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## Report of the Director of City Development

To: Executive Board

Date: 9<sup>th</sup> December 2009

Subject: Climate Change Action Plan (and Eurocities Declaration on Climate Change)

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### Electoral Wards Affected:

All

Ward Members consulted  
(referred to in report)

### Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the re

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## EXECUTIVE SUMMARY

1. The *Leeds Climate Change Strategy: Vision for Action* is a city-wide strategy focused on carbon reduction and climate adaptation and aims to fulfil the Council's commitment in the Nottingham Declaration.
2. Full Council approved the Strategy on 23<sup>rd</sup> April 2009 with the proviso that an Action Plan be developed detailing the actions that the council intends to take to support the Strategy.
3. Development of the *Leeds Climate Change Action Plan* has been led by City Development with contribution from services right across the council to ensure strong linkages to existing plans and policies. The Action Plan follows the format of the Strategy, containing new, existing and recently completed actions that support the 35 priorities identified in the Strategy.
4. Formal approval of the Action Plan is sought from Executive Board, together with approval to sign the Leeds Initiative Climate Change Charter and the Eurocities Declaration on Climate Change.

## **1.0 Purpose of this report**

- 1.1 To seek formal approval from Executive Board to adopt and make public the *Leeds Climate Change Action Plan*.
- 1.2 To seek formal approval from Executive Board to sign the Leeds Climate Change Charter and the Eurocities Declaration on Climate Change.

## **2.0 Background information**

- 2.1 The *Leeds Climate Change Strategy: Vision for Action* is a city-wide strategy focused on carbon reduction and climate adaptation and aims to fulfil the Council's environmental sustainability aspirations and its commitment in the Nottingham Declaration.
- 2.2 This Strategy, approved by the Leeds Initiative Executive Board and formally adopted by Full Council on the 23<sup>rd</sup> April 2009, identifies 35 priority areas for the city to take action on.
- 2.3 During the Strategy sign off process, we were requested to develop an Action Plan detailing the actions that the council intends to take to support the Strategy.

## **3.0 Proposed Action Plan**

- 3.1 Development of the Action Plan has been led by City Development with contribution from services right across the council. Each action is therefore owned by a named individual (with the Action Plan also showing their Directorate) with responsibility for developing and delivering the action, securing the necessary resources and for ensuring linkages across the council and with external partners.
- 3.2 The council's Environment Programme Board will prioritise actions in the plan based on a single view on environmental matters as they relate to wider sustainability. The Action Plan will be regularly monitored and the named individual will report progress to the Environment Policy Team so that significant actions and progress can be reported in the council's Annual Environment Statement which will then be overseen by the Environment Programme Board.
- 3.3 The Action Plan follows the format of the Strategy, containing new, existing and recently completed actions that support the 35 priorities identified in the Strategy. These new, existing and completed actions are defined as:
  - New actions are those yet to start, or an existing programme that has been significantly enhanced to meet the aspirations of the Strategy.
  - Existing actions are those already within an agreed council programme of work that contributes directly to the aspirations of the Strategy.
  - Completed actions are those that have been completed leading to significant benefits to support the Strategy.
- 3.4 This approach gives a full picture of the climate change action being considered or already underway in the council in support of the Strategy but also makes it clear that the Strategy will influence the way that we deliver our services as a council. The next stage will be to ensure the actions are prioritised whilst ensuring overall alignment with the council's identified outcomes, priorities and resource implications.

3.5 The Action Plan contains a large number of actions with outcomes ranging from very small to major. To help differentiate the actions, MAJOR has been included in the status column for those actions that will help to transform Leeds into a low carbon city. The majority of these transformational actions will result in significant CO<sub>2</sub> reductions (to be calculated as part of their business case) but some others have been included as contributing to the resilience of Leeds or as enabling actions allowing more to be achieved outside the timescales of this plan (2009-11).

3.6 The table below provides an explanation of why these 15 actions have been selected as major, gives an indication of the likely CO<sub>2</sub> reduction and identifies an initial broad estimate of the likely resource requirements. This will be developed further to ensure priorities and recommended interventions are based on potential impact thus ensuring the effective alignment of resources.

Action	Why Major?	Resource estimate
<b>Home Energy Efficiency</b>		
1. Trial a new 'free at point of delivery' scheme to provide free loft and cavity wall insulation (plus a range of other measures) to up to 1,000 households regardless of income. To commence in most deprived areas and potential to roll out to all fuel poor areas dependent on funding requirements and cost-benefit analysis.	Step change in domestic energy efficiency take-up. Pilot CO <sub>2</sub> reduction 500 tonnes; roll out CO <sub>2</sub> reduction approx 25,000 tonnes.	Pilot - £220k (existing resource) (Roll-out tbc)
<b>Transport</b>		
2. Include CO <sub>2</sub> emissions, alongside support for the Leeds economy, as the key success criteria for the Transport for Leeds (TfL) work programme. Assessment of CO <sub>2</sub> impacts to be based on the new Leeds multi-modal transport model alongside air quality model.	Transformational investment in sustainable transport. CO <sub>2</sub> reduction tbc (10,000s tonnes likely)	Tbc on completion of TfL development programme. Any investment package will require major contribution from Government
3. Secure local, regional and national funding to deliver the New Generation Transport (NGT) work programme. Ensure that the selected solution minimises CO <sub>2</sub> emissions, through using the Environment Statement to assess direct system and modal shift emissions impacts.	Major public transport investment. CO <sub>2</sub> reduction tbc (1000s tonnes likely).	Circa £250m (prioritised by Regional Transport Board subject to Department for Transport approval)
4. Work with the West Yorkshire Local Travel Plan (LTP) partnership to develop a strong bid for LTP3 that prioritises tackling climate change (including improving resilience) and supporting economic growth. Support WYITA (Metro) with analysis of key climate issues using SEA.	Ongoing investment in sustainable travel. CO <sub>2</sub> reduction tbc (1000s tonnes likely).	Tbc by Department for Transport during 2010
<b>Partnership Emission Reduction</b>		
5. Encourage partners to sign the Leeds Climate Charter in order to demonstrate to people of Leeds that major organisations in the city are taking climate change seriously.	Clear civic leadership on climate change. CO <sub>2</sub> reductions circa 60,000 tonnes by	Within existing resources

Action	Why Major?	Resource estimate
	2020.	
6. Deliver the carbon reduction opportunities for buildings, street lighting, fleet and staff travel as identified in the NI185 (Carbon Emissions) Action Plan	Demonstrate leadership to our partners. CO <sub>2</sub> reduction of 4,800 tonnes pa between 09-11; 47,300 tonnes pa by 2020.	09-11 in existing budgets. Circa £30m of loan funds/prudential borrowing for 2020. Ongoing energy savings and reduction in Carbon Reduction Commitment available to repay debt.
7. Work with the Core Cities Climate Change Group to develop a strong business case for joining the Clinton Climate Initiative (CCI). Trial and evaluate the Building Energy Efficiency Programme ESCo (BEEP) arrangements in 5 buildings prior to fully committing to use this mechanism across the corporate estate.	Innovative and cost effective approach to reducing corporate energy use. (CO <sub>2</sub> savings in above action)	Trial within existing resources. <i>(Capital costs for a full roll-out cost included within action 6)</i>
<b>Waste and Resource Efficiency</b>		
8. Deliver PFI procurement project for residual waste treatment facilities.	Value recovered from non-recyclable element of waste stream. Circa 20-55,000 tCO <sub>2</sub> reduction by 2020.	Circa £70m (secured through PFI credits).
<b>Low Carbon New Development</b>		
9. LDF Core Strategy to include specific policies (including draft policies on CO <sub>2</sub> reduction, sustainable construction, improving green infrastructure and spatial location to reduce need to travel) to promote low carbon and sustainable development.	Minimises increase to total CO <sub>2</sub> emissions from city. Supports development sector to prepare for tighter national policies. Circa 20,000 tCO <sub>2</sub> reduction by 2020.	Within existing resources.
10. Complete the Aire Valley Leeds (AVL) Area Action Plan and ensure that the proposed Urban Eco Settlement development plan supports the development of a low carbon energy infrastructure	Nature of AVL gives great opportunity to demonstrate how to achieve carbon neutrality on large scale. Circa 20,000 tCO <sub>2</sub> reduction by 2020.	Essential supporting evidence for AAP – (funds not secured) AVL Sustainable Energy Strategy – (circa 60k) Comprehensive Flood Risk Assessment – (40k) Eco & Innovative businesses – (40k) Transport & NGT – (90K)
<b>Low Carbon Energy Infrastructure</b>		
11. Build support within LCC and develop a strong business case to establish 'Energy Leeds' as a strategic body to	Delivery body required to help coordinate	Utilising existing resources to develop the

<b>Action</b>	<b>Why Major?</b>	<b>Resource estimate</b>
facilitate large-scale energy infrastructure and energy efficiency projects within Leeds. Ensure funding partners (e.g. Yorkshire Forward, Carbon Trust) are supportive.	renewable energy, energy efficiency and particularly community heating networks. Circa 15,000 tCO <sub>2</sub> reduction by 2020.	business case for a Strategic Body.
<b>Adaptation</b>		
12. Progress plans for city centre flood defence, specifically: (1) Develop, with partners, a Design Vision Guide. (2) Collaborate with Environment Agency to develop technical options. (3) Develop, with partners, an Economic Impact Assessment for use in procuring local funding for the scheme	Flooding principle climate related risk in Leeds therefore essential to protect the city against current and future flood risk.	Circa £160m scheme (sought from Government through EA; council committed to £10m). Protect circa £400m of assets in the city.
13. Lead delivery of Leeds Strategic Plan NI188 commitments by risk assessing priority areas (health and social care; natural environment, transport and utilities; built environment) to identify climate risks and opportunities. To use these results to prepare a management plan.	Prioritised plans needed to cost-effectively prepare for the impacts of climate change.	Within existing resources. Prioritised actions to develop own business cases.
<b>Moving to a Low Carbon Economy</b>		
14. Provide economic data and intelligence to support the University of Leeds to help complete an assessment of the impact of climate change on the economy of Leeds, under business as usual and low carbon economy scenarios.	Based on Manchester experience, transform business attitudes to low carbon economy.	Within existing resources.
15. Sustainable Procurement Toolkit used for all med-high scope projects to reduce carbon impacts throughout the commissioning cycle.	Sustainable procurement supports direct CO <sub>2</sub> reductions from Leeds estate. Also supports local low carbon economy.	Anticipate majority of CO <sub>2</sub> reductions in procurement will have net financial benefit by reducing energy use or improving efficiency.

3.7 The major actions identified here will help to ensure that by 2020 the council has directly facilitated emissions reductions of circa 280,000 tonnes CO<sub>2</sub> pa. This represents more than a 5% reduction from the city baseline of 6.1m tonnes (2006). It also represents approximately 3 years progress towards an 80% reduction in CO<sub>2</sub> emissions by 2050, without including the contribution from Government policy, public behaviour change and business initiatives.

3.8 Additionally, this Action Plan will put in place important measures to improve the resilience of the city to current and future extreme weather.

- 3.9 It also provides an indication of the transformational actions that will provide clear evidence or direct support to help the whole economy to contribute more in future.
- 3.10 The Action Plan will contribute to corporate targets to reduce CO<sub>2</sub> emissions (NI185) and ongoing aspirations to make the Council's estate emissions near carbon neutral 2026; build resilience to the impacts of climate change (NI188) and reducing the city's ecological footprint (NI186).
- 3.11 During the timescale of the Action Plan, it is likely that other projects and initiatives may be developed by the Council that will have the potential to also contribute to carbon emissions reductions or improved climate resilience. As these projects are developed using the Council's DSC framework it will be important that Project Boards ensure that any additional opportunities for addressing climate change in future projects are identified and incorporated where possible.
- 3.12 Given due consideration to the outcomes of the Strategy consultation, the current uncertainty in the economy, availability of resources within the Council and the outcome of external funding bids, the attached *Leeds Climate Change Action Plan* is recommended for publication, subject to Executive Board approval.

#### **4.0 Leeds Climate Change Charter**

- 4.1 The Leeds Initiative has established the Leeds Climate Charter as a means for public, private and voluntary sector organisations with a presence in Leeds to commit to take action on climate change. It is held on the Leeds Initiative website and includes 5 separate actions:
- Establishing a carbon baseline and monitoring system;
  - Creating an action plan and setting targets;
  - Understanding climate impacts and risks;
  - Celebrating and communicating successes;
  - Sharing the burden with city partners.
- 4.2 Many of our key partners have already signed this, including both Universities, two NHS bodies, Leeds Chamber, LFSI, Connect Housing and some major businesses.
- 4.3 It is therefore recommended that the council also signs this Charter, to formally join our city partners.
- 4.4 Currently, we have a NI185 target to reduce CO<sub>2</sub> emissions by 3.4% between 08/09 and 10/11 and 3% pa thereafter; a total of 33.4% by 20/21.
- 4.5 There is now increased expectation for local authorities to show enhanced leadership on cutting carbon emissions, for example the 10:10 campaign and the Friends of the Earth 40:20 campaign, which are both urging organisations to adopt stretching targets.
- 4.6 Therefore, to demonstrate civic leadership, Members may wish to consider that the council adopts a target to reduce corporate CO<sub>2</sub> emissions by at least 40% between 2008/09 and 2020/21. This is just over 6% above current targets and will be delivered primarily through enhanced energy efficiency, a reduction in office space, alternatively fuelled vehicles and use of renewable energy.

- 4.7 It is anticipated that the energy saved coupled with rising energy costs and the impact of the Carbon Reduction Commitment will offset any capital costs or loan finance required to achieve the target. This will mean ensuring we make our buildings more energy efficient, are fit for purpose and ensure new buildings achieve high standards of energy efficiency.
- 4.8 This target will be aligned to the NI185 action plan and provides evidence that we are serious about leading climate change action in Leeds and have a realistic plan to achieve reductions.

## **5.0 Eurocities Declaration on Climate Change**

- 5.1 As a member of Eurocities, Leeds City Council has been invited to sign the Eurocities Declaration on Climate Change which is being promoted through the Eurocities network ahead of the United Nations Copenhagen conference on climate change in December 2009. The commitments in the Declaration are consistent with the commitments that the authority has already made in the *Leeds Climate Change Strategy* and the Action Plan presented in this report can be seen as clear evidence on how these commitments are being taken forward and delivered on.
- 5.2 The Declaration has already been signed by numerous European cities including six of the other UK Core Cities (Birmingham, Bristol, Liverpool, Manchester, Newcastle and Nottingham) and London. Signing the declaration will be a positive public statement on the Council's commitment to climate change following on from the signing of the Nottingham Declaration in 2006.
- 5.3 It is therefore recommended that the Eurocities Declaration on Climate Change is signed by the joint leaders of the Council. The International Relations team will liaise with the Eurocities office on the practical arrangements.

## **6.0 Implications for Council policy and governance**

- 6.1 The policy context for this Action Plan has been provided by the *Leeds Climate Change Strategy: Vision for Action* so no additional policy implications arise.
- 6.2 Additionally, by working with services across the council, the Action Plan is closely aligned to existing policies, strategies and delivery plans.
- 6.3 The Strategy and Action Plan are will be overseen by the Environment Programme Board who will prioritise actions primarily in respect of the council's contribution to the overall Climate Change Strategy. They will have overall responsibility for prioritising actions, monitoring and reporting progress, challenging where progress is slower than required and embedding the aspirations of the Strategy across all services.
- 6.4 To help embed the aspirations of the Strategy within services across the council, the EMAS team is already working with the DSC process to identify and support projects with significant environmental impacts. Where major new actions are required to reduce projects' CO<sub>2</sub> emissions or address climate impacts these will be added to the Action Plan and considered in the same way as already outlined.
- 6.5 The Action Plan is intended to be a live document and we anticipate that regular updates will be required. The Annual Environmental Statement will be a key document in relation to reporting performance and the EPB will ensure coherence with priorities and outcomes as identified in our strategic plans. The Statement will be published each summer and the Action Plan will be updated and taken to the

Environment Programme Board as part of the quarterly performance reporting process.

## **7.0 Legal and resource implications**

7.1 By definition, the new actions do not all have full budgets assembled and some will have resource implications for the council. However, by aligning with existing policies and plans every action has been selected as one that stands a reasonable chance of securing resources for delivery. The preferred routes for resourcing each action will be:

- External grant funding (from a range of international, national and regional sources, facilitated by having an adopted Strategy);
- Integrating with or realigning existing council budgets to reduce duplication;
- Borrowing, where internal efficiency savings can be made or the benefit to the community is deemed to outweigh the costs.

7.2 Each new action will need to demonstrate a business case to take forward (with varying levels of detail dependent on the source and scale of resource required) and each lead officer will need to gain corporate support to take the action forward. The presence of a clear prioritised Action Plan will provide the necessary corporate commitment to support officers to attract external funding.

7.3 This approach is similar to that followed by the City Centre Strategic Plan which contains proposals that are not yet resourced, but succeeds by showing a clear sense of direction and ambition. Similarly, NGT and the Aire Valley Eco-Settlement are not yet fully resourced, but by providing leadership and strategic commitment the council is hoping to attract and secure significant levels of resource.

## **8.0 Risk**

8.1 The overwhelming scientific consensus is that human induced climate change is already influencing our climate and will continue to do so until 40 years after global emissions are reduced to a 'safe' level. This has two direct implications for Leeds.

8.1.1 We have to prepare the city for a different climate and both embrace the opportunities and improve our resilience. This means making sure that decisions which will endure (such as the design of buildings) are suitable for the climatic conditions throughout their operational lives.

8.1.2 National and international efforts to reduce carbon will result in higher energy and resource costs. This means that efforts that we take now to reduce total energy and resource demands within the Leeds economy through efficiencies and to move towards clean renewable energy will help to reduce the impact of future resource shocks. Prioritising these issues could generate significant numbers of new jobs locally and support the blossoming low carbon goods and services sector.

8.2 Climate change has already been identified as a major corporate risk (corporate risk register 31). This identifies a number of high-level actions to mitigate risk, which have been expanded within the Strategy and Action Plan.

8.3 Approving this Action Plan will help to deliver these actions, thereby managing risk and reducing the impact of climate change on Leeds.

## **9.0 Recommendations**

- 9.1 That, subject to any amendments, Executive Board adopts and makes public the *Leeds Climate Change Action Plan*.
- 9.2 That the Council signs the Leeds Climate Change Charter and the Eurocities Declaration on Climate Change.
- 9.3 That Members consider whether they wish to amend the current target to reduce corporate CO<sub>2</sub> emissions by 33.4% by 20/21 and instead adopts a stretch target to reduce corporate CO<sub>2</sub> emissions by at least 40% by 2020/21, as referred to in paragraph 4.6.

## **Background Papers**

*Leeds Climate Change Strategy: Vision for Action*

## **Appendix 1**

*Leeds Climate Change Strategy: Action Plan* (attached)

Eurocities Declaration on Climate Change (attached)