

Regional Energy

A guide to getting ready for Regional Energy Strategic Plans

POLICY INSIGHTS

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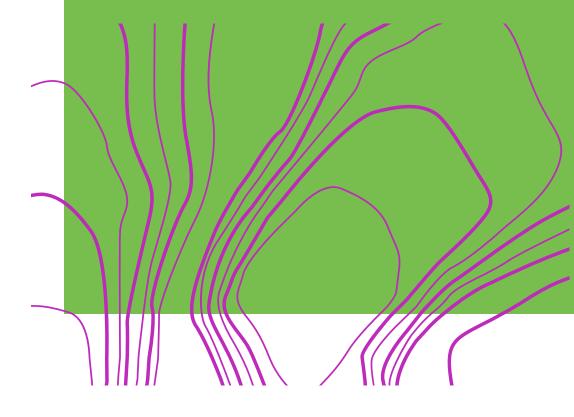
Innovate UK's Net Zero Living programme is supporting 52 local authorities across the UK on the non-technical barriers to delivering local net zero.

Regen has joined the programme to provide support for local authorities in navigating and responding to policy and regulations that impact their ability to deliver their net zero ambitions. Innovate UK does not endorse any of the views or policy proposals set out in this briefing.

About Regen

Regen is an independent centre of energy expertise with a mission to accelerate the transition to a zero-carbon energy system. We have nearly 20 years' experience in transforming the energy system for net zero and delivering expert advice and market insight on the systemic challenges of decarbonising power, heat and transport.

We have over 150 members who share our mission, including clean energy developers, businesses, local authorities, community energy groups, academic institutions and research organisations across the energy sector.



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Executive summary

Regional Energy Strategic Plans

The Regional Energy Strategic Plans (RESP) policy framework represents a significant shift in local and regional energy governance. It aims to align regional democratic actors, such as local authorities and combined authorities, with energy infrastructure organisations like distribution network operators.

This alignment is crucial for achieving local net zero and economic growth ambitions, as it addresses current challenges that hinder the development of new infrastructure projects.

Key areas of preparation

1. Building institutional knowledge

Understanding the energy system is essential for local authorities to engage effectively with the RESP process. The energy system is complex, involving multiple actors at both local and national levels. Local authorities need to build knowledge about how these processes work, where gaps or opportunities exist, and the wider impacts of energy infrastructure on local development. This includes understanding the critical role that they play in the energy system as local authorities, alongside the roles energy network operators like the distribution network operators (DNOs) and the National Energy System Operator (NESO).

Key recommendations:

- Upskill council officers and decision makers: Introduce training programmes to build knowledge about the energy system across council teams.
- Leverage available resources: Explore how resources from organisations like UK100, LGA, Regen and DNOs can support knowledge building.
- Engage in knowledge-sharing initiatives: Participate in workshops and collaborative projects to enhance understanding of energy system challenges and solutions.

2. Developing governance structures

Effective governance structures are crucial for local authorities to contribute meaningfully to the RESP process. Internally, local authorities need to establish structures that enable clear accountability and information flow. This involves understanding existing roles and functions related to energy planning and exploring how these can be integrated to support the RESP process.

Externally, the RESP framework proposes Strategic Boards for each RESP area, comprising key local actors. These boards will facilitate transparency, heighten visibility of regional priorities, and provide oversight of RESP development. Local authorities must ensure fair representation and effective participation in these boards.

Key recommendations:

- Establish internal governance structures: Develop clear structures within local authorities to facilitate accountability and information flow.
- **Ensure fair representation:** Advocate for fair representation on Strategic Boards and participate actively in the RESP process.

3. Collecting and presenting data

Collecting and presenting data from local authority plans and activities is essential for representing local needs and aspirations in the RESP process. Local authorities need to gather data from various plans, such as Local Plans, Climate Action Plans, Local Area Energy Plans (LAEPs), transport plans, and heat network plans. This data should be regularly updated to support the development of regional energy strategies.

However, there are challenges in data availability and consistency across local authorities. Through the RESP, NESO plans to provide guidance and support for local authorities including providing technical advice, coordinating plans, training, and access to digital tools to ensure consistency in data processes and energy planning methodologies. Local authorities should collaborate with NESO to shape this support and ensure it adds value to existing data processes.

Key recommendations:

- Regularly update data: Ensure data from various plans is regularly updated to support regional energy strategies.
- Collaborate with NESO: Work with NESO to address data challenges and ensure that technical advice, training, and digital tools enhance and add value to existing data collection and presentation processes.

4. Championing wider local aspirations

Local authorities play a crucial role in representing the energy and net zero aspirations of local communities, businesses, and stakeholders. Effective engagement processes are needed to gather and share these aspirations with the RESP. This involves developing processes for ongoing stakeholder engagement and collaboration at regional and sub-regional levels.

Local authorities should develop enduring engagement processes that involve communities and ensure support for necessary infrastructure investments. By championing wider local aspirations, local authorities can ensure that regional energy strategies reflect the needs and goals of their communities.

Key recommendations:

- Develop engagement processes: Create processes for ongoing stakeholder engagement, collaboration and data collection at regional and sub-regional levels.
- Involve communities: Develop engagement processes that involve communities and ensure support for necessary infrastructure investments.

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Purpose of this document

Getting ready for RESP

This policy insight document is intended to support local authorities to prepare for the new Regional Energy Strategic Plan (RESP) policy framework being introduced by Ofgem and delivered by the National Energy System Operator (NESO). Within the framework, Ofgem highlights the important role that Regional Energy Strategic Plans and the associated functions to be delivered by NESO offer local authorities in supporting a more strategically planned energy system.

It specifies that local authorities have a role to:

- a. contribute to the RESPs by sharing spatial and data-led plans, and
- b. setting regional vision and direction, and making key decisions through the proposed regional Strategic Boards.

The questions and answers in this policy insight document have been informed by participants in the The Net Zero Living programme programme and were collected at a RESP workshop on 18 July 2024.

For more information on the background to, and function of, the RESPs – <u>please see our previous briefing document</u>

For information on the latest RESP policy framework consultation from Ofgem see here: <u>Regional Energy Strategic Plan policy</u> <u>framework consultation | Ofgem</u>

Terminology

Until the latest RESP consultation was announced in July 2024, Ofgem previously used the RESP to refer to the role to be delivered by NESO: the Regional Energy Strategic Planner.

In the new consultation document, Ofgem uses the RESP to refer to the output: the Regional Energy Strategic Plan. Each of the eleven proposed regions (delivered by NESO as spokes) will produce a RESP and the RESPs refer to the proposed eleven regional outputs as a collective.

Regional Energy Strategic Plans

Introduction

In November 2023, Ofgem announced the development of the **Regional Energy Strategic Planners** (RESPs - since changed to Regional Energy Strategic Plans - see above note on terminology. The RESPs will promote a regional approach to planning the energy system across Great Britain, working with local government and local energy networks to coordinate strategic infrastructure planning. The RESPs will be delivered by the new National Energy System Operator (NESO).

National Energy System Operator (NESO)

The RESPs will be delivered by the new National Energy System Operator (NESO) which is currently National Grid Electricity System Operator (ESO), a legally separated part of National Grid group with responsibility for the electricity system.

The ESO will soon evolve to become the <u>National Energy System</u> <u>Operator (NESO)</u>, a not-for-profit publicly-owned organisation with wider system planning responsibilities that go beyond the electricity system.

Ofgem has since launched a <u>consultation on the updated</u> <u>Regional Energy Strategic Plans policy framework</u>, which sets out detailed information about the proposed building blocks, regional governance and boundaries of the RESP. Regen will be writing a full consultation response from The Net Zero Living programme for this consultation, due by 8 October 2024.

Why are RESPs important to local authorities?

The intention of the RESPs is to encourage place-based alignment between regional democratic actors like local authorities, combined authorities and regional bodies (like the LGA regions), and organisations responsible for energy infrastructure such as distribution network operators.

The plans for the RESPs mark a significant change in local and regional energy governance. RESPs will direct strategic planning of the energy system across different vectors e.g. electricity, gas, transport and heat, which are currently planned in siloes and with inconsistent regional input. RESPs should ultimately enable local authorities to better deliver local net zero, planning and growth ambitions, because the regional plans will direct the development of new or improved infrastructure.

Regional net zero and economic growth are intrinsically linked and currently at the forefront of policy signals from national government. Connecting to the energy system is a critical need for new developments that encourage growth and help deliver local authority net zero ambitions – e.g. renewable generation, new electric vehicle charging infrastructure, cleaner and cheaper heating for homes, new businesses and modernising industries. These developments all need to connect to a decarbonising energy system but are often held back because of grid capacity constraints and connection delays. A more dynamic, strategically planned and placed-based energy system that is informed directly by regional needs could therefore accelerate both economic growth and net zero. Both the output of the RESPs and the process of developing them could be the key that helps unlock this progress. The output of the regional plans can help drive investment in the necessary infrastructure, and the process of producing RESPs can incentivise local partnerships and support regional growth initiatives.

To get the most value out of RESPs, local authorities must be equipped to engage effectively with the process.

" I feel that the RESP would enable us to have a much more strategic powerful conversation with DNOs. At the moment, we're having individual conversations with the [ESO and with Scottish and Southern] about supply points, and I feel like the RESP would enable us to have a lot more influence in those discussions because I feel at the moment no one has any long-term view as to the investment plans that are right for us as a county, apart from us." County Council officer A dynamic, strategically planned and placedbased energy system that is informed directly by regional needs could accelerate both economic growth and net zero



Preparing for the RESP

Place-based vision

The Regional Energy Strategic Plan (RESP) policy framework will give local authorities greater influence and ability to work as a region to shape their place-based vision for the future, and the infrastructure needed to deliver that vision. But they also need to be prepared and able to participate in and shape these structures. Whilst the RESP is a welcome change to energy governance, there will be a need for local authorities to engage meaningfully in conversations about strategic network planning.

Local authorities will need to embark on meaningful engagement about strategic network planning



Currently, local authorities' engagement with the energy system is piecemeal, and reflects the siloes that the energy networks work in: focusing on electricity, transport and heat as individual vectors rather than as parts of a wider and more interconnected system. Encouraging a more whole-system and integrated approach would help authorities with net zero and growth planning, providing better sight of the full energy landscape and opportunities within that.

However, local authorities have no clear statutory function on energy or net zero, meaning that for many authorities, especially those who are most time and resource poor, the ability to engage may be limited. There is also a lack of specialised energy knowledge across local authorities, elected members, council leaders and officers, that could become a barrier to authorities influencing the RESP process.

This policy insight guide covers four areas where it will be important that local authorities start to consider or prepare for the new RESPs. These are:

- 1. Building institutional knowledge and understanding about energy systems, networks and their impact locally. The energy system is complex with many actors at both local and national levels. It will be important for local authorities to more consistently understand how these processes work, where gaps or opportunities exist to influence energy decision making, and the wider impacts of energy infrastructure on the development and delivery of plans in a local area.
- 2. Developing (or evolving existing) governance structures. Understanding who is doing what when it comes to energy planning and engaging with the energy system is a challenge for local authorities. Developing structures that enable clear accountability, representation and flow of information into, across and out of local authorities will be key to a successful RESP process.



Consistent ways of gathering and sharing information will be increasingly important under the RESP

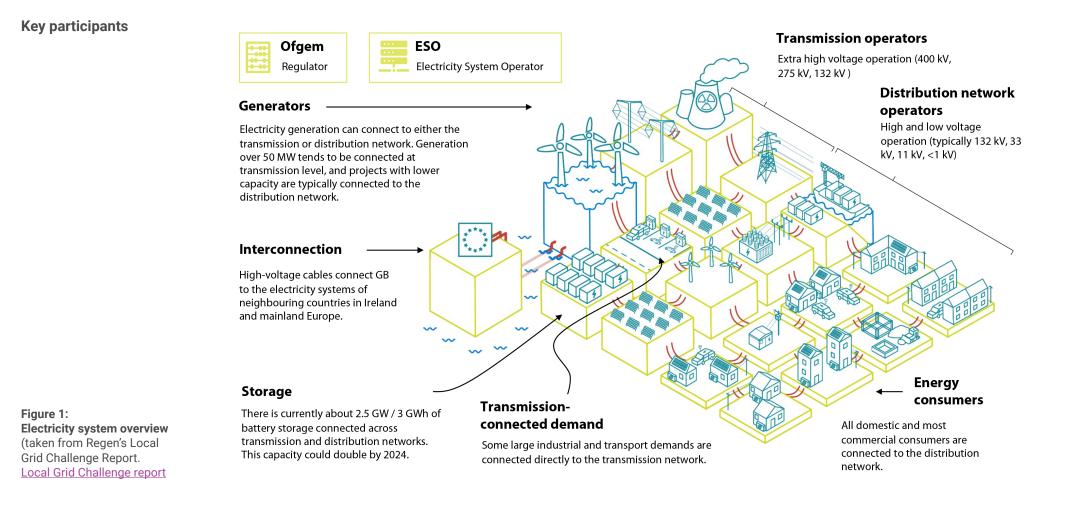
- 3. Collecting and presenting data from local authority plans and activities. Local authorities undertake various data-driven planning processes like spatial, economic, strategic, transport and net zero plans – all of which impact energy infrastructure planning and investment. Increasingly local authorities are also undertaking Local Area Energy Plans (LAEPs). Having consistent ways of gathering and sharing this information will be increasingly important under the RESP.
- 4. Championing wider local aspirations. Local authorities, as leaders and convenors of place, have a crucial role to play as a conduit for the energy and net zero aspirations of local communities, businesses and stakeholders. Local authorities will need to look at the best way to represent for these stakeholders plans and ambitions, and how to work with other neighbouring authorities at a regional and sub-regional level.

Building institutional knowledge

The UK energy system is a complex landscape, with many actors and levels of operation both locally and nationally that impact infrastructure decision making, planning and investment at the local level.

The electricity network can be conceived of as a series of voltage levels, and issues or constraints can arise on any level of the networks (<u>see figure 1</u>). The higher voltages are managed by National Grid and the lower voltages by Distribution Network Operators. The energy system is managed by Electricity System Operator (ESO – soon to become the NESO) and is regulated by Ofgem.

The new developments, infrastructure and electrification that local authorities want to deliver in their areas will place greater demands on the energy system. To electrify heating, it's estimated that around 30% of the UK's building stock will need to switch from fossil fuel boilers to heat pumps or other electrified heating by 2035. Therefore, greater capacity is needed on the networks to support these local ambitions. Distribution Network Operators (DNOs) will need to invest tens of millions of pounds to upgrade network infrastructure and build that capacity – local influence is needed to help direct exactly where the investment needs to go. The RESP process will see local democratic representatives have a far greater role in exercising that influence and directing network investment to meet regional needs. With this greater responsibility comes a need to build up knowledge about the energy system – from officers up to councillors and leaders – so that authorities can contribute meaningfully to discussions and decisions to support RESPs. Several local authorities have identified this knowledge gap already, and have taken or are taking steps to upskill and build knowledge across their organisations – both to ensure that net zero is embedded across all local authority teams and departments, but also critically to ensure that local authorities are equipped to have the right discussions with the right people to drive forward their ability to deliver their energy and net zero ambitions.



Case study:

Oldham Green New Deal Delivery Partnership – cross-council upskilling programme – planned cross-council upskilling programme

The Oldham Green New Deal Delivery Partnership is a far-reaching and complex initiative, which requires that all Council services understand their role within it and how to interact with it to achieve maximum benefit.

As part of the Green New Deal and Community Led Energy Planning process that is being championed by Oldham, **the council identified knowledge gaps across the authority when it came to net zero and energy planning**, and the absence of a statutory framework for implementing energy plans meant that planning officers did not have the confidence to explore how new energy planning methodologies could be integrated into council processes.

As a result of this discovery work, Oldham and its partner Carbon Coop plan to:

- Identify and diagnose the knowledge gaps and skills across different council departments in relation to delivering successful net zero energy projects.
- Explore what functional knowledge can help fill those gaps.
- Design a comprehensive training plan to upskill council officers and managers to make more confident decisions about net zero.

Oldham's Green New Deal is led by the Programme Office in the Economy Directorate, which supports the programme in key service areas including:

- Regeneration
- Property and Estates
- Housing
- Planning
- Strategic Transport
- Business Engagement
- Economic Growth

It also as has champions in the Districts Teams, Public Health Team, Procurement, Legal and Finance. Sustainability is therefore integrated across the organisation structure of the council which has helped build a holistic understanding of the opportunities of net zero. The combination of senior representation and cross-council support has ensured that the project receives appropriate attention and support from leadership and elected members and will be critical when it comes to developing, delivering and embedding the training that will upskill staff across the local authority.

The full Oldham case study is in Annex 1

Case study: Dorset Council Grid Enquiry

In late 2023 and early 2024, a Dorset Council scrutiny committee undertook a 'grid enquiry' to gather evidence on challenges around local network constraints. Through a series of workshops with different stakeholders including internal council staff, local stakeholders and energy networks operating in their areas, Dorset's councillors gained a deeper understanding of the energy system, the challenges it faces and solutions that could help the area meet its infrastructure ambitions.

The council's approach was markedly different from its traditional scrutiny process. It created more space for detailed evidence-gathering, a wider range of stakeholder engagement, and greater involvement from councillors and officers.

The grid enquiry has led to greater awareness and understanding of the key challenges relating to grid constraints and wider energy system across the council's senior leadership and a clear mandate for action which includes strengthening strategic relationships with energy networks and developing a Local Area Energy Plan.

Dorset Council's officers have expressed that sustained focus on grid constraints served as a helpful route to develop support and enthusiasm for energy planning – as well as growing awareness among councillors and officers alike on the strategic opportunities of the future energy system.

The full Dorset case study is in Annex 1



" Grid constraints are a clear problem – and a problem for net zero, development and economic growth alike – so a valuable entry point to motivate energy planning as a solution" Carl Warom, Dorset Council

Resources to help local authorities build knowledge

There are several places where local authorities can find resources, data and case studies to start to build their knowledge of the energy system to help equip them for technical conversations.

Some options include:

UK100

UK100's primary purpose is to support a local-led rapid transition to net zero and clean air. To accelerate action, UK100 believes in bringing together the most influential leaders across the country to learn together and agree on priorities for legislative and regulatory change while empowering them to engage with national decision-makers. They provide their network with the knowledge, tools and connections to make this happen.

Visit the UK100 website here

Local Government Association (LGA)

The LGA is the national voice of local government, working with councils to support, promote and improve local government. It supports local authorities across the full spectrum of local government functions and activities, including support for sustainability and net zero. Its <u>Sustainability Hub</u> offers support options and resources for local authorities.

Visit the LGA website here

Regen

Regen provides independent, evidence-led insight and advice in support of our mission to transform the UK's energy system for a net zero future. We focus on analysing the systemic challenges of decarbonising power, heat and transport.

Some of our recent reports that explore the energy system include:

- Electrification: The local grid challenge
- Planning for energy decarbonisation at a local level
- Preparing Britain's electricity network for net zero
- Networks unlocked

Modo: The Energy Academy

Modo's Energy Academy is a one stop shop for information, explainers and resources that help explain the energy system. It covers the US and UK energy systems which have differences, but it's a useful resource for local authorities wants to learn more about the way our energy systems and low carbon technologies work.

Visit Modo's Energy Academy here

Distribution Network Operators (DNOs) and Distribution System Operators (DSOs)

The GB Energy Networks own and share vast amounts of their data about the networks that they operate. All DNOs have open data portals where anyone can access information about the network in their areas. DNOs also publish an annual Distribution Future Energy Scenarios report which plots the routes to net zero on their networks based on assumptions around EV, heat pumps, renewable energy, industry and other low carbon technology deployment. DNOs also have engagement teams that work with local authorities across their region to better collaborate and align on net zero planning.

Information about all the DNO open data portals can be found in Annex 2

Energy Networks Association (ENA)

ENA is the trade body for the UK's electricity networks. It also hosts, publishes and signposts useful data resources about the energy system.

Some examples can be found here

Regional Net Zero Hubs

There are five net zero hubs across England that helps local authorities and communities to play a leading role in decarbonisation, supporting local authorities to develop net zero projects and attract commercial investment.

More information about the Regional Net Zero Hubs can be found here

Net Zero Go

Net Zero Go is available for all UK local authority teams working on local net zero energy projects. It hosts case studies, step-bystep guides, and a discussion forum to support local authorities and provide information and resources to help navigate the energy system and support local net zero goals.

Visit Net Zero Go here

RESP support for local authorities

Ofgem has highlighted in the RESP consultation that NESO as the RESP delivery body will "provide training on the energy sector to enable meaningful participation and engagement (at Strategic Board and working group levels)"

The consultation does not go into further detail about what that training might be or how it would be implemented, but this is an area that local authorities could help shape by working with NESO and the RESP to explore what their training needs are and help co-design resources that can help fill the knowledge gaps and encourage participation in the RESP process.

2. Developing governance structures

As well an ensuring that local authorities have the right knowledge and understanding of the energy system, how that information flows across local authority structures and into regional decision making is key to ensuring meaningful contribution to the RESP process.

Governance structures – both internal structures within local authorities and external structures across different tiers of local government – are therefore a critical piece of the RESP process.

RESP Strategic Board

RESP Strategic Boards

Ofgem has proposed in its RESP policy framework that for each RESP area there will be a Strategic Board which will:

- "Facilitate transparency, heighten visibility of regional priorities and provide oversight of the RESP development."
- "Be made up of key local actors relevant to energy system and spatial planning at a regional level."
- "Embed place-based democratic representation in energy system planning and formalise how local inputs are incorporated."

The Strategic Board will also provide a space for representatives from different authorities to come together in partnerships to develop a vision for the wider region, as part of the RESP process.

This is an opportunity to build more consensus across a region and promote collaborative planning and action across different local authorities. In many cases, local authorities have already started coming together to create Combined Authorities to represent a more regional view of an area and seek access to funds and support for more devolved regions. To ensure local authorities can effectively participate in Strategic Boards, there is a need to consider new internal governance structures which bring together growth, net zero and energy planning - enabling them to better align and advocate for local priorities. But with this comes challenges, both within authorities, and across the wider landscape of different local authorities and tiers in a region.



The Strategic Board will also provide a space for representatives from different authorities to come together in partnerships

Internal governance

Resourcing pressures and inconsistent structures within local authorities

Councils are under significant resourcing pressures and have no statutory function for net zero or energy. Because of this, net zero and energy planning responsibilities sit across different functions or departments within local authorities – which can vary depending on the organisational structure and tier of local authority. In some cases, these responsibilities don't exist at all.

This makes for a disjointed landscape when it comes to building internal governance structures around energy, net zero and growth planning. RESPs – in strategically and spatially planning local energy infrastructure – will impact on many existing functions for local authorities including spatial planning (and Local Plans), economic development, housing, transport, waste etc – as well as net zero for the council and the wider area.

"The most impactful [department for RESP responsibility] is economic development. Economic growth and progress is a better hook than net zero – network constraints and improving infrastructure are economic issues as well as net zero issues." County Council officer

In a workshop with local authorities about the RESP, participants noted that at present, net zero and energy (and therefore the RESP) had no clear internal governance route because there is no statutory function for them to fulfil. As such, the links and flows of information needed across different local authority functions to contribute to RESP don't exist. In addition, local authorities often resource net zero and energy roles based on grant funding, so often officers are in fixed-term contracts with no clear future at the authority when their grant funded project is finished. This churn is inefficient, risks a loss of knowledge and experience and prevents longer-term planning and engagement with the energy system.

"Our council had no staff focused on electric vehicles until LEVI funding came along." Local authority officer

While many local authorities and organisations are advocating for changes that would see energy or net zero planning become a statutory function, it is unlikely to happen swiftly enough to fully support everyone to be able to engage with RESPs given the speed of change in the energy system.

There is a need therefore to explore how consistent governance structures and appropriate resourcing could help key local authority functions participate in the information flows and decision-making required by the RESP process.

What can local authorities do to navigate challenges?

In the short term, local authorities could investigate internally what existing roles and functions have, or may have, responsibilities that might feed into RESP processes. For example, energy and environment, economic growth, planning, housing, transport, waste, regeneration and housing. Beginning to understand the landscape of these functions, where they sit in the organisation and what structures could help bring them together to facilitate the flow of information could help prepare for the RESP processes.

Role of central government in enabling better local governance

Longer term, there is still a need to address the resourcing challenges and non-statutory nature of net zero and energy planning – many of the decisions about this will be the responsibility for central government to explore. The RESP consultation is currently open and offers an avenue for local authorities to raise challenges and suggest solutions. Some options that could address this challenge are:

- Making net zero or energy planning a statutory function for local authorities – critically, this must be a funded statutory function to enable appropriate resourcing.
- Exploring how an energy lens could be added to existing statutory functions like Local Plans, or the newly proposed Growth Development Plans by the Labour government.
- Devolution deals that support the resourcing of net zero and energy roles.
- Greater role for NESO in supporting councils to engage in RESP processes and provision of resources, data and tools to help them do so.
- Provision of case studies and advice about governance structures that have been set up in local authorities to facilitate energy planning and RESP participation.

Ofgem, as the energy system regulator, is unable to address some of the wider challenges and solutions around local authority statutory functions and resourcing through the RESP consultation process.

Local authorities could explore avenues of communication with the Department of Energy Security and Net Zero (DESNZ) and the Department of Housing, Communities and Local Government (DHCLG) to advocate for change. The introduction of the new Labour government's 'Local Growth Plans' also may include an energy planning lens. This is a new policy area so it is not yet fully clear how the Local Growth Plans will develop, however the government has recently launched its Industrial Strategy Green Paper which outlines in more detail how this policy might evolve.

<u>The Industrial Strategy Green Paper can be found here for</u> <u>further reading.</u>

RESP governance

Structures, Strategic Boards and representation across local authority tiers

The local authority structures across the UK, from the outside, can feel complicated – particularly in England. The system includes district councils, county councils, unitary authorities and combined authorities – all with different functions, powers and responsibilities. They also have different approaches and aspirations for the energy system.

Organisations like Regen, the LGA, UK100 and local authorities themselves have successfully advocated that representation on the Strategic Boards should bring democratic accountability and recognise the regional political geography across the regions.

In response, Ofgem has proposed that local democratic representatives from tier 1 local authorities sit alongside local network representatives sit on the strategic boards to provide technical steer and democratic accountability to the RESP process, although the exact make up and processes of the boards will vary by region

A process will therefore need to be put in place to ensure adequate representation from the the democratic officials, and how to ensure that the technical knowledge within local authorities can sit alongside the democratic accountability. Decision makers are only as strong as the networks and information flows that support them, so for nominated representatives to engage with the RESP there needs to be a system of governance to ensure that they have the right information at the right time to contribute to strategic board discussions and decisions. For example, if county councils are responsible for representing their areas on the RESP, the interaction with spatial planning and Local Plans at a district level is an issue that will need to be addressed as part of the governance process.

"So there's a little bit of a disconnect there that in our area, the LAEPs will be district level, but the representation will be at a county level. And I think for us we can make that work because we've got a governance structure which will take account of that, but I'm not so sure it might work well in other places." County Council officer

What can local authorities do to navigate challenges?

Ensuring fair representation on the Strategic Boards will be a challenge that Ofgem and NESO should seek to address by engaging with local authorities, local government networks like the LGA and UK100 and programmes like Innovate UK's Net Zero Living.

Local authorities can prepare for the development of RESP governance structures by exploring the relationships that they already have across their regions with key stakeholders, and how those relationships might need to be reinforced in a RESP process.

For example, understanding what planning, spatial and energy data might be shared through those relationships to contribute to the development of regional plans (see section 3 – collecting data). Councils can also explore the relationships they have with DNOs and energy networks, and if the networks have existing structures in place to help them engage with local authorities that could be leveraged for the RESP process.

The RESP consultation advises that each RESP region should look to set up working groups that can help support the Strategic Board. It will be crucial that these working groups align with existing local democratic structures and prioritises co-creation of governance that works for local authorities, their relationships and their priorities. Given the level of representation on the main Strategic Board, they will also be crucial to ensure all local authorities and stakeholders can be involved.

Case study:

West Midlands Combined Authority – Planning Regional Infrastructure in a Digital Environment (PRIDE)

The West Midlands Combined Authority's Planning Regional Infrastructure in a Digital Environment (PRIDE) project is an innovation project exploring how new digital tools and innovative governance structures can facilitate better regional planning at a local and combined authority level and support the development of regional infrastructure. Acting in a convening role, the combined authority established two working groups:

1. Local Area Energy Planning Coordination Group (LEAP-CG) The LAEP-CG brought together net zero delivery teams at West Midlands local authorities who were exploring how the LAEP digital planning tool could help identify and prioritise net zero projects, inform decision making across their organisations, support bids and business cases and broker conversations with energy networks about the infrastructure needs to support those projects.

2. Net Zero Infrastructure Delivery Panel (NZIDP)

Made up of infrastructure investors, energy networks and significant industrial stakeholders across the region. The aim of the NZIDP is to enable better whole system collaboration across different vectors like gas, electricity, heat etc.

Over the course of the PRIDE project, both working groups reflected on their roles and how their roles could support a RESP:

The LAEP-CG reflected that the group was a useful space to share information and net zero planning – as well as convene around ideas and policies that could support development across the regional as well as individual local authorities.

The NZIDP reflected that it has the potential to act in an advisory role on multi-vector planning and exploring how it could be a space to have high level discussions about how different plans could support growth in key development areas – providing a space to explore the trade-offs between different plans.

The subsequent suggested governance structure that was developed over the course of the project represented how the PRIDE project governance could support a wider RESP function.

Governance structure shown in Annex 1

3. Collecting data from local authority plans and activities

It will be important that a local authority can articulate the needs and aspirations of the area with clear data and information about short, medium and long-term projects, and activities being planned, enabled or supported by the council.

This data will also need to be refreshed regularly, which could put pressure on local government finances and again highlights the need for a more consistent and funded energy function for local authorities.

RESP data input, challenges & support

Local data

Collecting, presenting and critically **maintaining** this information will be an important part of representing the local area to the RESP. It will be needed from all tiers of local government in a RESP area and shouldn't just rely on the authority represented on the Strategic Board.

"Councils are great at collecting data. We do it a lot. Our local plans model everything from where the schools are needed to investment around healthcare etc. We are really good at this and we are probably the best place persons to do it." Local authority officer

The RESP has emphasised the need for spatial data, as the energy infrastructure needs to be developed using knowledge of WHAT, WHERE and WHEN.

Types of data input for RESPs

There are likely many types of plans and strategies produced by local government at different levels that will be relevant for sharing this valuable spatial information. Key plans from which data and information will be included are:

- Local Plans including new homes targets, growth areas for new developments and renewable energy areas
- Neighbourhood Plans
- Climate Action Plans
- Local Energy Planning which may take the form of a Local Area Energy Plan (LAEP), Local Heat and Energy Efficiency Strategy (LHEES) or other energy planning methodologies
- Transport plans, local and strategic plans
- Heat network plans
- Local Nature Recovery Strategies (LNRS)
- Local Growth Plans as proposed by the new government and could potentially become a legal duty

Some of the data that the RESP may need will be relatively easy for local authorities to provide. For example, Local Plans are statutory and so local authorities are resourced to develop spatial plans that contain data about new homes targets and growth areas.

RESP data input challenges

Other data sources that may feed the RESP process, may be far more difficult for local authorities to provide. There is no statutory requirement to produce a local energy plan – whether that is a LAEP or alternative energy planning methodology. The challenge when it comes to local energy plans is that even when a local authority chooses to develop one, it must fund the process itself, which can be costly and often involves hiring an external consultant.

This means that even within RESP areas, there will not be a level-playing field as different local authorities will be at different stages of their energy transition journey, with different levels of resource to fund and develop a local energy plan. Some will have clearly defined, evidenced and data-driven asks while others may be struggling to progress energy planning with limited resources.

"We don't have the resources, we don't have the bandwidth and therefore if they want this commercial information for the UK PLC, we need to be directed and funded to do it." Local authority officer

"Local area energy planning doesn't have support in our Council, what's to stop the county council from just not doing a RESP/ energy planning?" Local authority officer

How these inconsistencies are addressed in the short/medium term will be a key challenge for NESO as it establishes the RESP process. There is also a question of consistency in data and methods used for local energy planning. Currently, various methodologies exist for local energy planning, which use different levels of local engagement and different datasets depending on the method and data availability. It will be imperative for NESO to deliver guidance and support which ensures consistency in data processes and energy planning methodologies, so that local authorities can submit useful, comparable information into the RESP. DNOs already provide information to local areas in different formats through open data portals. As a first step, understanding what energy system data is already open and in the public domain could help local authorities gather baseline data to support their energy planning processes.

See DNO network data are in Annex 2

RESP support for local authorities

Ofgem has also outlined in the consultation a framework of support that will be provided to local authorities, including:

- Providing proportionate technical advice on local energy plans.
- Supporting coordination between local, regional and national plans.
- Setting up a 'bank' of energy planning good practice to foster transparency and knowledge sharing between local actors.
- Providing training on the energy sector to enable meaningful participation and engagement (at Strategic Board and working group levels).
- Coordinating and facilitating working groups between local authorities, network operators and other key actors.
- Providing access to common digital tools and improving data consistency.

Each of these will be important to help support local authorities engage with the RESP process – critically, the provision of common digital tools and improving data consistency should help both local authorities and NESO at least work from the same source data when it comes to energy planning. This alone would be a welcome step in supporting regional energy planning and local authorities should be open and willing to consult with NESO to provide feedback and collaborate to establish how the framework of support will be implemented.

Case study: Oxfordshire Project LEO (Local Energy Oxfordshire)

Oxfordshire's Project LEO is a partnership across the local authorities, Low Carbon Hub, distribution network operator, universities and regional businesses to trial different technical, market and system approaches to developing a smart local electricity system.

Part of Project LEO is exploring the different types of data that is needed across the region to support energy planning and growth, and how this should be managed to support delivery of the local energy system.

The subsequently developed LEO Geospatial Land Use Mapping Tool brings data together on land use like environmental and landscape designated areas, agricultural grade land, flood risk zones, planning, housing, employment growth and energy assets. By bringing this data into one place it creates a more accessible platform to help local authorities with their future energy planning needs.

Understanding where energy is generated and used, alongside mapping areas of expected building and development, and population and employment growth will help identify where best to focus regional efforts when it comes to energy planning. Several other local authorities are also exploring the use of new digital tools to support energy planning processes, for the West Midlands is exploring the LAEP+ tool as part of it's PRIDE project, Perth and Kinross and Dundee were part of early trials for the LENZA digital tool and Calderdale is developing its own digital twin of the area for local energy planning.

The full case study for Oxfordshire's project LEO can be found in Annex 1

4. Championing wider local aspirations

Net zero cannot be delivered by the public sector and local authorities alone. Communities and businesses will be critical actors with decarbonisation aspirations that need to be reflected in RESP planning.

Local authorities, as leaders and convenors of place, have a crucial role to play as a conduit for the energy and net zero aspirations of local communities, businesses and stakeholders. Local authorities will need to look at the best way to do this for their areas and to collaborate with neighbouring authorities at a regional and sub-regional level.

Processes for engaging local stakeholders

Bringing in local voices

It is likely that these processes for gathering and sharing local stakeholder aspirations will need to evolve as the RESPs establish. There remains a question on how this work and engagement can and should be resourced.

Many local authorities are already embracing their important role to convene local actors on net zero for example through LAEP stakeholder engagement processes. The Energy Systems Catapult LAEP guidance includes a process of stakeholder mapping and undertaking a full and considered stakeholder engagement programme.

More information about the LAEP seven stage process and engagement process can be found here.

Some authorities have taken the approach of supporting or creating climate partnerships that bring together wider public sector, other key businesses, sector groupings and communities. These partnerships could be official organisations or could just involve regular meetings – to help coordinate and deliver net zero locally. They could also be bodies that collect data and wider information for the RESP, and could provide the ability to assess accountability on progress against RESPs, strategic local or regional visions, or local net zero plans and LAEPs.

Both local authorities and the RESP boards, along with local energy networks, will need to develop enduring engagement processes that effectively involve communities so that they are supportive of the investment changes that are needed – including to the network which may involve new substations and pylons.

[Local authorities] are trusted from our community. We can also prioritise local areas based on political desires or aspiration of where we think growth is going to happen quicker or slower than that.

"We need to be resourced accordingly to do it and we are able to do it in a very good way. All we need to know basically is what do [RESP] want in terms of the exact data and the timeframes and the things that you map it all out and then how it'll be used." Local authority officer

Case study: Manchester Climate Partnership

Manchester Climate Change Partnership (MCCP) brings together organisations across the City of Manchester with the common goal of helping Manchester limit its greenhouse gas emissions and build resilience to a changing climate.

It consists of various organisations from across the public sector, private sector, communities, faith, health culture and academic sectors to work across Manchester to develop and implement a climate change strategy for the city.

The key objectives set by the MCCA include:

- Ensure the city maintains climate targets to the Paris Agreement
- Has a robust strategy and implementation plan to meet those targets
- Champions the delivery of effective climate action across sectors
- Engages and influences stakeholders and communities to act
- Provides evidence-based reporting on the city's progress towards its climate targets and objectives
- Helps establish Manchester as a world class city for action on climate change.

Manchester Climate Change Partnership (MCCP) – MCCA digital tools to support energy planning processes, for the West Midlands is exploring the LAEP+ tool as part of it's PRIDE project, Perth and Kinross and Dundee were part of early trials for the LENZA digital tool and Calderdale is developing its own digital twin of the area for local energy planning.



Both local authorities and the RESP boards, along with local energy networks, will need to develop enduring engagement processes that effectively involve communities

5. Next steps for RESPs

The RESP consultation is currently underway, with formal responses due by 8 October 2024. However, for local authorities, this is just the start of a new process for engaging with and supporting the planning of the energy system.

The outcomes of the consultation will determine the next steps in how the RESP process is designed and the governance structures that will encourage regional participation with that process.

Engagement

We encourage local authorities to <u>read the consultation</u> and consider how they might respond organisationally to what is currently suggested as the policy framework for the RESP.

We also encourage local authorities to consider the guidance in this paper on:

- 1. Building institutional knowledge
- 2. Developing governance structures
- 3. Collecting data from local authority plans and activities
- 4. Championing wider local aspirations

All will be necessary when it comes to engaging with future RESP processes and ensuring that local voices are fully represented in energy system planning. Having greater influence in how the energy system is planned will mean a greater reflection of regional goals in the system and better ability to deliver the projects and infrastructure to encourage growth and meet net zero targets. Having greater influence in how the energy system is planned will mean a greater reflection of regional goals and ability to meet economic growth and net zero targets





Annex 1: Detailed case studies

Case study: Dorset Council Grid Enquiry

In late 2023 and early 2024, a Dorset Council scrutiny committee undertook a 'grid enquiry' to gather evidence on challenges around local network constraints – in undertaking this extensive exercise, the authority upskilled its councillors with improved energy system knowledge.

How did the grid enquiry come about?

The grid enquiry came about because councillors and officers were made aware that businesses across the county were facing instances of grid-related challenges, particularly issues in connecting to the electricity network. This was preventing development and economic growth across the region.

The Places and Resources Scrutiny Committee then convened its sustainability, planning and economic development teams to explore what they could collectively do to better understand the issues. It eventually set an eight-person task and finish group to aim to meet three objectives:

- 1. Grow understanding and awareness of the issues to enable better engagement and advocacy
- 2. Gather evidence from key stakeholders on local impacts and possible solutions
- 3. Strengthen links with network operators and form a more comprehensive view of how the council could best mitigate risks and exploit opportunities for Dorset.

The council also agreed to limit the scope of the enquiry to electricity grid constraints only, rather than focus on wider energy system challenges. This helped to maintain focus on one clear challenge rather than getting lost in broader conversations.

"There are many energy system issues we could address, from deployment of renewables, energy storage, low-carbon technologies and gas network transitions. Still, a full examination was always going to be too much for a single exercise. Importantly, grid constraints are a clear problem – and a problem for net zero, development and economic growth alike – so a valuable entry point to motivate energy planning as a solution." Carl Warom, Dorset Council

How was the review and upskilling delivered?

The review was delivered across five workshops between October 2023 and January 2024. The workshops each were held over a full afternoon and every session included the corporate directors for sustainability, planning and economic growth to help steer and direct the conversation. In many cases 3-4 hours proved insufficient due to the discussions that the review sparked.

The workshops were:

- 1. Workshop 1: Introduction and background briefing: Set out and agreed the parameters of the review. External support was provided by the South West Net Zero Hub and Regen.
- 2. Workshop 2: Evidence from council stakeholders: Convened cabinet members and officers from relevant teams within the council to share insights and experiences about grid capacity challenges.
- 3. Workshop 3: Evidence from local stakeholders:

Local businesses and stakeholders were invited to share challenges they had faced with grid capacity in Dorset. Representatives included: renewable developers, retrofit organisations, EV charge point installers and operators, housing developers and associations, community energy organisations, public sector partners, and local business representatives. Corporate directors for economic growth and strategy, performance, and sustainability were all present to ensure that they understood the wider economic and social implications of grid challenges.

4. Workshop 4: Evidence from network stakeholders:

Focused on understanding the role of the electricity networks and reforms currently being explored by Ofgem and central government and how to collaboratively overcome challenges. Representatives from National Grid Electricity Distribution (NGED) and Scottish and Southern Electricity Networks (SSEN) attended.

5. Workshop 5: Review of findings and recommendations:

The final session was a discussion between council stakeholders and the scrutiny committee about the findings from the review and next steps. Throughout the review process, Dorset maintained an issues tracker to capture the range of experiences and insights to help summarise the findings and recommendations.

Outcomes of the grid enquiry and review

Following the review, officers and councillors all had a greater understanding of the energy system and its importance in delivering council objectives and ambitions. The richer understanding helped councillors function as more confident and vocal advocates on grid capacity challenges.

As a result of the review, Dorset secured clear cross-party support to progress a Local Area Energy Plan (LAEP) and develop more strategic relationships with energy network organisations. While RESP was not a specific focus of this review – developing a greater knowledge of the grid capacity challenges and understanding how the local authority plays a key role in the energy system, Dorset's council leaders should be better equipped to represent their area and needs in the RESP development process.

Key learnings

- Keep the focus sustained on a single issue so that key information about the challenge doesn't become lost in wider context. It can be tempting to try and cover several topics and challenges in one go due to limited time, but often it's more impactful to explore one challenge area deeply to ensure that learning and knowledge gained is deep and embedded.
- 2. Development, growth and economic angles can be more impactful than 'net zero' to start conversations about the energy system. It also helps avoid grid challenges being pigeonholed as an 'environmental issue' and ties into wider conversations about local authority responsibilities.
- 3. Keep an issues tracker or log over the course of the enquiry and review process to help track conversations, identify insights and inform recommendations.
- 4. Avoid sector-specific jargon and industry terms try to explain everything in plain English to help build understanding.
- Combine data and visual aids with real life case studies to paint a compelling story and real issues faced by people – data and visual maps of network constraints and forecasts can be accessed for free from electricity network open data portals.

The full case study for Dorset's Grid Enquiry can be found here: <u>Case study: Dorset Council Grid Enquiry (regen.co.uk)</u>

Case study:

Oldham Green New Deal Delivery Partnership – cross-council upskilling programme – planned cross-council upskilling programme

As part of its Green New Deal Delivery Partnership, Oldham Council is exploring the knowledge gaps across the local authority and determining what training, resources and governance structures could help plug those gaps and ensure more cohesive planning and delivery of net zero.

How did Oldham move from recognising the challenge to exploring a solution?

The project started out as the Oldham Energy Futures initiative in 2019 in which the Council collaborated with Carbon Coop to understand how to bring community voices into energy planning. The resulting Community-Led Energy Plans (CLEPs) champion a methodology that complements local area energy planning but ensures community representation is at the heart of energy and net zero planning.

As part of the feasibility study for the CLEP process, Oldham identified that there are gaps in knowledge across the local authority when it comes to net zero planning. The absence of statutory frameworks for implementing energy plans meant that planning officers felt that they didn't have the confidence to explore how they might integrate the CLEP or local area energy plans with official methodologies and statutory plans – creating a barrier between development of net zero plans and delivering them.

The council identified the need for staff training and upskilling and so commissioned a work package from Carbon Co-op to understand staff knowledge gaps and design a training plan to bridge them, within the wider Green New Deal Delivery Partnership project which secured funding from Innovate UK and the DESNZ Local Net Zero Accelerator programme.

How did the Council get buy-in from senior leaders to support this programme of work?

Local authorities like Oldham have strategic regeneration and revitalisation initiatives that net zero and energy plans can help unlock. Emphasising the economic co-benefits of reducing carbon emissions in Oldham helped get senior leaders on board to support the Green New Deal Delivery Partnership. In many cases, senior council leaders have a better understanding of their economic ambitions compared to net zero ambitions – so tend to respond with more understanding when net zero is framed in this way.

The way that sustainability is integrated into the organisational structure of the Council has also helped build a more holistic understanding of the opportunities of net zero planning and the need to upskill across key Council teams – rather than the council seeing it as purely a project for a sustainability or net zero team, which is often the case in local authorities.

The Oldham Green New Deal is led by the Programme Office in the Economy Directorate, which supports the implementation of the Green New Deal in key service areas such as Regeneration, Property and Estates, Housing, Planning, Strategic Transport, Business Engagement and Economic Growth as well as having champions in the Districts Teams, Public Health Team, Procurement, Legal and Finance. The Green New Deal is a key element of Oldham's overall economic growth strategy, with the Deputy Chief Executive as programme sponsor. The combination of senior representation and cross-council support has ensured that the project receives appropriate attention and support from leadership and elected members.

Nonetheless, the Oldham Green New Deal Delivery Partnership is a far-reaching and complex initiative which requires that all Council services understand their role within it and how to interact with it in order to achieve maximum benefit from shared outcomes and objectives.

What are the next steps for the project?

For the next phase of the project, Oldham and Carbon Coop plan to:

- Identify and diagnose the knowledge gaps and skills across different council departments in relation to delivering successful net zero energy projects.
- Explore what functional knowledge can help fill those gaps.
- Design a comprehensive training plan to upskill council officers and managers to make more confident decisions about net zero.

What advice or support would help local authorities who want to explore work like this but may not know where to begin?

Having straightforward access to evidence, case studies and documents that help officers build proposals would be one effective way forward. It comes down to resourcing and funding – officers do not have time to build a proposal that's outside of their perceived scope of work, so resources that would help them build a persuasive case to take to senior leaders would be valuable.

For example, if an officer wanted to propose a new energy project, they could quickly access case studies from other councils, research on successful strategies, and relevant reports that validate the approach. This would streamline their efforts and empower them to make a stronger case to senior management.

Programmes like Innovate UK's Net Zero Living also provide a space for local authorities to share information with each other can help inspire action, but also provide support to know what the right steps to take are. Anything that helps local authorities connect and learn together is positive.

Case study:

West Midlands Combined Authority – Planning Regional Infrastructure in a Digital Environment (PRIDE) project

The West Midlands Combined Authorities Planning Regional Infrastructure in a Digital Environment (PRIDE) project is an innovation project exploring how new digital planning tools and innovative governance structures can facilitate better regional planning at a local and combined authority level and support the development of regional infrastructure.

Acting in a convening role, the combined authority established two working groups:

Local Area Energy Planning Coordination Group (LEAP-CG)
The LAEP-CG brought together net zero delivery teams at West Midlands
 local authorities who were using the new LAEP+ digital planning tool. The
 group discussed how energy planning – facilitated by the tool – could help
 the authorities identify and prioritise net zero projects, inform decision making
 across their organisations, support bids and business cases and broker
 conversations with energy networks about the infrastructure needs to support
 those projects.

2. Net Zero Infrastructure Delivery Panel (NZIDP)

Made up of infrastructure investors, networks and significant industrial stakeholders across the region, including National Grid Electricity Distribution, Cadent Gas, Severn Trent Water, Transport for the West Midlands, Black Country Industrial Cluster, Ofgem and others. The aim of the NZIDP is to enable better whole system collaboration across different vectors like gas, electricity, heat etc. Over the course of the PRIDE project, both working groups reflected on their roles and how their roles could support a RESP:

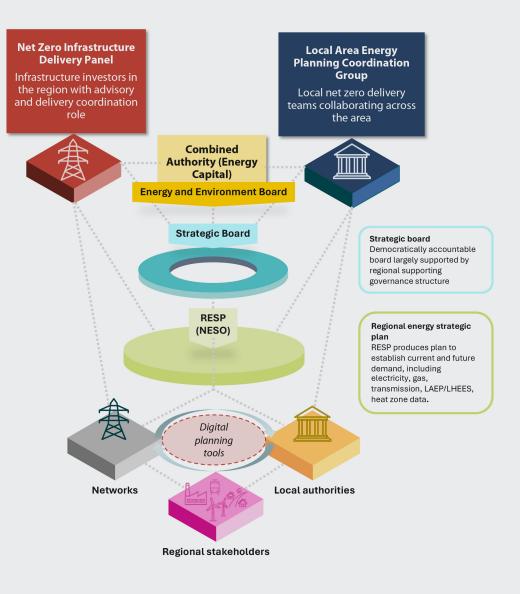
The NZIDP reflected that it has the potential to act in an advisory role on multi-vector planning and exploring how it could be a space to have high level discussions about how different plans could support growth in key development areas – providing a space to explore the trade-offs between different plans. Members also reflected that they hoped the group could also have a delivery function, and could collaborate and coordinate the delivery of RESPs to minimise disruption when it came to developing new infrastructure as advised by the RESP.

The LAEP-CG reflected that the group was a useful space to share information and net zero planning – as well as convene around ideas and policies that could support development across the regional as well as individual local authorities. The local authority members saw the group as a place to explore crossboundary projects and to gather and package key information about plans for democratic leaders to help them make informed decisions. The structure shown is a representation of the PRIDE project governance structure can support the wider RESP function in a region and the information flows between key stakeholders.

The lower half highlights a possible RESP function – specifically in gathering information from various regional stakeholders. It highlights that a digital tool could enable the collation of regional data in a streamlined way.

The upper half shows how the PRIDE governance structure could support a regional board (equivalent of a Strategic Board) and democratic actors that need to provide input into RESP decisions. In the case of PRIDE, the Combined Authority essentially serves the Regional Board function. In other regions this role could sit with a different regional organisation(s).

One final learning from PRIDE was that the established working groups and governance structure were driven by the combined authority which was key to its success. In areas without combined authorities, it would be useful to explore other organisations or structures that could assume the same convening role, to similar effect.



PRIDE governance structure

Case study: Oxfordshire Project LEO (Local Energy Oxfordshire)

Oxfordshire's Project LEO is part-funded by Innovate UK through the Prospering From the Energy Revolution (PFER) programme. The £40 million project is a partnership across the local authorities, Low Carbon Hub, distribution network operator, universities and regional businesses to trial a number of different technical, market and system approaches to developing a smart local electricity system.

One of the trials of Project LEO explores the different types of data that is needed across the region to support energy planning and growth, and how this should be managed in order to support delivery of the local energy system. Making better use of data is helping Project LEO to:

- Evaluate project performance.
- Optimise project operation.
- Prioritise retrofit opportunities.
- Inform future local clean growth strategies.

Project LEO developed the LEO Geospatial Land Use Mapping Tool to bring all this data together. It was the first step towards an intelligent spatial mapping tool that draws together information on land use like environmental and landscape designated areas, agricultural grade land, flood risk zones, planning, housing, employment growth and energy assets across Oxfordshire. By bringing this data into one place it creates a more accessible platform to help local authorities with their future energy planning needs.

Understanding where energy is generated and used across Oxfordshire alongside areas of expected building and development, and population and employment growth will help identify where best to focus regional efforts when it comes to energy planning, for example it would help:

- Identify suitable locations for targeted energy demand reduction programmes.
- determine installation of renewable generation or storage in areas with planned housing growth.
- Highlight where the electricity network is already working close to capacity and additional capacity or flexibility is needed.

Several other local authorities are also exploring the use of new digital tools to support energy planning processes, for the West Midlands is exploring the LAEP+ tool as part of it's PRIDE project, Perth and Kinross and Dundee were part of early trials for the LENZA digital tool and

<u>Calderdale is developing its own digital twin of the area for local energy</u> <u>planning</u>.

Annex 2: DNO energy system data and local authority resources



Scottish and Southern Electricity Networks

Open data portal Local Energy Net Zero Accelerator (LENZA) data planning tool



Northern Powergrid Open data portal Local area energy systems support



SP Energy Networks

Zero Carbon Communities Hub

nationalgrid

National Grid Electricity Distribution

Open data portal NGED connections



Electricity North West Open data portal Local authority support pages

UK Power Networks **UK Power Networks** Open data portal Your Local Net Zero Hub



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