
Executive

12th April 2011

Report of the Director of City Strategy

Covenant of Mayors SEAP submission and Sustainable Development Update

Summary

1. The purpose of this report is to outline City of York's commitments to the EU Covenant of Mayors (CoM) campaign and seeks approval of the Sustainable Energy Action Plan, a core requirement of the CoM campaign. The report also provides a brief update on other sustainability work being carried across CYC / York.

Background

2. The City of York is committed to tackling climate change and to reducing city-wide carbon emissions. This commitment was formalised in 2008 through the Sustainable City Chapter of the Sustainable Community Strategy. This committed the city to the creation of a climate change strategy and to reduce York's carbon footprint.
3. The city is also committed to delivering 3 separate city-wide carbon reduction targets:
 1. a 20 per cent reduction in CO₂ emissions by 2020 (Covenant of Mayors <http://www.eumayors.eu/>;
 2. a 40 per cent reduction in CO₂ emissions by 2020 (Friends of the Earth 'Get Serious About CO₂' Campaign www.foe.co.uk/community/campaigns/climate/get_serious_2018_7.html)
 3. an 80 per cent reduction in greenhouse gas emissions by 2050 (UK Climate Change Act/ Climate Change Framework for York 2010-2015).

Specific targets

Achieving a 20% reduction in city – wide carbon emissions

4. To further support the objective to tackle climate change locally, a full Council resolution was passed on 3rd December 2009

committing City of York to the CoM campaign, the agreement was formally signed on 5th January 2010.

5. Annex 1 provides an full account of the various CoM requirements that York must now meet.
6. A requirements as a signatory to the CoM campaign is to produce a Sustainable Energy Action Plan (SEAP) for York. This SEAP is required to set out how to deliver at least a 20% reduction in carbon dioxide (CO₂) emissions by 2020 (based on a 2005 baseline year).

Other targets – achieving a 40% reduction by 2020 and 80% reduction by 2050

7. In addition to this commitment to tackle climate change through the CoM commitment and the Sustainable Community Strategy, the City of York developed a consultation draft Climate Change Framework (CCF) and Climate Change Action Plan (CCAP). For the purpose of this report these two documents will be collectively abbreviated to CCFAP). These documents were approved by the Executive on 19th October 2010 and are available from www.york.gov.uk/environment/sustainability/climatechange/2framework/.
8. The Framework is the overarching ambition of York to accelerate actions to reduce carbon emissions across the city. It illustrates the actions already on-going across York and highlights the key areas the city needs to begin to drive forward in order to eventually reach the national Climate Change Act¹ (2008) 80% reduction in CO₂ emissions by 2050. The Framework is to be used by the organisations across the city, including the council and WoW (Without Walls) partnership, to focus and drive forward coordinated action to tackle climate change.
9. The Action Plan for York is a combination of specific action plans. The plans are broken into mitigation actions, actions that will reduce emissions from across York, and adaptation actions, action that will help the city to prepare and adapt to climate change. The Action Plan is the delivery mechanism to achieving the Framework and the 10 key areas it aims to tackle.
10. The full Council resolution of the 3rd December 2009, also included signing up to a far more ambitious national campaign - the Friends of Earth (FoE) 'Get Serious' campaign. This campaign requires local authorities to reduce citywide carbon emissions by 40% by 2020 (based on a 2005 baseline). This is an ambitious target beyond current national interim targets (as per the Climate Change Act 2008).

¹ The Climate Change Act 2008 is the UK's legally binding long-term framework to cut carbon emissions by 80% by 2050 and at least 34 percent by 2020 (1990 baseline). It also creates a framework for building the UK's ability to adapt to climate change.

11. The council had a well-advanced plan for meeting the CCFAP requirements that are in line with national policy, however, the decision by members to sign up to the CoM and the FoE 'Get Serious' campaign, made it necessary to re-evaluate the consultation draft CCFAP and to carry out further work to calculate how all three climate change commitments could be achieved in York (CoM, FoE and CCFAP).
12. The commissioning of a renewable energy viability study for the city had already been instigated, to determine the role local renewable energy can play in meeting the various climate targets and timescales (this study went to CYC's Executive on 1st March 2011 as an annex to the Core Strategy).
13. However, it was clear that the council also needed to commission detailed carbon modelling work to enable a better understanding of the measures that would be possible / practical / necessary to achieve the various targets and timescales.

Current Position

Meeting the CoM requirements

14. The carbon modelling study for York is now complete. As part of this study, a scenario was developed for the CoM carbon reduction target. This scenario looks at what measures York could install to achieve the 20% target by 2020. As part of the CoM requirements a Sustainable Energy Action Plan has been collated and is based on the results of the carbon modelling CoM scenario.
15. The scenario that has been developed to inform the SEAP is presented as the most plausible way of meeting York's carbon reduction commitments. It is based on the range of measures currently available to local authorities, the effectiveness of different options to reduce carbon emissions, and a robust analysis of what measures are feasible for York. The measures identified in this scenario will be subject to further review in light of ongoing and significant changes to national policy and the finance / implementation structures available to local authorities and other key partners. Further work will now be carried out across CYC and partners to look into detailed feasibility and suitability of the measures in York.
16. A draft SEAP complete with its Baseline Emission Inventory is attached as annex 2 part I and II. Please note that the actions within the SEAP only detail one potential scenario that will achieve the reduction target. Measures may change over time depending upon a wide range of circumstances.

17. Over the next few years York will need to undertake several research and feasibility projects to identify sites, partners and funding for:

- possible low carbon/zero carbon Combined Heat and Power (CHP) schemes across appropriate sites in York
- other low carbon / renewable schemes such as large-scale and medium scale wind generation
- citywide/ area based domestic energy efficiency and renewable energy installation programmes
- citywide roll out of replacement transport fuels such as electricity.
- A comprehensive list of potential measures needed to deliver a 20% reduction by 2020 is detailed below (* Some measures will occur through national policy but York will have to active to receive such savings).

Measure	CO ₂ savings	Kilo tonne per annum	Quantity deployed	Unit
Green grid	81.65	ktpa	NA	NA
Road transport efficiency improvements	54.22	ktpa	16.38	% improvement
Fuel reduction by behavioural change and technology mix (Non-Domestic)	36.6	ktpa	16.025	% improvement
Replace road transport fuels with biofuels	33.65	ktpa	26740	000's litres
Wind large	28.15	ktpa	36	MWe (Megawatts electrical)
Wind medium	28.12	ktpa	60	MWe (Megawatts electrical)
CHP biomass	23.93	ktpa	3.4	Mwe (Megawatts electrical)
Cavity wall insulation (Domestic)	21.66	ktpa	32896	Homes
Solid wall insulation (Domestic)	21.09	ktpa	8027	Homes
All other measures (additional 27)	87.65	ktpa	NA	NA
Total CO₂ savings in kilo tonnes* per annum (*1 kilo tonne = 1000 tonnes)	416.72	ktpa		

Renewable energy

18. It is clear from the modelling work, and the draft SEAP, that maximising the potential of renewable energy in York will be vital, as too will developing citywide programmes to increase the up-take in domestic and non-domestic energy efficiency measures (including lighting, solid wall insulation, loft insulation and boiler replacements), behavioural change, road transport fuel reduction, road transport efficiency, replacement road fuels (such as for example electricity).
19. Work is now underway within CYC's private housing team to look at detailed feasibility of some of the proposed work from the modelling. CYC's energy team are also investigating the potential of renewable energy generation across the council estate. Additional work, to be lead by the Sustainability Team, will also be carried out to begin detailed feasibility of renewable energy projects across the City (based on the Renewable Energy Strategic Viability Study for York and the draft Core Strategy).
20. To ensure a coordinated approach to renewable energy / low carbon energy generation across CYC and the city annex 3 details a proposed approach and management structure that could be introduced to strategically manage and coordinate renewable energy / low carbon energy generation across CYC and the city. This structure utilises the existing Sustainable Development Board of CYC and creates a fourth stream of work for this Board to manage. It is proposed that this fourth stream be a task and finish group, anticipated to operate for at least 2 years (or until no new projects are possible).

Achieving the Climate Change Framework and other climate change targets

21. The carbon modelling work has also been used in CCFAP. The consultation drafts approved in 2010 have now been revised to include a priority list of future actions and interventions that could enable York to meet its climate CCFAP commitments and targets (see paragraphs 7 and 10). A summary of the modelling work was presented to the Sustainability Board in January 2011 – copies are available on request from the Sustainability Officer. Achieveing the 40% target requires a greater level of deployment beyond paragraph 17.

Update on other sustainability issues

22. Annex 4 provides an update on both CYC and city wide work to support the city's climate change commitments. It includes an update on CYC's carbon management programme, 10:10 campaign and also summarises newly funded projects.

23. On 7th March 2011, York was nominated for a national Climate Week Award www.climateweek.com/awards/ for the York Green Neighborhood Challenge <http://greenchallenge.climatetalk.org.uk/>. York was one of 4 initiatives short listed for the category of best local initiative - *Recognising effective initiatives to help combat climate change by local government and regional bodies.*

Consultation

24. The development of the SEAP has been developed from the consultation work on the CCFAP. This involved officers from across the council. These include teams from Forward Planning, Transport Planning, Design, Conservation and Sustainable Development, Waste, Environmental Protection, Housing, Procurement, Civil Engineering, Emergency Planning and Engineering Consultancy. Wider development of both plan also included key partners from Energy Saving Trust advice centre, Energy Partnership, North Yorkshire Green Business Club, Natural England, Environment Agency, Friends of St Nicolas Fields, Environment Forum and SEI and Higher York.
25. Presentations on the results of the modelling work have also been carried out to senior, relevant officers and managers in CYC and to the Environment Partnership Board.

Options

26. There are two options at this stage for managing climate change across York:
- Option A – agree the proposed SEAP
 - Option B – not to agree the draft SEAP and potentially fail some of the core requirements of the EU CoM. Without such a SEAP, it will be difficult for York to show how it will meet the requirements of the CoM and reduce its CO₂ emissions by 20% by 2020.

Analysis

27. Option A will help to ensure that a coordinated approach is taken across York to achieving the 20 per cent carbon reduction targets by 2020.
28. Option B is very likely to result in CYC not meeting all the requirements of CoM and it would be unclear how the city will monitor progress towards meeting the 20 per cent carbon reduction targets by 2020.

Corporate Priorities

- Addressing climate change is a key component to delivering on CYC's corporate ambition of delivering a sustainable city – *“We aim to be clean and green, reducing our impact on the environment while maintaining York's special qualities and enabling the city and its communities to grow and thrive”*

The SEAP, CCF and CCAP will also contribute towards the following city priorities:

- ‘Without Walls’ – the Sustainable Community Strategy which provides the sustainable framework for York;
- ‘Without Walls’ – Sustainable Community Strategy: Sustainable City Chapter - including: *“To lead the implementation of City of York Climate Change Strategy, emphasising the need for everyone to reduce their impact on the local and global environment and to measure their carbon and ecological footprint”.*

Implications

29. **Financial** – All actions detailed in the CCFAP are financed through existing CYC and existing partners budgets. (* Some transport related actions are subject to review by the Collation Government). However, all non CCFAP action in the SEAP require detailed financial viability assessments and will need CYC and partners to develop funding packages to enable any of these measures to be carried out. It is likely that national and European money will also need to be utilised to carry out the measures. In this case feasibility and viability will be investigated through the Climate Change Action Plan and financial implications identified through this process. It is likely that such large-scale programmes will need approval from council and WoW and future reports will be drafted to secure approval.
30. **Human Resources:** - The CCFAP is drafted on the basis of existing staff resources (*These are subject to CYC Organisation Review and other government cuts for partners). Additional SEAP projects will have resource issues. Until detailed feasibility is carried out it is not possible to understand what resource issues will arise.
31. **Equalities, Legal, Crime and Disorder:** A EIA has been drafted to accompany the CCFAP.
32. **Property and IT** – some actions require projects on the CYC estate. To continue to use the Carbon Descent Vantage Point software post 2011 there is an annual licence fee.
33. **Risk Management**

Potential risks include:

34. Failure by the council and WoW partners to deliver actions as per the SEAP and Climate Change Action Plan. This would result in the City of York failing to meet the carbon reduction targets of the CCFAP, the EU Covenants of Mayors and the Friends of Earth 'Get Serious' campaign.
35. Failure of the council and WoW partners to take a coordinated approach and actions to adapt to a changing climate. Failure to act may result in social, economic and environmental damage and disruptions across York's communities, businesses and transport networks.
36. Lack of sufficient co-ordination of the SEAP and CCFAP citywide actions in addition to the council's other sustainability priorities. The capacity to assist delivery of city-wide programmes of action is currently limited and the proposed SEAP, in addition to existing CCFAP priorities leads to additional capacity issues for the existing sustainability team. This leaves a real possibility that the council and WoW partners will fail to deliver the actions necessary to meet the carbon reduction targets of the CCFAP and CoM.
37. To monitor the above risks the following risk management process are in place:
 - a. The Sustainable Development Board of CYC and the Climate Change Subgroup and Environment Partnership Board will oversee the delivery of the SEAP and CCFAP (lead by the Sustainability Officer of CYC).
 - b. A new stream to deliver renewable energy across York is proposed to ensure renewable energy generation plays a large part in meeting the CCFAP and SEAP targets.
 - c. A monitoring strategy is also in place (delivered by the Sustainability Officer of CYC).
 - d. Regular updates and progress reports will be issued to WoW and CYC Executive to advise progress against the targets and assess whether adequate resources are in place to maintain the necessary progress
 - e. Re-prioritisation of the Sustainability Team's CYC and citywide work priorities will also be carried out as part of Service Review.

Recommendations

38. Executive are asked to approve the proposed SEAP.
39. Reason: To enable the City of York to submit this to the EU CoM team.

40. Executive are asked to note the significant actions required to deliver a 20% reduction in city-wide CO₂ emissions by 2020.
41. Reason: To understand the scale of action required in order to achieve a 20% reduction in CO₂ emissions.
42. Executive are asked to approve the proposed revisions to the Sustainable Development Board and the formation of a renewable energy generation task and finish group.
43. Reason: To ensure that CYC can take an enhanced leadership role installing and promoting renewable energy internally and across the city.
44. Executive are asked to note the risks of delivering the SEAP, specifically the risk of delivering such challenging city-wide targets that rely on limited existing staff and partnership working to achieve them.
45. Reason: To highlight the ambition and challenge ahead in meeting the SEAP and CCFAP where coordination of action and delivery of projects is on a city wide scale.

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Wards Affected: All

Report Approved **Date**

For further information please contact the author of the report

Background Papers

Report to and minutes of CYC Executive 19th October 2010

Annex:

Annex 1 – CoM summary

Annex 2 I – draft SEAP

Annex 2 II – SEAP and BEI

Annex 3 – Structure for proposed SD board / Renewable Energy task and finish group

Annex 4 – SD update