue of what 'significant proportion' is tested through Development Plan Document (DPD) preparation, a standard of 10% should be applied.)
 - The requirement for RSS to establish carbon emission trajectories, whereby the performance of buildings would be monitored over time, including for the likely transport energy demands of the new development and its spatial distribution.

Delivering Sustainable Energy in North Yorkshire

10. In light of the national and regional policy context, in 2005, a partnership of North Yorkshire Local Authorities, including City of York, commissioned a sub-regional renewable energy study, investigating the potential for the sub-region to contribute to the Government's UK climate change agenda.
11. This study found that the level of renewable energy generation within the sub-region is currently very low, with less than 10MW of energy being generated from renewable energy schemes across North Yorkshire. To meet the sub-regional target will require a significant increase in the deployment of renewable energy projects on the ground. The challenge is to find a means of securing sustainable energy development, and its associated economic environmental and social benefits, whilst ensuring that the local environmental effects are minimised and that the unique heritage of the county is protected, if not enhanced.
12. The development of renewables has the potential to deliver significant benefits for North Yorkshire. As well as helping to combat climate change, the benefits of sustainable energy developments within North Yorkshire could include diversifying energy generation, creating employment and aiding rural diversification and regeneration. We are also increasingly reliant on fossil fuels delivered from politically unstable regions of the world. Developing 'home grown' energy could reduce the potential vulnerability from these supply lines, and address the resulting issue of rapidly increasing fossil fuel costs.

13. The draft RSS sets North Yorkshire’s sub-regional target for installed renewable energy capacity to 2010 at 209MW, and 350MW to 2021. The North Yorkshire Sustainable Energy study has established that some 11.2MW could be provided by the City of York to 2010, and up to 31.2MW by 2021, from wind, biomass, hydro and photovoltaics. The focus was placed on these technologies as it was felt they could make the most significant contribution to the sub-regional target. Indicative potential for small scale renewables, or micro-generation, could add another 11.69MW to the 2010 capacity, and more than 80MW by 2021.

Fig 1: North Yorkshire Renewable Energy potential

	North Yorkshire target (MW)	City of York indicative potential (MW)	Micro-generation (MW)
2010	209	11.22	11.69
2021	350	31.2	80.3

14. As the above table shows, there is potential for York to meet its indicative target by promoting widespread micro-renewable schemes, rather than large scale stand alone renewable generators. Whatever the chosen method of provision, planning policy will be required to direct and influence the means by which new buildings are built, used and powered. The scale and scope of the requirement is an issue which will be considered through the LDF consultation process, but as a minimum will have to meet the requirements of RSS policy.

Potential approaches to delivering renewable energy through the LDF

15. Successfully introducing renewables to York will involve the development of different kinds of schemes in different contexts. Whatever the preferred technology and location, we have an important contribution to make towards meeting at least the regional renewable energy approach and targets, both in terms of developing renewable resources and in reducing the overall demand for energy.
16. The following table shows a variety of means in which York could meet its indicative renewable energy target, and the implication of each of those means. Consultation on the LDF will consider such potential approaches, and invite comment on the levels and means of providing energy from renewables sources in domestic, commercial and other settings.

Figure 2: Potential approaches to delivering City of York's Renewable Energy potential

Target	Scale of development	Local Authority level		Commercial scale	Domestic scale	
11.2MW to 2010	Technology	Medium scale turbines (70m tower) 1.5-2MW	Small scale turbines (35m tower) 0.6+MW	50KW PV installation (eg the EcoDepot)	1.5KW PV installation	2.5KW turbine (6-8m tower)
	Annual carbon saving per unit (1 tonne =1000kg)	800-1000 tonnes	400 tonnes	16 tonnes	487.5kg	2,000kg
	Potential cost to developer	N/a	N/a	£158,000 (inclusive of £113,000 grant)	Approx £4,000-5000 (including 50% government grant)	£7000 (including government grant)

Corporate Priorities

16. Recognition of the role of renewables in addressing climate change would support the following Corporate Priorities:
- Decrease the tonnage of biodegradable waste and recyclable products going to landfill
 - Increase the use of public and other environmentally friendly modes of transport
 - Improve the quality and availability of decent affordable homes in the city
 - Improve efficiency and reduce waste to free-up more resources

Implications

17. Implications are as listed below:

- **Financial** There are no Financial implications
- **Human Resources (HR)** There are no HR implications
- **Equalities** There are no Equalities implications
- **Legal** There are no Legal implications
- **Crime and Disorder** There are no Crime and Disorder implications
- **Information Technology (IT)** There are no IT implications
- **Property** There are no Property implications
- **Other** There are no other known implications

Risk Management

18. If the requirements of PPS1 are not fully considered in preparing the Local Development Framework, there is a risk that the document may not meet with the tests of soundness.

Recommendations

19. Members are asked to
 - i) note the key strategic requirements of draft PPS1, as detailed in the above report, and give support for the issues raised to be considered as part of consultation on the Local Development Framework.

Reason

To ensure that full consideration is given to emerging national planning guidance on climate change as part of the preparation of the Local Development Framework.

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Report Approved

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Specialist Implications Officer(s)

None

Wards Affected: *List wards or tick box to indicate all*

All

For further information please contact the author of the report

Background Papers

'Consultation Planning Policy Statement: Planning and Climate Change: supplement to PPS1', DCLG, December 2006

'Delivering Sustainable Energy in North Yorkshire', Land Use Consultants and National Energy Foundation, October 2005.

Annexes None