



Notice of a public meeting of

Climate Change Policy and Scrutiny Committee

- To:** Councillors Vassie (Chair), Baker (Vice-Chair), S Barnes, Fisher, Hook, D Myers and Wann
- Date:** Tuesday, 14 January 2020
- Time:** 5.30 pm
- Venue:** The Thornton Room - Ground Floor, West Offices (G039)

AGENDA

1. **Declarations of Interest**

At this point, Members are asked to declare:

- any personal interests not included on the Register of Interests
- any prejudicial interests or
- any disclosable pecuniary interests

which they may have in respect of business on this agenda.

2. **Minutes** (Pages 1 - 18)

To approve and sign the minutes of the meetings held on 12 November and 16 December 2019.

3. **Public Participation**

At this point in the meeting members of the public who have registered to speak can do so. The deadline for registering is **5.00pm on 13 January 2020**. Members of the public can speak on agenda items or matters within the remit of the Committee.

To register to speak please contact the Democracy Officer for the meeting, on the details at the foot of the agenda.

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4. Sustainable Development, Local Plan and (Pages 19 - 30) Climate Change

This report introduces a discussion on planning guidance and best practice concerning sustainable development. The committee wish to explore the feasibility of potential actions that the Council could take in furthering the aim of York being carbon neutral by 2030. This paper looks to set out the current York position in respect of its emerging Local Plan, development of Supplementary Planning Documents (SPDs) and the national policy context.

Additional further reading and resources published online:

- Planning for Climate Change, Executive Summary and Full Report - Town and Country Planning Association
- Friends of the Earth, 33 Actions that Local Authorities

can take on Climate Change

- Planning and Climate Change Supplementary Planning Document – Crawley Council

5. Work Plan 2019/20 (Pages 31 - 34)

To consider the Draft Work Plan for 2019-20.

6. Urgent Business

Any other business which the Chair considers urgent under the Local Government Act 1972.

Democracy Officer:

Name: Robert Flintoft
Telephone: (01904) 555704
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For more information about any of the following please contact the Democratic Services Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports and
- For receiving reports in other formats

Contact details are set out above.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)

Ta informacja może być dostarczona w twoim własnym języku. (Polish)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

یہ معلومات آپ کی اپنی زبان (بولی) میں بھی میا کی جاسکتی ہیں۔ (Urdu)

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City of York Council

Committee Minutes

Meeting	Climate Change Policy and Scrutiny Committee
Date	12 November 2019
Present	Councillors Vassie (Chair), Baker (Vice-Chair), S Barnes, Hook, D Myers, Wann, Orrell (Substituting for Fisher)
Apologies	Councillor Fisher

14. Declarations of Interest

At this point, Members were asked to declare any personal interests not included on the Register of Interests, prejudicial interest or any disclosable pecuniary interests which they may have in respect of business on the agenda.

Councillor Barnes declared a personal interest in relation to item 5 of the agenda, as he worked for an Offshore Renewable Energy company, Catapult.

15. Minutes

Resolved: that the minutes of the previous meeting held on the 15 October 2019 be approved and signed by the Chair as an accurate record.

16. Public Participation

It was reported that there had been three registrations to speak under the Council's Public Participation Scheme.

Emanuela Buizza spoke about the importance of trees to CO2 reduction. They requested that the Committee recommend to the Executive a complete ban on tree felling on both public and private land. They also requested that the Committee recognise the importance of the Ecological Emergency alongside that of the Climate Emergency.

June Tranmer echoed the previous speaker and noted that more trees are chopped down than are planted. The speaker also raised a concern regarding recycling, noting that residents are often displeased to see their separated waste being merged during collection.

Debby Cobbett requested that the Committee consider a number of recommendations to the Executive including:

- Changing the reimbursement transport policy for staff to not include travel by car or plane;
- The introduction of subsidised public transport passes;
- The introduction of electric charging points;
- Diversifying away from the use of fossil fuels.

17. Report on Co-Option

Before Members considered a report outlining the opportunity to co-opt a number of experts and stakeholders onto the Climate Change Policy and Scrutiny Committee, it was noted that Chloe Wilcox, Theo Steele, Amelia Barber, and Maisie Outhart were representatives from Youth Strike for Climate and not Extinction Rebellion. The Committee were also asked to consider the co-option of Terry Smithson from the Yorkshire Wildlife Trust.

The Scrutiny Officer noted that the four members from Youth Strike for Climate would have one place on the Committee and co-optees would be non-voting members of the Committee. Whilst Conservative and Independent Councillors did not currently have a seat on the committee due to City of York Council proportionality rules, it was noted that the Chair could still invite these Members to the Committee as non-voting participants. Finally, it was noted that Members had the option to invite representatives of the Stockholm Environment Institute to meetings on an ad-hoc basis, depending on whose expertise from the institute could support the Committee on particular topics.

Members unanimously agreed to all the recommendations.

Resolved:

- i. That the representatives of Youth Strike for Climate Chloe Wilcox, Theo Steele, Amelia Barber, and Maisie Outhart be co-opted onto the Committee.
- ii. That Terry Smithson from the Yorkshire Wildlife Trust be co-opted onto the Committee.
- iii. That representatives of the Stockholm Environment Institute be invited to meetings on an ad-hoc basis, when appropriate.
- iv. That the chair would invite Conservative and Independent Councillors to attend meetings as non-voting members.

Reason: To ensure that the Committee continues to seek the thoughts of key stakeholders and experts on the issues considered.

18. One Planet York - Update

Members considered several annexes about One Planet York and were joined by the Chair of One Planet York Mike Bonsall to help guide discussions with the Committee.

Mike Bonsall informed Members about the funding issues currently facing One Planet York and the reliance on external funding to carry out work. Low funding had meant that projects at One Planet York have not been taken forward. They confirmed that they would look at a number of funding options including having a host organisation, if it shared One Planet York's ambitions.

Members noted the importance of One Planet York as a brand leader within the city. In response to Members questions, Mike Bonsall confirmed that the objective for One Planet York in the next 12 months would be four to five projects already happening in the city that could be supported or enhanced by One Planet York coordinating activity for.

The Director of Economy and Place reminded the Committee to consider the role of the third sector as a whole in achieving zero carbon by 2030, as well as what City of York Council could do to support these organisations in achieving this goal.

Resolved:

- i. That the information provided be noted.
- ii. That the Committee will consider further issues relating to third sector organisations in helping achieve zero carbon by 2030.

Reason: To ensure that the committee are content with the relationship between the Council and One Planet York.

19. Specialist Perspectives on Challenges and Opportunities of a Zero Carbon Fleet

The Committee was joined by council officers, as well as Andy Griffiths, (Head of Value Chain Sustainability, Nestlé UK Ltd.) and Jon Harman (Head of Fleet, First Group UK Bus) for a round table discussion on the challenges and opportunities of realising and operating a zero-carbon fleet.

Andy Griffiths (Head of Value Chain Sustainability, Nestlé UK Ltd.)

Explained that Nestlé have focused on climate change management for a number of years and have reduced total carbon emissions by just over 60% since 2007. This has involved operations and transport and distribution. Delivery of change has been driven by efficiency and by renewable energy technologies. Key factors for reducing the carbon emissions of freight and optimising freight efficiency are fill rates (incoming and outgoing), and load share collaboration with other organisations (on backhaul and forward haul).

These factors deliver both environmental and economic benefits.

Consolidation and distribution centres – at both local and national level - enable optimisation of fill rates, maximising efficiency and delivering the right transport modes to local demand areas.

Switching to renewable solutions is crucial. There is an expectation that electrification, currently the preferred model for domestic transportation, would be the best solution but battery sizes and weight, and maximum vehicle range (currently around 100km) pose significant challenges for freight vehicles. The other options are hydrogen and biomethane. A fourfold increase in electricity generation across the UK is needed to enable hydrogen to take off as a fuel so this is 10 to 20 years away from being a mainstream solution. Biomethane is an easier option than electricity or hydrogen. 44 tonne vehicles can operate on LMG and/or 100% biomethane. Vehicles running on biomethane not only have a positive environmental impact, there is also typically a 50% reduction in noise, and improvements to air quality. Biomethane is produced from waste. Capturing the methane from this waste stream reduces local carbon emissions. Biomethane is already being used around the UK and provides the best opportunity on a pathway towards a zero carbon fleet.

Core challenges remain around infrastructure, with a need for recharging or processing facilities across the UK and York. Consolidation centres have a useful contribution to make, enabling refuelling points out on the perimeter and electrification within the city.

Jon Harman (Head of Fleet, First Group UK Bus)

Explained that First Group have reduced carbon emission by 13% as a group and by 8% in their bus fleet over the past year largely through the purchasing of more efficient (though largely diesel) vehicles. 2020 will see the arrival of another 20 electric buses in York, bringing the York fleet to

approximately 30% zero carbon. First are committed to long term investment in clean green technology.

Whereas shareholders, the public, and stakeholders used to be primarily interested in economic performance their key interest now is about First's work to reduce impacts of its operations on climate change.

While First are seeing some growth, the bus industry as a whole is seeing a reduction in patronage. Incentives are needed to get people onto buses. First wants to increase passengers among those who do not have to use the bus but choose to use public transport. Easy and cheap parking for cars are disincentives to using public transport. Bus lanes help increase bus use and reduce carbon emissions.

First are looking at hydrogen as well as electric buses. Electric buses are more developed than hydrogen buses but hydrogen is advancing towards commercial viability faster.

The challenges to wholesale electrification are massive because electric buses are twice as expensive as their diesel equivalents, and getting sufficient power to the James Street bus depot to charge 107 buses, if First switched to an all-electric fleet, would pose a huge challenge. First are looking at opportunity charging, at park & ride terminus for example. Because battery technologies and battery densities are changing very fast there is an investment risk; battery prices aren't falling but range is steadily increasing. Concerns remain about availability of lithium and about the longevity of the batteries due to a lack of long-term data.

Council officers told the meeting That the city council has three responsibilities:

Road and charging infrastructure, legislating as to how the roads are used, and fleet operator. The council's vehicle fleet is varied: from small vans to refuse trucks. Mileages are relatively low so CYC does not have range anxiety issues regarding electric vehicles. Infrastructure challenges including distribution centres and depots where services are based, can best be solved collectively. CYC is looking at City of London's new electric refuse collection fleet, Aberdeen's new hydrogen waste collection fleet, and a distribution centre in Belfast.

Members' questions and discussion

Q. How important is data sharing?

Nestlé publishes a lot of information on a wide variety of environmental criteria. Anonymised food waste data would help understanding of the

potential of biomethane as a fuel source. Collaborative discussion between different organisations across the city and the region, to look at things like distribution hubs would be very valuable.

Q. How important is carbon budgeting to Nestlé's and Frist Group's operations?

Carbon budgeting is absolutely crucial at Nestlé, in terms of understanding baseline data and measuring performance against that. He drew attention to two core elements: Scope 1 & 2 – measuring the organisation's operational and distributional footprint; and Scope 3 – measuring the carbon impact of the broader supply chain. Carbon budgeting enables Nestlé to understand its true carbon impact, but there are other impacts to consider: water scarcity, natural assets or biodiversity.

Carbon budgeting is increasingly important at First Group. Stakeholder and customer engagement is driving a focus on carbon budgeting. Carbon budgeting decisions are also commercial decisions.

Q. What scale of investment is required to transform the electricity supply infrastructure of James Street to allow bus depot and CYC to run electric fleets?

First explained that the challenge was a national one. Depots that have industry grow around them face challenges because the grid is not ready to meet the demands from, say, the electrification of the bus fleet.

Officers explained that upgrading Hazel Court to provide electric charging for all CYC vehicles (currently 249 vehicles) would cost around £3.5 million. Off-site charging points would also be required for building service operators (plumbers, etc.). Electric vehicles can cost twice as much as diesel vehicles because of battery cost.

Q. Would First Group be interested in operating a tram network with CYC?

First Group: Yes.

Q. Are Nestlé looking at using railways for freight?

Yes, Nestlé see rail as a core part of the transport plans going forwards. Location is key; making sure the right rail network is developed with rail hubs near distribution hubs. Strategic decisions are needed. It would be good for the city to convene commercial interests to determine what a

collaboration proposition could look like. That could be a very powerful proposition.

Q. Would urban consolidation be useful for freight?

Nestlé would like to be part of a discussion on urban consolidation and distribution hubs; there may be ways of shaping this discussion that looked more broadly than simply delivering goods to and from the city.

Q. Who pays for running a consolidation hub?

Nestlé explained that some organisations experience significant inefficiencies with regard to distribution; for them consolidation centres may therefore deliver economic benefit. For others extra costs may tip the economic argument the other way. Solution requires potential partners to explore what the model might look like and to establish whether the project can fund itself or whether it needs input to make it a viable proposition.

A member said that cost of initiatives such as consolidation hubs had to be measured against the costs of business as usual: congestion, carbon emissions, wear & tear to roads, damage to historic buildings, air quality.

Q. What about sharing costs of electrification by creating facilities together?

First sees working collaboratively as essential. Even to the point of working with competitors to have the economies of scale: taxis, refuse, council, light haulage, personal cars. All require exactly the same thing. Working in isolation produces less than optimal answers.

Q. How viable is hydrogen powered fleet for York?

First Group has 15 hydrogen buses going in at Aberdeen. London also has hydrogen buses. There is much commercial interest in developing new hydrogen products. Hydrogen overcomes a lot of the challenges with electric: electric double deck vehicles cannot go more than 140 miles on a single charge, we don't have that problem with hydrogen. First replaces vehicles on a fifteen year, scaling up to electric vehicles is very expensive, hydrogen is a more scalable option. Security and refuelling challenges relating to hydrogen are being addressed so First are open to working with hydrogen vehicles.

Nestlé stressed that Biomethane must not be forgotten as it provides an effective and already well developed alternative way forwards.

Officers expressed reservations about an exclusively electrical vehicle fleet for CYC largely because of the infrastructure challenges at James Street. Energy from waste and hydrogen seem to offer better long term solutions.

Q. How important is a whole life costing approach?

First Group's fleet decisions are based on whole life costings. For electric vehicles there are challenges however, even if the whole life costing makes it comparable with diesel, and if the future proofing ensures a long term return, the upfront costs are still an issue. One electric bus costs the same as two diesel buses. First are exploring ways to overcome the short term capital pressures of zero carbon technology.

Nestlé agreed that whole life costings has key role to play, but stressed the importance of integrated decision making. Initially, one-off environmental projects were developed around energy efficiencies that enabled long returns on investment. They saw the greatest change, however, when they started building the environmental proposition into every capital project. Integrated decision-making accelerates the pace and scale of change. Collaborative is also vital; there are some things where it makes sense for individual organisations to invest but in other situations bringing together different interests delivers solutions.

Resolved:

- i. That the Committee noted the discussions held during this session.

Reason: To continue the work and engagement with organisations in the City, to better understand the challenges of achieving a zero-carbon City by 2030.

20. Work Plan

Members considered the committee's work plan for the remainder of the 2019/20 municipal year.

Resolved:

- i. That the Chair and Vice Chair will discuss with the Scrutiny Officer and City of York Council officers, as to when a report on Carbon Budgeting should be brought to the Committee.

Reason: So that the Committee has an agreed schedule of work in place in order to move forward with its remit.

Cllr C Vassie, Chair

[The meeting started at 5.31 pm and finished at 8.01 pm].

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Meeting	Climate Change Policy and Scrutiny Committee
Date	16 December 2019
Present	Councillors Vassie (Chair), Baker (Vice-Chair), S Barnes, Fisher, Hook, D Myers, Wann, Smithson (Co-opted Non-Statutory Member) and Wilcox (Co-opted Non-Statutory Member)

Apologies

PART A - Matters Dealt with Under Delegated Powers

21. Declarations of Interest

At this point, Members were asked to declare any personal interests not included on the Register of Interests, prejudicial interest or any disclosable pecuniary interests which they may have in respect of business on the agenda.

Councillor Vassie declared a personal interest in relation to item 4 of the agenda, as he had previously worked on several projects for the Covenant of Mayors for Climate & Energy.

Councillor Barnes declared a personal interest in relation to item 6 of the agenda, as he worked for an Offshore Renewable Energy company, Catapult.

22. Minutes

Members confirmed an alteration to the minutes in regards to item 19 of the minutes (Specialist Perspectives on Challenges and Opportunities of a Zero Carbon Fleet). The alteration was agreed in order to provide a further detailed account of the item in the absence of any written reports for the item at 12 November 2019 meeting.

Resolved: That the minutes of the previous meeting held on the 12 November 2019 be approved and signed by the Chair as an accurate record. Subject to, the amendments to item 19 of the minutes.

Reason: To ensure a comprehensive record of the item be kept in the minutes as a substitute for not having written reports with the item.

23. Public Participation

It was reported that there had been six registrations to speak under the Council's Public Participation Scheme.

Petra Bistričić confirmed that Extinction Rebellion's road blocks would continue in the city every month to protest against air pollution in the city. They raised concerns that air pollution in the city was a major environmental and health issue that resulted in the death of York residents every year. They requested that the Council take the health risks seriously and that the city be made a car free zone. This request would extend to electric vehicles as they also create air pollution.

June Tranmer spoke as a member of One Planet York on its planning moving forward and the groups funding situation, with member funding not be sufficient for the group to carry out work. They highlighted that the group was still writing its mission statement and would like to provide mentoring to business' across the city, to assist these business to reduce their carbon foot print.

Debby Cobbett raised the Yorkshire and Humber Pensioners Convention Transport Manifesto and noted the importance of better bus services to people and the planet. They also noted that York's current bus services were not good enough for accessing the city centre. They asked the Committee to support the manifesto either as a Committee or as individual members. They raised the Council magazine not including anything on climate change and questioned if the council had done enough after declaring a climate emergency.

Kate Ravilious highlighted their background in climate science and their role as a science journalist. They noted that they were pleased that carbon budgeting was on the agenda but that the City of York Council had not done enough fast enough and were treating the Climate Emergency like it was business as usual. They requested the Committee recommend to the Executive to create a Specialist Climate Emergency team, to create a strategy on how to reach a net zero by 2030, and to pause all major projects until the strategy is in place.

David Emslie runs two business' at Clifton Moor, these business carry out work in lighting and water which can save money and reduce carbon

emissions. They noted that their projects aim to keep cost lower than the predicted savings and that projects on average recoup the cost of the project in 3 years. They an audit carried out for the York Eco Business Centre in May 2016 that highlighted a potential saving in both carbon emissions and up keep cost to upgrade light bulbs, that was not implemented. They asked that the Committee to support working with local organisations that can assist in reaching zero carbon by 2030.

Geoff Beacon raised concerns that the Local Plan was planning for people in the city to have large carbon foot prints. They highlighted a concern that a large amount of York residents were retired and moved from the south to buy several properties in the city, resulting in York importing a lot of high carbon foot prints, while driving those in the city with a low carbon foot print to live further out of the city. They noted that too few people knew about the Committee in the city and that more should be done to advertise it.

24. Refreshing York's Commitment to the Covenant of Mayors for Climate & Energy

Members considered the report regarding the prospect of refreshing York's commitment to Covenant of Mayors for Climate and Energy that had been adopted by a number of cities across Europe. It was noted that at the 29 August 2019 meeting of the Executive it was resolved that this Committee be asked 'to consider York refreshing its engagement with the Global Covenant of Mayors for Climate & Energy.'

Ryan Green from the Carbon Disclosure Project (CDP) joined the Committee and confirmed that CDP had worked very closely with the Covenant of Mayors for Climate and Energy. He noted that a key aspect of the commitment was to report on progress towards targets every two years and that this could be done for free through the CDP platform if the council wished to do so. He also confirmed that the current emission's reduction targets set in the commitment were the European Union's nationally defined contribution in the Paris Climate Change Agreement to Decarbonisation.

Members discussed the potential benefits of being able to share ideas and experience with other members of the Covenant who would hold shared objectives. It was also noted that membership of the European Union was not required to be a member of the Covenant and that members of the Covenant outside of the European Union, should still be able to access preferential loans from the European Investment Bank.

Members unanimously agreed to recommend to Full Council that they consider signing up to the Covenant of Mayors for Climate and Energy.

Resolved: That Council sign up to the Covenant of Mayors for Climate and Energy at the 19 December 2019 meeting.

Reason: To ensure that the Committee continued to support the Council's pledge to becoming carbon neutral by 2030.

25. Scoping Report on Corporate Review of Poverty in York

Members considered a request by the Customer and Corporate Services Scrutiny Management Committee (CSMC) to undertake a review into elements of poverty in the City which fall within the Climate Change Policy and Scrutiny Committee's remit, as part of a corporate review of poverty in York.

Members considered the parameters for the Committee's review into elements of poverty in the City which fall within the Climate Change Policy and Scrutiny Committee's remit as suggested in the report. Members agreed to expand the scope of its review beyond addressing fuel poverty by saving money on energy bills and pursuing sustainable affordable travel to improve accessibility to jobs and the city centre. Members raised the opportunity to also explore the health benefits of sustainable transport, as well as, potential economic benefits from the creation of green jobs and clean growth. Members also noted the often disproportionate effect of climate change on those from poorer economic backgrounds and considered issues such as flooding in the city, it was noted that the remit could also incorporate mitigating the effects of climate change on those in poverty.

Resolved:

- i. That a feasibility study be produced including a recommendation for the Committee's remit, taking into account the discussions held at the Committee, as part of a corporate review of poverty in York.

Reason: To agree a remit that would assist in providing a corporate, cross-party response to poverty in the city.

26. Carbon Budgeting

The Committee were joined by the Director of Economy and Place (CYC), as well as Jonathan Green (Stockholm Environment Institute), Ryan Green (CDP), and Sara Telahoun (Anthesis) for a round table discussion on the challenges and opportunities of Carbon Budgeting. Before Members discussed the item Sara Telahoun gave a presentation on local authorities and the climate emergency, the SCATTER tool, and Carbon Budgeting. After the presentation experts confirmed the importance of a team that worked on carbon budgeting and on providing oversight to all important council projects. Members were informed that the makeup of these teams varied at different authorities, but were recommended an example such as Bristol City Council's Energy Services Team.

Members discussed reaching zero carbon by 2030 and the importance of having a strategy on how to achieve this. It was noted that should the Council continue with a policy of business as usual, then it could have used its entire carbon budget between now and 2050 in 6 to 7 years. The importance of targeting areas with the biggest impact that can be achieved quickly was highlighted as a crucial element of any strategy, but that overall the strategy must look to do everything possible if it is to achieve the Council's goal of zero carbon by 2030. Areas identified to tackle carbon emissions included the cities current and future infrastructure, the cities energy supply, and the cities habitats and what land the Council had influence over.

The importance of public engagement was raised as being potentially crucial to the zero carbon by 2030 target for the city and it was noted that Members should play a key role in leading that consultation with residents. Members considered the role of a carbon Budget that could be both an asset in developing strategy, as well as, being a key tool in communicating with residents that strategy. Co-benefits were raised as a key part of messaging to get support for projects when trying to reduce carbon emissions.

Members also discussed at what level (such as individual authorities, regions, or national level) could the goal of reaching zero carbon be most effectively achieved. It was noted that this depended on the sector and that the council could look at both regionally, where devolution was noted as having been effective and locally, especially in relation to things that were directly in the Council's control. A potential lack of sufficient funding from central government was raised as a possible risk to initiatives seeking to make the city zero carbon by 2030. Therefore, Members highlighted the need to identify and then priorities areas that could be considered value for money. Exploring the economic opportunities of decarbonising the city's

economy was raised, Members highlighted examples of green projects having an economic benefit to a city.

The Committee unanimously agreed to make two recommendations to the Executive (see below under resolved).

Resolved:

- i. That the Executive be asked to appoint a Carbon Budgeting Specialist at a senior level, with a supporting team, to further develop a zero carbon strategy that will include a carbon budget.

Reason: To enable City of York Council to deliver on its pledge to create a zero carbon future for York.

- ii. That the Executive be asked to give careful thought to whether this Carbon Budgeting Specialist should sit outside the existing directorates.

Reason: In order to ensure that the proposed team can work freely in all areas of the City of York Council's operations.

27. Work Plan 2019/20

Members considered the committee's work plan for the remainder of the 2019/20 municipal year. It was agreed that the feasibility study as part of a corporate review of poverty in York would be added to the work plan for 14 January 2020. For the 4 February 2020 it was agreed that an update from One Planet York and Biodiversity (including tree planting) would be added to the work plan. For 10 March 2020 it was agreed that divestment from fossil fuels and a local energy strategy/clean growth investment would be added to the work plan.

Resolved:

- i. That the draft work plan was approved, as submitted, subject to the above clarification.

Reason: To ensure that the committee has a planned programme of work in place.

PART B - Matters referred to Council

24. Refreshing York's Commitment to the Covenant of Mayors for Climate & Energy

[See also under Part A]

Members considered the report regarding the prospect of refreshing York's commitment to Covenant of Mayors for Climate and Energy that had been adopted by a number of cities across Europe. It was noted that at the 29 August 2019 meeting of the Executive it was resolved that this Committee be asked 'to consider York refreshing its engagement with the Global Covenant of Mayors for Climate & Energy.'

Ryan Green from the Carbon Disclosure Project (CDP) joined the Committee and confirmed that CDP had worked very closely with the Covenant of Mayors for Climate and Energy. He noted that a key aspect of the commitment was to report on progress towards targets every two years and that this could be done for free through the CDP platform if the council wished to do so. He also confirmed that the current emission's reduction targets set in the commitment were the European Union's nationally defined contribution in the Paris Climate Change Agreement to Decarbonisation.

Members discussed the potential benefits of being able to share ideas and experience with other members of the Covenant who would hold shared objectives. It was also noted that membership of the European Union was not required to be a member of the Covenant and that members of the Covenant outside of the European Union, should still be able to access preferential loans from the European Investment Bank.

Members unanimously agreed to recommend to Full Council that they consider signing up to the Covenant of Mayors for Climate and Energy.

Recommended: That Council sign up to the Covenant of Mayors for Climate and Energy at the 19 December 2019 meeting.

Reason: To ensure that the Committee continued to support the Council's pledge to becoming carbon neutral by 2030.

Cllr C Vassie, Chair

[The meeting started at 5.35 pm and finished at 8.19 pm].



**Climate Change Policy and Scrutiny
Committee**

14 January 2020

Report of the Director of Governance

Sustainable Development, Local Plan & Climate Change

Summary

1. This report introduces a discussion on planning guidance and best practice concerning sustainable development. The committee wish to explore the feasibility of potential actions that the Council could take in furthering the aim of York being carbon neutral by 2030. This paper looks to set out the current York position in respect of its emerging Local Plan, development of Supplementary Planning Documents (SPDs) and the national policy context.

Background

The Local Plan and SPDs related to Sustainable Development

2. The Local Plan was submitted in May 2018 and is currently under examination with the first phase of hearing sessions taking place in December 2019.
3. The submitted Local Plan sets out that a number of SPDs will be produced in order to support and add detail to the Local Plan policies themselves. The following list indicates those SPDs that are currently referenced in the Local Plan:
 - Strategic Site SPDs (for each of the strategic development sites);
 - Sustainable Transport for Development;
 - Health and Well-being;
 - Cultural Well-being;

- Green Infrastructure;
 - Affordable Housing;
 - Gypsy and Travellers and Travelling Showpeople;
 - Lower Derwent Valley;
 - Low Emission;
 - Sustainable Design and Construction;
 - Managing Environmental Quality;
 - Local Heritage List;
 - Self Build and Custom Build Housing; and
 - The review of existing draft SPDs including HMOs, Sub-division of dwellings and house extensions.
4. In September 2018, Executive Members endorsed the production of supplementary planning documents as outlined in the Submitted Local Plan, prioritising the production of an Affordable Housing SPD and Green Infrastructure SPD. Members had previously highlighted these SPDs as key priorities to support the Local Plan policy position and they were based on evidence that provided a robust rationale for their implementation. The prioritisation of these SPDs was also considered a pragmatic approach to enable development of SPDs to occur alongside the Local Plan examination and within current resources.
5. Since this decision, City of York Council declared a 'Climate Emergency' in March 2019 and agreed to set a target to become net carbon neutral by 2030.
6. At the Full Council meeting in July 2019, Members resolved to request that the Executive expedites the production of a number of the Supplementary Planning Documents to support the policies in the emerging Local Plan to reflect the Council's ambition to be carbon neutral by 2030, prioritising the supplementary guidance on Zero-Carbon Building and Renewable Power, and Green and Blue Infrastructure.
7. Supplementary Planning Documents are intended to add further details to policies within a Development Plan Document such as a Local Plan. They can be used to provide further guidance for development on specific sites or on particular issues. SPDs are capable of being a material consideration in planning decisions but are not part of the Development Plan itself.

8. SPDs are intended to expand on high level 'strategic' policies contained within DPDs such as the emerging York Local Plan in order to guide development management officers, developers and development site landowners and their professional consultants. An SPD does not set policy itself but provides a framework for the implementation of policy.
9. An SPD must be produced under the provisions of the Planning and Compulsory Purchase Act 2004 and the Town and country Planning (Local Planning) England, Regulations 2012, and in accordance with the National Planning Policy Framework (NPPF). These regulations set out the process that the production of a SPD must follow. This includes a requirement for the SPD to not be in conflict with an adopted Development Plan Document, to contain a reasoned justification of the policies contained within it and that before a SPD can be adopted it must prepare a statement setting out how the Local Planning Authority has consulted on the SPD.
10. The Local Plan was submitted for examination on 25th May 2018 but until such time as there is an adopted development plan in York, any draft SPD (even if consulted upon and approved by the Council to inform development management decisions) would only have the status of interim planning guidance, it would not have the same legal status as an adopted SPD in that decision making process. A draft SPD would be capable of being a material planning consideration, but the weight that could be attached to it would be more limited than that of an adopted SPD.
11. A new National Planning Policy Framework (NPPF) was published in July 2018 and updated in February 2019. In line with the revised NPPF, the Local Plan is being examined under 'transitional arrangements'. This means the Plan is being examined pursuant to NPPF 2012 and the associated applicable planning practice guidance. This approach was confirmed in a letter from the appointed Planning Inspectors in November 2018.
12. The revised NPPF (2019) is clear however, that it applies immediately to decision-making and should be a material consideration for planning decisions. Therefore, the preparation of any SPDs must be compliant with the submitted Local Plan and take consideration of the NPPF (2019) to ensure that it is compliant for decision-making.

The Emerging Local Plan

13. The policies set out in the Local Plan aim to be ambitious in their requirements for new development to reflect the national commitment to reducing carbon emissions, the Council's ambitions to tackle climate change in York and the evidence base produced to support its delivery at a local level.
14. Section 11 'Climate Change' of the Local Plan specifically seeks to ensure development tackles climate change through ensuring it generates renewable and low carbon energy, uses natural resources prudently and is built to high standards of sustainable design and construction. These applicable policies are:
 - CC1: Renewable and Low Carbon Energy Generation and Storage
 - CC2: Sustainable Design and Construction of New Development
 - CC3: District Heating and Combined Heat and Power Networks
15. Policy CC1 encourages the development of renewable and low carbon energy generation and storage. It requires new buildings to achieve a 28% reduction in carbon emissions through the provision of renewable and low carbon technologies in the locality of development or through energy efficiency measures, unless it can be demonstrated that this is not viable. Applicants must submit an energy statement setting out how this will be achieved, taking into consideration the impact of the scheme on other planning considerations and demonstrate any viability issues with meeting the target.
16. Policy CC2 sets out the sustainable design and construction requirements that all new development (by type) must adhere to and demonstrate in a Sustainability Statement. In summary, the policy requirements are:
17. For new residential development – deliver at least a 19% reduction in Dwellings Emission Rate (DER) compared to the Target Emission rate (TER) (calculated using SAP as per the Building Regulations) and a water consumption rate of 110 litres per person per day (calculated as part G of the Building Regulations).

18. For Non-residential development over 100sqm internal floor area - meet BREEAM 'excellent' standard (or equivalent).
19. Policies in the Local Plan are underpinned by evidence commissioned from the Carbon Trust (2017) [CD122], which sets out the most appropriate strategy for delivering carbon reduction and energy efficiency in new developments in York based upon national policy, building regulations and guidance. For policy CC1 specifically, this work drew on evidence base commissioned for the Local Plan, including the Renewable Energy Study (2014). This study assessed the city's potential for generating renewable energy and concluded that there is potential to generate power from a variety of sources, including wind, solar and hydro. It recommends appropriate areas across the city but does not preclude schemes in alternative locations subject to these meeting the provisions set out in policy CC1.
20. For policy CC2, the Carbon Trust identified that the Deregulation Act 2015, ministerial statement following the Housing Standards Review and the HM Treasury report Fixing the Foundations: Creating a more prosperous nation (2015), were all relevant. These limit the Councils' ability to demand energy efficiency improvements beyond the Building Regulations. However, it is recognised that a 19% reduction in BER vs TER is currently permitted and this has therefore been transposed into the policy.
21. For water efficiency, the consumption levels included are based upon evidence provided by Yorkshire Water and the Environment Agency demonstrating that implementing water efficiency measures is essential to prepare for and adapt to climate change and increased water demand. Limiting the water consumption rate is considered to be an effective measure therefore for water demand management.
22. Non-residential development must meet BREEAM 'excellent' standard. BREEAM is a recognised sustainability assessment method for masterplanning projects, infrastructure and buildings. BREEAM requires assessment and certification of a scheme's environmental, social and economic sustainability performance, using standards developed by BRE. It recognises and reflects the value in higher performing assets across the built environment lifecycle, from new construction to in-use and refurbishment. Whilst the 'excellent' standard relates to non-residential development, a second assessment method operating alongside

it – CEEQUAL – provides the evidence-based sustainability assessment, rating and awards scheme for civil engineering, infrastructure, landscaping and public realm projects.

23. The NPPF requires that planning policy and the contributions expected from development does not undermine the deliverability of the plan. The Viability Study (2018) submitted in May 2018 [CD018] tests whether the policies in plan are viable to implement. This draws upon the evidence from the Carbon Trust and adds in the costs of applying policy CC2 for residential and commercial/other development.
24. The viability study concluded that together with other applicable policies that incur a cost, the implementation of policy CC1/CC2 is not expected to render development unviable. At a strategic level therefore, the policies are viable and their implementation would not undermine the delivery of the plan.

Supplementary Planning Documents

25. Following Members resolution at Council in July and their declaration to become carbon neutral by 2030, there is a clear consensus for robust action and policy to be enforced to meet the climate change agenda in York. Policies in the Local Plan work towards this agenda. The opportunity of a SPD that articulates expectations and guidance as to how to achieve or demonstrate the Council's policy ambitions, will provide a consistent framework against which officers and applicants can refer.
26. A Carbon Reduction, Renewable Energy and Sustainable Design and Construction SPD is proposed to be taken forward. A report setting out the scope of this document together with progress/scope for a Green-Blue Infrastructure SPD and progress on Affordable housing matters, was taken to the [Executive Member Decision Session for Strategic Planning on 17th October 2019](#)¹.
27. The scope of these SPDs was taken to the decision session of the Executive Member for Economy and Strategic Planning in October 2019 and endorsed. Work is now being progressed on producing a draft SPD to be brought back to members of the Local Plan working Group and Executive for consideration prior to city wide consultation. The timescale for the production of the draft SPD is Spring 2020 but this is dependent on the outcome of

¹ <https://democracy.york.gov.uk/ieListDocuments.aspx?CId=735&MIId=11429&Ver=4>

the Inspectors Report on the first phase of Local Plan examination hearings.

28. All SPDs researched and used as exemplars to inform the scoping work for a Carbon Reduction, Renewable Energy and Sustainable Design and Construction SPD have included a checklist approach for applicants. This helps to ensure that the requirements the applicants must evidence and the documents they should submit with planning applications, are as clear as possible. Many also include guidance for development schemes split into residential / non-residential based advice under themed topics. In most cases energy efficiency and renewable energy considerations are dealt with together and separate consideration is provided for sustainable construction (including water efficiency and materials).
29. For York, it is considered that the approach of combining a checklist together with subject based detail is the most appropriate approach. This would utilise Council's existing approach to development management thereby ensuring fewer issues during the application process. The scope of the SPD is proposed on this basis to cover each part in detail. The SPD would therefore focus on:

Part 1 – Guidance

- Importance of Urban design to Climate change, carbon reduction and renewable energy
- Mechanisms for Securing delivery
- Energy Efficiency and Renewable Energy
- Sustainable Design and Construction

Part 2 – Checklist

- Residential development
- Non-residential development

Supranational and National Legislation

30. The Climate Change Act 2008 is the basis for the UK's approach to tackling and responding to climate change. It requires that emissions of carbon dioxide and other greenhouse gases are reduced and that climate change risks are prepared for. The Act

also establishes the framework to deliver on these requirements. The UK's long-term emissions target is to reduce the emissions of carbon dioxide and/or greenhouse gases by at least 100% of 1990 levels (net zero) by 2050.

31. The EU has established and recently updated a legislative framework that includes the Energy performance of buildings directive (EPBD) and the Energy efficiency directive. Together, the directives promote policies that will help achieve a highly energy efficient and decarbonised building stock by 2050, create a stable environment for investment decisions to be taken and that will enable consumers and businesses to make more informed choices for saving energy and money.
32. In response to the EU Directive, the Ministry of Housing, Communities & Local Government (MHCLG) informed local authorities on 14 January 2019 that, effective from 1 January 2019, the requirement for nearly zero energy buildings would be mandatory for new buildings owned and occupied by public authorities and that from 31 December 2020 the nearly zero energy requirement would be mandatory for all other new buildings.

Planning Practice Guidance

33. The Government's planning guidance on renewable and low carbon energy identifies specific planning considerations:
 - Local planning authorities are responsible for renewable or low carbon energy development of 50 megawatts or less installed capacity.
 - Microgeneration is often permitted development and therefore may not require planning permission.
 - Although the NPPF explains that communities must increase the use and supply of low carbon energy, this does not mean that the need for this development overrides environmental protections and the planning concerns of local residents.
 - Local planning authorities should consider:
 - o A range of technologies and the policies needed to encourage their development in the right places;
 - o The falling costs of these technologies, increasing their attractiveness;

- The impacts of different technologies on the places in which they would be located; and
- There is no specific quota of renewable and low carbon energy that must be delivered by the Local Plan.
- Local planning authorities may wish to establish policies that give positive weight to those projects led by the local community.
- Particular renewable energy technologies have different site considerations. For example:
 - For biomass, appropriate transport links;
 - For hydro-electric power, sources of water;
 - For wind turbines, predicted wind resource.
- Cumulative impacts of development require particular attention, for example that of wind turbines or solar farms on landscape and local amenity. Protecting local amenity should be given proper weight in planning decisions.

Government Consultation on The Future Homes Standard

34. In October 2019, the Government published an open consultation on the uplift to the standard of Part L of the Building Regulations and changes to Part F. The uplift is the Governments first step in achieving the Future Homes Standards (FHS).
35. The consultation sets out the Governments plans for the Future Homes Standard, including proposed options to increase the energy efficiency requirements for new homes in 2020. The Future Homes Standard will require new build homes to be future-proofed with low carbon heating and world-leading levels of energy efficiency.
36. This consultation is the first stage of a two-part consultation about proposed changes to the Building Regulations. It also covers the wider impacts of Part L for new homes, including changes to Part F (ventilation), its associated Approved Document guidance, airtightness can improving as-built performance of the constructed home.
37. The consultation proposes achieving this via one of two options:

- Option 1: 20% reduction in carbon emissions compared to the current standard for an average home. This can be delivered by very high fabric standards (typically with triple glazing and minimal heat loss from walls, ceilings and roofs) in addition to waste-water heat recovery and use of a gas boiler.
- Option 2: 31% reduction in carbon emissions compared to the current standard. This could be delivered based on better fabric standards, though not as high as in option 1 (typically double not triple glazing). In addition this would likely feature waste-water heat recovery and use of a gas boiler and solar PV. This is the government's preferred option.

38. The officer recommendation in the report due for consideration on 6 January 2020 is:

- Support the Government's recommendation of option 2 and highlight that Local Authorities should be able to set their own efficiency standards including use of Photovoltaics (PV) on all new and renovated buildings. City of York Council would like to urge the Government to move towards a compulsory requirement for PV to be installed in new buildings and renovated buildings where there are no significantly adverse implications in terms of any heritage assets.

Consultation

39. There was no consultation necessary in the production of this report.

Options

40. Members can decide whether they would like to take a specific aspect of this report in to their work planning or decide that no further work is required.

Analysis

41. There was no analysis necessary in this report. This report provides background information to assist the committee in their discussions with officers and guests.

Council Plan

42. The issues that will be discussed in this session are linked to the Council Plan themes of 'A Greener and Cleaner City' and 'Creating Homes and a World-class Infrastructure', as set out in the Council Plan 2019-23.

Risks and Implications

43. There are no risks or implications arising from the recommendations in this report.

Recommendation

44. The Committee is asked to consider the information in this report and highlight whether there are particular aspects that they would like to take forward into their work plan for the coming months.

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Report
Approved

Date 06/01/20

Wards Affected:

All

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Additional further reading and resources:

<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=969&MId=11664&Ver=4>

- Planning for Climate Change, Executive Summary and Full Report - Town and Country Planning Association
- Friends of the Earth, 33 Actions that Local Authorities can take on Climate Change
- Planning and Climate Change Supplementary Planning Document – Crawley Council

Climate Change Policy and Scrutiny Committee

Draft Work Plan 2019-20

Tuesday 10 September @5.30pm	<ol style="list-style-type: none">1. Terms of Reference2. Approach – Ways of Working3. Climate Change Update4. Identifying Priorities5. Work Plan
Tuesday 15 October 2019 @5.30pm	<ol style="list-style-type: none">1. Attendance of the Executive Member for Environment and Climate Change2. Round-table discussions on baseline statistics and funding opportunities3. Work Plan
Tuesday 12 November 2019 @5.30pm	<ol style="list-style-type: none">1. Co-option to the Climate Change Policy and Scrutiny Committee2. Specialist Perspectives on Challenges and Opportunities of a Zero Carbon Fleet3. One Planet York – Update4. Work Plan
Monday 16 December 2019 5.30pm	<ol style="list-style-type: none">1. Refreshing York's Commitment to the Covenant of Mayors2. Scoping Report on Corporate Review of Poverty in York3. Carbon Budgeting4. Work Plan

<p>Tuesday 14 January 2020 @5.30pm</p>	<ol style="list-style-type: none"> 1. Sustainable Development, Local Plan & Climate Change (Round Table Discussion) 2. Work Plan
<p>Tuesday 4 February 2020 @5.30pm</p>	<ol style="list-style-type: none"> 1. Procurement Theme (TBC) 2. One Planet York 3. Biodiversity (inc Trees) 4. Work Plan
<p>Tuesday 10 March 2020 @5.30pm</p>	<ol style="list-style-type: none"> 1. Divestment from Fossil Fuels 2. Local Energy Strategy / Clean Growth Investment 3. Feasibility Report – Corporate Review into Poverty
<p>Tuesday 21 April 2020 @5.30pm</p>	
<p>Tuesday 12 May 2020 @5.30pm</p>	

Council Plan Priorities relating to Climate Change

A Greener and Cleaner City

- A new climate change strategy
- A road map to zero carbon by 2030
- Review of waste collection options
- Align strategies to protect the environment
- Supplementary Planning Guidance on zero carbon buildings
- Review of single use plastics
- Mitigate and adapt to extreme weather events

An Open and Effective Council

- Use procurement approaches to address climate emergency

Getting Around Sustainably

- Identify options to move fleet to low/zero carbon
- Expand York’s electric vehicle charging point network
- Work in partnership to deliver low/zero carbon public transport
- Implement York’s first Clean Air Zone and closely monitor air quality

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