



Programme Area: Smart Systems and Heat

Project: WP2 Manchester Local Area Energy Strategy

Title: Planning Briefing Notes Informing Stage 0 GM Spatial Energy Plan – Briefing Note 2

Abstract:

This Deliverable comprises one of a series of four briefing notes regarding the planning policy and related information to inform the production of a high level energy evidence base prior to the completion of a detailed EnergyPath modelling study with a local authority in Greater Manchester. It provides advice and recommendations relating to the current and future policy framework in GM which has informed the Catapult high level energy study for Greater Manchester. This Deliverable, Briefing Note 2, provides a summary of national, regional and local planning policy with a focus on the Greater Manchester Combined Authority energy planning history.

Context:

The Spatial Energy Plan for Greater Manchester Combined Authority project was commissioned as part of the Energy Technologies Institute (ETI) Smart Systems and Heat Programme and undertaken through collaboration between the Greater Manchester Combined Authority and the Energy Systems Catapult. The study has consolidated the significant data and existing evidence relating to the local energy system to provide a platform for future energy planning in the region and the development of suitable policies within the emerging spatial planning framework for Greater Manchester.



Briefing Note 2

National, Regional and Local Planning Policy Framework

on behalf of

Energy Systems Catapult

August 2016

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1 Introduction

1.1 Background and Scope

- 1.1.1 JLL has been commissioned by Energy Systems Catapult (ESC) to prepare a Briefing Note that provides a summary of national, regional and local planning policy with a focus on the Greater Manchester Combined Authority (GMCA) energy planning history.
- 1.1.2 The Briefing Note also considers the a range of relevant policy, legislation and guidance including the National Planning Policy Framework, the various Planning Acts, the Greater Manchester Spatial Framework (GMSF) and local planning policy.

1.2 Approach

- 1.2.1 The Smart Systems and Heat (SSH) programme being delivered by the ESC is focused on creating future-proof and economic local heating solutions for the UK. Heat accounts for over 40% of the UK's demand for energy, and almost 20% of the UK's CO₂ emissions come from domestic heating. There is recognition that the vast majority of the existing 26 million homes in the UK will still be in existence by 2050. The primary focus of the programme is therefore on domestic retrofit and decentralised heat and energy solutions across different house types.
- 1.2.2 The approach taken to the preparation of this Briefing Note has involved a desk based review of available literature. It should be noted that at this stage, no consultation has been undertaken with planning officials within the GMSF planning team.

1.3 Structure of Briefing Note

- 1.3.1 The structure of this Note is as follows:
 - Chapter 2 outlines the legislation and national planning policy and guidance position including primary legislation, the National Planning Policy Framework and the Planning Practice Guidance.
 - Chapter 3 details energy planning policy in greater Manchester detailing the GMSF position to date and Borough-level planning policy.
 - Chapter 4 sets out overall key observations / conclusions.

2 National Planning Legislation & Guidance

2.1 Introduction

2.1.1 National legislation and guidance covers a range of primary and secondary legislation including “the Planning Acts” in addition to a range of additional documents such as the National Planning Policy Framework (NPPF) and the Planning Practice Guidance (PPG).

2.2 Primary Legislation

The Planning and Compulsory Purchase Act 2004

2.2.1 The Planning and Compulsory Purchase Act 2004 was introduced by the Deputy Prime Minister on 4th December 2002 and gained Royal Assent on 13th May 2004. Although substantially altered by subsequent legislation, the Act made significant changes to the planning system including the introduction of the Local Development Framework approach to Development Plan preparation.

2.2.2 Section 19 (1A) includes a specific requirement for Local Planning Authorities (LPAs) to include policies relating to climate change in Development Plan Documents:

“Development plan documents must (taken as a whole) include policies designed to secure that the development and use of land in the local planning authority's area contribute to the mitigation of, and adaptation to, climate change”

The Energy Act 2008

2.2.3 The Energy Act 2008 was introduced by the Secretary of State for Business, Enterprise and Regulatory Reform on 10th January 2008 and gained Royal Assent on 26th November 2008. The Act introduced the provisions which allow for Feed in Tariffs and the Renewable Heat Incentive.

The Planning Act 2008

2.2.4 The Planning Act 2008 was introduced by the Secretary of State for Communities and Local Government on 27th November 2007 and gained Royal Assent on 26th November 2008. The Act deals with larger infrastructure projects and established the Infrastructure Planning Committee and the provision of National Policy Statements.

2.2.5 Although the Act is concerned with larger projects, the threshold for energy projects to be decided by the Infrastructure Planning Committee was set at 50MW, below which development is to be decided upon locally.

The Planning and Energy Act 2008

2.2.6 On 13 November 2008, the Planning and Energy Act 2008 received Royal Assent. The Act enshrines the 'Merton rule' in law and should not be confused with the Planning Act and Energy Acts as noted above.

2.2.7 The Merton Rule (launched in 2003 through Merton Council's Unitary Development Plan) set out that 10% of the energy used in new, non-residential developments above a threshold of 1,000sqm must come from on-site renewables, such as wind turbines or solar panels. It also gave local planning authorities the power to include reasonable policies requiring development in their areas to comply with energy efficiency standards that are more stringent than those under the energy requirements of Building Regulations.

2.2.8 The former 'Planning Policy Statement 22' published in 2004 gave support to the Merton Rule. However, the 2007 policy statement, Planning Policy Statement: 'Planning and Climate Change - Supplement to Planning Policy Statement 1' did not incorporate the targets. There was no longer a requirement that either a certain proportion of energy must come from low-carbon or renewable sources or that the energy production be on-site. Instead, planning authorities were encouraged to 'provide a framework that promotes...renewable and low-carbon energy generation'.

2.2.9 The 2008 Act changes the position. It gives local planning authorities in England and Wales the power (not a duty) to include, in their development plan documents, policies that impose reasonable requirements regarding the proportion of on-site and near-site renewable energy and other low carbon energy that must be used in developments. The Act does not specify the proportion of renewable or low carbon energy to be required.

2.2.10 The requirements and policies that the local authorities have the power to impose under the Act must be 'reasonable'. No specific guidance as to what may be reasonable is given in the Act, although section 1(5) states that policies implemented under the Act must not be inconsistent with relevant national policies.

The Localism Act 2008

2.2.11 Introduced by the Secretary of State for Communities and Local Government on 10th December 2010, the Bill completed its third reading in Parliament on 31st October 2011 and gained Royal Assent on 15th November 2011.

2.2.12 The Act enacts a number of key pledges made in the 2010 Conservative Party manifesto, focussing on the reorganisation of Local Authority powers, seeking to deliver greater decision making powers to local residents, away from national and local Government.

2.2.13 With specific regard to the implementation of Smart Energy Systems and energy planning in Greater Manchester, the following elements of the Act are of note:

- Schedule 2 of the Act provides a significant alteration to the Local Government Act 2000 including provisions for the referenda and elections of directly elected mayors. AGMA agreed to make use of these powers to elect a directly elected mayor under whom the GMSF will be adopted.
- Part 6, Chapter 1 abolished Regional Spatial Strategies and replaced these formal plans with a requirement for LPAs to cooperate and consult with neighbouring authorities known as the Duty to Cooperate.
- Part 6, Chapter 3 provides further support for Neighbourhood Planning and includes the need for such plans to undergo inspection and be adopted following a referendum.

The Housing and Planning Act 2016

2.2.14 The Housing and Planning Act was introduced by the Secretary of State for Communities and Local Government on and was adopted on 12th May 2016. The Act has limited impact on the deployment of Smart Energy Systems however a number of provisions relating to the intervention by the Secretary of State in plan making are included.

2.3 The National Planning Policy Framework

2.3.1 The National Planning Policy Framework (NPPF) was published on 27 March 2012 and contains national planning policy for England. The NPPF covers two themes of note relating to the deployment of Smart Energy Systems; the support for such technology in the promotion of sustainable development and the mitigation of climate change and guidance on the preparation of Local Plans, the means by which development is managed.

Achieving Sustainable Development

2.3.2 The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. Paragraph 7 outlines that sustainable development is considered to have a three elements; social, economic and environmental. These elements give rise to three key roles to be played by the planning system. The environmental role is considered to be:

“contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.”

2.3.3 The NPPF sets out a presumption in favour of sustainable development and reiterates that “planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise”. While the NPPF is a material consideration in the determination of

planning applications, the NPPF does not change the status of the Development Plan as the starting point for decisions.

Core Planning Principles

2.3.4 Within the three roles identified above, paragraph 17 provides further specific “core principles” which govern development including:

- *“support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change, and encourage the reuse of existing resources, including conversion of existing buildings, and encourage the use of renewable resources (for example, by the development of renewable energy)*
- *take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs.”*

Chapter 10 Meeting the Challenge of Climate Change, Flooding and Coastal Change

2.3.5 Paragraph 93 frames the NPPF’s approach regarding Climate Change:

“Planning plays a key role in helping shape places to secure radical reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change, and supporting the delivery of renewable and low carbon energy and associated infrastructure. This is central to the economic, social and environmental dimensions of sustainable development.”

2.3.6 Paragraph 95 provides support to the deployment of decentralised energy systems by stating that Local Authorities should “*plan for new development in locations and ways which reduce greenhouse gas emissions*”.

2.3.7 Furthermore, paragraph 97 highlights that all communities have a responsibility to contribute to a reduction in carbon emissions and requires that LPAs should:

- *“have a positive strategy to promote energy from renewable and low carbon sources;*
- *design their policies to maximise renewable and low carbon energy development while ensuring that adverse impacts are addressed satisfactorily, including cumulative landscape and visual impacts;*
- *consider identifying suitable areas for renewable and low carbon energy sources, and supporting infrastructure, where this would help secure the development of such sources;*
- *support community-led initiatives for renewable and low carbon energy, including developments outside such areas being taken forward through neighbourhood planning; and*
- *identify opportunities where development can draw its energy supply from decentralised, renewable or low carbon energy supply systems and for co-locating potential heat customers and suppliers”*

2.3.8 The final bullet in paragraph 97 is the sole reference to heat in the NPPF.

2.3.9 Paragraph 98 informs LPA that when determining applications, Authorities should:

- *“Not require applicants for energy development to demonstrate overall need for renewable or low carbon energy and also recognise that even small scale projects provide a valuable contribution to cutting greenhouse gas emissions;*
- *Approve the application if its impacts are (or can be made) acceptable. Once suitable areas for renewable and low carbon energy have been identified in plans, local planning authorities should also expect subsequent applications for commercial scale projects outside these areas to demonstrate that the proposed location meets the criteria used in identifying suitable areas”.*

Conserving and Enhancing the Natural Environment

2.3.10 The 'natural environment' is addressed at section 11 of the Framework where it states the planning system should contribute to and enhance the natural and local environment by "protecting and enhancing valued landscapes" and "minimising impacts on biodiversity."

Decision Taking and Determining Applications

2.3.11 Paragraph 186 states that LPAs should take decisions "*in a positive way to foster the delivery of sustainable development*". Paragraph 187 adds that "*Local planning authorities should look for solutions rather than problems, and decision-takers at every level should seek to approve applications for sustainable development where possible.*"

Plan Making

2.3.12 Paragraphs 150 to 185 provide guidance for plan makers on a range of topics initially reiterating the importance of Local Plans in reflecting the aims and objectives of local communities and forming the basis upon which decision should be made while contribution to the delivery of sustainable development.

2.3.13 Paragraph 153 allows for the use of additional Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs) where there is a justified need and will not cause unnecessary financial burdens to developers.

2.3.14 Paragraph 156 sets out the need for LPAs to define the strategic priorities of the plan including:

- *"the homes and jobs needed in the area;*
- *the provision of retail, leisure and other commercial development;*
- *the provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);*
- *the provision of health, security, community and cultural infrastructure and other local facilities; and*
- *climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscape."*

2.3.15 Paragraph 158 reiterates the need for Local Plans to be founded on "adequate, up-to-date and relevant evidence" relating to the local economy, environment and social needs. As part of the evidence base, Paragraph 162 states that Local Authorities should work with a range of other parties to assess the capacity and quality of infrastructure for a range of utilities and services such as "energy (including heat)".

2.3.16 Paragraph 182 details the grounds on which Local Plans will be examined including assessments against the Duty to Cooperate, legal and procedural requirements and whether or not the plan is sound. "Soundness" is considered against whether the plan is:

- *"Positively prepared – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;*
- *Justified – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;*
- *Effective – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and*
- *Consistent with national policy – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework."*

2.4 Planning Practice Guidance

- 2.4.1 The Planning Practice Guidance (PPG) was launched on 6th March 2014 following a period in “beta” format. The online resource is designed to accompany and cross-reference with the NPPF and will be regularly updated as policy, guidance and case law develops.
- 2.4.2 The PPG covers a wide range of topics relevant to applicants, decision takers and plan makers. Extracts of the topics with the greatest relevance to the deployment of Smart Energy Systems are detailed below.

Climate Change

- 2.4.3 The statutory duty to conclude consideration of climate change in Local Plans is reiterated in the climate change section of the PPG. A number of suggestions relating to how climate change can be mitigated and adapted to in Local Plans including “Providing opportunities for renewable and low carbon energy technologies” and “Providing opportunities for decentralised energy and heating”.
- 2.4.4 This section also highlights the opportunity to consult with third parties regarding the most appropriate approach for ensuring climate change is addressed:

“Engaging with appropriate partners, including utility providers, communities, health authorities, regulators and emergency planners, statutory environmental bodies, Local Nature Partnerships, Local Resilience Forums, and climate change partnerships will help to identify relevant local approaches.”

Local Plans

- 2.4.5 The Local Plan section of the PPG reiterates the importance of the Local Plan in providing a plan-led planning system and includes “adapting to Climate Change” as a key issue to be addressed in Local Plans. The section provides clear guidance on the purpose of Local Plans which should “make clear what is intended to happen in the area over the life of the plan, where and when this will occur and how it will be delivered.”
- 2.4.5.1 The chapter provides the following guidance on infrastructure on in the preparation on a Local Plan:

“A Local Plan is an opportunity for the local planning authority to set out a positive vision for the area, but the plan should also be realistic about what can be achieved and when (including in relation to infrastructure). This means paying careful attention to providing an adequate supply of land, identifying what infrastructure is required and how it can be funded and brought on stream at the appropriate time; and ensuring that the requirements of the plan as a whole will not prejudice the viability of development.”

Renewable and Low Carbon Energy

- 2.4.6 The PPG provides a full section on Renewable and Low Carbon Energy which includes decentralised energy as defined in the NPPF: “Local renewable energy and local low-carbon energy usually but not always on a relatively small scale encompassing a diverse range of technologies.”
- 2.4.7 The chapter provides an informative guidance section on decentralised energy included in full below.

How can decentralised energy opportunities be identified?

There is an important contribution to be made by planning that is independent of the contribution from other regimes such as Building Regulations. For example, getting the right land uses in the right place can underpin the success of a district heating scheme. Similarly, planning can influence opportunities for recovering and using waste heat from industrial installations.

Planning can provide opportunities for, and encourage energy development which will produce waste heat, to be located close to existing or potential users of the heat. Planning can also help provide the new customers for the heat by encouraging development which could make use of the heat.

Information on local heat demand is published by the Department of Energy and Climate Change to assist planners and developers in identifying locations with opportunities for heat supply. See the national heat map and the UK CHP development map. This information will be supplemented in future by further work, including detailed mapping, on the potential for combined heat and power and district heating and cooling.

3 Energy Planning Policy in Greater Manchester

3.1 History of Energy Planning in Greater Manchester

3.1.1 In 2008 Manchester City Council approved a Report entitled 'The Principles of Tackling Climate Change in Manchester', from which the Council could develop an action plan outlining how Manchester would become a low carbon city by 2020.

3.1.2 The principles covered issues ranging from appropriate target setting and consistency with the UK Climate Change Act, through to the need to build climate change awareness and skills into the mainstream education system. The principles provided a base from which a range of activity has been undertaken, including the use of Manchester's Local Area Agreement to make further commitment to reducing carbon emissions.

3.1.3 Building on the commitments made in the 'Principles' Report, the 'Climate Change Call to Action' was then released in 2009. This set out new ways of thinking about climate change and described how taking early action on climate change could deliver an even better city in which to live and work. The Call to Action stated that by 2020 the City would have reduced emissions by at least one-third.

3.1.4 The Call to Action was followed by '*Manchester: A Certain Future*' in late 2009.

3.1.5 In addition, the Greater Manchester Climate Strategy 2011-2020 provides a useful overview of energy planning in Greater Manchester to date, including:

- **Low Carbon Economic Area** – the Greater Manchester area was designated a Low Carbon Economic Area in 2009 which resulted in a range of work being undertaken by AGMA to establish carbon efficient buildings and infrastructure across GM. This work includes retro-fitting buildings, decarbonising GM's energy supply and training businesses and the workforce within the area.
- **Greater Manchester Energy Plan** – Launched in 2010, the Greater Manchester Area Plan provides an overview of Greater Manchester's energy system and sets out Greater Manchester's core energy challenges and priorities to 2020.
- **Decentralised and Zero Carbon Energy Report** – published in 2010, this work sought to provide strategic evidence to enable Core Strategies to set minimum targets for low and zero carbon energy, identify opportunities for linking new development and supporting energy infrastructure with existing communities, identify the most appropriate energy mix for delivering new development and growth aspirations across Greater Manchester. It set out the spatial planning actions required to deliver this 'new' critical infrastructure, supported by targets for low and zero carbon energy. The document goes into some detail in terms of spatial planning approaches for energy and was written in the context of Regional Spatial Strategies being in place.
- **Greater Manchester Climate Change Strategy** – the GM Climate Change Strategy was launched in July 2011 and identifies four key objectives; to make a rapid transition to a low carbon economy, to reduce collective carbon emissions by 48% by 2020, to be prepared for and actively adapting to a rapidly changing Climate and ensure 'Carbon literacy' is embedded into the culture of our organisations, lifestyles and behaviours.

3.1.6 A number of these documents are reviewed in Briefing Note 1.

3.2 Greater Manchester Spatial Framework

3.2.1 The Greater Manchester Combined Authority began work on a GMSF with a view to identifying and guiding housing and employment land requirements across the Greater Manchester area with the remit *"to manage the supply of land across the conurbation thus supporting sustainable growth over the next two decades. It will provide the basis to secure the strategically important sites which will drive future economic growth and bring forward the supply of land necessary to accelerate housing development to meet forecast housing requirements."*

- 3.2.2 An initial consultation was launched in September 2014 to confirm the geographical scope and objectives of the Framework. The consultation elicited responses from over 70 organisations and generally confirmed the position outlined by the GMCA.
- 3.2.3 Following the announcement of the Greater Manchester Devolution Deal in November 2014, the production of the GMSF was confirmed and once adopted, was agreed to be made a statutory document, pending final legislation from central Government.
- 3.2.4 A second consultation was carried out in November 2015 to define the Strategic Options of the GMSF in addition to a 'Call for Sites' exercise. The document outlined a number of objectives including:

Climate Change

"Climate change will therefore be a key theme running throughout the GMSF, for example in terms of ensuring that development is located so as to reduce the need to travel, maximise the use of sustainable travel modes, support low carbon energy use and minimise the impacts of extreme weather events. It will also further enhance the importance of high quality green infrastructure, helping to reduce the impacts of the urban heat island and enabling plants and animals to adapt to a changing climate."

A Smart City

"The GMSF will support Greater Manchester's development as a smart city, and a key component of this will be ensuring high levels of digital connectivity across the urban area."

- 3.2.5 A draft plan is expected in October 2016 followed by a publication draft in June 2017 and submission in November 2017. The plan will fall within the purview of the new office of the Mayor of Greater Manchester, due to be elected in May 2017.

3.3 Summary of Local Planning Policy Position

- 3.3.1 Each of the 10 constituent Authorities which constitute Greater Manchester have a range of local planning policy which will be redrafted in due course in order to incorporate the contents of the GMSF. The Development Plan of each constituent Authority has been reviewed and relevant policies included in **Appendix 1** of this document.
- 3.3.2 The following policies are of particular note:
- Policy EN5 of the Manchester City Council Core Strategy which identifies strategic areas within the city for the deployment of decentralised energy;
 - Policy EN7 of the Manchester City Council Core Strategy which promotes a presumption in favour of decentralised energy proposals;
 - Policy SD-4 of the Stockport Metropolitan Borough Council Core Strategy which actively encourages district heating schemes for both new and existing developments;
 - Policy DMP 16 of the Tameside Metropolitan Borough Council which addresses a range of decentralised and renewable energy issues.

4 Conclusions

4.1 Conclusions

4.1.1 Summary conclusions include the following:

- Statute contains clear parameters for LPAs to take policy action to continue to mitigate and adapt to climate change.
- The Planning and Energy Act 2008 enshrines the 'Merton rule' in law. This has been applied in the policies of a number of the constituent Planning Authorities within the GMCA area – for example, Policy CG2 of Bolton Metropolitan Council's Core Strategy (2011).
- The NPPF and PPG constitute national planning policy provisions and provide policy direction on this topic and emphasise the need for adequate, up to date and relevant evidence (NPPF, para 158).
- In terms of the land use planning system's role in securing radical reductions in greenhouse gas emissions, providing resilience to the impacts of climate change and supporting the delivery of low carbon energy and supporting infrastructure – all of these considerations are seen as crucial to achieving sustainable development (NPPF para 93).
- Paragraph 97 of the NPPF is key insofar as it states that LPAs should "*identify opportunities where development can draw its energy supply from decentralised, renewable or low carbon energy supply systems and for co-locating potential heat customers and suppliers.*"
- Manchester has a planning history of planning for carbon emission reductions: the detailed review of that 'evidence base' is reported in Briefing Note 1.
- A number of the Development Plans within the GMCA area contain energy planning policies that relate to the need to make energy efficiency improvements to existing building stock, in addition to Part L of the Building Regulations – for example Policy SD4 in the Stockport LDF Core Strategy DPD (2011).
- The constituent LPAs that make up the GMCA do have low carbon and decentralised energy policies, albeit the new GMSF will allow for greater consistency of policy provision aligned to common goals across the metropolitan area.

In summary the policy framework is positive and facilitative in relation to the preparation of a spatial energy plan which can in turn form part of the Greater Manchester Spatial Framework. Whilst national planning policy forms part of this policy framework, we remain of the view that there is scope for this to be strengthened, in particular by way of the Planning Practice Guidance.

1 Appendix 1 - Local Plan Extracts

1.1 Introduction

1.1.1 Plan preparation within the constituent Local Authorities of Greater Manchester has largely halted while the GMSF is brought forward. The majority of authorities retain policies from older UDPs and many had begun or adopted further Core Strategy documents. Relevant policies from the individual Development Plans relating to heat, energy, district heating etc. have been outlined below.

1.2 Bolton Metropolitan Borough Council

1.2.1 The Bolton Metropolitan Borough Council's Development Plan comprises the Core Strategy, the Allocations Plan, The Greater Manchester Joint Waste Plan and The Greater Manchester Joint Minerals Plan. The following policies are of note:

Policy CG1

The council and its partners will:

1. Safeguard and enhance the rural areas of the borough from development that would adversely affect its biodiversity including trees, woodland and hedgerows, geodiversity, landscape character, recreational or agricultural value; or its contribution to green infrastructure, reducing flood risk and combating climate change.
2. Safeguard and enhance biodiversity in the borough by protecting sites of urban biodiversity including trees, woodland and hedgerows from adverse development, and improving the quality and interconnectivity of wildlife corridors and habitats.
3. Safeguard and enhance parks, gardens, allotments, civic spaces, cemeteries and playing fields and improve the quality and multi-functional benefits of these assets.
4. Allow some development on informal green spaces in the urban area, provided that it allows for the improvement of remaining green spaces and helps to meet the strategic objectives for housing.
5. Reduce the risk of flooding in Bolton and other areas downstream by minimising water run-off from new development and ensuring a sequential approach is followed, concentrating new development in areas of lowest flood risk.
6. Work towards minimising energy requirements, improving energy efficiency, lessening the reliance on fossil fuel-based energy and reducing carbon dioxide (CO₂) emissions.
7. Maximise the potential for renewable energy development and encourage proposals that contribute towards the renewable energy targets set out in the Regional Spatial Strategy.

Policy CG2

The council and its partners will:

1. Ensure that all development proposals contribute to the delivery of sustainable development, being located and designed so as to mitigate any adverse effects of the development and adapt to climate change by incorporating high standards of sustainable design and construction principles.

The following two policies (CG2.2 and CG2.3) are applicable unless it can be demonstrated by the applicant, having regard to the type of development involved and its design, that this is not feasible or viable. Scheme viability shall also take into account:

- The reduction in energy bills from the renewable energy technology over its life time.
 - The equivalent cost on the environment for the additional carbon dioxide generated by not installing the renewable energy technology.
2. Ensure that all proposals for 5 or more residential units, or 500m² or greater non-residential units:
- a Achieve Level 3 of the Code for Sustainable Homes or the “very good” BREEAM rating (or any subsequently adopted set of national sustainable construction standards).
 - b Incorporate appropriate decentralised, renewable or low carbon energy sources to reduce the CO₂ emissions of predicted regulated and unregulated energy use by at least 10%. The most appropriate technology for the site and the surrounding area should be used. For the purposes of calculating the CO₂ emissions, an energy assessment which includes a carbon budget should be provided for the proposed development.
 - c Demonstrate the sustainable management of surface water run-off from developments. On brownfield sites the rate of run-off should be 50% less than conditions before development. On greenfield sites the rate of run-off should be no worse than the original conditions before development.

The following policy clause will be implemented once the City Region investment fund has been established:

3. Ensure that all proposals for 5 or more residential units, or 500m² or greater non-residential units:
- a Achieve the minimum targets for carbon reduction as outlined in the AGMA Decentralised Energy Study (table shown below).
 - b Connect to existing or planned/potential decentralised and/or power schemes, where appropriate.

Where these minimum standards cannot be met on site, the use of allowable solutions and contribution into the City Region investment fund will be allowed.

1.3 Bury Metropolitan Borough Council

1.3.1 The Bury Metropolitan Borough Council's Development Plan comprises the Saved UDP policies, The Greater Manchester Joint Waste Plan and The Greater Manchester Joint Minerals Plan. The following policy is of note:

EN4 - Energy Conservation

The Council will encourage development which contributes to energy conservation in the Borough. The use of renewable energy resources and the incorporation of energy efficiency measures in built development and the transport system will be encouraged.

1.4 Manchester City Council

1.4.1 The Manchester City Council Development Plan consists of the Core Strategy, Policies Map, Saved UDP Policies, the Greater Manchester Waste Plan and the Greater Manchester Minerals Plan.

1.4.2 The Core Strategy includes number of policies of relevance to the deployment of Smart Energy Systems.

Policy EN 5

Strategic Areas for low and zero carbon decentralised energy infrastructure

Within Manchester it is considered that the following strategic areas, indicated on the key diagram, will have a major role to play in achieving an increase in the level of decentralised, low and zero carbon energy supplies available:

- The Regional Centre, which also includes the Oxford Road Corridor and Eastlands District Centres and associated major development sites
- Airport Strategic Site
- Strategic housing location
- Strategic employment locations

Within these areas new development, regeneration and retrofit projects, will be expected to take place in the context of more detailed proposals for decentralised low and zero carbon energy infrastructure in the form of energy proposals plans. The Council will work with all relevant stakeholders, which may include developers, landowners, residents, community groups, private sector partners, utilities companies, neighbouring authorities and other public sector bodies, as appropriate, to bring forward such plans.

Where investment or development is being undertaken into or adjacent to a public building/asset or district heating network, full consideration shall be given to the potential role that these can have in providing an anchor load within a decentralised energy network or in creating opportunities for CO₂ reduction funded by contributions

Policy EN 6

Target Framework for CO₂ reductions from low or zero carbon energy supplies

Applications for residential development of 10 or more units and all other development over 1,000 sq m will be expected as a minimum to meet the target shown in Tables 12.1 or 12.2, unless this can be shown not to be viable. This should be demonstrated through an energy statement, submitted as part of the Design and Access Statement. Such a statement will be expected to set out the projected regulated energy demand and associated CO₂ emissions for all phases of the development.

Developments smaller than the above threshold, but involving the erection of a building or substantial improvement to an existing building will also be expected to meet the minimum target, where viable, but will not be expected to submit an energy statement. The target framework relates to three broad development locations and their potential for low and zero carbon, decentralised energy. The areas are defined as follows:

- Target 1 Network development areas: Locations where the proximity of new and existing buildings, the mix of uses and density of development provide the right conditions to support district heating (and cooling).
- Target 2 Electricity intense areas: Locations where the predominant building type has an all electric fit-out such as retail units and leisure complexes.
- Target 3 Micro-generation areas: Locations where lower densities and a fragmented mix of uses tend to mean that only building scale solutions are practical.

Domestic CO2 emissions reduction targets

Table 12.1

| Target % Minimum requirement | Target % Minimum requirement |
|---|---|
| CHP/district heating anchor or connection or where not feasible a 15% increase on Part L 2010 | CHP/district heating anchor or connection or where not feasible a 15% increase on Part L 2010 |

Non-domestic CO2 emissions reduction targets

Table 12.2

| Target % Minimum requirement | Target % Minimum requirement |
|--|--|
| Target 1: Network development area CHP/district heating anchor or connection or where not feasible, a 15% increase on Part L 2010 | Target 1: Network development area CHP/district heating anchor or connection or where not feasible, a 15% increase on Part L 2010 |

Where the CO₂ emissions reduction required under any future revision to Part L of the building regulations becomes greater than the '% Minimum requirement', the reduction required under building regulations would apply.

Where the Council identifies an 'allowable solution', for example within an energy proposals plan, that would produce higher carbon reductions at no extra cost than that of achieving the '% Minimum requirement' (or required under building regulations if greater) the higher percentage reduction will be required. The cost comparison is based on the cost of incorporating the 'allowable solution' at design stage.

The energy statement will be required to be submitted at the outset of any proposed development (outline application or before). Developers will be permitted to use green infrastructure elements such as green roofs, green walls, street trees and waterways to contribute to compliance with CO₂ mitigation, subject to the energy statement incorporating evidence such as modelling to demonstrate compliance.

Guidance on what the energy statement should contain and how to decide which target applies to a development proposal is given in Appendix A.

Policy EN 7

Energy Infrastructure opportunities

There will be a general presumption in favour of low and zero carbon decentralised energy schemes, subject to the following considerations:

- That any new generating plant capable of producing heat and cooling as well as electricity should be located in a way that facilitates future connection to a local distributed energy system.
- That any energy centre, including generating plant, standby/boiler plant and substations, shall be located and designed to a high quality so as to integrate with and contribute to the townscape.

- Biofuels should be obtained from sustainable sources and processes and in a way that minimises transport impacts, following a sequential approach in order to minimise CO₂ emissions – firstly prioritising local and regional sources, followed by national, European and international.
- Consideration should be given to biofuel delivery by rail and waterways where possible. Where large-scale fuel or feedstock delivery is required by road the energy centre must be located in or adjacent to light industrial, industrial or leisure uses with any impact on local residential amenity minimised.
- The cumulative impact of energy schemes will be taken into account when considering applications, to include modelled impacts on air quality and landscape character, with reference to Policy EN16.
- Flood risk, through the Manchester-Salford-Trafford Strategic Flood Risk Assessment.

In determining proposals for development, consideration will be given to the need to safeguard strategic energy sites and network routes, both proposed or existing, where these have been identified as having strategic significance for the delivery of low or zero carbon energy infrastructure or, would be required in order to achieve the successful regeneration of an area in line with targets for reducing carbon emissions.

1.5 Oldham Metropolitan Borough Council

1.5.1 Oldham Metropolitan Borough Council's Development Plan comprises The Joint Core Strategy and Development Management Policies Development Plan Document (Joint DPD), Proposals Map, The Greater Manchester Joint Waste Plan and The Greater Manchester Joint Minerals Plan. The following policy is of note:

Policy 18 Energy

There is the need to ensure that growth over the lifetime of the LDF is achieved in a sustainable manner so that we break the link between carbon emissions and growth, whilst also reducing fuel poverty. This will be achieved by promoting `green` energy by reducing energy consumption and increasing energy conservation through sustainable construction, renewable technologies and low carbon energy. We will promote and facilitate where appropriate viable `green` energy proposals.

When allocating sites and determining planning applications, the council will have regard to the aims, objectives and actions of:

- National guidance and policies.
- Code for Sustainable Homes targets in line with Part L Building Regulations to achieve
- Code Level 3 by 2010, Code Level 4 by 2013 and Code Level 6 (zero carbon) by 2016.
- Proposed extension of Code for Sustainable Homes to achieve Code Level 6 for non-residential uses by 2019.
- BREEAM standards for non residential developments.
- Greater Manchester Decentralised and Zero Carbon Energy Planning study.
- Oldham Climate Change Delivery Plan.
- Oldham Affordable Warmth Strategy.
- Assessment of Energy Saving Opportunities for St Mary's Heat Network, Oldham.

1.6 Rochdale Metropolitan Borough Council

1.6.1 The Rochdale Metropolitan Borough Council Development Plan comprises the Rochdale Borough Unitary Development Plan, Greater Manchester Joint Waste Development Plan Document, Greater Manchester Joint Minerals Development Plan Document and a number of SPDs. The following policy is of note:

EM/13 Energy Efficiency and New Development

Development proposals which include measures to conserve and assist the efficient use of energy will be supported where this can be successfully incorporated into the design and layout, and where there are no adverse impacts on the amenity of the surrounding area (e.g., by virtue of visual impact, pollution and environmental disturbance). Measures which will be especially encouraged include:

- c The maximum use of local materials and recycled building materials for appropriate construction tasks where this would not adversely affect the quality, character and setting of the development;
- d The use of design, layout, landscaping and materials which help to conserve energy through the ongoing use of the development; and
- e The use of sustainable power generation systems such as solar and photovoltaic, small-scale combined heat and power, and other appropriate installations based on renewable and low carbon technologies.

1.7 Salford City Council

1.7.1 The Salford City Council Development Plan comprises of the saved unitary development plan policies, Greater Manchester joint waste development plan document, Greater Manchester joint minerals development plan document and the proposals map. Two saved UDP policies are of note:

Policy EN 22

Resource Conservation

Development proposals for more than 100 dwellings or 5,000 square metres of floorspace will only be permitted where it can be demonstrated that:

- f the impact on the conservation of non-renewable resources, and on the local and global environments, has been minimised as far as practicable; and
- g full consideration has been given to the use of realistic renewable energy options, and such measures have been incorporated into the development where practicable.

Policy ST 14

Global Environment

Development will be required to minimise its impact on the global environment. Major development proposals will be required to demonstrate how they will minimise greenhouse gas emissions.

1.8 Stockport Metropolitan Borough Council

- 1.8.1 The Development Plan for Stockport consists of the Core Strategy DPD, the Greater Manchester Joint Waste DPD, the Greater Manchester Joint Minerals DPD and saved policies of the Stockport Unitary Development Plan (UDP) Review (May 2006) not superseded by the Core Strategy, Joint Waste or Joint Minerals DPDs.

Development Management Policy SD-4 District Heating (Network Development Areas)

What we're going to do or require:

The Council is keen to take advantage of opportunities to install district heating across the Borough. New development in 'Network Development Areas', where technically feasible and financially viable, should contribute to this objective by considering district heating for meeting the requirements of Core Policy CS1 'OVERARCHING PRINCIPLES: SUSTAINABLE DEVELOPMENT - ADDRESSING INEQUALITIES AND CLIMATE CHANGE'. The Council recognises that different development types will have different opportunities, therefore:

1. All developments should seek to make use of available heat, biomass and waste heat.
2. Small developments (less than 100 dwellings or non-residential developments less than 10,000m²) should connect to any available district heating networks. Where a district heating network does not yet exist, applicants should install heating and cooling equipment that is capable of connection at a later date and which could serve (or could be easily adapted to serve) that wider network if and when required.
3. Large and mixed-use developments (over 100 dwellings or non-residential developments over 10,000m²) should install a district heating network to serve the site. The council's ambition is to develop strategic area wide networks and so the design and layout of site-wide networks should be such as to enable future expansion into surrounding communities. Where appropriate, applicants may be required to provide land, buildings and/or equipment for an energy centre to serve existing or new development.
4. New development should be designed to maximise the opportunities to accommodate a district heating solution, considering: density, mix of use, layout and phasing.
5. Where investment or development is being undertaken into or adjacent to a public building, full consideration should be given to the potential role that the public building can have in providing an anchor load within a decentralised energy network.

1.9 Tameside Metropolitan Borough Council

1.9.1 The Tameside Development Plan comprises of the Unitary Development Plan, the Greater Manchester Joint Waste DPD and the Greater Manchester Joint Minerals DPD. The Authority began work on a Core Strategy however this is on hold until the GMSF has progressed further. The policy below is of note and has been taken from the Preferred Options consultation document of the Core Strategy.

DMP 16: Low Carbon and Renewable Energy

A policy to ensure a move toward a low carbon Tameside.

This policy will be applied to applications for development across the borough and applications for low carbon, renewable and decentralised energy generation technologies.

For Tameside this policy will:

- Support the priorities of the Greater Manchester Climate Change Strategy.
- Energy efficient developments:
 - Require all developments, including changes of use, conversions and extensions, to submit an energy statement in support of their planning application;
 - Require that reasonable and viable opportunities to use renewable and/or low carbon energy technologies are applied to new development, changes of use and extensions as highlighted within the Tameside Decentralised Energy Study;
 - Establish a requirement to install infrastructure enabling develop to connect to a district heating network where one exists or is planned to be developed. This policy should have an appropriate threshold over which the policy will be applied;
 - A requirement to participate in solar roofspace agreements: where an investment framework or roofspace rental/licensing arrangement is in place, and is regulated and/or promoted by the Council, developers will be required to allow access to, in perpetuity to their roofspace (at no upfront capital cost). Such a framework may be used to assist developers meet their future Part L Building Regulation requirements;
 - Future proofing for solar energy generation: new buildings should be designed in a way that wherever possible their height and massing does not overshadow other solar installations and in a way that facilitates opportunities to maximise solar energy generation, either now or in the future;
 - Require that proposals for changes of use, conversions and extensions enhance the energy efficiency of existing / host buildings; and
 - Support the application of high standards of building efficiency and sustainability practice including advanced levels of the Code for Sustainable homes, BREEAM Excellent or Outstanding and Passivhaus design.
- Energy infrastructure:

- Identify strategic locations, as identified within Tameside Decentralised Energy Study, outlining where specific technologies may be more appropriate and further feasibility studies may be undertaken;
- Outline specific criteria related to the different technologies potentially viable within Tameside:
 - Wind energy: criteria related to the 3 scales of technology promoted by the Core Strategy (wind clusters, large single turbine and small to medium turbines);
 - Energy centres: criteria for design, location and specification;
 - Hydropower: the need to respond to guidance published by the Environment Agency;
 - Coal bed methane extraction: promotion of coal bed methane subject to use in CHP plant and/or fuel cell technology; and
 - Biomass fuel: a sequential approach to sourcing biomass fuel in order to minimise carbon emissions from transport.
- Support and promote community-owned renewable energy schemes;
- Establish the basis for the collection of contributions to deliver off-site (known as 'allowable solutions') carbon credits that will assist developers in meeting their zero carbon requirements linked to Part L of the Building Regulations; and
- Detail that all applications for wind turbines will require consultation with Manchester Airport and the National Air Traffic Services (NATS) En-route.

1.10 Trafford Metropolitan Borough Council

1.10.1 The Trafford Development Plan consists of the Core Strategy, the Greater Manchester Joint Waste Plan, the Greater Manchester Joint Minerals Plan and the Unitary Development Plan (UDP). There are no policies relating to the deployment of Smart Energy Systems in Trafford Development Plan.

1.11 Wigan Metropolitan Borough Council

1.11.1 The Wigan Development Plan consists of the Core Strategy, the Greater Manchester Joint Waste Plan, the Greater Manchester Joint Minerals Plan and the Unitary Development Plan (UDP). The following policy is of note.

Policy CP 13 - Low-carbon development

We will reduce the emissions of carbon dioxide arising from new development and help reduce the impacts of climate change on our environment, economy and quality of life by:

1. Encouraging all development, where relevant, to conform to the energy hierarchy by:
 1. minimising the demand for energy, before
 2. maximising the efficiency of energy use, before
 3. implementing low-carbon dioxide and renewable energy technologies.
2. Encouraging those proposing residential development of 10 units or more and/or non-residential development of more than 700 square metres to produce and submit a carbon reduction strategy setting out how the development will incorporate or make provision for, subject to viability, decentralised, renewable or low carbon energy sources to reduce the carbon dioxide emissions of energy use by at least 15%.
3. Encouraging new development to be designed, orientated and constructed so that it can maximise energy efficiency, reduce reliance on fossil fuel energy and take advantage of opportunities for renewable or low carbon dioxide technologies.
4. Encouraging reasonable improvements to be made to the energy performance of the existing building when an extension or other change to a building is proposed.

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