

ITEM No ...3.....

REPORT TO: CITY DEVELOPMENT COMMITTEE – 7 DECEMBER 2020

REPORT ON: HEAT NETWORK STATEMENTS NON-STATUTORY PLANNING GUIDANCE

REPORT BY: EXECUTIVE DIRECTOR OF CITY DEVELOPMENT

REPORT NO: 296-2020

1 PURPOSE OF REPORT

1.1 The purpose of the report is to seek approval of the finalised non-statutory planning guidance on Heat Network Statements following consultation with interested parties.

2 RECOMMENDATION

2.1 It is recommended that the Committee:

- a Note the consultation comments received as set out in Appendix A; and
- b Approve the finalised Heat Network Statements non-statutory planning guidance (Appendix B).

3 FINANCIAL IMPLICATIONS

3.1 There are no financial implications of relevance to this report.

4 BACKGROUND

4.1 Reference is made to Article VIII of the minute of meeting of City Development Committee on 7 September 2020, (Report 173-2020 refers) which approved the content of the draft Heat Networks Statement non-statutory planning guidance for consultation.

4.2 The guidance has been prepared in accordance with paragraph 8.53 of the Dundee Local Development Plan 2019 which indicated that the Council would "issue planning guidance on the required content of the statement required by Policy 46: Delivery of Heat Networks...". When approved, the guidance will form part of the supporting information to the Dundee Local Development Plan 2019 and will be a material consideration in the assessment of relevant proposals against Policy 46. The use of this guidance will ensure developers consider the viability of how a development could connect to a heat network or could future proof a development for future connection. The developer checklist will be used to consider if a developer has considered this in full. The guidance will be used to ensure the implementation of Policy 46. Through the implementation of this policy developments can contribute to the Council's Climate Action Plan which seeks to reduce carbon emissions and demonstrate how they will respond to the Climate Emergency.

4.3 A six week period of consultation on the draft guidance was carried out between 25 September and 6 November 2020. The draft guidance was published on the Council's website and an e-mail sent to all parties in the Local Development Plan Consultation database.

4.4 Five responses were received in relation to the consultation. Details of the comments received and response are set out in Appendix A.

4.5 A number of comments received were in relation to policy and strategy issues that were outwith the scope of the consultation. A comment was received in relation to consideration of listed buildings, conservation areas and public spaces and sought more detail within the guidance. On review, it was considered that the existing policy framework in the adopted Dundee Local

Development Plan 2019 in relation to each of these areas was sufficient and that there was no reason to repeat this within the Heat Network guidance. Another comment was made in relation to the relationship between the Council's District Heating Strategy and the Green Network non-statutory planning guidance and sought changes to these documents. However, this was considered to be outwith the scope of this consultation. A number of comments sought clarification or amendments to include further information on an appropriate distance from a heat source, assessment of opportunities and assessment of appropriateness. It was considered that sufficient information is given in the guidance or in supporting documents such as Dundee's District Heating Strategy which provide the clarification and information sought. A number of the responses indicated their support for the delivery of heat networks and welcomed the developer guidance.

- 4.6 In terms of amendments, the following were identified:
- a missing information on the flowchart (Figure 2) within the guidance was highlighted - this was immediately rectified during the consultation period;
 - b further strengthening of the use of green networks, active travel routes etc as part of the future proofing for pipe runs was sought through the text. Amended text was prepared and included in the finalised guidance as set out in Appendix A; and
 - c minor typographical errors in the flow chart which have been amended.
- 4.7 The comments and amendments to the guidance have been minor and the guidance has sought to reflect these. If approved the guidance will be accessed on the Council's website at <https://www.dundee.gov.uk/service-area/city-development/local-development-plan/local-development-plan-supporting-information>.

5 POLICY IMPLICATIONS

- 5.1 This report has been subject to an assessment of any impacts on Equality and Diversity, Fairness and Poverty, Environment and Corporate Risk. There are no major issues.
- 5.2 An Integrated Impact Assessment was carried out for the draft guidance and remains relevant to the finalised guidance.

6 CONSULTATIONS

- 6.1 The Council Management Team have been consulted in the preparation of this report and are in agreement with its content.

7 BACKGROUND PAPERS

- 7.1 None.

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APPENDIX A – CONSULTATION COMMENTS

Respondent	Consultation Comments	DCC Comments	Action
Scottish Civic Trust	Explicit reference should be made to minimising potential negative impact on quality of the urban environment especially in relation to: Listed Buildings, Conservation Areas and Public spaces.	The Dundee Local Development Plan 2019 has specific policy framework for listed buildings (Policy 49) and conservation areas (Policy 51) which consider the impact of development on listed buildings and conservation areas, seeking to ensure a high-quality design and the retention of historic integrity. Public spaces would be considered under the relevant design Policy 1 of the plan to ensure high quality development and seeks to minimise any negative impact as result of a proposed development. There is considered to be adequate provision in the development plan to address these issues when considering a heat network proposal which would include a listed building, conservation area or public space. The guidance is solely to provide detail on what should be included within a heat network statement to demonstrate compliance with Policy 46 and would be considered alongside the provisions of the Development Plan as part of an application.	No change proposed.
Scottish Civic Trust	Page 3, Figure 2, Policy 46 implementation flowchart - serious omission of YES/NO arrows to indicate choice.	Omission noted.	Flowchart updated.
Nature Scotland	Planning for heat network infrastructure within green infrastructure and green networks should minimise disruption if infrastructure is either to be delivered at a later date or when maintenance is required. Delivering pipework that is integrated within open space and green networks could also be considered as efficient use of land as set out in SPP. Identifying such multi-functional corridors at the LDP stage and in association with other aspects of sustainable growth, such as active travel routes, could also be considered useful to deliver on core aims of the planning system. We would support clear identification of these in the supplementary guidance.	The second paragraph on Page 4 indicates that future connection should be incorporated in to the design layout to show piperuns and connections eg within open space, however, comments noted and strengthening of this section of the guidance is proposed. For clarification the proposed guidance is non-statutory planning guidance and not formal supplementary guidance.	Amended text - "As indicated in Policy 46 this should be incorporated in to the design layout to show areas for future piperuns and connections through the identification of multi-functional corridors such as active travel routes, open space and green networks. In some instances, a cross-section through road/path network to

Respondent	Consultation Comments	DCC Comments	Action
			<i>show space for future pipes or ability for valving arrangements in flats to be adapted may be appropriate".</i>
Nature Scotland	Dundee Green Network non-statutory planning guidance map (page 4) shows the green network links such as Ardler and Baxter. However, these coincide with potential networks in Figure 1 of the consultation document in just a couple of locations such as along part of the Dighty corridor. We recommend these potential heat networks are re-examined/re-positioned to ensure they align with the Dundee Green Network as much as possible.	Figure 1 is an extract from the Council's approved District Heating Strategy. It is not within the scope of this consultation for amendments to be made to this strategy. Both the District Heating Strategy and Green Network guidance would be considered for any forthcoming heat network proposals with potential linkages considered.	No change proposed.
Nature Scotland	Supports the principle of reducing carbon emissions but content that the provision of a Heat Network is only one of a range of energy solutions that can be considered. Technology is ever evolving and while Heat Networks may work in some instances the position set out in the Guidance that these should be the default approach taken for all major developments is flawed.	Comment noted.	No change required.
Persimmon Homes	The requirement to consider the use of Heat Networks is not contested and would be supported where it is both viable and feasible to make a connection.	Comment noted.	No change required.
Persimmon Homes	The requirement within the Guidance that where delivery is not possible at the outset that land is safeguarded is not supported. This requirement would be detrimental to the design and delivery of new sites where it has been shown a Heat Network is not feasible at the outset. The requirement to provide capacity within the site layout to connect in the future should be removed from the Guidance.	The requirement for areas for pipe runs, repeats the requirements of Policy 46 and is therefore not a new introduction within the guidance. Policy 46 is an approved development plan policy which has been subject to examination and was considered appropriate. This requirement is in line with Scottish Planning Policy which requires safeguarding of piperuns within development to allow future connection. The non-statutory guidance therefore reflects both the adopted policy and Scottish Planning Policy. It is outwith the scope of this consultation to amend local Development Plan policy.	No amendments proposed.

Respondent	Consultation Comments	DCC Comments	Action
Persimmon Homes	Changes in the BRE standard assessment procedure are likely to change the approach to CHP schemes fuelled by Natural Gas which would not allow Heat Networks using these schemes to meet the CO2 standards.	Comment noted.	No change required.
Persimmon Homes	Further clarification should be provided to define what would be considered an appropriate distance from a source.	Both Policy 46 and the guidance indicate that connections should be explored where the development site is "close to a significant heat supply source or a planned heat network". The guidance refers to the Scottish Heat Map which when used shows heat demand and opportunity for linkages. In addition, Dundee's District Heating Strategy provides information on opportunity areas which would be considered in the context of development coming forward. Given that both of these documents are referenced within the guidance and provide information on opportunities for linkages/future linkage across the City which should be considered within any prepared statement, it is considered that they provide sufficient detail to clarify this issue. In addition, the guidance encourages early discussion with the Council on heat networks and therefore issues on this matter can be clarified and discussed at an early stage of development.	No amendments proposed.
Persimmon Homes	<p>Drafting Errors:</p> <ul style="list-style-type: none"> • Page 3 – second column, second box – “exiting” should read “existing”. • Page 4 – Second paragraph, first line – “or” should read “a”. 	Page 3 error noted. Page 4 not an error, referring to two scenarios, the creation of a heat network OR link to a heat network.	Page 3 error amended. No amendment to page 4.
Historic Environment Scotland	Support guidance - no comments.	Noted.	No change required.
SEPA	Welcome inclusion of flowchart which clearly sets out circumstances heat networks are to be considered.	Noted.	No change required.

Respondent	Consultation Comments	DCC Comments	Action
SEPA	<p>It would be useful if additional information is included in the guidance which outlines in more detail what information the Council would expect to be submitted by a developer as part of a Heat Network Statement. At present, the draft guidance states that "an assessment of the opportunities..."and "an assessment of the appropriateness..." should be submitted, however without further information as to what these should show may return a variance of depth of study.</p>	<p>The issues raised are in relation to the developer checklist. The assessment of opportunities relates to the opportunities indicated within Dundee's District Heating Strategy which is detailed in paragraph 1 of the Page 4. The assessment of appropriateness would be the journey through the flowchart as set out on Page 3. It is considered that the guidance provides sufficient explanation of what is expected within a statement. The guidance does not propose a template for such a statement and therefore it is accepted that there may be a variation in the depth of statements provided. The checklist is a means for both developers and planners to ensure all the relevant information is included in order to assess the proposal against Policy 46.</p>	No change proposed.
SEPA	<p>We (SEPA) have prepared a number of documents setting out requirements and recommendations for development plans by topic area. Of particular relevance to the proposed SG is the Sustainable resource use guidance supported by the land use planning background paper on heat networks and district heating. We recommend that the Council refers to these guidance documents when finalising the SG. Section DM.4 in particular sets out our position on Energy Statements, which we consider should be prepared in line with the Scottish Government's online planning advice Planning and Heat and assess the technical feasibility and financial viability of heat network/district heating for the site, identifying any available existing or proposed sources of heat (within or outwith the site) and other factors such as where land will be safeguarded for future district heating infrastructure.</p>	<p>The information referred to within the recommended documents are in relation to policy requirements and what a Local Authority should consider when preparing heat policy. These documents were considered in the preparation of Policy 46 in terms of promoting heat networks and future proofing sites for future connection. The guidance seeks to reflect this further by providing guidance for developers. The advice within these documents is considered to be relevant to planning authorities but given that this is developer guidance, it's inclusion would not be considered to be necessary.</p>	No change proposed.

APPENDIX B



Introduction

This planning guidance has been prepared to assist developers/agents on what is required to comply with Dundee Local Development Plan Policy 46: Delivery of Heat Networks with regards to the submission of a statement with their planning applications.

Policy 46 seeks to promote creating or connecting to existing energy centres and/or heat networks at the outset of a development in terms of the design and layout of a proposal for major applications, cumulatively major applications and proposals that are located within/close to an opportunity area as identified within Scotland's heat map or the Dundee District Heating Strategy.

Policy 46 places a requirement on developers to submit a statement in the circumstances set out in the policy below. This statement should demonstrate that consideration has been given to the feasibility of creating or linking to heat network. This planning guidance provides developers with links to the relevant evidence for consideration of the heat network, a flow chart to consider what action should be taken and a checklist of what the statement should contain.

Policy 46: Delivery of Heat Networks

Proposals for new development should meet their heat demand through heat networks, by considering the feasibility to create or link into an existing energy centre and heat network or demonstrate the capability to progress towards this technology in the future.

A statement will be required to be submitted with an application for planning permission to demonstrate that consideration has been given to the viability of creating or linking into a heat network. This requirement applies to the following development:

- a) Proposals that are subject to a Major planning application, or would cumulatively exceed the Major planning application thresholds; or
- b) Proposals for housing or commercial development in locations where Scotland's Heat Map or the City's heat network strategies indicate that they are close to a significant heat supply source or a planned heat network.

In both cases the development layout should be designed to be capable of connecting to the heat network or heat source and areas for pipe runs within the development should be safeguarded to enable future connectivity.

What are Heat Networks?

Heat networks are district heating system that deliver heat from a point of generation to end users such as homes, offices, leisure centres and other users of heat. A district heating scheme generally consists of:

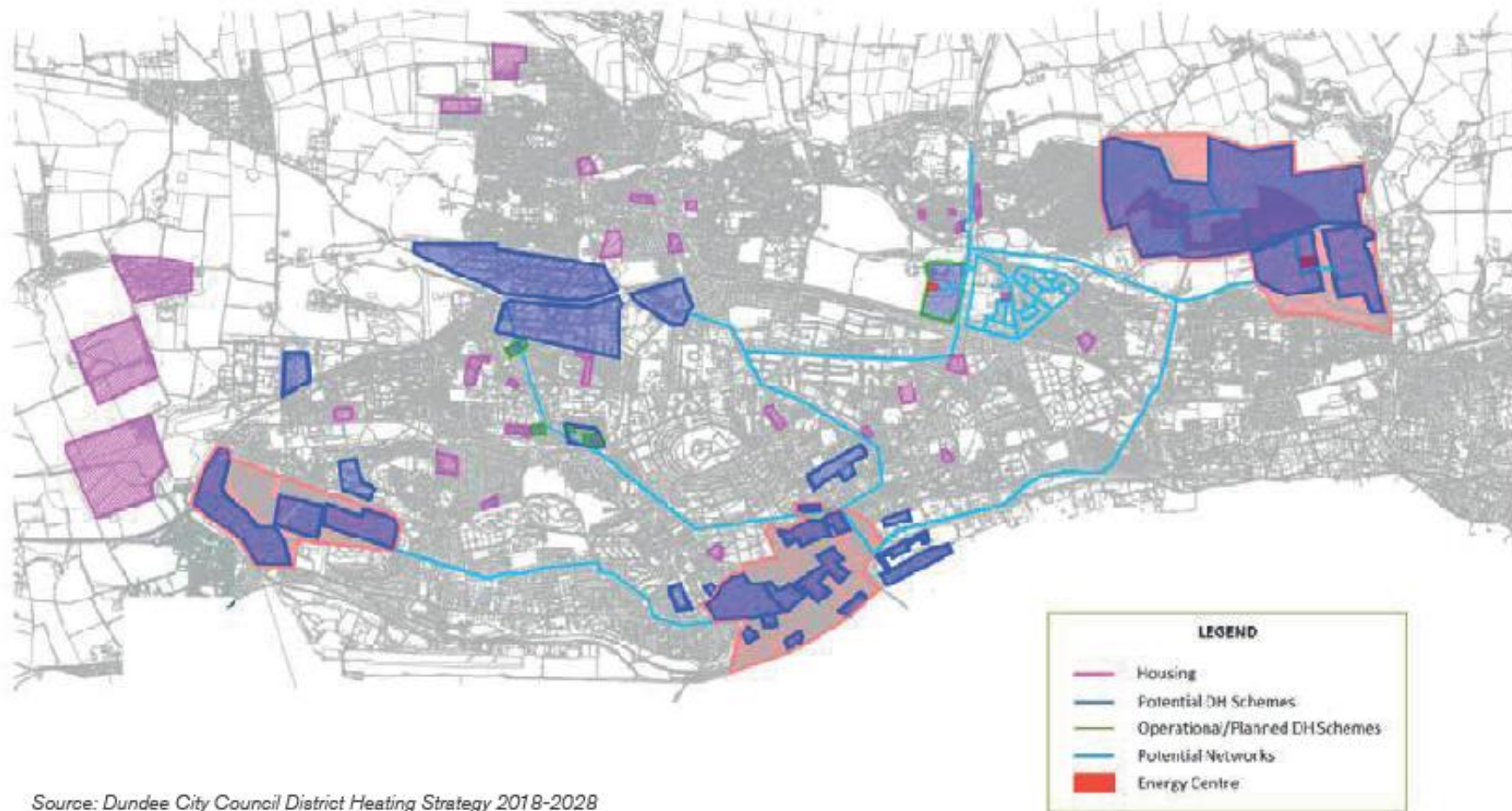
- A heat source, often in the form of a dedicated central energy centre; and
- A heat network of pre-insulated pipes used to deliver heat in the form of water or steam.

The heat may be generated in an energy centre using a range of technologies (e.g. surplus heat recovered from an energy from waste facility or other industrial plant, water source heat pump, gas combined heat and power (CHP), solar thermal, etc.) and could change over time as lower carbon/renewable heat sources emerge. As the network expands, higher levels of efficiency and resilience are achieved through the incorporation of multiple heat sources supplying multiple and varying demands. Heat networks have a range of benefits including securing a significant reduction in CO2 emissions and the carbon intensity of heat, reducing energy costs for businesses and households as well as helping to tackle fuel poverty. The delivery of heat networks will therefore contribute to the aims of the Council's Climate Action Plan to reduce carbon emissions in response to the Climate Emergency.

District Heating and Heat Networks in Dundee

Dundee has a long history of district heating schemes within the City dating back to the 1920s. Dundee City Council has made a commitment to build on existing schemes and deliver new projects through its District Heating Strategy 2018-2028. The strategy identifies potential heat network opportunities within the City, building on existing schemes and exploring future connections as shown in Figure 1. In addition in order to consider further where energy generation and demand is located throughout the city, Scotland's Heat Map provides site specific information on how the heat demand and supply within the City.

Figure 1: Existing and potential heat network opportunities in Dundee

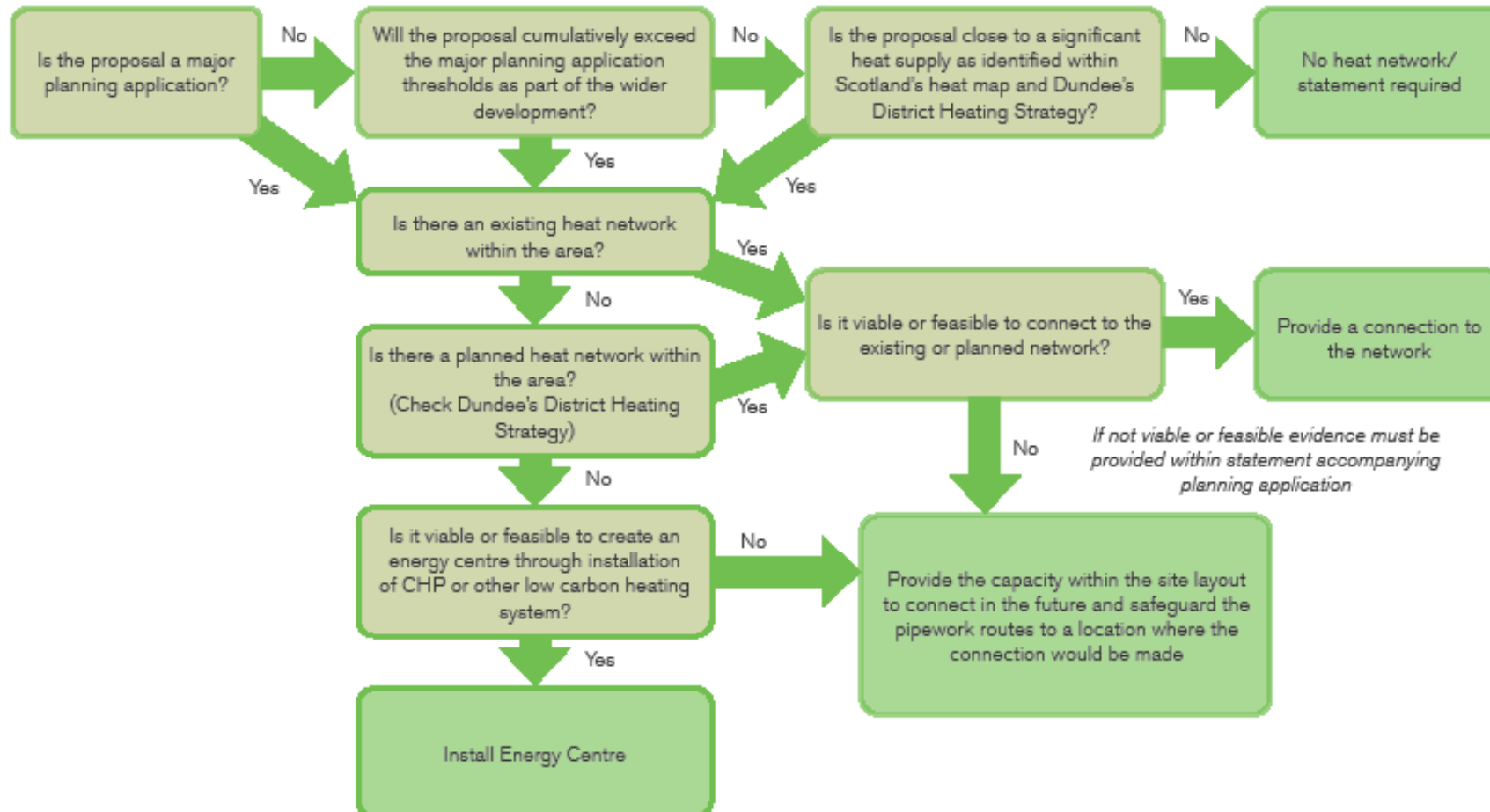


Source: Dundee City Council District Heating Strategy 2018-2028

Heat Network Statement

In the first instance developers need to consider if and how they can meet the Policy 46 requirements. Figure 2 below provides a flowchart taking developers/agents through key questions when considering heat networks within a proposal and what action they should take.

Figure 2: Policy 46 implementation flowchart



As shown in Figure 2 the type of development and where it is located within the City will determine the action that may be required. In the first instance developers should check Scotland's heat map and Dundee's District Heating Strategy to identify if there are any heat centres, identified heat demand or opportunities that may be appropriate to the development. If it is considered that there is an opportunity to create or link to a heat network as part of the development early discussion with the Council will be required to establish how this could be implemented.

Where the creation of or link to a heat network is not considered viable, evidence of why this would be case would be required e.g. evidence from heat mapping, heating strategy etc. Where a heat network is considered unviable developers are required to demonstrate how the development could be future proofed to enable future connection and choice for the end user. As indicated in Policy 46 this should be incorporated in to the design layout to show areas for future piperuns and connections through the identification of multi-functional corridors such as active travel routes, open space and green networks. In some instances, a cross-section through road/path network to show space for future pipes or ability for valving arrangements in flats to be adapted may be appropriate.

The statement should be proportionate to the scope of the development and could form part of a joint statement in order to meet the requirements of Policy 46 as well as Policy 48: Low Zero Carbon Technology in New Developments. The heat network statement shall be required with the planning application and will be considered as an integral part of the assessment of the application.

The following provides a checklist for developers prior to submission to ensure that all the necessary information is provided:

Heat Network Statement - Checklist

- Reference to Policy 46 and how the proposal will address the policy requirements;
- Reference to Scotland's Heat Map and Dundee's District Heating Strategy to identify opportunity areas and potential projects in relation to the project;
- An assessment of the opportunities to create or connect the development to an energy centre/heat network and any potential impact on the development;
- An assessment of the appropriateness of district heating within the development as well as details of any other energy efficiency technologies proposed; and
- Where the creation or connection to a heat network is unviable and justified above details of how this proposal will be future proofed should be provided with options and recommendations.

For further discussion on the content of this guidance and the delivery of heat networks within a proposal please contact:

Planning Team
City Development Department
Dundee City Council
Dundee House
50 North Lindsay Street
Dundee, DD1 1LS

telephone 01382 433105 or email planning@dundeecity.gov.uk

Website: <http://www.dundeecity.gov.uk/citydevelopment/planningdivision/>

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