



**Glasgow City Council**  
**Net Zero and Climate Progress**  
**Monitoring City Policy Committee**

**Item 4**

7th November 2023

**Report by George Gillespie, Executive Director of Neighbourhoods,  
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## **LOCAL HEAT AND ENERGY EFFICIENCY STRATEGY (LHEES)**

### **Purpose of Report:**

To provide Committee with the Local Heat and Energy Efficiency Strategy (LHEES)

### **Recommendations:**

It is recommended that Committee:

- (a) Notes the contents of this report
- (b) Notes the Local Heat and Energy Efficiency Strategy (Included as link URL)
- (c) Refers the Local Heat and Energy Efficiency Strategy to the City Administration Committee for approval

Ward No(s):

Citywide: ✓

Local member(s) advised: Yes  No  consulted: Yes  No

## **1. Introduction**

- 1.1 The purpose of this report is to provide committee with Glasgow's Local Heat and Energy Efficiency Strategy (LHEES) alongside an update on the outputs from the related statutory consultation and engagement activity.
- 1.2 This report provides background to the LHEES, an overview of the contents of the strategy, a summary of the outputs from the public consultation and related engagement events, and an outline of the next steps for the LHEES. Members can access the full LHEES from [here](#).

## **2. Background**

- 2.1 The concept of a Local Heat & Energy Efficiency Strategy (LHEES) was introduced following Scottish Government consultation in 2017. This was followed by the [Heat in Buildings Strategy](#) published in October 2021 which confirmed that the introduction of area based LHEES are fundamental to the Scottish Government's approach to heat decarbonisation. This action will significantly contribute to realising the outcomes of the Glasgow [Climate Plan](#) on renewable heating and a just transition. Linkage to specific Climate Plan actions is noted in Section 6 of this report.
- 2.2 The creation of an LHEES brings together key priorities around the reduction of carbon emissions, improvement of domestic and non-domestic building stock and the need for affordable warmth. The development of an LHEES requires consideration of these priorities in a comprehensive way to ensure that action addresses inequalities, expressly that of fuel poverty, and enables a just transition to net-zero carbon by 2030. Heating Glasgow's buildings contributes significantly to the city's total emissions. Emissions from gas, which heats 84% of domestic properties in the city, accounts for 43% of total emissions in Glasgow.
- 2.3 The production of an LHEES became a statutory duty for local authorities in May 2022 through [The Local Heat and Energy Efficiency Strategies \(Scotland\) Order 2022](#). This requires local authorities to publish their strategy and associated delivery plans by the 31st of December 2023; renewal of both is required on a five-year cycle.
- 2.4 The [Heat Network Regulations](#) are currently under development. Glasgow City Council continues to work closely with Scottish Government to understand the potential impact of these regulations on the developing LHEES.

## **3. LHEES Content**

- 3.1 The LHEES provides a citywide strategic assessment of where in Glasgow certain interventions relating to heat decarbonisation and fuel poverty may have the greatest impact. Accompanying the strategy is a delivery plan that identifies key actions aimed at progressing identified interventions.

- 3.2 The ambition of Glasgow's LHEES is to provide affordable, reliable and low carbon heat that helps the city reach its net zero carbon target in a just and inclusive manner by 2030. Successful delivery of this ambition will be achieved by focusing on reducing demand, decarbonising supply, and decentralising systems.
- 3.3 Glasgow's LHEES has four key focus areas, each of which have been determined by an assessment of the challenges and opportunities unique to Glasgow's net zero heat transition. These include:
- **Heat Networks.** Due to the heat dense profile of Glasgow alongside multiple opportunities for harnessing renewable or low carbon heat at scale, heat networks are a key focus for the LHEES. As such, the LHEES includes a strategic assessment of where in the city heat networks would be most feasible, alongside a delivery plan that explores how some of the common barriers to developing district scale heat networks could be overcome in a local context.
  - **Individual or Communal Heating Solutions.** Heat networks will not serve as the only solution to decarbonisation of supply. The LHEES has identified concentrations of domestic properties suitable for either individual or communal heating solutions. This work has analysed thermal performance alongside planning conditions that may impede installation.
  - **Poor Energy Efficiency as a Driver of Fuel Poverty.** The LHEES has identified concentrations of domestic properties in which poor energy efficiency may be contributing to unacceptable levels of fuel poverty. This work has aligned with current funding streams to ensure there is a short-term approach to delivering on the ambition of the strategy.
  - **Pre-1919 Tenemental Properties.** From a retrofit and decarbonisation perspective, tenemental properties, which characterise much of the city's architectural landscape, are classed a 'hard to treat'. They will likely require a targeted and novel approach to enable solutions to be developed at the scale required for Glasgow. The LHEES has identified where these properties are most prevalent in the city and the upcoming retrofit strategy will use this evidence base to inform a targeted plan for pre-1919 tenements.
- 3.4 It should be noted that the landscape around heating-based emissions is evolving and many aspects have yet to be clarified in relation to funding, regulation, policy, and legislation. As such, the LHEES has been designed to be flexible in relation to future developments in this respect, whilst providing clarity at a local level.
- 3.5 For heat networks, part of delivery in the short term will seek to recategorise heat network zones identified in the LHEES from their current indicative status to a legal designation following the regulations under the [Heat Networks](#)

[\(Scotland\) Act 2021](#). Through the Act, local authorities are required to identify and potentially designate Heat Network Zones. The LHEES has provided a first pass for this, identifying 'Indicative Heat Network Zones' (IHNZs). However, further clarity on the scope of the heat network regulations from the Scottish Government is required before the Council can confidently assign appropriate locations and sizes of Heat Network Zones to inform designation.

- 3.6 Additionally, the LHEES has outlined the intention of the City Council to assess how an Energy Partnership may contribute to delivering on the ambition in the LHEES (particularly where high upfront capital costs may impede delivery, such as district heating). There are a range of different models that the Council can learn from to develop the best option for Glasgow. Whilst there are potential benefits such a Partnership could bring in unlocking larger scale district heating projects in the city, there is also potential for an Energy Partnership to deliver in the wider LHEES or Net Zero agendas. Further work, framed in the LHEES action plan, is required to understand the risks and investment appetite in the Council should it enter into such an arrangement with a private partner.
- 3.7 This first iteration of the LHEES will provide an evidence-base that will complement the upcoming Retrofit Strategy (in development by NRS Housing and with a focus on pre-1919 tenemental properties). LHEES are required to be updated five years from original publication. In this respect, the LHEES acts as a live document and will seek to incorporate outcomes from other strategies. The Retrofit Strategy may identify strategic actions to accelerate retrofit and at a scale larger than previously.

#### **4. Consultation and Engagement**

- 4.1 Glasgow City Council ran a public consultation on the outputs of the LHEES from the 21<sup>st</sup> of August to the 25<sup>th</sup> of September (5 weeks). The consultation received 128 responses made up of both submissions on behalf of groups or organisations and also individual submissions. Alongside this, 10 long form responses were emailed to the Sustainability Team. A full consultation report can be found [here](#).
- 4.2 The outputs of the consultation show that there is support for the proposals outlined in the LHEES, with 53% of answers highlighting agreement or strong agreement that the LHEES presented them with adequate information (compared to 27% of answers highlighting disagreement or strong disagreement). Additionally, 64% of answers highlighted agreement or strong agreement that the LHEES was presented in a clear way (compared to 18% of answers highlighting disagreement or strong disagreement).
- 4.3 When consultees were asked whether they, or the organisation they were responding on behalf of, would consider connection into a heat network, the key issues included technical feasibility, cost of heat/connection and the importance of prioritising engagement and communications forthwith:

“Would depend on running costs, maintenance costs & how flexible it would be to control within your own home”

“I don’t want to be reliant on a centralised system that could fail, leaving me or whole neighbourhoods without heat”

“Given the many challenges to be overcome before district heating schemes become a reality, and 2030 fast approaching for Glasgow to achieve net zero, more easily accessible information needs to be available now”

4.4 When consultees were asked their opinion, or the organisation they were responding on behalf of, on the placement of indicative heat network zones, key response themes included the need for higher quality mapping outputs<sup>1</sup> and both positive and sceptical feedback on the scale of the zones:

“Needs better explanation as to how it works for each type of heating people have in their homes. Is it replacing the brand-new boiler I just had installed? How to those with electric panel heaters benefit? Will they have to install radiators?”

“We agree with the heat network zones identified by the council - but would encourage that each zone should not necessarily correspond to a single heat network developer.

We are thrilled to see the council thinking about heat networks at the right scale”

4.5 Glasgow City Council also received responses via email from key stakeholders including SSE, University of Glasgow, Clyde Gateway, Vattenfall, South Seeds, Loco Homes and Hemiko. This feedback was generally supportive of the approach, analysis, and outputs of the LHEES and feedback raised through the consultation process have been addressed where feasible and appropriate within the LHEES.

4.6 A variety of approaches were used to ensure the reach of the consultation was maximised. This included:

- Using Community Councils, Registered Social Landlords, and the Chamber of Commerce to provide greater penetration of the LHEES message in the public and business sectors.
- Utilising the BT Hubs, Council Buildings (libraries and social service buildings) to place messaging in public facing areas, improving the visibility of the document.
- Online promotion - A dedicated webpage was set up with the /LHEES url which can be found [here](#). For this, meta tags were used to provide search engine optimisation. This page was then promoted on Twitter and Facebook with posts being issued via the council accounts each week during the public consultation
- As per standard Council consultation, hard copies of the LHEES were available to the public at 231 George Street during the consultation period.

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<sup>1</sup> As a result of feedback gathered during the consultation in relation to the quality of the maps in the document, all spatial analysis will now be uploaded to an online mapping page where individuals or organisations can interact with the maps and GCC Officers can update maps where new data becomes available.

- Sustainability officers also presented on the LHEES to a local co-operative group focused on heating-based emissions and fuel poverty. This involved a Q and A session for members of the group to gain a stronger understand the LHEES and provide feedback.

4.7 During the development of the consultation draft of the LHEES, a stakeholder engagement event was delivered at the City Chambers on the 15<sup>th</sup> of May 2023. Attendees included representatives from social housing providers in Glasgow, the Scottish Government and other key strategic stakeholders such as utility providers, Scottish Future’s Trust and Zero Waste Scotland. This event received positive feedback from attendees.

4.8 An information session was organised and delivered to Elected Members during the consultation to allow Members to provide feedback and query the LHEES.

## 5. Next Steps

5.1 Following presentation to Members of the Net Zero Climate Progress Monitoring City Policy Committee, the LHEES will be presented to the City Administration Committee on the 30<sup>th</sup> of November for final approval and formal adoption.

5.2 In the short-term the next steps of the LHEES will focus on the following from a delivery perspective:

- Identification of an optimal commercial structure that could deliver large scale district heating in the city. This could include the establishment of a formal energy partnership between the Council and a private party. Additionally, the scope of such a partnership could include the wider LHEES and/or Net Zero agenda.
- Progressing indicative Heat Networks Zones into designated Heat Network Zones. This will involve thorough engagement and consultation with stakeholders and residents in proposed zones alongside further work to clarify the social, commercial and climate opportunities presented by potential heat networks within proposed zones.
- Supporting the development of the Retrofit Strategy to ensure strong alignment between NRS Sustainability and NRS Housing. The Retrofit Strategy will act as the next step for certain elements of the LHEES.

## 6. Policy and Resource Implications

### Resource Implications:

*Financial:* There are no direct financial implications arising from the report.

*Legal:* The report raises no direct legal issues.

*Personnel:* The development of the LHEES has been managed through current staff resources within the Sustainability and Housing Teams.

*Procurement:* No procurement issues raised by this report.

**Council Strategic Plan:** Contributes to Grand Challenge 3 - *Fight the Climate Emergency in a Just Transition to a Net Zero Glasgow* and Mission 2 - *Become a net zero carbon city by 2030*

**Equality and Socio-Economic Impacts:**

*Does the proposal support the Council's Equality Outcomes 2021-25? Please specify.* Development of the LHEES supports the Equality Outcomes:  
Progress towards decarbonising heat in Glasgow will require the creation of new training and employment opportunities.

*What are the potential equality impacts as a result of this report?* One of the aims of the LHEES is to help reduce fuel poverty rates across Glasgow. Action to mitigate high fuel costs is likely to benefit all equality groups.

*Please highlight if the policy/proposal will help address socio-economic disadvantage.* A reduction in fuel poverty across the city via the development of local heat networks and improved energy performance of housing.

**Climate Impacts:**

*Does the proposal support any Climate Plan actions? Please specify:* The LHEES supports the ambition of the Climate Plan and the need to reduce carbon emissions relating to Glasgow's built environment. In reducing emissions from heat and improving energy efficiency, the LHEES will broadly support the Climate Plan and Glasgow's journey toward net-zero carbon by 2030. Specifically, it supports Actions 8, 9, 14, 15, 17, 23, 24, 34, 39, 41, 42, 44, 46, 50.

*What are the potential climate impacts as a* A reduction in carbon emissions relating to the heating of buildings both by reducing demand for heat and decarbonising the supply of heat. Support

*result of this proposal?*

will be provided to the green economy in the form of the creation of jobs, and increased green investment into the city.

*Will the proposal contribute to Glasgow's net zero carbon target?*

By reducing emissions relating to the built environment, the LHEES will have a direct positive impact on Glasgow's net zero carbon target.

**Privacy and Data Protection Impacts:**

Not directly applicable to this report. Any data used is either publicly available or will be transferred under the jurisdiction of a Data Sharing Agreement between project partners.

## **7. Recommendations**

It is recommended that Committee:

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