

Report of Director of Resources and Housing

Report to Climate Emergency Advisory Committee

Date: 10th March 2020

Subject: Response to the Citizens' Jury's Recommendations

Are specific electoral wards affected? If yes, name(s) of ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Has consultation been carried out?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Will the decision be open for call-in?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Summary

1. Main issues

- On 25th November the citizens' jury, comprised of a representative sample of Leeds citizens, shared their statement and recommendations in response to the question "What should Leeds do about the emergency of climate change?"
- Their final list of [12 recommendations](#) reflect the jury's priorities for the city of Leeds, and emphasise the need for climate action at all levels. The recommendations, which are accompanied by a request for three-monthly progress reports, were presented formally to Leeds City Council's Climate Emergency Advisory Committee in January.
- The Council would like to thank the jury members for their hard work and commitment in developing these recommendations. The recommendations are an important and constructive contribution, which have helped to shape the city's response to the climate emergency. The report should be read alongside the full Climate Emergency Strategy, published in January, which was informed by the jury's work, as it is not intended to repeat all the detail here. This report, however, takes each recommendation in turn and sets out the Council's broad policy response. CEAC has then committed to update its response on a quarterly basis.

2. Best Council Plan Implications (click [here](#) for the latest version of the Best Council Plan)

There are three Best City key performance indicators of direct relevance to this report. Performance information is reported regularly via the council's performance reporting framework and is used to inform project development and progress.

- Reduced carbon emissions across the city;
- Number of households in fuel poverty;
- Improved energy and thermal efficiency performance of houses.

3. Resource Implications

- There are no specific resource implications as a result of this initial report.

Recommendations

- a) To comment on the initial response and to advise decision makers on any further action that the Committee feels is required.

1. Purpose of this report

- 1.1 To formally respond to the Citizens' Jury's recommendations from the Council's perspective

2. Background information

- On 25th November the citizens' jury, comprised of a representative sample of Leeds citizens, shared their statement and recommendations in response to the question "What should Leeds do about the emergency of climate change?"
- The Leeds Climate Change Citizens' Jury was put together by [Leeds Climate Commission](#) working with professional facilitators Shared Future Community Interest Company as part of its response to the Big Leeds Climate Conversation following Leeds City Council's declaration of a climate emergency in March 2019.
- The citizens' jury process ran from 12 September to 3 November with 25 jurors, selected by stratified random selection to represent a "mini public" of Leeds. Jurors spent nine sessions across nearly 30 hours of deliberation, listening to and questioning 22 commentators on topics from climate science to housing and from transport to finance.
- Their final list of [12 recommendations](#) reflect the jury's priorities for the city of Leeds, and emphasise the need for climate action at all levels. The recommendations, which are accompanied by a request for three-monthly progress reports, were presented formally to Leeds City Council's Climate Emergency Advisory Committee in January and will guide the work of the Leeds Climate Commission.
- The recommendations and the full report can be found here <https://www.leedsclimate.org.uk/leeds-climate-change-citizens-jury>
- The Council has committed to respond on a quarterly basis through the CEAC committee.

3. Main issues

The Citizens' Jury recommendations are laid out below with a response setting out the council's views and action plan:

Citizens' Jury Recommendation A

We recommend that extensive positive action is taken to make the use of private cars a last resort for transportation. As a priority, bus provision (starting with First Bus) should be taken back within public control¹.

Other measures may include:

- *Safe cycle lanes and cycle storage.*
- *Park and Ride.*
- *Increased and improved pedestrian areas.*
- *A united public transport fare system e.g. Oyster card.*
- *Framework to help car sharing (including taxis).*
- *Congestion charge*

Council Response A

The Council's new transport strategy's vision is that "Leeds is a city where you do not need a car". The draft transport strategy will be published in June and consulted on over the summer. The Council understands the Jury's recommendation that bus services are brought within public control, which will enable it to serve the city in the public interest, reaching currently under provided for communities and accelerating the move towards zero carbon and zero emission public transport. As a result we are lobbying for greater powers to manage public transport in a different way and to deliver the improved services. We also support integrated ticketing.

As part of its strategy the Council will continue to support active travel, improving cycling and walking access. For those continuing to use cars, we will expand upon the network of successful park and ride schemes, reducing traffic in the built up area.

In terms of the congestion charge recommendation, the Council is clear that high quality low carbon transport alternatives are necessary to achieve our mode shift and climate emergency emission targets. Charges to encourage behavioural change to, and fund, the alternatives are likely to play a part in achieving our ambitious targets. As part of preparing the draft Transport Strategy we are currently assessing the options and types of charging mechanism available to us including workplace levy on car parking, progressively increasing standards on engine emissions via the clean air zone, as well as carbon based charging. The work will consider the effectiveness of each option in terms of behaviour change, economic and social impact, and funding potential for alternative travel choices.

Connecting Leeds – Transforming the cities travel

Connecting Leeds is our ambition to transform all aspects of travel in Leeds for people who live, work in and visit the city.

The city now has 172km (over 107miles) of cycle network including the city connect superhighway between East Leeds and Bradford. This forms part of an ambitious city-wide programme, which, led by the council and partners, has set out to create over 800km (500miles) of network. There are funded proposals for a further 6kms of new cycle superhighways as part of the City Connect programme. In addition, the council has started to build phase one (4.8kms) of the orbital cycle highway, which will run on the outer ring road from Red Hall to King Lane.

The council's educational work encourages safe and sustainable active travel, across the city. Last year, 22,000 pupils benefitted from pedestrian skills and bike ability training. Leeds triathlete and double Olympic champion Alistair Brownlee MBE, has been named as the city's first Active Travel ambassador. In his new role, Alistair will add his support to initiatives, projects and infrastructure projects being undertaken through the city's Active Travel campaign, which key aim is to encourage more people to incorporate walking and cycling as part of their day-to-day journeys.

The £270m Leeds Public Transport Investment Programme (LPTIP), comprised of funding from the Department for Transport (£174m), LCC, the West Yorkshire Combined Authority, bus operators and developers will deliver significant investment in public transport by 2021 including; bus priority corridors incorporating segregated cycle facilities, city centre gateways, expansion of existing bus and rail park & ride sites, alongside complementary investment in bus services and low emission vehicles from the bus operators.

A further 2,650 park & ride spaces are to be delivered with work already started on expanding Elland Road and construction of a new Stourton site to take further private cars off roads into the city centre. Later this year, construction will start on expanding the park and ride site at Temple Green.

In addition the plans include a new Leeds high frequency bus network – with over 90 per cent of bus services to run every 10 minutes between 7am and 8pm. And to develop three new rail stations for key development and economic hubs serving Leeds Bradford Airport, Thorpe Park and White Rose

Pedestrians will see benefits with wider footways, new public spaces and more planting – making it more attractive to walk along The Headrow, Park Row and Infirmary. Also the transformation of Cookridge Street will realise car free public realm in heart of the city.

For further information on Connecting Leeds projects and what the programme has achieved so far, visit their website or follow their Facebook page for regular updates.

As part of the transport strategy there are several key asks to government:

- The council has several key asks of government in relation to transport
 - Commitment to deliver an Urban Mass Transit Network in Leeds City Region;
 - Significantly increased long term funding for active travel and public transport in the city region;
 - Full commitment to deliver Leeds Integrated Station Masterplan;
 - Greater control and influence on public transport services at a local level;

- Use of national taxation and incentive schemes for behavioural change and increase in low carbon vehicle uptake;
- A review of the Department of Transport (DfT) assessment framework to provide sufficient weight for new transport projects that reduce carbon emissions by encouraging mode shift and constraining car use;
- Greater local influence over Highways England to ensure the investments and operation of the Strategic Road Network aligns with local policy.

Citizens' Jury Recommendation B

All existing housing must be made energy efficient – housing must be retrofitted. We recommend that Leeds City Council enables communities to come together and insulate their homes and transition to greener energy sources via locally organised social enterprises. This would encourage sharing skills and teaching people to be greener.

Council Response B

The Council supports the call for a comprehensive retrofit of housing. The Council has invested heavily in its own stock which now represents the most energy efficient housing sector in the city. Energy efficiency schemes within our own housing stock includes:

- connection to low carbon district heating,
- external wall insulation
- air source heat pump schemes
- solar panels

Full details of these schemes and others can be found at section 3.8.10 of January's executive board paper.

Home ownership and private rented accommodation, however, represents 80% of the city stock and it is recognised that much more needs to be done to help those who cannot afford to insulate their own homes and to encourage and incentivise those who can. The council has and will continue to support charities such as LATCH and Canopy who bring older properties back into use after extensive energy efficiency works. The council, however, has neither the resources nor powers to make a widespread impact. It is estimated that £800m will need to be invested to reach a minimum of a C rating across all stock by 2030. The council calls for a series of measures to enable the city to move forward:

- Require all privately rented property to meet a C rating as a condition by 2030;
- Transfer all energy levy funding to the council from the energy providers to target grants to those in need, who cannot afford repayments to improve their homes;
- For the government to incentivise private home owners to undertake the necessary retrofitting.

Even with these actions, the city is unlikely to achieve a net zero position in regard to the existing housing stock without the full decarbonisation of heat. The council is actively working with the LEPs of West Yorkshire, Tees Valley and Humber, alongside academic institutions to promote the shift to hydrogen as a viable replacement of natural gas. The

country will need to take a decision on the future of gas in the very near future if it is to meet its zero carbon objective. The city wishes to be at the forefront of that change.

Citizens' Jury Recommendation C

Leeds act together: there needs to be a large-scale communication drive in Leeds delivered through social media, face-to-face events, community groups, company advertising, screens in the city and other methods. Education in schools is central to this. We believe this needs clear, positive and practical messages which emphasise the necessity for individuals, community and organisational action at all levels.

Council Response C

The Council supports the Jury's recommendations. It is vitally important that the public are in active support of measures that are required to combat climate change.

As part of the Big Leeds Climate Conversation, the council has engaged with residents at more than eighty face-to-face public events and/or meetings and promoted the consultation on billboards, radio, social media, newsletters and press releases. The council received almost 8,000 responses and found that nine-in-ten residents believed that tackling climate change, reversing insect decline, and becoming a carbon neutral city should be a priority.

The council re-launched the Leeds By Example website as an online hub for sustainable behaviour change. The new website gives residents in Leeds clear and practical tips for how they can reduce their impact on the environment across five themes: food, travel, stuff, home and biodiversity.

Presentations have been provided to all three head teacher forums to set out the opportunities that exist within schools to reduce their own carbon footprint but also to support their pupils in their climate learning.

In February, members of the Climate Emergency Advisory Committee met with more than a hundred secondary-age students at a Youth Summit and co-produced guidance that is being designed to help empower young people in their home, community and at schools that will be distributed soon. The council has also worked with Central Yorkshire Scouts to develop their sustainability-themed Youth Commissioner Challenge. I

The Council, working with other organisations, will continue to support education in schools and providing better information to the general public

Citizens' Jury Recommendation D

Funding/finance. We recommend exploring a variety of funding sources so that:

- *we are not over reliant on any single one.*
- *we can access finance readily and cheaply, and*
- *each source has a positive effect on people's behaviour.*

A. An Investment Fund that: investors (anybody) buy shares in. The fund invests in projects, the projects make money. The money goes back into new projects and to pay investors a return on their investment.

B. A Local Government/Green Bond: Council identifies projects, batches them together, asks investors to buy a bond. Investors money funds the projects. Council pays interest to investors who hold the bonds

C. A Carbon Budget for every individual so that: you can choose lower carbon products with

smart labelling. You can change your behaviour by avoiding high carbon activities e.g. flying.

D. Pension Funds: encourage pension fund managers to invest in green bonds and green investment fund and cleaner greener companies.

E. Crowdfunding: a website of accredited schemes for would-be investors

F. Business case support: to help communities identify and develop proposals that could be invested in by the investment fund or as part of a green bond or for crowdfunding

Council Response D

The Council supports the recommendations of the Jury. Where there is no return on investment, the Council will seek to develop a fund which individuals and businesses can donate into to demonstrate social responsibility. Where the Council is investing in projects which offer a financial return, it will choose the most cost efficient means of providing the finance, which might be through the recommended routes or via low interest borrowing.

The Council received £40k from the Department of Culture, Media and Sport Financing for Society grant fund (administered by University of Leeds) to work with Abundance (who have previous experience of a part crowdfunded-financed solar farm with Swindon Council) and Public Power Solutions to explore the use of crowd-funding as a means of financing solar PV systems on Council buildings. Further work has been completed to confirm that there are no significant outstanding legal and treasury management issues. Potential projects for deployment of solar have been identified. Subject to final due diligence, a Leeds pilot project will be prepared during 2020.

We will look for ways to assist communities and other organisations, both public and private to better develop their own business cases. The Council does not manage the pension fund which provides for its employees but will continue to lobby the governing body to invest in progressive projects without risking the pensions of those it supports.

The Council, however, recognises that the funding required to deliver the scale of change required cannot be met in full by these local initiatives. A funding solution will only be forthcoming through the support of central government to finance the major infrastructure required and the future regulation of industry which shifts investment into green technologies.

The Council is happy to support better labelling, which enables people to make judgements about the carbon impact of their choices, whether in consumables, food or transport. Although the Council will support local efforts, this is more likely to be effective if tackled at a national level, so this recommendation will also be pursued through lobbying.

Citizens' Jury Recommendation E

We recommend that there should be more locally devolved power to ensure and enable action on climate change. We recommend that the political groups in Leeds and the Yorkshire regions should work together to get more decision-making power locally (like Manchester).

Council Response E

The Council supports the call for greater devolution. The Council is actively working to secure a devolution deal which will incorporate key powers to better manage transport, housing and action on climate change.

Citizens' Jury Recommendation F

Create more green spaces in Leeds (parks, trees, community gardens etc.) and reclaim abandoned spaces

Council Response F

The Council supports the recommendation. The Council is committed to both improving green space and achieving greater impact through the use of its land holdings. The city centre represents the greatest opportunity for the delivery of sustainable living based on active travel to work and low carbon energy. The planned development is supported by the expansion and improvement of green space within the city, which provides not only for recreation but for the enhancement of bio-diversity.

The Council will plant 6 million trees starting this Autumn in response to the Climate Emergency. New woodland sites will be formed throughout the city on council owned land, meaning over the next 25 years the amount of woodland in Leeds will double.

Citizens' Jury Recommendation G

All new housing must be as future proofed as possible i.e. A or B energy rating, and include:

- *green spaces.*
- *shared facilities and communal areas.*
- *new technology e.g. smart homes*

Council Response G

The Council is committed to ensuring that all new housing is future proofed. The Council's own building programme will meet a "B" energy rating as a minimum. The Council will require new powers from the government to refuse applications from private developers which do not meet these standards. The Council also calls upon government and the house building industry to work together to reduce the price of new build built to these standards to bring it in reach of those on low to medium incomes. The Council already has set standards for green space and these are subject to monitoring and review. The development of shared and communal facilities will be dependent on the type of housing being created.

Citizens' Jury Recommendation H

Call for a 'Leeds Green New Deal'. A Green New Deal is a set of social and economic policies to stimulate the development of low carbon solutions, creating new jobs, boosting the economy and improving people's lives. This could include a citywide housing retrofit program creating jobs and reducing energy bills. Also investing in green public transport improving air quality etc. This would attract 'green' businesses to Leeds and buy/promote green energy.

Council Response H

The Council, through its Inclusive Growth Strategy, has identified the importance of low and zero carbon industries to the future of the Leeds economy. The Council will bring forward a more detailed plan in future updates.

Citizens' Jury Recommendation I

We recommend stopping Leeds Bradford airport expansion – it is not compatible with zero carbon targets. To make this recommendation happen:

Leeds City Council should not approve new road building or selling land to develop. Residents should block expansion and be educated about the impact on the carbon footprint.

18 out of the 21 citizens Jury members (86%) believe that it is the wrong decision to expand Leeds Bradford airport (two abstained).

We also believe flying must be discouraged by for example:

a frequent-flyer tax (based on income and number of flights and location i.e. domestic.)

Advertising holidays in the UK rather than abroad.

Council Response I

The council recognises that the global emissions arising from aviation are significant, damaging to the environment and must be addressed in the strategy to combat global warming. Furthermore, it recognises that the planned increases to aviation in the national strategy over the next ten years will see a rise in emissions that will not be addressed by improvements to fuel efficiency or technology. The council also accepts given the scale of the global challenge that offsetting to compensate for the rise in emissions will not be sufficient.

Aviation growth and meeting zero carbon targets are fundamentally incompatible until such time as new technologies are developed. It is only at the point at which emissions from aircrafts have been adequately resolved that national and international aviation growth can be supported.

The council also recognises the contribution that the local airport makes to the local economy and the thousands of jobs, directly and indirectly, dependent on it. Any future strategy needs to take into account the impact changes to the aviation industry may have on employment and find credible alternative growth sectors. It also recognises the benefits that international travel brings, both for business and the individual. It is imperative to secure public support for any changes which limit choice or increase costs.

Leeds Bradford Airport represents only 1.4% of air travel from the UK and is therefore marginal in the totality of the challenge. Importantly, most people from Leeds fly from elsewhere, so other airport growth must be taken into account. In the absence of a national strategy, limiting Leeds Bradford is only likely to damage the local economy, leading to further trips to neighbouring airports, with a consequent rise in emissions.

The council have written to the government lobbying for aviation emissions to be included in the national carbon budget and calling on the government to then use its resources to invest in research and design technology to develop cleaner aviation for the future which has the potential to create jobs in the UK.

Leeds will participate in national and international discussions to revise growth projections, with the aim of distributing aviation share across the country in a way which minimises carbon emissions and promotes an economic rebalancing of the regions.

If we are asking people to stop taking internal flights, or flights to nearby European cities, there need to be reliable alternatives for people to use. Currently these alternatives are lacking both in terms of choice, capacity and reliability.

Leeds station is already the third busiest outside of London – and the fourth worst in the country for overcrowding at peak times. The capacity of our existing station and rail lines are already past breaking point and we need schemes like HS2 to enable people to travel longer distances more sustainably.

In the meantime, the council will work on a number of mitigating actions. It has already withdrawn its previous proposals for surface access, reducing the direct impact on green belt. Its revised surface access plans will concentrate on links which improve rail access. Full details of the revised proposals can be found in the Executive Board paper entitled “Surface Access to Leeds Bradford Airport, the North West Leeds Employment Hub and Proposed Airport Parkway Station”.

The council will advise people about the impact of flying and encourage people to make more sustainable travel choices. The council will also promote an offsetting scheme through which passengers can fund projects which save or sequester carbon within their own locality. Finally, the council will support the Airport to be a centre for innovation, working with the local universities, with the aim of developing low and zero carbon aviation which will provide the industry with a long term sustainable future.

The council has three specific asks for government related to aviation:

- An ambitious national aviation strategy that integrates aviation into the national carbon roadmap, creating a level playing field for all national and regional airports;
- Introduction of a frequent flyer levy to reduce demand;
- Investment in rail to provide a realistic alternative to flying for domestic and European flights.

Citizens’ Jury Recommendation J

Ask companies and organisations in Leeds to pledge to become carbon neutral by 2030. A Leeds First scheme, kitemark/badge scheme, (a bit like Fairtrade) for Leeds businesses that are actively investing in/supporting climate change action

Council Response J

The Council supports the recommendation to ask other organisations across the city to pledge to become carbon neutral. The Council has set up a group which incorporates the ten largest energy users in the city to encourage all of them to pledge action on climate change. The Council will work with the Chamber and other organisations to encourage businesses to support climate action.

Citizens’ Jury Recommendation K

We recommend that more extensive recycling opportunities are made available and accessible to all (e.g. disabled people and non drivers).

Council Response K

The Council is putting increased emphasis on the “reduce and re-use” end of the waste hierarchy, as part of its updated waste strategy i.e. supporting residents to reduce the total amount of waste actually produced by households

The Council provides the main, accessible recycling opportunity to residents through the green and brown bin collections. The majority of household materials/items can be recycled by residents using these facilities. The range of materials that could be recycled

through the green bin collection was expanded recently by the introduction for the first time in Leeds of pots, tubs, trays and Tetrapaks to green bins. Trials of other materials that it is not possible to add to the green bin due to sorting processes are being held at selected waste and recycling centres/sites – for example polystyrene. Should trials prove successful, they will be expanded to cover more of the city.

There are around 800 bring banks across the city, mainly for glass, but with some textile and paper/cardboard too. Elected Members are encouraged to identify further local sites for such facilities and where suitable we are adding new locations. The locations can be easily found through the LCC website and the Leeds Bins App. The impact of the proposals in the Governments Resource and Waste Strategy with regards to material such as glass should mean that less of that material is in the domestic bin waste stream in the future, with consumers using deposit return schemes/reverse vending machines.

The Council also offers a free wheel out/in service for residents unable to do this themselves due to disability. In addition, the Council works with and supports financially the third sector in the collection and re-use of items from homes for free, mainly furniture.

Since its launch in October 2018, #LeedsByExample, a recycling on-the-go initiative by the environmental charity Hubbub and local partners Zero Waste Leeds, has seen nearly 80 bins introduced across the city centre for recycling plastic and cans, and 70 more recycling bins for coffee cups. The number of people recycling in Leeds City Centre nearly tripled from 17% to 49% over the course of the first year. For the next phase of the campaign, Zero Waste Leeds are engaging workplaces to encourage on-the-go recycling and waste reduction more broadly. Zero Waste Leeds are also working on initiatives like Zero Waste Fashion with the council and the University of Leeds to raise awareness of all of the options to recycle, reuse, repair and upcycle clothing and textiles in Leeds.

Citizens' Jury Recommendation L

We recommend that no one in Leeds accepts single-use plastic and no businesses in Leeds offers it. We recommend that all food and drink outlets in Leeds provide refundable deposit cups in place of disposables.

Council Response L

This recommendation is mainly aimed at the public of Leeds. The Council has taken steps to reduce the use of single use plastic and committed to moving to its eradication over time as adequate substitutes which protect hygiene and health become available.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 There has been no specific consultation on the response to the recommendations contained within this report.
- 4.1.2 However, many of the individual recommendations will require detailed consultation such as the transport strategy and the response to recommendation C is completely focused on how we will engage on the climate emergency.
- 4.1.3 There has also been the Big Leeds Climate Conversation that has underpinned our work to date on the climate emergency.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 The citizens' jury process ensured that diverse communities from across the city were represented in the Big Leeds Climate Conversation.
- 4.2.2 As the proposals contained within the responses are worked up in more detail, all equality impacts will be assessed and mitigated.

4.3 Council policies and the Best Council Plan

- 4.3.1 There are three Best City key performance indicators of direct relevance to this report. Performance information is reported regularly via the council's performance reporting framework and is used to inform project development and progress.
- Reduced carbon emissions across the city;
 - Number of households in fuel poverty;
 - Improved energy and thermal efficiency performance of houses.

Climate Emergency

- 4.3.2 As the climate emergency is at the heart of the whole report, there is nothing further to add here.

4.4 Resources, procurement and value for money

- 4.4.1 There are no specific resource implications as a result of this initial report. As the proposals contained within the responses are worked up in more detail, all resource impacts will be assessed.

4.5 Legal implications, access to information, and call-in

- 4.5.1 There are no specific legal implications from this report.

4.6 Risk management

- 4.6.1 To deliver the recommendations set out in this report is dependent on a number of key policy areas outside of the council's control, for example, the decarbonisation of heat and investment in transport. The council will continue to work with WYCA and call on national government for the support, powers and funding.

5. Conclusions

- 5.1 The council welcomes the contribution of the jury and will be further developing their responses to each of the key areas over the coming months.

6. Recommendations

- a) To comment on the initial response and to advise decision makers on any further action that the Committee feels is required.

7. **Background documents**¹

7.1 None

¹ The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.