**Wiltshire Council**

**Cabinet**

**22 June 2010**

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**Subject:** **Council Responsibilities relating to Climate Change**

**Cabinet member:** **Councillor Toby Sturgis**
**Waste, Property & Environment**

**Key Decision:** **No**

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**Executive Summary**

This report sets out the council's responsibilities relating to climate change and highlights the implications and risks associated with discharging these responsibilities.


**Proposals**

That Cabinet:

1. recognises:
    a. the responsibilities the authority has with regard to climate change, as set out in Appendix 1 of the report;
    b. the implications for policy development and service delivery, in particular the significant implications for housing, planning and transport policy in delivering Wiltshire's low carbon and adaptive future;
    c. the risks relating to the discharge of these responsibilities;
    d. the council's current performance in this area.

2. agrees that the Climate Change Board should oversee the delivery of these responsibilities and monitor future performance;

3. approves delegated authority to the Service Director for Economy & Enterprise to work with Finance to identify options for establishing a long term carbon reduction fund which will enable the authority to meet its carbon reduction targets, in consultation with the Cabinet Member for the Environment;

4. agrees that in order for the environmental implications of all council decisions to be fully considered, all committee reports should address key questions relating to environmental impact, and that the Climate Change team be consulted as set out in Appendix 2;

5. notes the work the council is undertaking through the Military Civilian Integration Programme to reduce the environmental impact of Salisbury Plain Super-Garrison.

**Reason for Proposals**

1. Cabinet need to be aware of the council's range of responsibilities relating to climate change as well as the implications and risks to the council.

2. The Climate Change Board was established in July 2009 with the aim of overseeing the council's Climate Change work programme. It is well placed to monitor progress as it is chaired by the Cabinet member for the Environment and has representation from a corporate director and service directors across the council.

3. The council applied to Salix finance in March for £800,000 to be match funded by the council, to establish a dedicated revolving carbon reduction fund. The Salix revolving fund programme was withdrawn prior to the general election, therefore alternative sources of finance need to be explored to enable the council to meet its carbon reduction targets. The council was however successful in securing a one-off 0% loan of £352,000 from Salix for 2010/11.

4. One of the council's corporate priorities is 'reducing our environmental impact', therefore all decisions need to be fully screened for their environmental implications.

5. The programme to reduce the army's environmental impact is highly innovative and has the potential to be replicated nationally.

**Alistair Cunningham**
**Service Director, Economy & Enterprise**

**WILTSHIRE COUNCIL**

**CABINET**

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**Key Decision:** **No**

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## Purpose of Report

1. This report sets out the council's responsibilities relating to climate change and highlights the implications and risks associated with discharging these responsibilities.

## Background

2. In May 2009, the council signed the Nottingham Declaration on climate change. Subsequent to a motion and debate at full council in September 2009, the council reaffirmed its commitment to tackling the causes and effects of climate change and signed up to the 10:10 campaign.

3. Cabinet agreed funding for both a Climate Change team and a carbon reduction capital programme in the 2010/11 budget in recognition of this new and critical area of work for local government.

## Main Considerations for the Council

4. Local authorities have two main areas of responsibility relating to climate change:

   i. to reduce carbon emissions for the local authority area as a whole, including from the council's own operations;

   ii. to prepare the council and the county as a whole for the effects of unavoidable climate change. This is known as climate change adaptation.

Further detail on these responsibilities is set out at Appendix 1.

Furthermore, the climate change team leads corporately for two areas of work which extend beyond carbon reduction and climate change adaptation, namely:

   iii. ensuring the council is reducing its use of natural resources as a whole, including water, waste and procurement. This is assessed through the Use of Resources framework's key line of enquiry 3.1 (KLOE 3.1);

iv. developing an environmental management system for the authority, which will ensure compliance with all environmental legislation and lead to an internationally recognised accreditation.

5. The council's recently revised Environmental Policy will provide the basis for all decisions which have an environmental impact.

6. It is proposed that all reports to Cabinet address the questions in Appendix 2 and that the Climate Change team is consulted as part of the report preparation process.

## Environmental Impact of the Proposal

7. Reducing the council's environmental impact is the subject of this report.

## Equalities Impact of the Proposal

8. There are no negative impacts from the council's climate change programme.

9. Some of the positive impacts are as follows:

- The council's work to assess service delivery risks from future climate change will benefit vulnerable residents who are often the first to be affected by extreme weather events (eg flooding and heatwaves).

- The move to low carbon housing across the county will benefit all residents but particularly those at risk of fuel poverty as energy efficient homes are cheaper to run.

- Community climate change projects will be developed in an inclusive manner, to reach out to those groups that are not usually involved in local environmental work.

## Risk Assessment

10. Meeting the council's obligations in relation to climate change requires the delivery of a complex programme of work which has a range of risks attached to it:

11. Organisational buy-in:

- Resistance to behaviour and policy changes required for successful carbon reduction.

12. Financial:

- Insufficient investment available for energy efficiency measures to ensure achievement of the council's carbon reduction target, meaning that efficiencies in energy and transport costs (total spend £14m in 2008/09) are not realised.

- Failure to perform well under the Carbon Reduction Commitment (CRC), for example by lack of investment in smart meters and energy efficiency projects, which could lead to financial penalties.
- Carbon trading strategy unsuccessful leading to increased costs of purchasing carbon allowances on the secondary market.

13. Legal:

- Failure to demonstrate compliance with environmental legislation if an environmental management system is not implemented in high risk areas.

14. Service delivery:

- Climate change impacts in Wiltshire (eg increasing temperatures and flooding) will have an impact on the council's ability to deliver services and could adversely affect Wiltshire residents unless appropriate measures are put in place.

15. Performance:

- Failure to achieve NI 188 target in the Wiltshire Local Area Agreement.

- Failure to achieve good performance against the other three national performance indicators that measure to what extent the council has reduced its own carbon footprint (NI 185) and the carbon footprint of its local area (NI 186) as well as fuel poverty in its local area (NI 187)

- Poor performance against the key line of enquiry on use of natural resources (KLOE 3.1), part of our annual Use of Resources assessment, which will be used to moderate the council's overall score.

16. Reputation:

- Residents expect the council to lead by example in reducing carbon emissions and preparing for unavoidable climate change. The November 2007 People's Voice Survey responses show that panellists want Wiltshire Council to take the lead in addressing climate change and support them individually to tackle climate change.

- The Wiltshire Assembly has identified climate change as being one of 3 top priorities to be addressed.

- Should the council's trading strategy for purchasing carbon allowances under CRC not be successful, it could be in a position where it needs to purchase allowances from private sector competitors.

## Financial Implications

### Staffing

17. There are no staffing implications as a fully funded climate change team is now in place, which includes dedicated staff resources for implementing the council's Carbon Management Plan, developing the county's carbon reduction strategy, leading on climate change adaptation work, and a post for working with schools (funded by DCE).

### Capital

18. From 2010/11, a corporate carbon reduction fund of £500,000 per year is being established for 3 years. This will be used to fund energy efficiency measures with a short payback period on a 0% loan basis. In addition, a 0% loan has been obtained from Salix finance for £352,000 for spending in 2010/11. It is the intention to establish a dedicated long-term carbon reduction fund. Mechanisms for resourcing this fund need to be explored with Corporate Finance, including the possibility of ring-fencing savings beyond the payback period to enable an internal energy efficiency fund to grow at nil additional cost to the authority.

19. The scale of investment required to reach the target reduction of 11,823 tonnes $CO_2$ by 2013/14 is much greater than the resources currently available. Up to half of this could be achieved by behaviour change, which is the lowest cost method of reducing the council's carbon footprint but will require significant cooperation from staff and schools in particular.

20. Any further reductions in the council's carbon footprint can only be achieved through investment in energy efficiency measures. To give an order of magnitude, the Carbon Trust have estimated that in order to save 1,500 tonnes of carbon across 25 council sites an investment of £1.2m will be required. If this is factored up, we can assume that an investment of approximately £5m would be required over the next 4 years in order to achieve half our target of 11,823 tonnes of $CO_2$ through energy efficiency projects. In contrast, £1.85m has been identified to date, as set out above. Approximately half of the investment required is revenue, and only capital is currently available.

### Revenue

21. In 2008/09 all five Wiltshire councils spent a total of over £8 million on energy bills (electricity, gas and oil) and over £5 million on transport. Updated figures for 2009/10 will be available by the end of July. With rising energy and fuel costs, there is a considerable financial incentive to reduce our energy consumption.

22. The installation of smart meters is critical to the council's performance under CRC and will enable accurate data collection and targeting of energy efficiency measures. The costs of installing smart meters in non-school buildings is being met by Property services. Funding is currently being identified for the installation of smart meters in schools. For total school coverage the cost is about £80,000 per annum for 5 years to lease

or £146,000 to purchase the smart meters (this option will attract an on-going annual £25,000 charge).

**Cash flow & potential penalties/rewards**

23. The cost of carbon allowances for the introductory phase of the CRC (to 2013) is fixed at £12 per tonne for those allowances which are purchased directly from the Environment Agency. Allowances can also be purchased or sold on the secondary market at a price that cannot be predicted as it will depend on demand. Assuming that we purchase allowances to cover 50,000 tonnes of emissions at a cost of £12 per tonne, the council will need to spend £600,000 on carbon allowances at the first sale in April 2011. A proportion of the £600,000 will then be returned to us in a 'recycling payment' six months later, plus or minus a reward or penalty payment.

24. Cash flow implications have been taken into account in the Medium Term Financial Plan. However, it is currently difficult to forecast how much the council is likely to win or lose under CRC, as the reward or penalty depends on the relative performance of all 5,000 organisations in the CRC league table. The guidance indicates that organisations could lose approximately 10% of the total cost of allowances in 2011, 20% in 2012, 30% in 2013 and up to 50% in 2015. If a sustained programme of carbon savings is not identified, financial costs to the authority will spiral.

## Legal Implications

25. Appendix 3 sets out the legislative and policy framework for the council's climate change responsibilities.

## Options Considered

26. Doing nothing is not an option as the council is obliged to comply with legal and performance requirements relating to the environment and climate change.

## Conclusions

27. The council has put in place a comprehensive programme to ensure it meets its climate change responsibilities. The Climate Change Board, chaired by the Cabinet member, would appear to be the appropriate body to oversee delivery against these responsibilities.

**Alistair Cunningham**
**Service Director, Economy & Enterprise**

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**Background Papers**

- Environmental Policy, June 2010
- Reports to Environment Select Committee, November 2009 & March 2010
- Wiltshire Council Climate Change Board minutes
- Draft Carbon Management Plan for Wiltshire Council (March 2010)
- Report on Level 1 achievement against Climate Change Adaptation LAA target (May 2010)

**Appendices**

1. Council responsibilities relating to Climate Change
2. Guidance for assessing the environmental impact of Cabinet decisions
3. Climate Change Legal & Policy Framework

# Appendix 1

# Council responsibilities relating to Climate Change

This briefing should be read in association with Appendix 3 which sets out the legislative and policy framework for the council's climate change responsibilities.

## 1 Reducing the council's carbon footprint

### 1.1 What the authority is committed to

The council's long term goal is to reduce its $CO_2$ emissions by 50% by 2020, ahead of the national target of 34% by that date. The interim target is for the council to reduce its $CO_2$ emissions by 11,823 tonnes by 2013/14 (20% of the 2008/09 footprint). These targets will be reviewed when the council's Carbon Management Plan is updated using the 2009/10 data.

Wiltshire Council has also signed up to the 10:10 campaign. In practice this means that the council needs to cut its emissions by at least 3% in 2010/11 compared with 2009/10 emissions. The carbon footprint used for the purposes of 10:10 is all of the council's emissions minus schools and outsourced services.

The Use of Resources steering group has agreed that all Key Lines of Enquiry should aim for a score of 3 from 2009/10 onwards.

### 1.2 Performance and audit requirements

National indicator 185 measures the annual reduction in carbon emissions from the local authority's own operations. The indicator includes emissions from transport, buildings, streetlights and contracted services. It does not include emissions from waste, employee commuting or from council housing.

Key Line of Enquiry (KLOE) 3.1 in the Use of Resources framework assesses how well the council is measuring its consumption of natural resources (including $CO_2$, waste & water) and what it is doing to minimise this consumption.

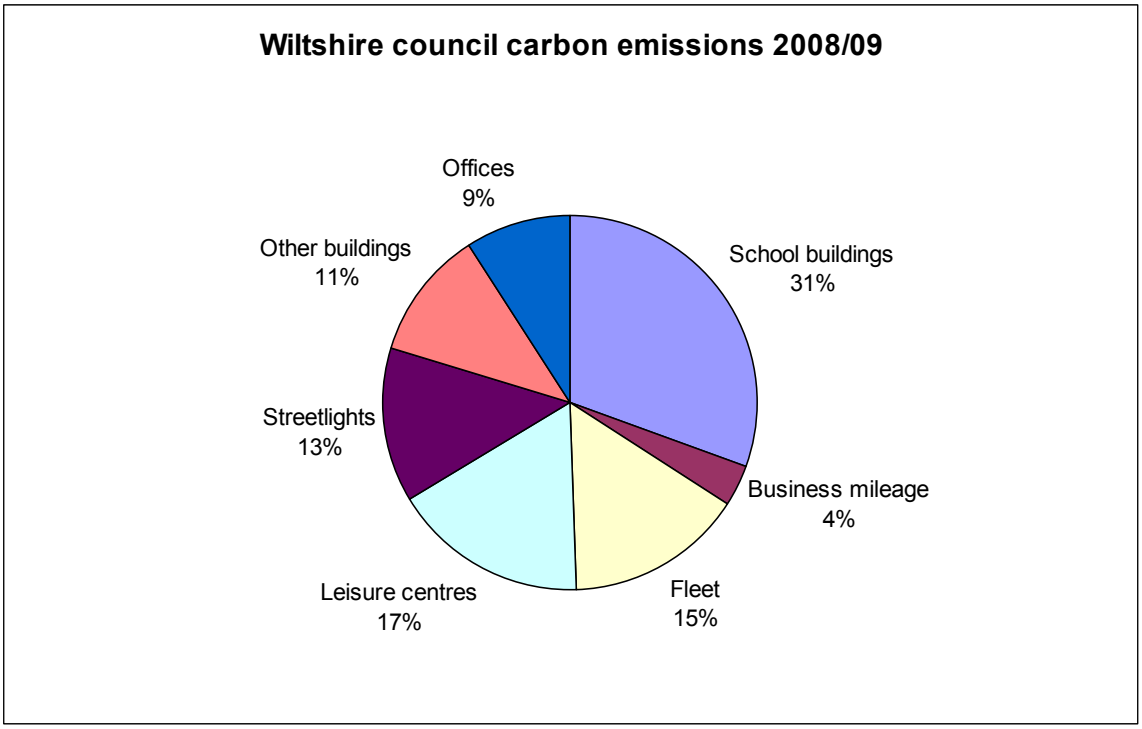
From 2010/11, the Carbon Reduction Commitment (CRC) requires the council to report on its emissions from stationary sources (ie buildings - including schools - and streetlights). From 2011/12, the council will have to purchase carbon 'allowances' to cover its emissions and will be assessed in a league table against other organisations in the scheme. The council's place in the 2011 league table will be determined by the proportion of the council's carbon emissions covered by Smart metering and the number of buildings covered by the Carbon Trust standard.

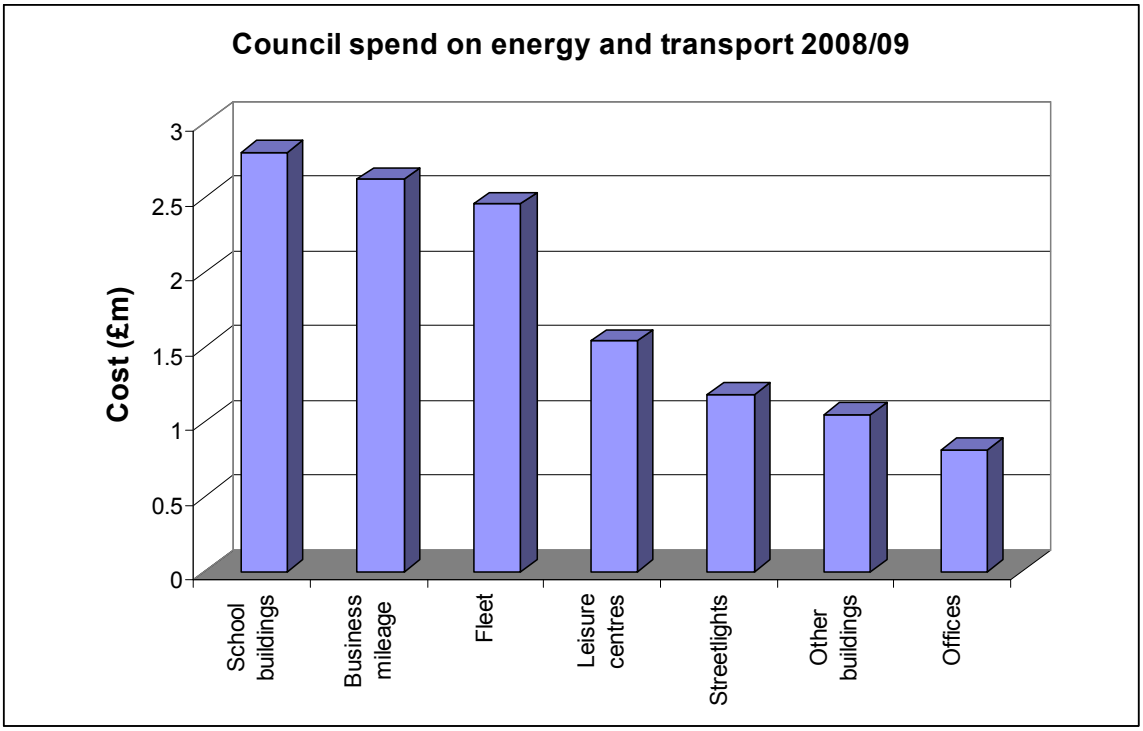
### 1.3 How is the council currently performing?

NI185 was new from 2008/09 and the 2009/10 data has not yet been reported. This means that no trend data is available to benchmark our performance. The baseline for the first year of the council's operations (2009/10) is currently being collated and will be reported by end of July.

The total footprint for the five Wiltshire authorities in 2008/09 was 59,117 tonnes of $CO_2$ associated with an annual expenditure on energy and transport of £13.9 million. Transport accounts for 19% of the Council's carbon emissions, but makes up just over

40% of the council's spend. The break down of emissions and costs for 2008/09 are illustrated below.




KLOE 3.1 was a new measure from 2008/09 and applied only to top tier authorities in that year. The County Council obtained a score of 2 out of 4, along with two thirds of upper tier authorities. 47 out of 150 top tier authorities obtained a score of 3 and five obtained a score of 4. No top tier authority received a score lower than 2. Wiltshire Council will be assessed against KLOE 3.1 in 2010/11, with former district services being assessed for the first time.

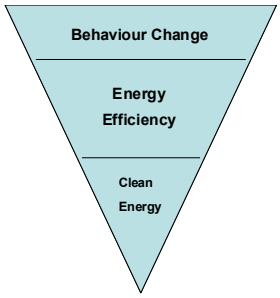
## 1.4 How we are meeting our commitments

The council has developed a draft Carbon Management Plan with the support of the Carbon Trust. The plan identifies opportunities for carbon savings and the investment required.

The Climate Change Board will drive change from the top, and the creation of a network of Green Champions will establish a channel for disseminating and generating ownership within service areas.

Action to reduce carbon emissions will follow a hierarchical approach which will be tackled sequentially for maximum return, as illustrated below.

**The energy hierarchy**




The transformation programme offers a unique opportunity to deliver carbon reduction and will form the basis for many carbon savings during the life of the carbon management plan and beyond.

The installation of Smart meters is critical to enable the authority to have accurate energy consumption data and to be able to target energy efficiency measures appropriately. The proportion of the council's emissions that is covered by Smart meters will also be used to determine our position in the first CRC league table and will influence our score for KLOE 3.1. A programme to roll out Smart meters across the non-school estate has begun and will initially cover 34% of emissions. Funding for the installation of Smart meters in schools is currently under discussion and would increase the coverage to 72% of the estate.

A 0% loan totalling £352,000 has been obtained from Salix finance for implementation of a range of projects at Five Rivers leisure centre in Salisbury and for the conversion of 1800 bollards to LED lighting.

The capital carbon reduction programme will be used to fund energy efficiency projects identified through Carbon Trust surveys across 41 of the council's largest sites.

# 2 Reducing Wiltshire's carbon footprint

## 2.1 What the authority is committed to

Moving to a low-carbon Wiltshire will take a great deal of commitment on behalf of all sectors, with the council providing a leadership role. The scale of the challenge cannot be underestimated. The emerging Local Development Framework and Local Transport Plan will be key to driving a fundamental shift and ensuring that Wiltshire meets national carbon reduction targets.

**National targets**

- Legally binding targets to reduce $CO_2$ emissions by at least 34% on 1990 levels by 2020 and 80% by 2050
- 15% of total UK energy from renewables by 2020
- All new buildings to be zero carbon within a decade - dwellings from 2016, public sector from 2018 and commercial from 2019.
- Emissions from existing buildings approaching zero carbon by 2050.
- Reduce emissions from homes by 29% on 2008 levels by 2020.
- The recently updated *Planning and Climate Change Supplement* to PPS 1 requires local authorities to proactively plan for and set targets for renewable energy generation and to tackle the wider issue of climate change.

**Local targets**

Our corporate plan commits us to having a range of pilot energy efficiency and renewable energy projects with at least one in each of Wiltshire's community areas by 2014 – from micro-generation to home energy efficiency projects. These are to be developed with communities with the aim of sharing and replicating best practice across the county and beyond.

No local targets have yet been set against NI186 but this will be done as part of the development of a county carbon reduction strategy for Wiltshire.

Wiltshire has a 2010 target of 65 to 86 GWh installed capacity for renewable energy. The Core Strategy provides an opportunity to set a strategic policy framework and will address renewable energy targets.

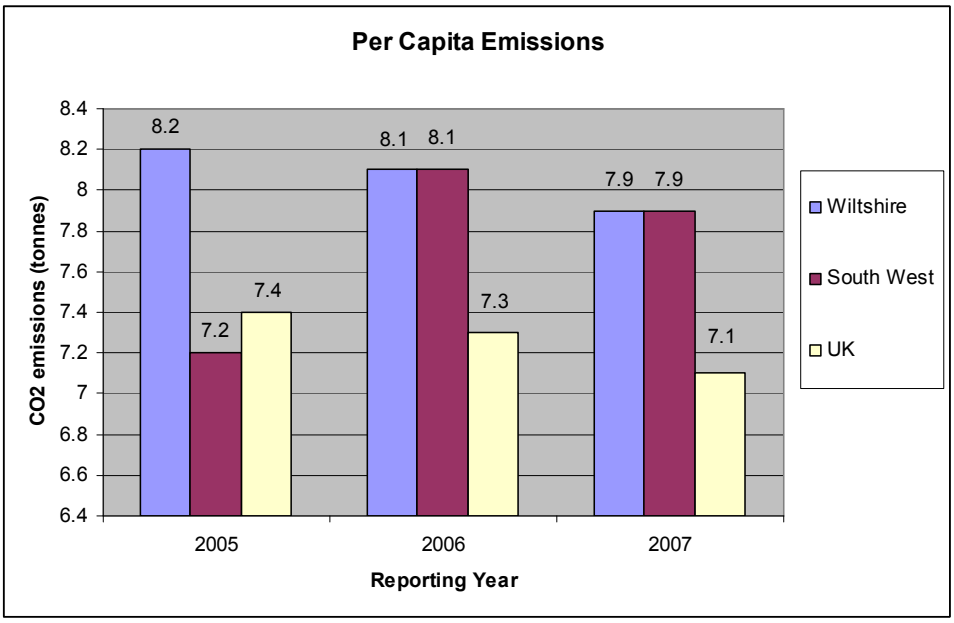
## 2.2 Performance and audit requirements

The key measure of emissions from a local authority area is national indicator 186 – per capita CO2 emissions in the local area broken down by industry/commercial sector, domestic housing and road transport. This indicator is calculated by the government and is published every autumn with a 21 month time-lag.

Installed renewable electricity capacity and renewable heat capacity is also reported on annually for each county. Figures are reported jointly for Swindon and Wiltshire.

## 2.3 How the council is currently performing

The latest NI186 data available is for 2007. Between 2005 and 2007, emissions reduced by 3.9% nationally. In the South West, emissions went down by 5% and in Wiltshire by 2.5% over the same period (see graph). Wiltshire is therefore lagging behind the rest of the country in cutting its carbon emissions.




The latest data for renewable energy generation is from 2008. In that year, Wiltshire & Swindon produced 10% of the SW total for renewable energy - 14 KW. Almost all of this renewable capacity came from landfill gas, which is set to reduce. It is unlikely that renewable capacity will have increased significantly, therefore Wiltshire is falling well below its 2010 target of 65 to 86 KW installed capacity. The scale of the challenge for renewable energy is huge. The 2010 target is the equivalent of what would be generated by 30 wind turbines or approximately 300,000 individual solar photovoltaic units.

## 2.4 How we are meeting our commitments

A county carbon reduction strategy will be prepared by March 2011, with support from the Energy Saving Trust's 1-1 Programme. The strategy will identify the contribution different sectors can make to reducing emissions from housing, transport, businesses, schools, etc.

The climate change team works with community groups to take environmental action in their locality and supports the Wiltshire World Changers Network. This work will be extended during 2010 to include support to businesses, working with Business Link on the Improving Your Resource Efficiency programme.

Reducing carbon emissions has been established as the top priority for the Local Transport Plan 3, alongside supporting economic growth.

The planning system can help deliver sustainable development and shape communities that are resilient to the unavoidable consequences of this global problem. The new draft low carbon Planning Policy Statement sets out the following role for local authorities, which it will be essential for Wiltshire to delivery if we are to move to a low carbon county:

- Assess their area and potential new development sites for opportunities for decentralised energy.
- LDFs should support the move to a low-carbon economy and secure low-carbon living.
- Set authority-wide decentralised energy targets up to 2013.

- Post-2013 only set site or development specific targets.
- Can expect new development to connect or be designed to connect to decentralised energy systems.
- Set local requirements for building sustainably.
- A key role in co-ordinating action on existing homes at a local level.

As the first step in the process for developing renewable energy in Wiltshire, the spatial planning team has commissioned a report on the county's potential for renewable energy generation.

**Reducing the army's environmental impact**

The Military Civilian Integration Programme, which has been underway in Wiltshire since 2007, aims to build sustainable communities in the Salisbury Plain area. As part of this programme, Wiltshire Council is leading a two year pilot project to make 43 Wessex Brigade more sustainable and thereby stimulate the green and low carbon economy in the South West. The project will enable the army to adopt a low carbon approach to running its operations in order to reduce its carbon footprint, promote renewable energy and encourage resource productivity. This approach could be rolled out nationally across the MOD.

A Sustainability Board will be set up within 43 Wessex Brigade, chaired by Brigadier Hodder, and the project will be coordinated by a new Climate Change Officer (Military Civilian Programme), employed and hosted by Wiltshire Council from 1 June 2010, applying the expertise of the council's Climate Change Team to the project. The Carbon Trust and Energy Saving Trust are also keen to provide specialist support to the project.

The project will address the following areas:

1. to reduce the carbon footprint of the Armed Forces in Wiltshire and throughout Wessex Brigade, in doing so contribute to the reduction of CO2 per capita emissions in Wiltshire
2. To ensure resources are put to the most efficient use, eg to reduce the amount of waste sent to landfill and increase the volume of waste that is recycled and reused
3. To encourage healthy and active lifestyles within the Armed Forces and local communities through the promotion of exercise, sustainable transport and locally grown produce
4. To ensure the Brigade is able to meet future MOD targets to reduce emissions from 2011 and is prepared for the unavoidable effects of climate change.
5. To integrate the above objectives with existing projects within the county and to develop new partnerships enabling and supporting the progression of the military civilian integration programme.
6. To provide a framework for sustainable development that can be applied to other MOD sites across the UK.

# 3 Preparing for unavoidable climate change

## 3.1 What the authority is committed to

The Climate Change Act is designed to limit temperature rise to no more than 2 degrees by cutting carbon emissions. The UK cannot tackle climate change alone; greenhouse gas emissions in the UK account for only 2% of the global total. Until such time as carbon emissions are reduced we are locked into a certain degree of climate change. This will have an increasing impact on the lives of people in Wiltshire. Climate Change adaptation is about ensuring that Wiltshire is prepared to meet the challenges and opportunities faced by future climate change.

Unavoidable climate change will result in the South West experiencing hotter and drier summers (leading to drought and subsidence on some soils), warmer and wetter winters (leading to flooding), rising sea levels and more severe weather (e.g. storms). Apart from these direct impacts, there are likely to be indirect impacts such as increased migration, less food security and new pathogens.

The council has included National indicator (NI) 188 “Planning for Climate Change Adaptation” in the Wiltshire Local Area Agreement as one of its key indicators. The LAA target requires the council to have developed a Climate Change Adaptation Plan by March 2011.

## 3.2 Performance and audit requirements

NI188 consists of number key stages and levels which are outlined below:

| Level | Description/ Requirement |
|---|---|
| **0** | **Getting Started** |
| 0.1 | Initial Project Planning |
| 0.2 | Engagement of Community, Service Users and Key LSP Partners |
| 0.3 | Scoping Project Resources |
| 0.4 | Identifying a Baseline |
| 0.5 | Supplementary Aim - Developing a Vision |
| **1** | **Public Commitment and Impacts Assessment - Assembling an Evidence Base** |
| 1.1 | Include other Expertise, Leadership and Public Commitment |
| 1.2 | Understanding Current Vulnerability |
| 1.3 | Identifying Some Significant Potential Impacts from Future Weather and Climate |
| 1.4 | Sharing the Load and Ongoing Project Planning |
| 1.5 | Supplementary Aim - Monitoring Future Impacts |
| 1.6 | Supplementary Aim - Weather and Climate Database |
| **2** | **Comprehensive Risk Assessment** |
| 2.1 | Comprehensive Assessment of Potential Impacts |
| 2.2 | The Risk-Based Assessment Revealing Priority Issues |
| 2.3 | Identify Priority Actions |
| 2.4 | Implement Priority Actions |
| 2.5 | Integrate LSP Partners |
| 2.6 | Supplementary Aim - Monitor New Business |
| 2.7 | Supplementary Aim - Monitor Effectiveness of Early Adaptation Measures |
| **3** | **Comprehensive Action Plan (and prioritised action plan in priority areas)** |
| 3.1 | Developing a Comprehensive Adaptation Action Plan |
| 3.2 | Embedding Climate Risks into Decision Making |
| 3.3 | Implementing Adaptation Responses |

| | |
|---|---|
| 3.4 | Supporting LSP and Partner Organisations |
| **4** | **Implementation, Monitoring and Continuous Review** |
| 4.1 | Monitoring Implementation of Plan |
| 4.2 | Monitoring Performance of Adaptation Actions |
| 4.3 | Review and Updating of Plans |

Level 2 of NI 188 concerns itself with a comprehensive risk assessment of current and future weather vulnerabilities to the council. The council is aiming to reach Level 2 by August 2010. Level 3 seeks to produce a comprehensive action plan to address the vulnerabilities identified by the risk assessment, and this will be reached by March 2011.

## 3.3 How the council is currently performing

Comparative data is currently available only for 2008-09, the first year of reporting on NI188. During that year, half of all local authorities, including the five Wiltshire councils, were at Level 0. Top quartile authorities reached Level 1, with only 16 authorities nationally achieving Levels 2 or 3.

The council has achieved level 1 of NI188 in 2009/10 and therefore met its interim LAA target. The work carried out in 2009/10 is summarised in the table below.

The next key step in the process of the Wiltshire Climate Change Adaptation Plan will be to complete the requirements of Levels 2 and 3 of NI188 by March 2011. This should place the council in the top quartile nationally for this indicator.

**Summary of NI188 Level 0 and 1 work by Wiltshire Council**

| **Level 0 - Getting Started** |
|---|
| **0.1 Initial Project Planning**<br>**0.2 Engagement of Community, Service Users and Key LSP Partners**<br>**0.3 Scoping Project Resources** |
| • An Initial Project Plan was approved by the Wiltshire Council Climate Change Board and the Wiltshire Environmental Alliance in December 2009. Approval was also gained from the Government Office for the South West.<br>• An Initial Consultation Document was circulated to each Council Department and Thematic Delivery Partnership in December 2009. This included an overview of the Initial Project Plan, and explanation of the NI188 process and a short questionnaire. |
| **0.4 Identifying a Baseline** |
| • A Document Review has been undertaken. |
| **0.5 Supplementary Aim - Developing a Vision** |
| • considered as part of future NI188 work |
| **Level 1 - Public Commitment and Impacts Assessment - Assembling an Evidence Base** |
| **1.1 Include other Expertise, Leadership and Public Commitment** |
| • The council signed the Nottingham Declaration in May 2009 and this was re-affirmed in October 2009.<br>• Training for Wiltshire elected councillors on climate change was held in March 2009.<br>• Further training and workshops will be organised during the Phase 2 work. |
| **1.2 Understanding Current Vulnerability** |

| |
|---|
| • A Local Climate Impacts Profile is being prepared in consultation with the South West Climate Change Impacts Partnership. |
| **1.3 Identifying Some Potential Impacts from Future Weather and Climate** |
| • A profile of likely future climate change impacts has been prepared. |
| **1.4 Sharing the Load and Ongoing Project Planning** |
| • A Revised project Plan has been prepared setting out the approach for completing Level 2 of the NI188 work. |
| **1.5 Supplementary Aim - Monitoring Future Impacts**<br>**1.6 Supplementary Aim - Weather and Climate Database** |
| • These matters will be considered as part of future NI188 work. |

## 3.4 How we are meeting our commitments

We have developed a methodology and project plan to achieve our LAA target, which has been approved by the Resilient Council Group. The risk assessments will be linked to the council's on-going risk management and business continuity arrangements.

A key requirement for all levels of the indicator is the engagement with the Local Strategic Partnership (LSP). In order to achieve this, we will be sharing the Local Climate Impacts Profile (LCLIP) and the UKCP09 projects and our own level 2 risk assessment methodology with partner organisations. This will ensure we are all working to the same understanding of local impacts, as well as provide them with a structure to approach their own risk assessment - which they are free to adapt to best fit with their own organisations' existing Risk assessment methodologies. In our LCLIP, for example, we are highlighting from the media trawl the impacts on other public services (eg fire, police) in addition to those that affected council services. Information relating to the UKCP09, LCLIP and risk assessment process will also be provided to each of the thematic partnerships.

Following the completion of the comprehensive risk assessment and Level 2, a Climate Change Adaptation Action Plan will be produced. In the first instance a systematic approach to identifying and appraising adaptation options will need to be development prior to commencement of any action planning. Detailed action planning cannot start until the risk assessment has been completed and signed off by senior management. Whilst the methodology has yet to be agreed, these adaptation options will fall into the following categories:

- **Prevent:** actions taken to reduce the probability of an impact. For example, building a school or care home that will not overheat during heat waves, or removing flood sensitive development from the flood plain.
- **Prepare:** actions taken to better understand the risk/opportunity ahead of the change occurring and to proactively enable an effective response and recovery. For example, undertaking a flood risk assessment, developing a contingency plan, insuring sensitive assets, and raising public awareness
- **Respond:** actions taken in response to an event to limit the consequence of the event, for example, restricting non-essential water use during a drought, or providing emergency accommodation for people displaced by an extreme weather event
- **Recover:** actions taken after an event to enable a rapid and cost-effective return to normal or more sustainable state. For example, providing a local one stop centre for flood damage claims, providing counselling for flood affected residents, or enhancing the flood resilience of a property when undertaking flood repairs

# Appendix 2

## Guidance for assessing the environmental impact of Cabinet decisions

While Cabinet reports now contain a paragraph where the author is required to outline the environmental impact of a proposal, there is no associated guidance for this element of the report template.

It is proposed that specific questions need to be asked to adequately screen for the environmental impacts of decisions. The initial screening will be carried out by report authors addressing the questions below in preparing Cabinet reports. Where authors have identified potential environmental impacts, they will be required to consult with the Climate Change team who will provide support in quantifying these impacts where possible.

It is proposed that the following guidance is added to the Cabinet report template.

> **Environmental and climate change considerations**
> The purpose of this section is to ensure that the proposal considers environmental and climate change issues, highlighting any potential impacts. Four key questions should be addressed, supported by qualitative and quantitative data where available, in consultation with the Climate Change team. Where it is perceived that the proposal has no environmental or climate change impacts, please work through each question explaining your rationale.
>
> a) Will the proposal result in the energy consumption (related to both static and transport elements) associated with the service area increasing, decreasing or remaining roughly at current levels? (for the purposes of this question contractor emissions are to be included as part of the carbon footprint of the service area that manages the contract.)
>
> b) What measures have been introduced, or are planned to be introduced, to reduce the carbon emissions associated with the proposal.
>
> c) From the perspective of day to day environmental management, what risks associated with the proposal have been identified and how are they going to be mitigated?
>
> d) If the service or contract is planned to last longer than 20 years, how have issues related to the unavoidable consequences of climate change been integrated and mitigated? (for example increases in the mean summer temperature and increased vulnerability to adverse weather events like heavy snow or floods).

The Cabinet report checklist will also be updated to require consultation with the Climate Change team in the same way as for the Finance and Legal teams.

# Appendix 3: Climate Change Legal & Policy Framework

This briefing highlights the most relevant legislation and policy for carbon reduction (pp 1-2) and climate change adaptation (pp 3-4) as of June 2010.

## CARBON REDUCTION

### International drivers

The **Kyoto Protocol** is an international agreement linked to the United Nations Framework on Climate Change. It was adopted by consensus of the UN in December 1997. It sets binding targets for industrialized countries to reduce greenhouse gas emissions. These targets amount to an average of 5% against 1990 levels over the five year period 2008-2012.

The Kyoto Protocol was ratified by the EU and its Member States in late May 2002 and came into force on 16th February 2005.

Under the Kyoto Protocol, countries must meet their targets through national measures. There is also the option to use carbon trading to reduce targets. Under the Protocol, countries' actual emissions have to be monitored and precise records of carbon trading have to be made.

The UK government is committed to the reduction of greenhouse gases by 12.5% from 1990 levels by 2008-12.

The **Copenhagen Accord** was negotiated in December 2009 as part of the process to determine the successor to the Kyoto Protocol. The document recognises that climate change is one of the greatest challenges of the present day and that actions should be taken to keep any temperature increases to below 2°C. The document is not legally binding and does not contain any legally binding commitments for reducing $CO_2$ emissions.

### National Legislation

The **Climate Change Act 2008** is the world's first long-term legally binding framework to tackle the dangers of climate change.
The Climate Change Act creates a new approach to managing and responding to climate change in the UK, by:

- setting ambitious, legally binding targets to reduce emissions by 80% by 2050
- taking powers to help meet those targets
- strengthening the institutional framework
- enhancing the UK's ability to adapt to the impact of climate change
- establishing clear and regular accountability to the UK Parliament and to the devolved legislatures.

The **Energy Act 2010** implements some of the key measures required to deliver a low carbon agenda. It includes provisions on delivering a new financial incentive for carbon capture and storage, implementing mandatory social price support, and introducing a package of measures aimed at ensuring that the energy markets are working fairly for consumers and delivering secure and sustainable energy supplies.

The **Planning and Energy Act 2008** enables local planning authorities to set reasonable requirements in their development plan documents for:

- a proportion of energy used in development in their area to be energy from renewable sources in the locality of the development;
- a proportion of energy used in development in their area to be low-carbon energy from sources in the locality of the development;
- development in their area to comply with energy-efficiency standards that exceed the energy requirements of building regulations.

The **Planning Act 2008** is of considerable importance for energy infrastructure projects. The Planning Act 2008 introduces a radically new system for approving major infrastructure of national importance, such as harbours, airports and power stations, and replaces current regimes under several pieces of legislation. The Government's objective is to streamline these decisions, avoid long public inquiries and give greater certainty to scheme developers. The Act also introduces a new Community Infrastructure Levy on certain developments, to help finance infrastructure, and makes some changes to regional and local planning.

The **Energy Act 2008** updates energy legislation to:

- reflect the availability of new technologies (such as Carbon Capture & Storage (CCS) and emerging renewable technologies
- correspond with the UK's changing requirements for secure energy supply (such as offshore gas storage)
- protect our environment and the tax payer as our energy market changes

The **EU Energy Performance of Buildings Directive (2002)** has introduced Display Energy Certificates meaning that the energy use in the Council's buildings is open to scrutiny.

The Queen's speech on 25 May has announced a new **Energy Bill** to improve energy efficiency in British homes and businesses, to promote low carbon energy production, and to secure the UK's energy supplies.

**Local Government Act 2000 – well being powers**
The Local Government Act 2000 introduced the well-being power. It increased a Council's capability to act on behalf of its area and allows the Council to do anything that it considers likely to enhance the economic, social or environmental well-being of their area unless expressly prohibited elsewhere in legislation.

A national, mandatory carbon trading scheme has been set up – the **Carbon Reduction Commitment Energy Efficiency Scheme (CRC)**. The CRC came into force in April 2010 and provides a financial incentive for carbon reduction. It will be mandatory for the council as a large energy user to buy allowances to cover estimated carbon emissions arising from the consumption of gas and electricity in all buildings (including schools) and from street lighting. At the end of each carbon trading year, the council must hold enough allowances to cover emissions or face fines. If we hold more allowances than we need, we may trade the excess allowances on the scheme's open market. If we do not hold enough, we will have to buy more. Prices on the open market may go up or down and there are therefore financial risks to not being on top of our energy consumption / carbon emissions.

The scheme will report on all participants' performance placing them in a league table. Participants will be rewarded according to their relative position in a league table based on the extent to which their emissions have been reduced. Participants who reduce their emissions by more than average will receive a reward payment from the CRC fund. Those organisations performing under average will not be eligible for a reward payment. The first sale of allowances will take place in April 2011. Revenue raised from the sale will be recycled to participants in October 2011, plus or minus a reward or penalty.

The best way to benefit from participation in the scheme is to deliver what the scheme is designed to achieve: reduction in CO2 emissions. By acting early, implementing energy efficiency measures and reducing CO2 emissions an organisation has the best chance of capitalising on the potential benefits.

## Policy - National

The **UK Renewable Energy Strategy** was published in 2009 which aims to stimulate the renewable energy sector and ensure the UK has a secure energy supply.

The **Stern Report of 2006** presented a persuasive case for the economics of tackling climate change, highlighting that action taken now will be more cost effective than action taken later.

**Local Government Association Climate Change Commission Report (2007).** This report critically evaluates local government's track record on climate change and makes recommendations for local government, central government and other stakeholders on how the local government response must be improved. It states that local government is uniquely placed to tackle climate change with a democratic mandate for action, close proximity to citizens and a strategic role leading other public, private and voluntary sector partners.

The report identifies four key areas which local authorities need to work on to make the necessary carbon emission reductions:

- transport;
- planning;
- housing; and
- tendering and re-tendering for new and existing services.

The recently released **Coalition Programme for Government** states the government's intention to:

- increase the target for energy from renewable sources;
- promote a huge increase in energy from waste through anaerobic digestion;
- encourage home energy efficiency improvements paid for by savings from energy bills;
- reform energy markets to deliver security of supply and investment in low carbon energy;
- encourage community-owned renewable energy schemes;
- and provide incentives for local authorities to deliver sustainable development, including for new homes and businesses.

### Local drivers

- The Audit Commission has made climate change an area of focus in Wiltshire's **Comprehensive Area Assessment** in 2010.
- In December 2009, the **Wiltshire Assembly** identified climate change as a local priority and the council has a carbon reduction objective within the Corporate Plan 2010 – 2014, as indicated above.

# CLIMATE CHANGE ADAPTATION

## Legislation

The **Climate Change Act (2008)**

- UK wide climate risk assessment every 5 years
- National Adaptation Programme to be established and reviewed every 5 years
- Gives government the power to require public authorities and statutory undertakers (including water and energy companies) to report on how they have assessed and will respond to climate change risks
- Government required to publish strategy outlining how it will use this power
- Statutory guidance is being prepared and will be relevant for a wide range of public sector organisations but also wider audience

The Climate Change Act requires the Secretary of State to create a report on the impact of climate change. The report must contain an assessment of the risks for the UK of climate change given the current and predicted impacts and must take into account the advice of the Climate Change Committee (established to provide independent expert advice to the Government).

- The first report must be submitted to Parliament by 2011 and a subsequent report submitted every five years.
- A copy of each report must be sent to other national authorities.

The Secretary of State must also create programmes regarding adaptation to climate change that includes:

- Objectives in relation to adaptation to climate change
- Government's proposals and policies for meeting those objectives
- Time-scales for introducing proposals and policies

**Flood and Water Management Act (2010)**
The Act introduces measures to address the threat of flooding and water scarcity, both of which are predicted to increase with climate change. In particular, it:

- requires the Environment Agency to create a National Flood and Coastal Erosion Risk Management Strategy, which a number of organisations will have to follow
- requires leading local flood authorities to create local flood risk management strategies
- enables the Environment Agency and local authorities more easily to carry out flood risk management works

Tightening of Building Regulations under the **Code for Sustainable Homes**
Key aim of "zero" carbon new homes by 2016 but also targets water use efficiency and run-off.

**Civil Contingencies Act (2004)**
Requirement to assess risk of and plan for emergencies –may include severe weather events and other disruption due to climate change.

**Local Government Act 2000 – well being powers**
The Local Government Act 2000 introduced the well-being power. It increased a Council's capability to act on behalf of its area and allows the Council to do anything that it considers likely to enhance the economic, social or environmental well-being of their area unless expressly prohibited elsewhere in legislation.

## Policy - national

- "Securing the future" (2005) identifies the need for adaptation to a changing climate
- UK Climate Change Programme (2006)
- Adaptation Policy Framework (2008)
- The Stern Review (2006) - Includes specific strategic policy recommendations
- Planning Policy Statements
    - PPS25: Planning and Flood Risk (2006) / supplement to PPS25: Development and Coastal Change (2010)
    - Supplement to PPS1: Planning and Climate Change (2007)
    - New draft PPSs issued March 2010

Climate Change Programme (2006)
Key focus on mitigation (CO2/ energy), but committed government to:

- Develop an Adaptation Policy Framework
- Publish climate change scenarios for the UK
- Monitor and develop the knowledge base on climate change impacts and adaptation (through UKCIP)

Adaptation Policy Framework (2008)

- Sets out government "programme" for adaptation action and policy.
- Among other objectives seeks to "embed" adaptation in all policies and programmes at national, regional and local levels
- Two phases
- 2008 –2011: getting evidence / raising awareness / embedding in policy

- 2012 –on: following national risk assessment (CC Act requirement) development of a statutory National Adaptation Programme

## Policy – sub national

- Regional climate change action plans (and partnerships)
- River Basin Management Plans (Environment Agency)
- Flood Risk Assessments

## Local drivers

Wiltshire's Local Area Agreement includes a target to develop a Climate Change Adaptation Action Plan by March 2011.