



EAST STAFFORDSHIRE BOROUGH COUNCIL

REPORT COVER SHEET

Title of Report:	Climate Change Declaration and Action Plan	To be marked with an 'X' by Democratic Services after report has been presented
Meeting of:	Corporate Management Team	
	Leader and Deputy Leaders - 9 March 2020	X
	Leader's / Leader of the Opposition's Advisory Group / Independent Alliance Advisory Group – 1 st & 2 nd July 2020	X
	Council – 17 th August 2020	
	Scrutiny Audit and Value for Money Council Services Committee [DATE] / Scrutiny Community Regeneration, Environment and Health and Well Being Committee [DATE]	



Is this an Executive Decision:	YES	Is this a Key Decision:	YES
Is this in the Forward Plan:	YES	Is the Report Confidential:	NO
If so, please state relevant paragraph from Schedule 12A LGA 1972:	[NA]		

Essential Signatories:

ALL REPORTS MUST BE IN THE NAME OF A HEAD OF SERVICE

Monitoring Officer: **Angela Wakefield**

Date Signature

Chief Finance Officer: **Sal Khan**

Date Signature

EAST STAFFORDSHIRE BOROUGH COUNCIL

Report to Council

Date: 17th August 2020

REPORT TITLE: Climate Change Declaration and Action Plan

PORTFOLIO: Regulatory Services

HEAD OF SERVICE: Mark Rizk

CONTACT OFFICER: Rachel Liddle Ext. No. x1838

WARD(S) AFFECTED: All Wards

1. Purpose of the Report

1.1. To provide an options appraisal of climate change mitigation and adaption in East Staffordshire and provide a suitable action plan to achieve this ambition.

2. Executive Summary

2.1. Climate Change is recognised as the most important environmental challenge that we currently face. A 'Climate Emergency' movement has arisen which calls for rapid, unprecedented changes in all aspects of society to limit global warming.

2.2. In June 2019, a new statutory target for net-zero greenhouse gases by 2050 was introduced to end the UK's contribution to global emissions. This, along with a government motion to declare a Climate Change Emergency in May 2019 has resulted in over 200 Local Authorities declaring a Climate Emergency with targets to become carbon neutral.

2.3. The current performance of climate change in East Staffordshire is average, with the majority of carbon emissions linked to industrial processes within the area. Whilst emissions have reduced by 38% since 2005, the levels of industry and transport related emissions still exceed the national average.

2.4. East Staffordshire Borough Council is in a key position to take action on climate change, in the way it manages its own estate and assets, in leading the community through its roles as a regulator and as a service provider.

- 2.5. Whilst a number of policies and initiatives have already been taken which help to adapt to and mitigate the impacts of climate change, it is clear that to become carbon neutral we need to do more to reduce energy usage, generate local power and/or offset by increasing carbon removal.
- 2.6. This report seeks to provide an options appraisal of climate change mitigation and adaptation. A Climate Change Action Plan is included in Appendix 2 which sets out our commitment to reducing our emissions and supporting and promoting actions that can be taken by local people and businesses in becoming carbon neutral.
- 2.7. It should be noted that this report has been brought forward during the Covid-19 Pandemic, with the consequential pressures on the Council. Despite this significant issue, a comprehensive plan for the ambition of achieving Carbon Zero by 2040 has been developed.

3. Background

- 3.1. There is clear evidence that climate change is happening, causing rising global temperatures, increased flooding and more extreme weather events. This has an impact on coastal defenses, food production, ecosystems, human health and poverty. Human activity is the main contributor to this warming and it is vital that we take action to prevent further dangerous climate change.
- 3.2. The 'Climate Emergency' movement has arisen on the back of the October 2018 United Nations Intergovernmental Panel on Climate Change (IPCC) which reported on the state of global warming. It warned of the rapid and far-reaching consequences of over 1.5 °C of warming and outlines that limiting global warming to 1.5°C would require rapid, far-reaching and unprecedented changes in all aspects of society.
- 3.3. The Climate Change Act 2008 required the UK to reduce its carbon emissions by at least 80% by 2050. In May 2019 a new target for net-zero greenhouse gases by 2050 was recommended which was made a statutory target in June 2019 through the Climate Change Act (2050 Target Amendment) Order 2019. If met, this target would effectively mean the UK would end its contribution to global emissions by 2050.
- 3.4. In May 2019 a motion was passed by Government declaring a Climate Change Emergency and since that time Climate Emergency declarations have been passed by more than 200 Local Authorities, with more declaring all the time. However, these are voluntary declarations; there is no legal requirement for local authorities to declare and similarly there are no guidelines for making a declaration.
- 3.5. Those councils that have declared Climate Emergencies have also, as a consequence set targets to become carbon neutral. The most commonly set date is 2030, with others setting targets for dates such as 2028, 2038 and

2040. The majority of local authority carbon neutral targets have been inspired by the original target of an 80% reduction in emissions by 2050.

- 3.6. Local Authority targets for tackling carbon emissions generally tend to be split between those relating directly to the organisation and those relating to the Local Authority area as a whole. Furthermore, some local authorities have set a goal of 'zero emissions' whilst others are looking to achieve 'carbon neutrality'.
- 3.7. Those Local authorities not wishing to declare a Climate Emergency with the level of commitment mentioned above, still face an imperative to be mindful of the relevant statutory duties placed on local authorities and the international commitments made by Government.

4. Contribution to Corporate Priorities

- 4.1. Climate change and carbon neutrality contributes towards the Councils priorities for Community Regeneration and Environment and Health and Wellbeing by reducing the impacts of climate change such as increased weather events, flooding and other temperature related changes, creating a more sustainable future.

5. Glossary of terms

Carbon Neutrality/ Net Zero – Carbon neutrality, or having a net zero carbon footprint, refers to achieving net zero carbon dioxide emissions by balancing carbon emissions with carbon removal. It is known as a net zero target because some emissions can remain if they are offset (i.e. by removal from the atmosphere and/or by trading in carbon units).

Carbon Offsetting- is the process of balancing carbon **released into** the atmosphere with carbon **removed from** the atmosphere. To achieve carbon neutrality through the balancing of carbon emissions, efforts must be made to create or contribute towards carbon removal schemes.

CO₂ emissions total per capita - This is a measure of estimated carbon dioxide emissions per head of population for all sectors at a local authority level. The purpose of these estimates is to assist those using local emissions accounting as a tool in developing emissions reduction strategies. It should be noted that circumstances vary enormously between authorities, and local authorities have relatively little influence over some types of emissions, and for these reasons these statistics should be interpreted with caution.

tCO₂e- A measurement of carbon footprint in tonnes of carbon dioxide equivalent

6. Climate Change

6.1. Description of East Staffordshire

6.1.1. East Staffordshire Borough is situated in the central eastern area of the county of Staffordshire, with its eastern boundary bordering South Derbyshire.

6.1.2. The Borough covers an area of 96,000 acres and had an estimated population of 118,574¹. East Staffordshire is largely rural with ancient woodlands in part, and the Weaver Hills adjoining the Derbyshire Dales, in the North. The two main towns where industrial and commercial activities are concentrated are Burton upon Trent and Uttoxeter. A map of East Staffordshire Borough is shown in Figure 1 (below).



Figure 1- Map of East Staffordshire

6.1.3. Within East Staffordshire there are approximately 40 industrial processes subject to control under the Environmental Permitting Regulations 2007. Industrial activities in the area include two Part A2² processes for the manufacture of construction/agricultural machinery along with Part B³ processes for brewing, rubber manufacture, ferrous and non-ferrous metal production and engineering.

6.1.4. There are no motorways in the Borough although there are two major trunk routes, namely the A38 between Birmingham and Derby and the A50 linking

¹ ONS (2018)

² A businesses whose premises produce pollution and is regulated under Local Authority integrated pollution prevention and control (LA-IPPC)

³ A businesses whose premises produce pollution and is known as Local Air Pollution Prevention and Control (LAPPC)

the M1 near Nottingham and the M6 at Stoke on Trent. The main commuter routes into Burton upon Trent from Leicestershire, Derbyshire and other parts of Staffordshire include the A511 linking the A50 to the north and the M1 near Coalville and the A444 traversing the M42 and Nuneaton in Leicestershire

6.2. East Staffs Borough Council Carbon Dioxide Emissions

6.2.1. East Staffordshire’s performance for climate change is ‘average’ compared to other Staffordshire authority areas. There are 13 large industrial installations within East Staffordshire and this sector accounts for the majority of Carbon Dioxide emissions with 41% compared to 34% from transport and 25% from housing.

6.2.2. The Council has provided support to mitigating climate change with a number of strategies for climate change which were introduced between 2009 and 2013 and the adoption of climate local in 2014. The initial Climate Change Strategy and Air Quality Action Plan were introduced in 2009 following the introduction of National Indicators for climate change and fuel poverty. The Carbon Management Strategy was subsequently developed to coordinate the work around sustainability which lead to the review and implementation of the current Climate Change Strategy and Climate Change Adaptation Plan in 2013 and Air Quality Strategy in 2015 which contains the current Air Quality Action Plan.

6.2.3. The latest statistics published by BEIS⁴ (2 year lag) show that the overall carbon emissions have decreased by 38% for East Staffordshire from 10.0 tCO₂e in 2005 to 6.2 tCO₂e per capita in 2017. This figure is still above the national average of 5.3 tCO₂e per capita (8.7 baseline year of 2005), however, the decrease in emissions has followed a similar trend.

6.2.4. Table 1 provides a breakdown of the total CO₂ emissions for sectors in East Staffordshire:

Table 1- Total CO₂ emissions in East Staffordshire (2017)

Area	Sector Name	CO ₂ (kt)
Industry	Industry & Commercial Electricity	122
	Industry & Commercial Gas	99
	Large Industrial Installations	5
	Industrial & Commercial Other Fuels	65
	Agricultural Combustion	18
Domestic	Domestic Electricity	49
	Domestic Gas	110
	Domestic Other Fuels	23
Transport	Road Transport (A roads)	170
	Road Transport (Motorways)	0
	Road Transport (Minor roads)	68
	Diesel Railways	6

⁴ Department for Business, Energy and Industrial Strategy

	Transport Other	10
	LULUCF Net Emissions	-10
	Total for all sectors	734

6.2.5. The data is broken down to the three areas of Transport, Domestic and Industry. East Staffordshire’s Industry emissions measure 2.61 tCO₂e per capita compared to 5.0 tCO₂e in 2005, which is above the national average of 2.1 tCO₂e. Carbon emissions for domestic have also fallen from 2.6 tCO₂e in 2005 to 1.5 in 2017, matching the national average and carbon emissions for transport have decreased from 2.4 tCO₂e to 2.2 for transport however this figure is higher than the national average.

6.2.6. Whilst emissions have reduced overall since 2005, with the largest reduction in emissions from industry, the latest figures (2017) for industry and transport exceed the national average. Figure 2 below and table 1 in Appendix 1 demonstrates the Total Co₂ Emissions per sector for East Staffordshire:

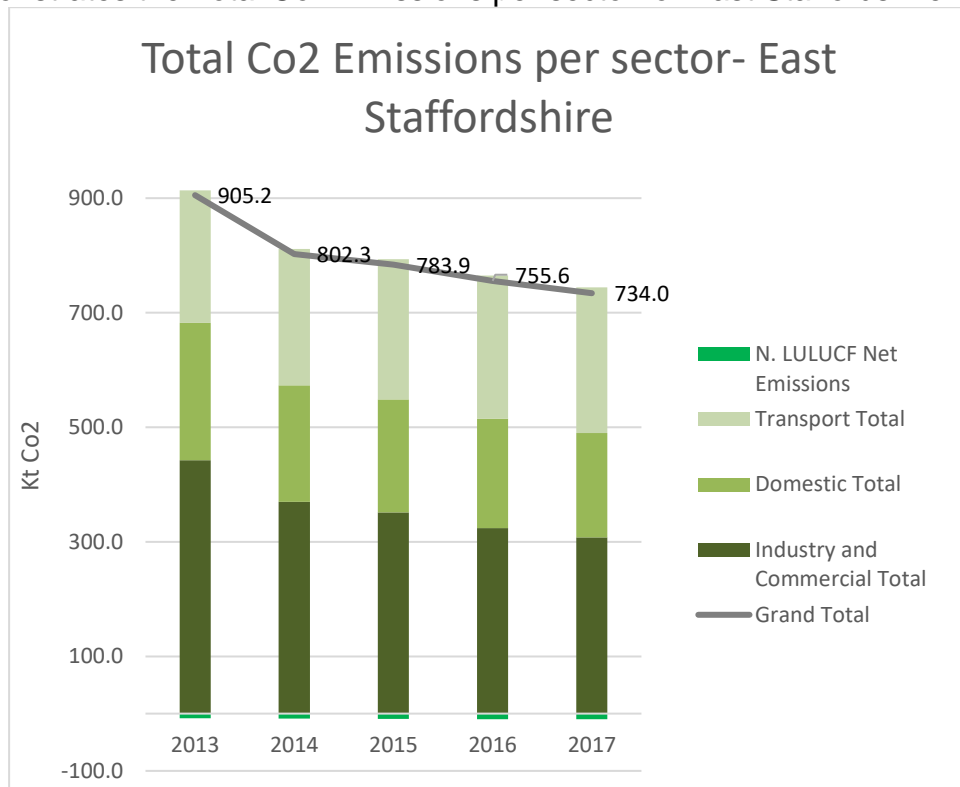


Figure 2- Total CO₂ Emissions per sector

6.2.7. Figure 3 provides a comparison of carbon dioxide emissions for households per head of population for each Staffordshire Authority between 2005 and 2017. This shows a 38% reduction for Carbon Emissions for East Staffordshire, which is the third highest in Staffordshire (see figures in Appendix 1).

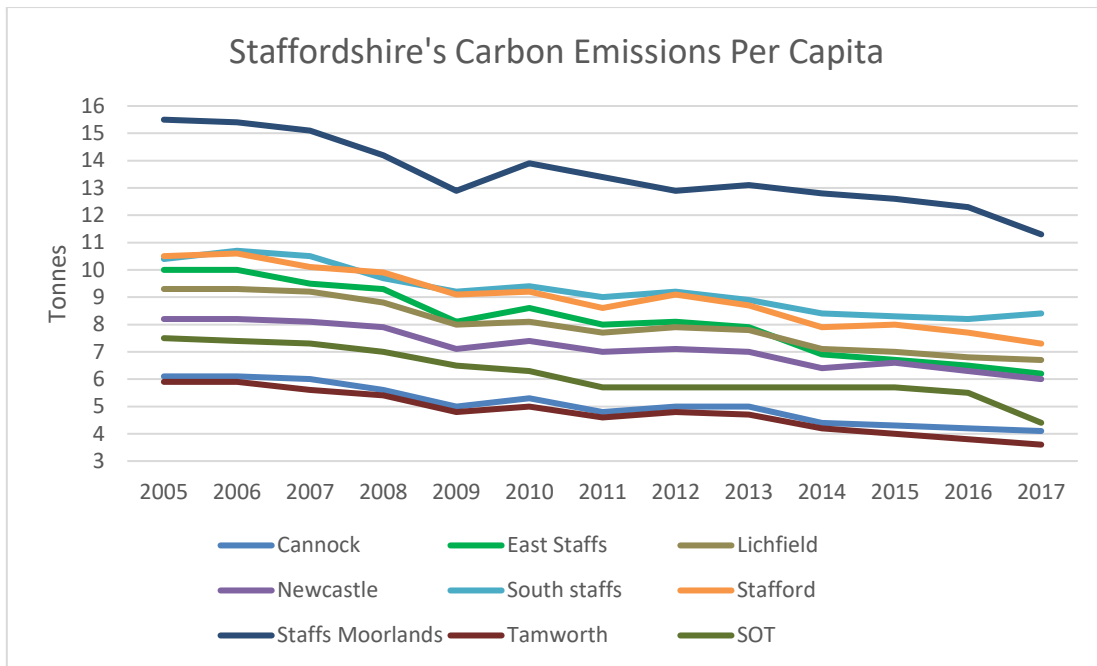


Figure 3- Local Authority CO2 emissions estimates 2005-2017 (kt CO2) BEIS 2019

6.2.8. Figure 4 below provides an overview of renewable energy installations in Staffordshire. Specifically, there are 17 existing Low and Zero Carbon (LZC) installations within East Staffordshire and it is interesting to note that the Borough has the highest number of hydro powered installations in the county. These installations include a combination of; onshore wind, hydro, anaerobic digestion, sewage gas, landfill gas and plant biomass facilities. Additionally, there are a total of 1,557 Photovoltaic installations. The combined impact of all of these installations is the provision of an estimated total of 68.1 MW (megawatts) of LZC electricity capacity (installed as at the end of 2018) which is the highest in Staffordshire. They have a total generation capacity of 73,152 MWh which is the second highest in Staffordshire.

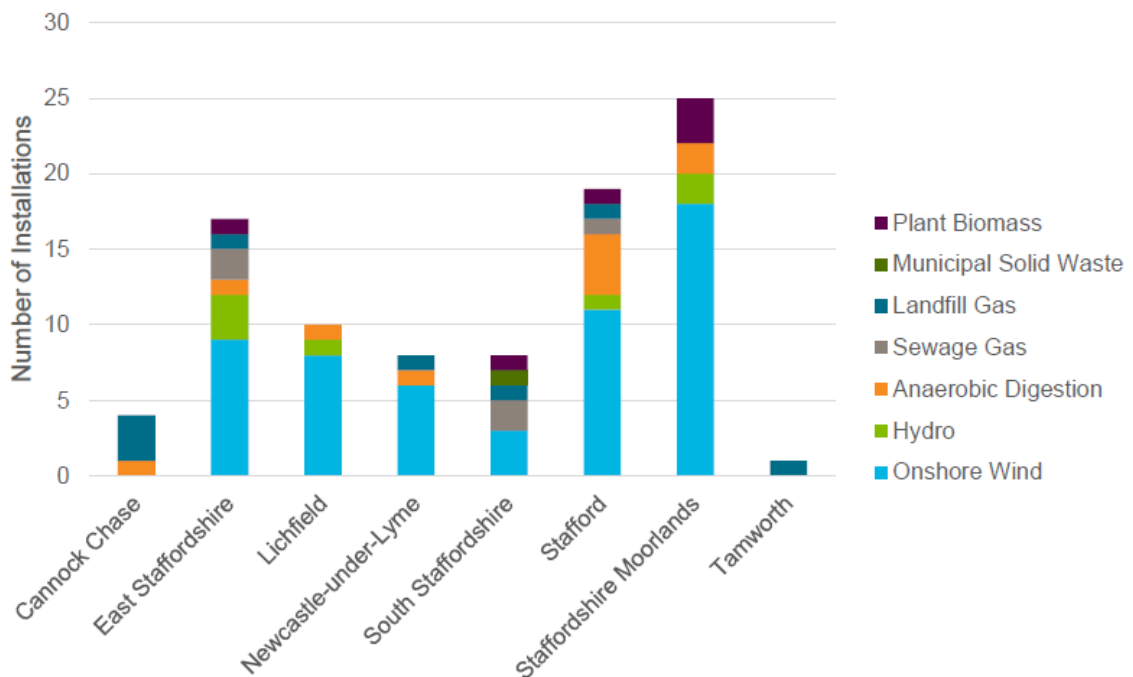


Figure 4- Number of renewable energy installations in Staffordshire-AECOM Draft Baseline Report 2020

6.3. Current Climate Change Projects

- 6.3.1. The Climate Change Strategy and Climate Change Adaptation Plan both cover the period 2013 – 2020, however all the targets within the action plans have expired. Similarly the Carbon Management Strategy relates to National Indicators that no longer exist and refer to websites and initiatives that are no longer active.
- 6.3.2. When these strategies were implemented climate change was a higher priority and a Climate Change and Adaptations Officer was in post which focused specifically on climate change. However funding for the position ended in 2014. Since that time, climate change has taken a lower priority and is picked up in various job roles in the Environmental Health team, specifically by Environmental Protection Officers with current work on air quality, but more widely by officer's signposting to various relevant schemes such as Beat the Cold.
- 6.3.3. ECO-The Energy Act 2011 provided for changes in the provision of energy efficiency measures to homes and businesses through the Green Deal and Energy Company Obligation (ECO). Whilst the Green Deal has been relatively unsuccessful, ECO funding is being used to assist energy efficiency and reduce fuel poverty. ECO is a government energy efficiency scheme to help reduce carbon emissions and tackle fuel poverty. The Affordable Warmth element of the Government's ECO programme delivers heating and insulation measures to low income and vulnerable households in receipt of certain benefits. ESBC is fully committed to promoting ECO and works closely with 'Beat the Cold' to make best use of any funding opportunities for energy efficiency
- 6.3.4. ESBC has a Statement of Intent (SoI) for ECO flexibility eligibility which is available on our website and details our eligibility criteria for residents that are not eligible for funding through 'affordable warmth' to extend ECO funding to more residents to reduce fuel poverty.
- 6.3.5. To support energy saving/carbon reduction in residential accommodation, ESBC is actively promoting and supporting the Staffordshire Warm Homes Fund which provides funding to deliver several income maximisation and energy saving services to up to 12,000 vulnerable residents such as; tariff switching, benefit entitlement checks and warmer homes discount applications. The scheme aims to deliver First Time Central Heating (FTCH), insulation measures and wrap around services to vulnerable households across the county.
- 6.3.6. A formal Air Quality Supplementary Planning Document (SPD) is currently being drafted to build on our current informal SPD to help secure funding from developments which negatively affect air quality through a "Damage Cost" approach to monetising air quality impact using national guideline. This has already been used successfully to fund EV charging points, large cycle parking facilities and has contributed to a couple of small County Council projects through a S106.

6.4. Options for Climate Change Mitigation and Adaption

- 6.4.1. If action is taken to radically reduce greenhouse gas emissions now, there's a good chance that we can limit average global temperature rises to 2°C above pre-industrial levels. This doesn't mean that there will be no more changes in the climate as warming is already happening, but we could limit, adapt to and manage these changes.
- 6.4.2. This will avoid burdening future generations with greater impacts and costs of climate change; economies will be able to cope better by mitigating environmental risks and improving energy efficiency and there will be wider benefits to health, energy security and biodiversity.
- 6.4.3. There is a significant economic benefit of taking action now to drastically cut greenhouse gas emissions as if we delay acting on emissions, it will only mean more radical intervention in the future at greater cost, and larger impacts on society. Taking action now can also help to achieve long-term, sustainable economic growth from a low-carbon economy.
- 6.4.4. East Staffordshire Borough Council is in a key position to take action on climate change; in the way it manages its own estate and assets; in leading the community through its roles as a regulator and as a service provider:
- Estate Manager- ensuring buildings are efficient to reduce energy use
 - Community Leader- assisting people and businesses to be smarter about their energy use
 - Service Provider- delivering services that are resource efficient, less carbon intensive, resilient and protect people that are vulnerable to climate impacts

6.5. Climate emergency declaration options

- 6.5.1. Working towards being carbon neutral brings key benefits:
- reducing the Council's contribution to climate change;
 - reducing the Council's energy and transport fuel bills to help manage budget deficits and protect against rising energy prices;
 - developing future income streams to support public service delivery;
 - reducing the impact on air quality of council service delivery;
 - providing future energy security, affordability and resilience;
 - delivering against the UK100 Cities Clean Energy and BEIS 2020 Emissions Reduction Pledges.
- 6.5.2. Declaring a climate emergency is voluntary and there are no guidelines for making the declaration. As a result there are a range of timescales that have been declared for achieving carbon neutrality; the majority have opted for 2030, which reflects the recommendation of the United Nations Panel on Climate Change, compared to others that have chosen 2050 to reflect the statutory target. A middle ground of 2040 has also been chosen by a large number of Local Authorities whilst others have opted for no target date.

6.5.3. The scope of declarations have also varied, with some aiming for area wide declarations, with others choosing to specify targets for the Local Authority only. Whilst carbon reduction for the organisation alone may be achievable, setting a target for the area of East Staffordshire would be much more challenging as achieving behavioural change in organisations outside our control is difficult. The Nuclear Free Local Authorities group (March 2019) reported that research by the Greater London Authority had concluded that “only 35% of carbon emissions within a local authority area could be reduced by action at a local level, with another 30% requiring action at a national level”. Such changes will therefore require local authorities to lobby central government for that support. There may also be the need to provide financial incentives to achieve reduced carbon emissions which would create a significant financial pressure for the Council. It is therefore important to lobby central government for financial assistance for climate change.

6.5.4. To determine a reasonable target to be used for a climate declaration, the current carbon baseline has been used to estimate Carbon Emissions per Capita (tonnes) for East Staffordshire in 2030, 2040 and 2050 using the current reduction rate of 38% as detailed in table 2 below:

Table 2- Estimated Carbon Emissions per year

	Estimated Carbon Emissions (Year)			
	2017	2030	2040	2050
Carbon Emissions per capita (tonnes)	6.2	3.8	2.3	1.4

6.5.5. As Industry is the most significant source of carbon emissions in East Staffordshire at 41% followed by Transport at 34%, the ability to increase carbon reduction to meet a target of carbon neutrality by 2030 is unlikely, unless this was set as an organisational target rather than for the area of East Staffordshire.

6.5.6. A target of carbon neutrality by 2040 is considered a challenge but is recommended for the following reasons:

- Total Carbon Emissions for the Council are currently unknown- Baseline Carbon Auditing is identified within the plan to be undertaken by 2021 which will provide a clear view on how much we need to reduce our emissions to achieve carbon neutrality.
- The investment in electric vehicles is an action that will have a significant reduction in Carbon Emissions; however, this type of technology and infrastructure is currently cost prohibitive, for example for waste vehicles. These costs are anticipated to reduce over time making investment in green vehicles more achievable, however there will be a delay in carbon reductions until this target is financially viable.
- The introduction of electric vehicles is expected to increase and exceed petrol/diesel by 2040 resulting in a significant reduction in transport related emissions. It is anticipated that this will have a significant impact on the carbon emissions related to transport in the Borough.

- East Staffordshire has a high proportion of industrial processes in comparison to our neighbours, one of which is JCB which have also identified a target date of 2040. We will work with these businesses to encourage carbon reduction and will scope what works are being undertaken to achieve carbon reduction, however the capability and amount of other work businesses need to undertake to achieve this is currently unknown.
- A number of properties with East Staffordshire are in fuel poverty and require assistance to improve sustainable heating. This work has begun for areas that are able to access the gas network, but is more challenging for rural areas that use oil central heating.
- Alternative target dates of 2050 or a 'no target date' are also possible alternatives; however these may not achieve a sufficient amount of momentum in tackling carbon reduction compared to earlier targets and do not provide any flexibility if the target is not met. Similarly choosing an earlier date of 2030 could result in poor publicity if we are unable to meet our target within this timeframe.

6.6. East Staffordshire Climate Action Plan

- 6.6.1. The Council has already implemented policies and initiatives which help to adapt to and mitigate the impacts of climate change. These include an accommodation move to a smaller footprint to reduce energy consumption and transport costs through increased home working; improvements to the energy efficiency of council offices and leisure centres through energy efficient lighting and heating; introduction of a bike to work scheme reduce transport emissions and the incorporation of a sustainability section for Council reports.
- 6.6.2. Whilst the Council has many projects that affect climate change, they are not reflected within an up to date Climate Change Strategy and action plan. To achieve net carbon zero emissions we will need to reduce energy usage; generate renewable local power and/or offset by increasing carbon removal. To achieve this target an action plan has been prepared with clear and tangible measures that the Council will implement to reduce Carbon emissions which is detailed in Appendix 2. The action plan will be flexible to enable new measures to be added.
- 6.6.3. The measures included in the action plan have been broken down into two sections- the first section details actions that will be taken to reduce carbon emissions from our own activities to achieve carbon neutrality by 2040 and the second section details the actions that will help secure a reduction in the borough's emissions by 2040.
- 6.6.4. The foundation of the action plan is to establish all Council owned assets and identify our current carbon footprint as a baseline. This will be supported by an inter-authority officer working group along with a member working group to explore issues of climate change through reduced energy use, renewable energy sources and offsetting. A citizens group will also be considered as part of the action plan.

- 6.6.5. Staff resources are a significant consideration for the action plan to be delivered. The Council is not currently resourced to deliver the climate change action plan, especially in relation to partnership working, citizen engagement and representation on inter-authority working groups. Climate change and action to reduce carbon emissions is a significant change agenda that will only be achieved if the Council resources it sufficiently. In 2009 when the first Climate Change Strategy was introduced there was a 1 FTE Climate Change Officer that led on this work. Included in the action plan (at ref 1.3) it is proposed that a review of the need for this staffing requirement be made for implementation in 2021/22.

7. Financial Considerations

This section has been approved by the following member of the Financial Management Unit: Lisa Turner

- 7.1. There are potentially significant financial issues arising from the proposals identified within the action plan. These are likely to have financial implications in the medium to long term for which there is currently no provision within the Medium Term Financial Strategy (MTFS). Each action will be costed on a case by case basis and considered as part of the annual review of the MTFS /or funded using existing budgets, in accordance with financial regulations.

8. Risk Assessment and Management

- 8.1. There are numerous risks associated with actions detailed in the action plan, however these will be considered for each individual action. The main risks to this Report and the Council achieving its objectives are as follows:

8.2. Positive (Opportunities/Benefits):

8.2.1. Reduced carbon emissions

8.2.2. Self-sufficient energy generation

8.2.3. Increased Biodiversity

8.3. Negative (Threats):

8.3.1. Insufficient capacity and funding to deliver change

8.3.2. Securing behavioural change

- 8.4. The risks do not need to be entered in the Risk Register. Any financial implications to mitigate against these risks are considered above.

9. Legal Considerations

This section has been approved by the following member of the Legal Team: Angela Wakefield.

9.1. A climate emergency declaration is a voluntary action and therefore there are no significant legal issues arising from this Report. However, the actions detailed within the action plan may have their own legal implications and will therefore be considered as part of the approval process for each action.

10. Equalities and Health

10.1. **Equality impacts:** The subject of this Report is not a policy, strategy, function or service that is new or being revised. An equality and health impact assessment is not required at this stage but may be needed for specific policies and actions undertaken as part of the action plan.

10.2. **Health impacts:** The actions outlined in the Action Plan will result in improved health outcomes. Assessments will be completed on a case by case basis. An equality and health impact assessment is not required at this stage.

11. Human Rights

11.1. There are no Human Rights issues arising from this Report.

12. Sustainability (including climate change and change adaptation measures)

12.1. Does the proposal result in an overall positive effect in terms of sustainability (including climate change and change adaptation measures) Yes- Reduced Carbon Emissions.

13. Recommendation(s)

13.1. To declare a 'Climate Emergency' with the following pledge:

- a) To make the Council's operations and activities carbon neutral by 2040.
- b) To aspire to reach carbon neutrality for the borough geography as a whole and to work towards achieving this by 2040.
- c) To work with partners across the borough to reduce emissions to achieve the aspiration of carbon neutrality by 2040.
- d) To call on government to provide the powers and resources to achieve these targets.
- e) To report progress to Cabinet on an annual basis.
- f) To report progress to Scrutiny (Community Regeneration, Environment and Health and Well Being) Committee on an annual basis

13.2. To adopt and continually develop the climate change action plan (as set out in Appendix 2) to provide a route towards carbon neutrality by 2040.

14. Background Papers

14.1. Climate Change Explained

<https://www.gov.uk/government/statistics/uk-local-authority-and-regional-carbon-dioxide-emissions-national-statistics-2005-to-2017>

- 14.2. Committee on Climate Change Progress report 2019
<https://www.theccc.org.uk/wp-content/uploads/2019/07/2019-Progress-Report-Summary.pdf>
- 14.3. Climate Change Strategy
- 14.4. Climate Change Adaptation Plan
- 14.5. Air Quality Strategy

- 15. **Appendices**
- 15.1. Appendix 1: CO2 Emissions Data
- 15.2. Appendix 2: Climate Change Action Plan