



**PRE-DRAFT**



**REGIONAL SPATIAL STRATEGY  
(RSS)**



**TOPIC PAPER 7:**



**ENERGY**



**Consultation  
Winter 2004/05**





## Foreword

The Yorkshire and Humber Assembly has reached another crucial stage in the development of 'PLANet Yorkshire and Humber' - the new Regional Spatial Strategy (RSS). A draft of the new RSS is to be submitted to Government by the end of April 2005.

In preparing the new draft RSS the Assembly is committed to involving as wide a range of organisations and individuals as possible. The preparation process for the new draft RSS therefore provides for two specific periods of public consultation *before* a new draft RSS is prepared and submitted to Government. This is in addition to the continual involvement of many partners in the technical work for the new RSS.

The first consultation document - 'Draft Spatial Vision and Strategic Approach' (July 2004) - considered the overall approach that should guide the preparation of the new RSS (particularly the role of sub-areas), key issues facing different parts of the region and possible responses to these issues.

We have now reached the second stage of consultation. This is based on the need to consider in more detail how we can develop a clear spatial strategy for the region that takes into account all of the issues identified in the RSS Project Plan ('Shaping the Future', January 2004). This second stage of consultation is therefore structured around a series of 'topic papers', of which this is one. The full list of topic papers is:

- Topic paper 1: Introduction to Pre-Draft RSS
- Topic paper 2: Spatial Options
- Topic paper 3: Housing
- Topic paper 4: Economy
- Topic paper 5a: Freight
- Topic paper 5b: Strategic Public Transport
- Topic paper 5c: Public Transport Accessibility
- Topic paper 5d: Demand Management
- Topic paper 5e: Aviation
- Topic paper 5f: Transport Investment Priorities
- Topic paper 6: CAP reform
- Topic paper 7: Energy
- Topic paper 8: Water
- Topic paper 9: Sustainable Tourism
- Topic paper 10: Forestry
- Topic paper 11: Biodiversity
- Topic paper 12: Culture
- Topic paper 13: Health
- Topic paper 14: Education
- Topic paper 15: Minerals
- Topic paper 16: Sustainable Waste Management
- Topic paper 17: Retail and Leisure
- Topic paper 18: Monitoring

Please bear in mind that these topic papers are raising many challenges that policies in the new RSS will need to address. The topic papers do not include draft policies and there will need to be a great deal of integration across topic areas before the policies are drafted. The purpose of this stage of consultation is to receive feedback on what direction you think RSS policy should take.

**Please note that these topic papers have not been endorsed by the Assembly, or its advisory body the Regional Planning and Infrastructure Commission. They do not represent Assembly policy but give an important opportunity for a wide range of stakeholders to feed in to the further development of the new RSS for the Yorkshire and Humber region.**

### **Your comments**

We would like your comments on these topic papers. You can answer the questions that we ask in the papers or you can send us your general comments.

We need to hear from you by **Friday 25 February 2005** so that your views and ideas can be taken into account as we prepare the new draft RSS to submit to Government.

### **Please send your comments to**

Chris Martin  
Director of Planning and Transport  
Yorkshire and Humber Assembly  
18 King Street  
Wakefield  
WF1 2SQ

Or email them to: [emma.hunt@yhassembly.gov.uk](mailto:emma.hunt@yhassembly.gov.uk)

All the topic papers and accompanying documents can be found at [www.yhassembly.gov.uk](http://www.yhassembly.gov.uk)

### **Strategic Environmental Assessment/Sustainability Appraisal**

At each stage of the development of the new RSS, a Strategic Environmental Assessment/Sustainability Appraisal (SEA/SA) is being carried out. At this stage, this appraisal has particularly concentrated on Topic Paper 2 – Spatial Options. The report of this appraisal is also available from the Assembly.

### **Any queries**

If you have any queries about the topic papers, or any aspect of RSS, please call the Regional Planning and Transport team on 01924 331590.



# Topic Paper 7: Energy

## Introduction

1. The Government's Energy White Paper (2003) outlines the climate change impacts caused by increased carbon emissions and identifies that up to 75% of the UK's current energy sources will be depleted by 2020. It therefore seeks to provide for a more diverse energy mix, with renewable energy providing up to 10% of the UK's energy needs by 2010 and 20% by 2020.
2. This has implications for the supply and consumption of energy in the region, which the Regional Spatial Strategy (RSS) for Yorkshire and the Humber needs to take into account, as informed and advised mainly by the Regional Energy Forum (REF).

## Background

3. The Renewable Energy Assessment and Targets Study that has been undertaken identified the renewable energy resource in the region and prescribed realistic but challenging potential regional and sub-regional targets for the delivery of more renewable energy. The Yorkshire and Humber Assembly first included regional and sub-regional renewable energy targets in the draft of the Selective Review of RPG that was submitted to Government in June 2003 (as Draft Revised RPG). The subsequent formal consultation process established support for these targets, as well as views that the region should have a more hierarchical approach to energy generation and supply (i.e. reduce demand for energy first; then provide for renewables; and then energy from conventional sources).
4. Further to the Public Examination of the Selective Review of RPG (in February 2004), the report of the Examination Panel (May 2004) supported the proposed renewable energy targets and considered that draft RPG12 was sufficiently concerned with minimising resource demands and promoting energy efficiency.
5. The outcome of the Selective Review of RPG has now been published as RSS (in December 2004). Policy S6 provides for local authority development plans to include policies and proposals to achieve a regional target of 9.4% of electricity used to be generated from renewable resources by 2010 and 22.5% by 2021. Policy R12 in the RSS also provides for related sub-regional targets for renewable energy development to 2010, and encourages other means of energy generation and supply (e.g. clean coal technology, community heating schemes, combined heat and power).

## Process for Developing new RSS

6. In December 2003 the Government Office for Yorkshire and the Humber and the Yorkshire and Humber Assembly commissioned the Sub-Regional Renewable Energy Assessment and Targets Study. The aim of this study was to identify the implications and opportunities arising from the sub-regional targets in the Selective Review of RPG, and in particular to help them develop challenging but achievable "local" targets for renewable energy to 2010 and 2021 (albeit that each local authority should ideally conduct a more detailed assessment at a local level in line with the methodology of the sub-regional study). The findings of the study would also help test current regional/sub-regional targets in existing RSS, and thereby help inform the preparation of the new RSS.
7. The project management group for the study comprised representatives from the Government Office for Yorkshire and the Humber, the Yorkshire and Humber Assembly, the Countryside Agency and two local authorities (North Yorkshire County Council and Bradford MBC), with a wider e-mail reference group of other stakeholders. The study included several presentations of interim targets and findings, and also included the study team responding to local authority officers' views. This analysed the renewable energy potential for local authority areas, and provided for the revision and explanation of interim targets and possible implications and opportunities for local authority policy. This study is now complete, and can be seen on the Yorkshire and Humber Assembly website. Annex A contains an introduction of the potential renewable energy resource that can be realistically developed in local authority areas throughout the region.
8. In early 2004, the Regional Energy Forum commissioned a study (through the Yorkshire and Humber Assembly) to consider how the RSS should address four key energy issues (diversification of supply; adequate storage and distribution facilities; electricity supply network capacity; energy efficiency).
9. In December 2004, the Regional Energy Forum considered energy policy and RSS. It decided to:
  - develop a regional energy position statement, based on an energy hierarchy, so as to provide input to regional strategies and plans such as the Regional Economic Strategy, the Regional Housing Strategy and the RSS;
  - advise the Assembly to consider an energy hierarchy approach to planning for energy in the RSS and the possibility of negotiable local authority renewable energy targets at the pre-draft RSS stage
  - advise the Assembly to consider a range of issues (e.g. reducing the need for travel; increasing energy efficiency; clean coal

technology; increasing spatial development near power stations; identifying areas for new energy technology; increased decentralisation and diversification of supply; adequate storage and distribution facilities; electricity supply network capacity) at the draft RSS stage

## Key Issues

10. It is considered that at present the key issues for the RSS are the consideration of an energy hierarchy approach; the possibility of renewable energy targets for individual local authorities; the need for supplementary planning guidance; and the extent to which the RSS should consider energy-related issues “outside” the remit of statutory land use planning.
11. An energy hierarchy is an approach to the planning and sourcing of energy that firstly seeks to reduce demand for energy, then provide for as much energy from renewable sources as possible, and only then provide energy from fossil fuel and/or nuclear sources. Whilst an energy hierarchy approach to planning for energy is not dissimilar conceptually to the hierarchical approach to the planning and management of waste (i.e. firstly reduce volume of waste, then re-use as much as possible, then recycle, and only then dispose of waste to landfill), there are some important differences in the framework for energy supply that need to be taken into account, such as the following: -
  - no explicit national policy encouraging/requiring an energy hierarchy;
  - practical difficulties and limitations in the ability of local authorities or others to monitor energy efficiency and the effectiveness of reducing demand for energy;
  - provision of most energy in the UK by way of a national network, the National Grid;
  - no statutory duties or powers for local authorities in terms of energy (other than planning);
12. In view of the above, it is considered that at present it would be inappropriate to commit the region to an energy hierarchy within the RSS. However, there is scope for the Regional Energy Forum to develop a position statement that either takes such an approach into account or at least highlights its value. This might help provide a basis for the Regional Energy Forum to advise the Yorkshire and Humber Assembly on energy-related issues in regional strategies and plans, such as the Regional Economic Strategy and the Regional Housing Strategy, and to lobby central Government for changes in statutory mechanisms (e.g. the Building Regulations) as appropriate.

- 13.** In terms of whether renewable energy targets should be set for individual local authority areas or not, it is considered the main advantages of local authority targets would be:
- to increase the likelihood of meeting current regional and sub-regional renewable energy targets;
  - to encourage local authorities to undertake more local assessments of renewable energy capacity to identify preferred sites and technologies, and other issues accordingly;
  - to increase the likelihood of the local authority addressing renewable energy in real terms, informing and empowering members accordingly;
  - to ensure a level playing field amongst local authorities across the regions in terms of having consistency of targets;
  - to encourage local authorities to determine the scope for incorporating renewable energy in their own land and property, thereby helping them to lead by example.
- 14.** The disadvantages of local authority targets would effectively be the converse of the above.
- 15.** In view of the perceived difficulties that some local authorities might have in meeting targets, the Regional Energy Forum has asked that consideration should be given to the “tradeability” of targets between local authorities. However, it is considered that: the sub-regional study has already taken this issue into account; such trading is an effectively an implementation issue; no methodology exists at present to facilitate such trade-offs; no local assessments have taken place yet to identify where such trade-offs might take place.
- 16.** Nevertheless, there may be scope for supplementary planning guidance in the region, as a regional adjunct to the companion guide to the national Guidance (PPS22), to help local authorities achieve carbon reduction and a more secure energy supply, and take into account specific regional and sub-regional energy issues (e.g. wind in the Humberhead levels, how to plan for renewables development across local authority boundaries etc).
- 17.** There is also the issue of the extent to which the RSS should consider energy-related issues which are beyond the traditional scope of land use planning, but nevertheless have a spatial dimension (e.g. reducing the need for travel; increasing energy efficiency; clean coal technology; increasing spatial development near power stations; identifying areas for new energy technology; increased decentralisation and diversification of supply; adequate storage and distribution facilities; electricity supply network capacity).

### **Questions for Consultation**

*As indicated above, it is considered that Yorkshire and the Humber Assembly should seek views on the following issues for the pre-draft RSS stage (January 2005):*

1. *Should the RSS follow and provide an approach to planning for energy based on an energy hierarchy or not?*
2. *Should the RSS: -*
  - (a) *set regional targets to 2010 and 2020 and sub-regional targets to 2010 in line with existing policy (but not set any local authority targets)*
  - (b) *set regional targets to 2010 and 2020 and sub-regional targets to 2010 in line with existing policy, and set sub-regional targets to 2020 and local authority targets to 2010 and 2020 in line with the Sub-Regional Renewable Energy Assessment and Targets Study findings?*
  - (c) *set another variable (and if so, what)?*
3. *Should the Yorkshire and Humber Assembly seek to develop supplementary planning guidance on how to help local authorities within the region plan for energy, taking into account specific regional/sub-regional issues?*
4. *Should the RSS consider energy-related issues which fall outside traditional land use planning but nevertheless have a spatial dimension (e.g. reducing the need for travel; increasing energy efficiency; clean coal technology; increasing spatial development near power stations; identifying areas for new energy technology; increased decentralisation and diversification of supply; adequate storage and distribution facilities; electricity supply network capacity)? Annex A: Indicative Renewable Energy Potential Within Local Authority Areas in the Region'*

**Table 3: Individual Local Authority Renewable Energy Potentials for 2010 (MW)**

Sub-region	Local Authority*	Wind	Biomass	Co-firing	Hydro	PV	Total
<b>South Yorkshire</b>	Barnsley	15				0.42	15.4
	Doncaster	10			0.15	0.49	10.6
	Rotherham	10			0.10	0.51	10.6
	Sheffield	10				0.60	10.6
<b>Total</b>		<b>45</b>			<b>0.25</b>	<b>2.0</b>	<b>47</b>
<b>West Yorkshire</b>	Leeds	10			0.24	1.05	11.3
	Wakefield	10			0.18	0.57	10.7
	Calderdale	19			0.10	0.28	19.4
	Kirklees	10			0.24	0.71	10.9
	Bradford	10				0.74	10.7
<b>Total</b>		<b>59</b>		<b>25</b>	<b>0.75</b>	<b>3.4</b>	<b>88</b>
<b>North Yorkshire</b>	York	10			0.90	0.32	11.2
	Craven	17			0.46	0.12	17.6
	Hambleton	40				0.17	40.2
	Harrogate	16			0.90	0.31	17.2
	Richmondshire	17			0.78	0.12	17.9
	Ryedale	10				0.11	10.1
	Scarborough	5				0.24	5.2
	Selby	14			0.27	0.15	14.4
<b>Total</b>		<b>129</b>		<b>75</b>	<b>3.32</b>	<b>1.5</b>	<b>209</b>
<b>Humber</b>	East Riding	40				0.69	40.7
	Hull	5				0.59	5.6
	North Lincolnshire	40	14			0.27	54.3
	N-E Lincolnshire	23				0.27	23.3
<b>Total</b>		<b>108</b>	<b>14</b>			<b>1.8</b>	<b>124</b>
Wind offshore	n/a						240
<b>Regional Total</b>		<b>341</b>	<b>14</b>	<b>100</b>	<b>4</b>	<b>9</b>	<b>708</b>

\* Local Authority administration boundaries and not Planning Authority boundaries

## References and Background Documents

It is considered that the main references for the consideration of energy in the RSS are: -

Energy White Paper: Our Energy Future – Creating a Low Carbon Economy (Dti, Feb 2003) [www.dti.gov.uk/publications](http://www.dti.gov.uk/publications);

Planning Policy Statement 22 (PPS22): Renewable Energy (ODPM, Aug 2004) [www.odpm.gov.uk](http://www.odpm.gov.uk);

The Government's Strategy for Combined Heat and Power to 2010 (Defra, April 2004) [www.defra.gov.uk](http://www.defra.gov.uk);

Planning Policy Note 11 (2004), which outlines the main documents to guide energy policy as being the Government's CHP Strategy, PPS22 and the EWP [www.odpm.gov.uk](http://www.odpm.gov.uk);

The Renewable Energy Assessment and Targets Study for Yorkshire and the Humber (FES, 2003) [www.goyh.gov.uk/rptc/reas.htm](http://www.goyh.gov.uk/rptc/reas.htm);

Energy and the RSS (Enviros, 2004) [www.yhassembly.gov.uk](http://www.yhassembly.gov.uk);

The Sub-Regional Renewable Energy Assessment and Targets Study (FES, Dec 2004) [www.goyh.gov.uk/rptc/reas.htm](http://www.goyh.gov.uk/rptc/reas.htm);

The draft Regional Climate Change action Plan (YHA, 2004) [www.goyh.gov.uk/rptc/reas.htm](http://www.goyh.gov.uk/rptc/reas.htm)