

HILLINGTON PARK
RENEWABLE AND LOW CARBON TECHNOLOGIES STATEMENT

MEPC

FEBRUARY 2014

1. Introduction

Background

- 1.1 MEPC has formally requested that Renfrewshire and Glasgow City councils prepare a Simplified Planning Zone (SPZ) for the Hillington Park industrial estate in eastern Renfrewshire, in accordance with the provisions of the Town and Country Planning (Scotland) Act 1997 (as amended), the Simplified Planning Zones (Scotland) Regulations 1995 and Circular 18/1995 *Simplified Planning Zones*.
- 1.2 The objective of an SPZ is to aid urban regeneration by de-regulating the planning process in specific areas. An SPZ scheme grants planning permission for the types of development it specifies within the zone without the need for subsequent individual planning applications. An SPZ provides certainty on what is permitted (and what is excluded), and flexibility to make changes to a project within the framework of the scheme where these are necessary to respond to market demands. SPZ status does not mean the abandonment of acceptable standards of development or care for the amenity of the built environment. Through appropriate development parameters, conditions or limitations, such matters will be safeguarded while offering flexibility to developers in terms of the detail.
- 1.3 This report provides a review of the relevant national, regional and local planning policies requiring the use of renewable and low carbon technologies in new developments and sets out recommendations to ensure that development that comes forward under the SPZ accords with these requirements.

Hillington Park and the proposed SPZ

- 1.4 The existing 199 ha Hillington Park industrial estate is situated approximately 2.5 km to the south of Renfrew and 6 km to the west of Glasgow city centre. The majority of the park is within the administrative boundary of Renfrewshire, but the eastern part is within Glasgow City. The site is an existing industrial estate and comprises over 200 buildings, with uses including offices, distribution, warehousing, light manufacturing, commercial and trades occupying an existing floorspace of around 432,000 square metres.
- 1.5 It is proposed to designate an SPZ across the site to facilitate the redevelopment and rationalisation of existing structures and the expansion of the estate. If granted, an SPZ is valid for 10 years. Under the SPZ there would be up to a total of 579,045 square metres of floorspace at Hillington Park. The objective of the SPZ is not to allow wholesale redevelopment of the existing industrial estate. It is intended that development would be piecemeal over the life of the SPZ and would include the refurbishment of some of the higher quality existing buildings, rather than their demolition.

2. Policy review

Introduction

2.1 The UK's shared framework for sustainable development, *One future – different paths* (2005), sets out five guiding principles of sustainable development that are supported by the Scottish Government:

- Living within environmental limits
- Ensuring a strong, healthy and just society
- Achieving a sustainable economy
- Promoting good governance
- Using sound science responsibly

2.2 Climate change and energy is identified in the framework as one of the key priority areas for immediate action across the UK. The Climate Change (Scotland) Act 2009 sets a target of an 80% reduction in greenhouse gas emissions by 2050, with an interim target of a 42% reduction by 2020.

National policy

2.3 The *Scottish Planning Policy* (SPP), published in 2010, sets out the Scottish Government's policy on nationally important land use and consolidates a series of topic-specific policy statements into a single, more concise statement. Paragraph 37 of the SPP states that *"the planning system has an important role in supporting the achievement of sustainable development through its influence on the location, layout and design of new development."* It goes on to state that decision-making in the planning system should *"contribute to the reduction of greenhouse gas emissions in line with the commitment to reduce emissions by 42% by 2020 and 80% by 2050, contribute to reducing energy consumption and to the development of renewable energy generation opportunities."*

2.4 Paragraph 39 of the SPP requires that decisions on the layout and design of new development should *"encourage energy efficiency through the orientation and design of buildings, choice of materials and the use of low and zero carbon generating technologies."* Paragraph 43 states that *"the design of new development should address the causes of climate change by minimising carbon and other greenhouse gas emissions."*

2.5 The role of development design in reducing energy consumption and carbon emissions is further highlighted by paragraph 44 of the SPP, which states that:

"The use of energy efficient, microgenerating and decentralised renewable energy systems will be components in the move towards reducing emissions, but energy efficient design of buildings will make a significant contribution to reducing emissions. Location, siting, orientation, design, materials and insulation are important factors in the energy efficiency of buildings."

- 2.6 The SPP also includes a section specifically relating to renewable energy (paragraphs 182 to 195). This highlights that the commitment to increase the amount of electricity generated from renewable sources is a vital part of the response to climate change. Paragraph 182 states that *“Renewable energy generation will contribute to more secure and diverse energy supplies and support sustainable economic growth. The current target is for 50% of Scotland’s electricity to be generated from renewable sources by 2020 and 11% of heat demand to be met from renewable sources. These targets are not a cap.”* It goes on to note that *“Production of heat and electricity from renewable sources will also make an important contribution both at a domestic scale and through decentralised energy and heat supply systems including district heating and biomass heating plants for businesses, public buildings and community / housing schemes.”*

Regional policy

- 2.7 Planning policy in the Glasgow and Clyde Valley area is provided by the *Glasgow and Clyde Valley Strategic Development Plan*, (SDP) which was adopted in May 2012. The SDP provides strategic level policy direction, while devolving detailed policy provisions to the local development plans of individual planning authorities. One of the key components of the SDP’s spatial vision to 2035 is that *“the urban fabric will be reviewed, based upon passive carbon neutral and energy efficient building standards. The extension of the city-region’s built-up area will be restricted by developing a selection of sustainable locations within it, focusing investment on maintaining a sustainable compact city-region.”*
- 2.8 Strategy Support Measure 12 of the SDP: ‘Energy and a new low carbon paradigm’ recommends that a structured approach, such as ‘energy-carbon master planning’ could be adopted in local development plans to *“achieve a paradigm shift in energy generation and consumption to meet a low or decarbonised future”*.

Local policy

- 2.9 Local policy relating to sustainability is provided by the local development plans of Renfrewshire Council and Glasgow City Council.

Renfrewshire

- 2.10 The adopted *Renfrewshire Local Plan* (March 2006) does not contain any specific policies relating to renewable energy or greenhouse gas emissions. Strategic policy 2: ‘Sustainable Development and Settlement Strategy’ only states that *“The council will seek to ensure that development proposals adhere to the principles of sustainability.”*
- 2.11 The council is in the process of reviewing its local plan so, in the absence of adopted policy relating to renewable energy and greenhouse gas emissions, the Renfrewshire Proposed Local Development Plan (January 2013) has also been reviewed to gain an understanding of emerging policy that will become relevant during the lifetime of the SPZ. Policy I7 of the *Proposed Plan* relates to low carbon developments and states that:

“All new buildings, with the exception of those listed below, shall in meeting building regulation energy requirements, install technology that produces low or no amounts of carbon dioxide emissions, to reduce the predicted emissions by at least 15% below 2007 building standards. The developments exempt from the above standards are as follows:

- *Buildings exempt from building regulations*
- *Alterations and extensions to buildings*
- *Changes of use or conversion of buildings*
- *An ancillary building that is stand-alone, having an area less than 50 square metres*
- *Buildings which will not be heated or cooled other than by heating provided solely for the purposes of frost protection*
- *Buildings which have an intended life of less than two years*

The submission of a statement will be required to demonstrate to the satisfaction of the council that this requirement can be met.”

- 2.12 Draft supplementary guidance to the local development plan was also published in January 2013. The economic new development criteria include the requirement that *“All development requires to consider climate change, mitigation and adaptation in the design, incorporating renewable or low carbon energy technology into the development”*.

Glasgow City

- 2.13 The *Glasgow City Plan 2* was adopted in December 2009. Policy STRAT 1: ‘Design and Sustainable Development’ requires the preparation of development proposals, including development frameworks such as local development strategies and master plans, to address a number of considerations from the outset. These considerations include *“making more efficient use of resources – including the way in which the proposal minimises the use of energy, materials and other resources, facilitates the use of renewable energy...”*
- 2.14 Policy DES 2: ‘Sustainable Design and Construction’ requires development proposals to demonstrate their contribution towards achieving sustainable design and construction, including making *“best use of sustainable design and construction techniques, e.g. in the use of materials, siting, orientation, water recycling and renewable energy, in order to conserve energy and water resources”*. This policy also requires that non-residential developments with a net floorspace of more than 1,000 square metres achieve a BREEAM ‘very good’ rating as a minimum.
- 2.15 Detailed requirements in relation to renewable energy and low carbon technologies are set out policy ENV 15: ‘Energy’. This includes the following requirements:
- All new buildings are required to be designed to maximise their use of passive solar energy from the outset and, thereafter, to consider the installation options available for a low and / or zero carbon decentralised energy source, including consideration of a shared resource with a neighbouring development
 - All new developments should consider the installation of micro-generating equipment for the small scale production of heat (less than

45 kilowatt thermal capacity) and / or electricity (less than 50 kilowatt electrical capacity) from zero or low carbon source technologies, particularly at a domestic level

- New developments with a total cumulative floorspace of 500 square metres or more are required to conform to *Scottish Planning Policy 6: Renewable Energy* (now superseded by the SPP), supplemented by guidance contained in *Planning Advice Note 84: Reducing Carbon Emissions in New Developments* (now revoked). This will require the installation and use of on site zero and low carbon equipment contributing at least an extra 15% reduction in carbon dioxide emissions beyond the 2007 Building Regulations carbon dioxide emissions standard

- 2.16 To meet this requirement, policy ENV 15 states that microgeneration technologies could be used as part of the energy solution. However, it also states that developers are particularly encouraged to consider the options for shared and / or combined heat and power, or energy from waste installations, subject to appropriate discussions with regulators. The suite of technologies included within the definitions of microgeneration includes solar photovoltaics to provide electricity, solar thermal to provide hot water, micro-wind (including rooftop mounted turbines), micro-hydro, heat pumps, biomass and micro-combined heat and power. The policy states that applications will only be exempt from the target where developers are able to demonstrate that technical constraints exist. However, the applicant will then be required to agree equivalent carbon savings elsewhere within the city boundary.
- 2.17 Policy ENV 15 goes on to state that the council is also keen to encourage the development of innovative buildings that are energy self-sufficient / zero carbon by design as a means of tackling climate change and addressing fuel poverty.

3. Conclusions and recommendations

- 3.1 The SPZ offers opportunities for the energy performance of Hillington Park to be improved through both new build and refurbishment. The park would also be suited to a decentralised energy solution in the future, such as a district heating scheme. The policy context and Building Regulations requirements in relation to the inclusion of renewable energy and low carbon technologies in new development are continually evolving, as are the technologies themselves. It is therefore not appropriate for prescriptive requirements to be made at this stage regarding the use of specific types of technology in developments coming forward under the SPZ.
- 3.2 Instead, it is recommended that the SPZ should include the following condition in relation to renewable energy and low carbon technologies:

‘For all developments of new buildings, an Energy and Carbon Statement shall be submitted to and approved in writing by the local authority prior to development works commencing. This should include the following:

- Information on how the design of the building will contribute to reducing energy consumption

- A review of potential renewable energy and low carbon technologies to determine the most appropriate solution(s) for the development
- Evidence to demonstrate that the selected solution(s) will meet adopted planning policy standards in relation to carbon dioxide emissions reduction at the time of development

Developments that solely comprise alterations or extensions of up to 500 square metres to, or change of use or conversion of, existing buildings are exempt from the above requirement.'