



Local Government Association

review of local government action on climate change



LGA climate change commission



This report has been prepared for:
Local Government Analysis and Research (LGAR) and
Economic and Social Research Council (ESRC)

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Authors' note

This short study was undertaken in February 2007 to provide an up-to-date 'snapshot' of information and status for the benefit of the Local Government Association (LGA) Climate Change Commission.

Since the report was written the government has published its Draft Climate Change Bill (13 March 2007) and the 2007 Budget (21 March 2007) which sets out a number of issues and plans in light of the Stern Review on the Economics of Climate Change.

Within the constraints of time and budget, these documents have not been incorporated into this report. However, regardless of this omission, it is hoped that the report will still provide some useful insight into the issues for interested readers.

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1. Introduction

1.1 Background to the report

The literature and documentation on the scale, effects, implications and severity of climate change is vast. In terms of its importance with which is now regarded, the government's position as set out in the March 2006 *Climate Change: The UK Programme*¹ is that "climate change is the greatest long-term challenge facing the world today. There is strong and indisputable evidence that climate change is happening and that man-made emissions are its main cause...If left unchecked, climate change will have profound impacts on our societies and way of life, affecting agriculture and food security, leading to water shortages, triggering population movements and impacting on our economies, and our security. So action is needed now".

In terms of this action, the role of local government in delivering both greenhouse gas (GHG) emissions reduction and adaptation to expected outcomes is both important and clearly stated in many government policy documents. The UK's Climate Change Programme¹ for example identifies that the public sector in general is in a key position to lead on carbon emissions reduction by setting a behavioural and strategic example to the private sector. Further, it identifies that action by local authorities is "likely to be critical to the achievement of government's climate change objectives" identifying that local authorities can have significant influence over emissions in their local areas by, for example:

- providing vision and leadership to local communities, raising awareness and helping change behaviours;
- using their considerable powers and responsibilities relating to housing, planning, local transport and promotion of well-being under the 2000 Local Government Act; and
- altering their own activities and operations including procurement.

The October 2006 local government white paper: *Strong and Prosperous Communities*² reinforces this perspective, noting that "local government has a pivotal role in achieving sustainable development and mitigating and adapting to climate change" through, for example:

- strong and visible leadership;
- leading by example through its own practices and the services it delivers;
- responding to calls for action and the priority local people place on tackling these issues; and
- co-ordinating innovative partnerships which can deliver real changes.

In addition to the roles set out by central government, there is a growing focus and pressure on local government action from more general, public, sources. Local government action (or perceived lack of) has been highlighted recently in a number of media sources (see for example *The Guardian* Wednesday January 3, 2007³ *Leading by Example* and also *Councils ignore threat of climate change - Survey reveals few local authorities plan action*).

¹ Defra (2006): *Climate Change: The UK Programme 2006*, March 2006 (<http://www.defra.gov.uk/environment/climatechange/uk/ukccp/pdf/ukccp06-all.pdf>)

² Department of Communities and Local Government (2006): local government white paper: *Strong and Prosperous Communities*, October 2006 (<http://www.communities.gov.uk/index.asp?id=1503999>)

³ *The Guardian* Wednesday January 3, 2007 *Leading by Example* (<http://environment.guardian.co.uk/climatechange/story/0,,1981389,00.html>)
Councils ignore threat of climate change - Survey reveals few local authorities plan action (<http://environment.guardian.co.uk/climatechange/story/0,,1981672,00.html>)

1.2 Objectives of the study

Perhaps in light of both the role that local government can play and the role that, increasingly, it is being expected to play the Local Government Association (LGA) Executive announced on 2 October 2006 that a LGA Climate Change Commission (hereafter referred to as the commission) would be established to advise how local authorities could tackle and respond to climate change more effectively.

Undertaking the main evidence assessment phase between spring and summer 2007 and reporting in mid 2007, in its provisional Terms of Reference, the commission is to:

"Consider the role of UK councils in mitigating and adapting effectively to climate change, to assess evidence on current progress by councils and analyse the likely impact of current and proposed national and international policies for council work on climate change. To make recommendations on how local authorities can take practical action to deliver a step-change in action to mitigate and adapt to climate change at local level, and how the national and international policy framework could support this."

Local Government Analysis and Research (LGAR) is charged with providing evidence to the commission. As part of its overall programme of evidence, the LGAR (in collaboration with Economic and Social Research Council - ESRC) has commissioned the Tyndall Centre to undertake a brief review of documentation on local councils' work on climate change and present findings, key themes and comment on possible issues surrounding local government efforts and progress on climate change.

This brief report represents the written output of the study for presentation to the first meeting of the commission as background information for further inquiry. It is not intended for public or more general consumption.

It should be noted that the review has taken place over a very short timescale and seeks only to provide a 'snapshot' of the current situation and to identify likely issues and obstacles for further consideration by the commission (or others). The pressures of the short timescales mean that the report has inevitably been based on only a sub-set of documentation. As such, it cannot be regarded as a full and complete review of the situation. Nonetheless, even such a short review provides useful evidence of underlying issues and activities in relation to climate change for further consideration.

1.3 Structure of the report

Section 2 provides a brief background on the policy context, key drivers and main initiatives while Section 3 provides a 'snapshot' of the activity of local government in terms of its current status.

Section 4 discusses some of the obstacles to engagement and progress that have been identified by a number of commentators.

Section 5 considers recent changes in the policy context, commenting on their possible impact and remaining gaps and drawing conclusions.

2. Background

2.1 Policy context

2.1.1 Introduction

Given the scope for local government action on climate change, there is an (increasing) emphasis in a range of central government policies towards enhancing and promoting this action. Therefore, in considering local government action in relation to climate change, it is important to consider the background policy context and, importantly, how this is changing.

With respect to central government policy, a number of relevant policy documents have been reviewed with reference to the role of local government and its functions in order to gain some insight into the (changing) policy contexts and how they will relate to local government activity (now and in the future).

The core documents and key elements are summarised below including the more recent developments from current consultations. In presenting and considering these, it is difficult to provide documents and content in the form of a consistent developmental history. Information is provided on the basis of chronological order of publication (which does not necessarily reflect the order in which policy itself develops).

2.1.2 Home Energy Conservation Act (1995)

The Home Energy Conservation Act 1995 (HECA) (<http://www.defra.gov.uk/environment/energy/heca95/index.htm>) requires every UK local authority with housing responsibilities to prepare, publish and submit to the Secretary of State an energy conservation report identifying practicable and cost-effective measures to significantly improve the energy efficiency of all residential accommodation in their area; and to report on progress made in implementing the measures.

2.1.3 Energy white paper

The 2003 energy white paper *Our Energy Future - Creating a Low Carbon Economy* (<http://www.dti.gov.uk/files/file10719.pdf>) sets out the government's vision for delivery of future energy delivery, efficiency and reliability and to deliver a cut in carbon dioxide emissions by some 60 per cent by 2050.

Amongst other things, the energy white paper highlights a number of aspects of local government functions that need to be employed to deliver sustainable energy futures. It notes that local authorities and other local bodies, regional chambers and Regional Development Agencies (RDAs) make decisions that are vital for energy policy where these include planning, regeneration and development, procurement, housing, transport and sustainable development.

It highlights a number of requirements including the need to rely on local authorities and regional bodies to help to deliver change on the ground while reflecting the needs of their different communities; a need for the government to work with local authorities and their building inspectors to identify cost-effective improvements to address design versus built performance. Importantly, the energy white paper also identified the need to adjust the planning system so that it is more helpful to investment in infrastructure and new electricity generation (particularly renewables), where this has subsequently taken the form of Planning Policy Statement 22: Renewable Energy (2004).

2.1.4 Planning Policy Statement 22: Renewable Energy (2004)

Planning Policy Statement 22: Renewable Energy (PPS22) (http://www.communities.gov.uk/pub/910/PlanningPolicyStatement22RenewableEnergy_id1143910.pdf) sets out the government's policies for renewable energy, which planning authorities should have regard to when preparing local development documents and when taking planning decisions.

It establishes a number of fundamental principles and procedures in relation to planning and renewable energy. A fundamental principle embodied in PPS22 is that renewable energy developments should be capable of being accommodated throughout England in locations where the technology is viable and environmental, economic, and social impacts can be addressed satisfactorily.

PPS22 places a number of requirements on local planning authorities including that spatial strategies and local development documents should contain policies designed to promote and encourage this (rather than restrict it); that criteria that will be applied in assessing applications for planning permission for renewable energy projects should be set out and that these should not contain unreasonable constraints (with Central government having powers to intervene); that wider environmental and economic benefits of renewable energy proposals are material considerations and are given appropriate weight in the decision-making process. In addition, it identifies that local planning authorities, regional stakeholders and Local Strategic Partnerships should foster community involvement in and acceptance of in renewable energy and that targets for renewable energy capacity in Regional Spatial Strategies should be established based on assessments of the resource potential and other factors.

The Planning Response to Climate Change ODPM 2004

The document provides advice rather than planning policy guidance, though references to relevant policy guidance are made throughout it. It is intended to provide planning professionals with an overview of the current thinking and state of knowledge on the planning response to climate change. The advice also aims to provide assistance to local authorities implementing strategies to address climate change.

2.1.5 Local Transport Planning Guidance (LPT2 - 2004)

In terms of guidance provided by the Department for Transport (DfT) to Local Transport Authorities on their requirements for producing their second Local Transport Plans (LTPs), climate change is one of a number of additional areas for consideration required by Local Transport Authorities in their 2nd Local Transport Plans. DfT guidance requires it's consideration alongside sustainable communities, the quality of public spaces and landscapes, conservation of biodiversity, community safety, public health, and noise. Guidance on the inclusion of these issues is outlined in the following quotations:

The Department does not necessarily expect local transport strategies and LTPs to be aimed at dealing with these issues as key priorities, or for those issues to determine the prioritisation of LTP schemes and policies. (DfT, LTP2 Guidance 2004, Para 179, p. 44)

While not the key objectives for LTPs in themselves, these issues are no less important than the shared priorities, and should strongly influence how and by what means the LTP implementation programme is delivered. (DfT, LTP2 Guidance 2004, Para 180, p. 44)

2.1.6 UK Climate Change Programme (2006)

Published in March 2006, the *UK Climate Change Programme* covers a wide range of issues associated with Climate Change and mitigation, adaptation and policy objectives. Given its wide scope, the *UK Climate*

Change Programme is a large document, however, key points of particular relevance to local government and its operation are summarised below.

Investment

The Programme acknowledges that public sector organisations face barriers in identifying and driving through carbon saving opportunities and that a key consideration is finding the up-front investment that could lead to savings in future years. Amongst other things, it proposes the establishment of a revolving fund of £20m over the next two years to support public sector organisations in implementing energy efficiency measures.

Local authority engagement

The Programme refers to the existence of some local authorities which are taking 'exemplary action' on climate change, for example, in response to their responsibilities under the Home Energy Conservation Act (HECA), referring to examples in the Round 6 Sustainable Energy Beacon Councils Theme and through initiatives such as the Nottingham Declaration on Climate Change (described later).

However, the Programme also refers to a study commissioned to assess the scope for carbon savings from local and regional activity which raised concerns of the extent to which local action depends critically on interested, committed individuals (the report actually refers to 'wilful individuals') within local government to succeed.

Local authority performance and outcomes

The Programme notes that it is recognised that the local government performance framework does not currently include the outcome-focused content on climate change which would reflect the importance of tackling climate change and the potentially critical role local government will need to play in this in the short, medium and long term.

As a point of note, the 2003 energy white paper identified that, since 2002/3 local authorities had been required to benchmark their energy use in operational property and street lighting and would set local improvement targets from 2003/04. However, the associated Best Value Performance Indicator 180 (Energy Consumption/Efficiency BVPI180) was deleted because, according to the review report, the detailed technical guidance which was needed to report on the indicator remained unavailable more than two years after its introduction. Consequently BVPI180 was only applied between 2002 and 2005 and councils are no longer expected to either monitor their energy usage or set targets to reduce it.

The Climate Change Programme notes that, while the current performance framework does not reflect climate change priorities, the government also has a commitment to avoid placing unfunded new burdens on local government, and to move existing responsibilities to a more flexible, outcome-focussed basis, with greater flexibility to deliver on national priorities in the most effective way for that locality.

To this end, the Programme identifies that Local Area Agreements (LAAs) offer potential for delivering shared central local priorities, including sustainable development outcomes. Climate change and energy outcomes are included in the current LAA Guidance and associated Outcomes Framework which includes the following indicators under various headings:

- improving the energy efficiency/carbon performance of operational property and/or community organisations (VCS and private sector) and/or housing stock;
- proportion of renewable electricity generated /electricity generation from renewable and non-renewable sources;
- emissions of carbon or carbon dioxide;

- level of energy efficiency of housing occupied by vulnerable groups (measured by SAP rating);
- percentage of new housing within the growth point that meets level three in the Code for Sustainable Homes;
- improved energy efficiency/carbon performance of new housing stock (measured under sustainable production and consumption targets).

The Climate Change Programme also notes that the current local government performance framework, including the Comprehensive Performance Assessment, is currently under review and that it is intended that a new framework will be introduced post 2008 following the Comprehensive Spending Review. In this way, the Programme identifies that the government will consider how to ensure that the local government performance framework will include an appropriate focus on action on climate change, sufficient to incentivise more authorities to reach the levels of the best.

The Programme notes that “government will ensure that there are no unfunded new burdens created” and that the government and its agencies will pursue a number of funding routes including funding a new £4m local government best practice support programme (to be launched in 2006-7) to be delivered through the new local authority led Improvement Partnerships being set up in every region; and provision of further resources to local authorities to invest in energy saving on their own estate through the Carbon Trust’s local authority Energy Financing Scheme, managed by Salix, which will be developed into a public sector revolving loan fund following the announcement of the additional investment of £20m in the 2005 Pre-Budget Report.

Planning

The Programme identifies that the government is examining ways to enhance the role of the planning system in tackling climate change and is committed to a review of the permitted development rights enjoyed by householders, to identify whether the rules could be made easier and clearer as regards the installation of renewable energy technology on the exterior of houses and in domestic gardens.

Individual action/community engagement

The Programme commits the government to providing local authorities with additional guidance on how to stimulate action on climate change at local level.

2.1.7 The Climate Change and Sustainable Energy Act (2006)

The Climate Change and Sustainable Energy Act received Royal Assent in June 2006 and, with the exception of some consequential amendments to regulations, it is now in force. The stated purpose of the Act is to enhance the United Kingdom’s contribution to combating climate change. In essence, the Act aims to boost the number of heat and electricity microgeneration installations in the United Kingdom to cut carbon emissions and reduce fuel poverty.

Amongst its other provisions, the Act requires that local authorities have regard to information on energy measures in exercising functions and have regard to the energy measures reports published by the Secretary of State, the first of which, according to the timescales set out in the Act, should be published in the summer/autumn of 2007.

The “energy measures report” is to contain information on local authority measures which would or might in the opinion of the Secretary of State:

- improve efficiency in the use of electricity, heat, gas, fuel and other descriptions or sources of energy;
- increase the amount of electricity generated, or heat produced, by microgeneration or otherwise by plant which relies wholly or mainly on low-emissions sources or technologies;

- reduce emissions of greenhouse gases;
- reduce the number of households in which one or more persons are living in fuel poverty.

2.1.8 Local government white paper

The October 2006 local government white paper announces a number of policy initiatives and consultations with respect to local government and climate change and the role that local government can play in delivering the government's commitment to reducing carbon emissions by 60 per cent by 2050.

It reinforces the fact that local authorities have the ability, via the well-being power contained in the 2000 Local Government Act, to work together and with other agencies to tackle climate change and identifies that a number of authorities have used this to set up Energy Services Companies (ESCOs). It commits the Department for Environment, Food and Rural Affairs (Defra) to exploring the best way of encouraging the establishment of ESCOs with the core cities.

It identifies that robust new overview and scrutiny arrangements are expected to allow local communities to hold local government and its partners to account for their action, or inaction and announces that the scope and flexibility of LAAs will be increased and, where appropriate, climate change targets will be included in LAAs. It notes that the Secretary of State will also have the power to identify partners with the responsibility to achieve these targets and hold them to account.

In terms of the local government performance framework, the white paper repeats the intentions set out in the UK Climate Change Programme that the new performance framework will have an appropriate focus on climate change, with the Comprehensive Spending Review making decisions on national outcomes, indicators and any national targets.

The white paper identifies a number of areas where local authorities can consider climate change issues in all the services they provide and procure including by:

- using spatial planning to achieve more sustainable development, and support the move towards low carbon living, for example by requiring that a percentage of the energy in new developments comes from on-site renewables in line with policy set out in Planning Policy Statement PPS22 (described above);
- promoting a better understanding of opportunities to improve the energy efficiency of homes by householders and landlords, particularly at key points, for example when planning applications are made;
- investing in, and encouraging others to invest in, sustainable transport; and
- implementing sustainable transport;
- exploiting synergies between tackling climate change and disadvantage, for example using energy efficiency improvements in homes to reduce fuel poverty and instigate the effects of rising fuel prices for those on low incomes; and
- working with ESCOs to develop innovative mechanisms to improve energy efficiency in housing, for example through council tax rebate schemes.

It also identifies the importance of (but does not make it a requirement) local authority vision and leadership through:

- using 'well-being' powers;
- supporting innovative housing and regeneration projects that offer opportunities to highlight significant energy efficiency or new technologies, such as integrated renewable generation; and
- supporting adaptation activities in their area, by developing an adaptation strategy and working with their regional climate change partnership.

2.1.9 Recent developments and regulations in the pipeline – ongoing consultations

Planning Policy Statement 25 (PPS25) on Development and Flood Risk

In the main, the policies and policy developments described thus far relate mainly to the issues of energy efficiency, renewables and carbon reduction in general. The issue of adaptation to climate change is also an important issue where local government has an important role to play.

Planning Policy Statement 25 (PPS25) on Development and Flood Risk (http://www.communities.gov.uk/pub/955/PlanningPolicyStatement25DevelopmentandFloodRisk_id1504955.pdf) was published in December 2006 and sets out government policy on flooding and flood risk, including the influence of climate change on risk factors.

PPS25 aims to ensure that flood risk is taken into account at all stages in the planning process to avoid inappropriate development in areas at risk of flooding, and to direct development away from areas of highest risk. Where new development is, exceptionally, necessary in such areas, the policy aims to make it safe, without increasing flood risk elsewhere, and, where possible, reducing flood risk overall. Changes in flood risk, priorities and adaptation in light of climate change form a significant component of PPS25. It places a number of requirements on all factors within the planning and development control process in relation to, for example:

- identifying land at risk;
- preparing Regional Flood Risk Appraisals (RFRAs) or Strategic Flood Risk Assessments (SFRAs) as appropriate;
- framing policies for the location of development which avoid flood risk to people and property where possible, and manage any residual risk, taking account of the impacts of climate change;
- only permitting development in areas of flood risk when there are no reasonably available sites in areas of lower flood risk and benefits of the development outweigh the risks from flooding (and reinforcing more robust requirements on consultation with the Environment Agency following the coming into force, on 1 October 2006, of the amendment to Article 10 of The Town and Country Planning (General Development Procedure) Order 1995);
- safeguarding land from development that is required for current and future flood management, for example, conveyance and storage of flood water, and flood defences;
- reducing flood risk to and from new development through location, layout and design, incorporating sustainable drainage systems (SUDS); and
- using opportunities offered by new development to reduce the causes and impacts of flooding; making the most of the benefits of green infrastructure for flood storage, conveyance and SUDS; re-creating functional floodplain; and setting back defences.

Mandating water efficiency in new buildings – ongoing consultation (December 2006)

In addition to the issue of flood risk and climate change adaptation, the government is currently consulting on proposals for minimum mandatory standards of water efficiency in new homes and new commercial buildings.

The consultation proposes that standards will underpin those set out in the Code for Sustainable Homes published December 2006.

Building a Greener Future: Towards Zero Carbon Development – ongoing consultation (December 2006)

The document describes the government's plans to achieve zero carbon developments through the proposed Planning Policy Statement (PPS) on climate change (also out to consultation), the Code for Sustainable Homes and through setting a timetable for further strengthening of Building Regulations.

The document attempts to clarify the relationship between:

- planning policies (regulating the location, siting and design of development);
- the Building Regulations (deals with conservation of fuel and power, health and safety, accessibility in buildings); and
- the Code for Sustainable Homes (which considers sustainability in homes).

The Code for Sustainable Homes provides a mechanism for developing and demonstrating higher environmental performance and sets sustainability standards which can be applied to all homes. The Code is intended as a single national standard to guide industry in the design and construction of sustainable homes.

Six levels are provided for in the Code and at each level there are minimum energy efficiency/carbon emissions and water efficiency standards. The minimum energy/carbon standards for Code level 1 are higher than those found in the minimum mandatory standards set in Building Regulations.

The Code also seeks to cover other environmental considerations, such as sustainable construction materials, and the availability of recycling facilities, cycle spaces and home offices. These and other issues that contribute to a "sustainable home" are awarded "credits" to make up their Code rating.

The consultation document proposes that assessment against the Code should start for new homes in April 2007 and the government has committed itself to put in place the accreditation and assessment arrangements to ensure that developers of new homes can choose, on a voluntary basis, to receive a Code assessment from that date.

The document also notes that it is the government's intention to propose that all new homes should be required to have a mandatory Code rating from April 2008. New homes (and in due course other homes, when they are sold or leased) will in any event require an Energy Performance Certificate under the Energy Performance in Buildings Directive which will be implemented from June 2007. The assessment for the Energy Performance Certificate will use the same calculation methodology as for the Code therefore avoiding the need for duplication.

The Code is a voluntary set of environmental standards and, whilst the government may propose that assessment against the code may become mandatory, any development or building will not be required to meet these (higher) standards except where public funding is involved. Full Technical Guidance on how to comply with the Code will be published in April 2007.

That said, the document describes that the government are examining the case for making the energy/carbon aspects of the Code mandatory where the Building Regulations would provide the obvious delivery route.

At present the Building Regulations set an overall energy/carbon target for the dwelling (known as the 'SAP' or Standard Assessment Procedure rating) but allow flexibility in how that standard is met.

The document also identifies that the government is proposing that all new homes are zero carbon by 2016 and that further reform of the building and planning regulations will be required to achieve this.

Consultation Planning Policy Statement: Planning and Climate Change - ongoing consultation (December 2006)

Consultation Planning Policy Statement: Planning and Climate Change, December 2006 was also launched on 13 December 2006. The draft PPS sets out, in particular, how the location, siting and design of new development can contribute both to the reduction of emissions and delivery of zero carbon development, and to the shaping of sustainable communities that are resilient to climate change.

In terms of local authority roles and responsibilities the draft PPS expects that all planning authorities will prepare and deliver spatial strategies that:

- make a full contribution to delivering the Climate Change Programme (described above) and energy policies;
- in enabling the provision of new homes, jobs, services and infrastructure and shaping the places where people live and work, secure the highest viable standards of resource and energy efficiency and reduction in carbon emissions;
- deliver patterns of urban growth that help secure the fullest possible use of sustainable transport for moving freight, public transport, cycling and walking; and, overall, reduce the need to travel, especially by car;
- secure new development and shape places resilient to the effects of climate change in ways consistent with social cohesion and inclusion (adaptation);
- sustain biodiversity, and in doing so recognise that the distribution of habitats and species will be affected by climate change; and
- reflect the development needs and interests of communities and enable them to contribute effectively to tackling climate change.

2.2 Government and 'voluntary' Initiatives

2.2.1 Overview

As can be seen from Section 2.1, policy and regulation in the area of climate change and its interface with local government concerns is the subject of ongoing development.

Running alongside these developments have been a range of initiatives geared towards increasing energy efficiency, sustainability more generally and engaging local government in wider commitments to take steps to address climate change. Accompanying these is an array of guidance, sources of guidance, standards, codes, software, etc.

Within the short timescales, we have sought to provide an overview of the key actors and initiatives and a flavour for the number and range of sources of information available.

2.2.2 The Nottingham Declaration

The Nottingham Declaration was first launched in October 2000. The Declaration is a voluntary pledge to address the issues of climate change, signed by the Leader and Chief Executive of a council. In signing it, councils are committing to ensure that tackling climate change is a cornerstone of the council's strategy. The declaration was re-launched with the support of the EST at the Second National Councils Climate Conference, 5 Dec 2005, Nottingham.

This initiative encourages local authorities seeking to deal with climate change to consider taking action in two complementary ways.

Firstly to reduce the council's own emissions of greenhouse gases so as to mitigate the impact of climate change in the future and then work with stakeholders in their community to help them reduce their emissions.

Secondly for councils to understand how their services and communities will be affected by changes to the climate and begin to adapt those services to best cope with change and take advantage of any opportunities that climate change might offer.

Guidance is available to help authorities address both agendas in the Climate Change Action Pack hosted on the EST's website at: <http://www.est.org.uk/nottinghamdeclaration>

At the beginning of this study (February 2007), some 188 local authorities had signed the Declaration (195 as of beginning of March 2007), each pledging to actively tackle climate change within their area, details of signatories so far can also be found at the website above.

2.2.3 ICLEI (International Council for Local Environmental Initiatives)

ICLEI is an international association of local authorities that have made a commitment to sustainable development. It was established in 1990 'to build and support a worldwide movement of local governments to achieve tangible improvements in global environmental conditions through the cumulative impact of local actions'. In 1993 the ICLEI started the Cities for Climate Change Programme to share best practice on climate change action. Eighteen UK cities joined the original Cities for Climate Change Programme (CCP) including Leicester, Newcastle, Cambridge and Bristol which ran until 2000.

The ICLEI provides members with the technical assistance and training to meet these targets including a software package developed by Torrie Smith Associates to baseline, forecast and monitor greenhouse gas emissions. It also aims to promote shared best practice through international networking of local across local government,

The CCP programme now works in a more decentralised way, in Europe the European Cities for Climate Protection was set up and in the UK the pilot national campaign Councils for Climate Protection was established.

The Councils for Climate Protection programme was set up by Defra with the Improvement and Development Agency (IDeA) and the LGA and it ran from September 2000 until May 2002 after encouragement from the ICLEI. Its launch followed the first Nottingham Declaration and it worked with 24 Councils (including only Leicester from the original 18 that took part in the Cities for Climate Protection programme).

The Councils for Climate Protection pilot has since evolved to the Carbon Trust's local authority Carbon Management Programme described below.

2.2.4 Local Authority Carbon Management Programme (LA CMP)

The Carbon Trust launched the Local Authority Carbon Management Programme with £2m of funding, in 2003, with an evaluation of the pilot Councils for Climate Protection.

Through LA CMP, the Carbon Trust provides councils with technical and change management support and guidance to help them realise carbon emissions savings. The primary focus of the work is to reduce emissions under the control of the local authority such as buildings, vehicle fleets, street lighting and landfill sites.

Participating councils benefit from consultant support in the form of workshops and limited dedicated support tailored around a 5 Step process. This process guides authorities through a systematic analysis of their carbon footprint, the value at stake and the opportunities available to help them manage carbon emissions in a strategic manner.

2.2.5 Improvement and Development Agency (IDeA)

The Improvement and Development Agency works with local authorities to share best practice on a range of issues including climate change initiatives. They have played an important role in the initiatives described above, and additionally are currently piloting the sustainable energy beacon authorities scheme as part of the beacon councils programme they manage on behalf of Communities and Local Government (CLG).

There are at present seven 'sustainable energy' beacon authorities which have created two self-assessment tools – a draft benchmark and an interactive toolkit with IDeA, the Department for Trade and Industry (DTI) and Defra. These interrelated tools will help councils evaluate their own performance and provide guidance for improvement. There are three steps for councils to follow:

1. assess current practice
2. identify priority areas for action
3. learn from others to improve service delivery in key areas of energy management

The benchmark provides a description of how the ideal authority would deliver sustainable energy processes and policies. A council can rate its performance against each benchmark activity using a diagram. Performance is rated from basic to excellent and priorities are identified. Each activity has a direct link to guidance in the toolkit.

The toolkit, called 'Getting on target', is designed to inspire local authorities to take action. It sets out practical ways to deliver real and positive change. The toolkit is divided into three sections:

Section one: the factors councils need to consider in developing an overall strategic approach to energy through:

- securing of high level backing for action
- integration of energy issues into corporate decision making structures

Section two: the key issues in developing policies and programmes linked to specific roles within the council:

- estate manager
- service provider
- community leader

Section three: possible energy outcomes that councils might seek to achieve by improving sustainable-energy practices against the benchmark.

The toolkit is now being piloted with 21 councils to test the format. The pilot is scheduled to run until the end of March 2007. Analysis from the pilot councils will inform any adjustments to the toolkit before it is launched nationally in June 2007.

Beacon officers and members from the 'sustainable energy' beacon authorities have been trained in the techniques to help them mentor and coach others. The mentors will provide support and guidance to seven of the 21 pilot councils. The remaining 14 councils will be piloting the resource under minimum supervision, as the toolkit is essentially designed to be used as a stand-alone too.

Each council will develop an action plan for improvement based on the top five issues that arise from the toolkit.

International Solar Cities Initiative

A scheme adopted by Oxford City Council plus others internationally. It encourages cities to minimise their energy demand and shift to renewable forms of energy that can be generated within the urban area.

Information on the European collective can be found at <http://www.eu-solarcities.org/> and UK Initiatives at <http://www.solarcities.org.uk/>.

2.2.6 Government funded trusts and funding opportunities with a focus including local authorities

Government and the devolved administrations provide funding for the Energy Saving Trust and the Carbon Trust to stimulate the uptake of energy efficiency in homes, business and the public sector.

Energy Saving Trust (EST)

The EST is a non-profit organisation that promotes energy saving, funded by government and the private sector. Set up after the 1992 Rio Earth Summit, it has two main goals:

- to achieve the sustainable use of energy; and
- to cut carbon dioxide emissions, one of the key contributors to climate change

To achieve these goals, the EST works with households, business and the public sector to encourage a more efficient use of energy and stimulate the demand and supply of cleaner fuelled vehicles. It offers a number of grants for energy efficiency and renewable energy projects and holds a database of other sources of funding available. LGA informs us that, since 2003 the EST has had a joint programme of work to fund a part-time officer at the LGA, with the aim of promoting council action on sustainable energy and climate change.

The EST can provide advice and information to local authorities including research time and consultancy on the setting up of energy service schemes. Specific funding streams for renewables to local authorities are available through the Low Carbon Buildings Programme phase I which the EST operates on behalf of the DTI.

Additionally Community Action for Energy (CAfE) is a programme from the Energy Saving Trust that is designed to promote and facilitate local community-based energy projects. It provides expert advice to review specific community energy proposals through the Community Support Panel and provides training and a forum to share experience through case studies.

Low Carbon Buildings Programme

The DTI's Low Carbon Buildings Programme provides grants for microgeneration technologies for householders, community organisations, schools, the public sector and businesses. Phase 1 of the programme is managed by the Energy Saving Trust and Phase 2 of the programme is managed by the Building Research Establishment (BRE).

Launched on 1 April 2006, the programme will run over three years and replaces DTI's Clear Skies and Solar PV programmes, which closed for applications on the 31 March 2006. The programme is UK-wide (apart from the Channel Islands and the Isle of Man) and will demonstrate how energy efficiency and microgeneration will work hand in hand to create low carbon buildings.

There are two streams of grants available in phase 1:

- Stream 1 - grants for smaller projects for home owners; and
- Stream 2 - grants for medium and large scale microgeneration projects and are available to public, not for profit and commercial organisations.

Phase 2 provides grants for the installation of microgeneration technologies to public sector buildings (including schools, hospitals, housing associations and local authorities) and charitable bodies.

Carbon Trust

The Carbon Trust is an independent company funded by government. It was launched in April 2001. Its role is to help the UK move to a low carbon economy by helping business and the public sector reduce carbon emissions now and capture the commercial opportunities of low carbon technologies

The Carbon Trust provides policy and technical advice to local authorities to help them reduce carbon dioxide emissions from their own activities.

See http://www.thecarbontrust.co.uk/carbontrust/reduce_emissions/rcen1_1_2.htm

As mentioned above it also runs the local authority Carbon Management Programme.

In support of the Local Authority Carbon Management Programme the Carbon Trust also administers a revolving fund of £20m administered by Salix Finance to support energy efficiency work in the public sector. This loan system builds on the pilot Local Authority Energy Financing (LAEF) Scheme. In this scheme, loan funding for organisations is conditional on maintaining a ring-fenced energy management fund, with initial funding supplied by the scheme and sometimes all or part matched by the participating organisation. The scheme is expected to deliver additional carbon savings of 0.1MtC by 2010. Salix will seek proposals from local authorities with the aim of increasing the size of its existing LAEF programme by around 60 authorities and will begin work on new funding vehicles to support central government departments, higher education and the NHS, with the aim of supporting at least 20 new public sector organisations in 2007-08¹.

Bio-energy Capital Grants Scheme - Round 3

Funding for a new biomass heat capital grant scheme was announced in the Climate Change Programme Review and in the government response to the Biomass Task Force report. The scheme will support the installation of biomass-fuelled heat and combined heat and power projects in the industrial, commercial and community sectors. It will run for five years and will be worth some £10-15m in England over the two financial years to 31 March 2008. It is based on the existing rounds 1 and 2 of the DTI/Big Lottery Fund's Bio-energy Capital Grants Scheme, however this round is funded solely by Defra for England only. The new scheme is therefore round 3 of the Bio-energy Capital Grants Scheme and was launched on 29 December 2006.

Local authorities are eligible to apply for this grant scheme which is administered on behalf of Defra by AEA Technology, the deadline for grant applications is 9 March 2007.

2.2.7 Government Initiatives and government Funded Initiatives

Every Action Counts

Every Action Counts is a Defra-backed initiative aimed at helping people take action on environmental issues. Environment Secretary David Miliband and Minister for the Third Sector Ed Miliband visited Doncaster to launch the new community materials and website as part of initiative. The scheme provides training for community development workers (including local authority community workers) in how best to make the links between environmental issues and community development.

Community leadership and climate change

Defra published a guide in 2001 showing how councils can address climate change and reduce greenhouse gas emissions through their role as community leaders, service providers and corporate managers. The guide makes a business and environmental case for climate protection.

Warm Zones

Warm Zones is part of National Energy Action (NEA), the national fuel poverty charity. Warm Zones Limited (WZL) is a separate, wholly owned, not-for-profit subsidiary of National Energy Action. Its work is evaluated by Defra the DTI and the EST independently. It runs area-based programmes which deliver targeted approaches to identify fuel-poor households and deliver real benefits through energy efficiency improvements and income maximisation.

It works with a wide range of organisations to deliver energy efficiency improvements including local authorities, energy suppliers and health officials. Local Warm Zones are programme-managing a wide range of insulation and central heating schemes in the public and private housing sectors on behalf of local authorities, ALMO's (Arms Length Management Organisations – see Decent Homes section), Housing Associations and similar organisations. These activities include the delivery of full NHER/SAP surveys pre and post measures, Decent Homes surveys, fuel poverty calculations, face-to-face energy efficiency advice. Many also include links to other integrated added valued services including benefits checks, home safety, equity release, local Home Improvement Agency services and other local support partners as part of the delivered service.

Energy Efficiency Commitment

The Energy Efficiency Commitment (EEC) is the principal policy mechanism driving increases in the efficiency of existing homes. In its July 2006 Initial Consultation on the next round of EEC (EEC3: 2008-2011), the government re-confirmed its commitment to the EEC as a key carbon abatement mechanism in the household sector to 2011.

Under EEC, electricity and gas suppliers are required to achieve targets for the promotion of energy efficiency improvements in the domestic sector. The overall target for the 2005-8 phase is 130 TWh. At least half of this target must be achieved with the Priority Group – consumers who are in receipt of certain income related benefits or tax credits. These targets do not prescribe how suppliers should attain these improvements, the funding for the measures must come from the energy suppliers. Suppliers can fulfil their obligations by carrying out any combination of approved measures including installing insulation or supplying and promoting low-energy light bulbs, high efficiency appliances or boilers. The only constraint on the suppliers' activity is that they must achieve at least half of their energy savings in households on income related benefits and tax credits.

The EEC obligated suppliers can work with Social House Providers (SHPs) (in this case the definition includes local authorities) to deliver energy efficiency measures to households within the social housing sector. There are minimum requirements for a partnership between an EEC obligated supplier and a SHP and suppliers may have other conditions set as part of their contracts. There are therefore opportunities for local authorities to make use of this system to improve their housing stock.

As noted above, the government has undertaken an initial consultation on the next round of EEC (EEC3: 2008-2011). The document sets out a number of issues and proposals for EEC3. It identifies that the Climate Change Programme 2006 identified the government's broad ambition for EEC3 was that it could deliver about 0.9 to 1.2 MtC per year by 2010, an increase of around 50-100 per cent on the EEC2 target and that the government believes that it is practically and technically possible to commence provisions in the Climate Change and Sustainable Energy Act 2006 for a carbon emissions reduction target that would allow the range of measures available to suppliers under the EEC to be extended.

The consultation document sets out the view that in addition to the promotion of energy efficiency measures, a carbon emissions reduction target should include:

- the promotion of measures for increasing the amount of electricity generated, or heat produced, by microgeneration; and
- the promotion of measures for reducing the consumption of supplied energy such as measures which change consumers' behaviour.

The government is also considering whether a carbon emissions reduction target should include other measures for increasing the amount of electricity generated or heat produced using low-emissions sources or technologies.

A summary of responses to the initial consultation has been published, in addition, the government has consulted on the energy, cost and carbon savings of the standard, established measures for EEC3 (in January 2007), publishing the final energy and carbon savings for EEC3, including the scores that will be attributed in March 2008. This is all in advance of the EEC3 statutory consultation which will be published in May 2007 which is likely to provide more concrete proposals on the shape of EEC3.

Decent Homes Standard

All councils and housing associations have been challenged by the government to meet the Decent Homes Standard. Since 2001 there has been a 31 per cent reduction in the number of social sector homes failing the Decent Homes Standard on the thermal comfort criterion (from 1.3 to 0.9 million homes), which is a key criterion of the standard. Also since 2001, over 470,000 dwellings have received work to improve their energy efficiency under the decent homes programme or as part of wider local authority work to update the stock¹. However, work is still required to bring all homes up to the standard. This work may be carried out with funding from the EEC or a number of options made available to local housing authorities including:

1: Setting up an Arm's Length Management Organisation (ALMO)

An ALMO is a company created by the council to manage its homes and make them decent. Although the council still owns the homes it is free to focus on more strategic housing functions. If the Housing Inspectorate rates the ALMO as 'good' or 'excellent' the government makes extra money available in order to make the homes decent.

2: Using Private Finance Initiative (PFI) to encourage extra private sector investment

PFI enables the government to provide financial support for partnerships between the public and private sectors. Typically, PFI contracts last for thirty years. Although the council still owns the homes, in most cases, the private sector partner will provide the management services.

3: Transferring all or some of the stock to a Registered Social Landlord (RSL)

RSLs or Housing Associations can borrow money from banks and building societies in order to make the transferred houses decent. The council is free to focus on more strategic housing functions.

CLG exemplar development

Through its housing and regeneration programmes, CLG has the opportunity to demonstrate and deploy best practice in building environmentally sustainable developments. It is conducting a feasibility study into the viability of making the Thames Gateway carbon neutral.

Sustainable Development Action Plan for Education and Skills

This programme was launched in 2003, in it the government emphasises the sustainability and energy efficiency requirements for school buildings through a Sustainable Schools launch and consultation in 2006. The intention is to provide a framework for sustainable development for existing schools which is designed to assist them in producing and delivering a sustainability plan tailored to their needs¹.

The education sector accounts for approximately 10 per cent of carbon emissions for all commercial and public buildings. Annual energy returns from schools, collected by the government for the period 1999-00 to 2002-03 show that, due to increased use of information and communications technologies and extended opening hours, there has been a substantial increase in electricity consumption. Greater use of renewable energy technologies in schools has the potential to help address increased consumption and reduce carbon emissions from the schools estate¹.

The scheme includes school travel plans as well as measures to **make the school infrastructure more sustainable** through the BREEAM Schools environmental assessment method, which considers a wide range of environmental factors that are affected by the construction and operation of school buildings.

Climate Challenge Fund

The Climate Challenge Fund (CCF) was set up to provide financial support for communications projects seeking to achieve positive changes in public attitudes about climate change. The fund is part of the government's climate change communication initiative "Tomorrow's Climate, Today's Challenge" and was set up with a total anticipated value of £6 million spread across two years and to be distributed by March 2008. The campaign was launched on 1 December 2005, with a deadline for applications of 31 March 2006.

The fund was designed to help cover the costs of creating and including climate change messages into existing communication channels. As climate change communications is a devolved issue, the CCF applies only in England.

A list of successful Climate Challenge Fund Projects can be found at:
http://www.climatechallenge.gov.uk/whats_being_done/projects.aspx

2.2.8 Local transport planning

The DfT's Smarter Choices initiative provides information on ways of promoting more sustainable forms of transport and demand management through 'soft measures'. The information is aimed at a number of audiences including the general public, business as well as local authorities. The scheme includes information on the following activities:

- workplace and school travel plans; the DfT and the Department for Education and Skills set up the Travelling to School initiative which aims to have active travel plans in every school in England by the end of the decade. As of March 2005 25 per cent of schools have an active travel plan in place;¹
- personalised travel planning, travel awareness campaigns, and public transport information and marketing;
- car clubs and car sharing schemes;
- teleworking, teleconferencing and home shopping;
- encouraging cycling – an expert advisory body, Cycling England has been set up to do this with an annual budget of £5m a year from 2005-2008. Its work programme includes £2.8m a year¹ for six cycle demonstration towns to test the hypothesis that by providing investment at the level sustained by certain European towns which have seen cycling increase, cycling in English towns can be similarly increased. The towns are Aylesbury, Brighton, Darlington, Derby, Exeter and Lancaster (with Morecambe).

Information on the extent to which such soft measures can be expected to contribute towards reducing car use is provided in the report *Smarter Choices: Changing the way we travel* published in 2005. The report notes that much of the experience of implementing soft factors is recent, and the evidence is of variable quality. Therefore, there are inevitably uncertainties in the results. With this caveat, the main conclusion is that, provided they are implemented within a supportive policy context, soft measures can be sufficiently effective in facilitating choices to reduce car use, and offer sufficiently good value for money, that they merit

serious consideration for an expanded role in local and national transport strategy. Guidance specific to local authorities is provided in the following documents:

- *Increasing bus use for journeys to school: a guide to best practice* - a guide for local transport and education authorities that describes what schools, local authorities and bus operators around England have been doing to promote walking, cycling and public transport;
- *Walking and cycling: 'Links to Schools' 2006* - new walking and cycling routes that link residential areas to schools via the National Cycle Network, from DfT's funding to Sustrans to work with local authorities to provide safe routes to schools and reduce road congestion 2006;
- *Encouraging walking - Advice to local authorities 2005*.

The Sustainable Travel Towns initiative aims to create three showcase sustainable travel towns to act as models for other local authorities and show what can be achieved. Over five years, the Department for Transport is providing revenue funding for Darlington, Peterborough and Worcester to help them achieve this¹.

Additionally the DfT is involved in the TAPESTRY (Travel Awareness, Publicity and Education Supporting a Sustainable Transport Strategy in Europe) project led by a team from the UK with partners from 12 European countries covering the local authority, public transport operator and research sectors, all of whom are committed to increasing knowledge about travel behaviour.

TAPESTRY was established to research the role of campaigns in changing attitudes, awareness and behaviour in a broad range of contexts at the local and regional levels across Europe. TAPESTRY published best practice guidelines covering issues such as campaign initiation, design, management and assessment. These guidelines highlight many points that are directly relevant to the DfT's strategy for promoting sustainable travel initiatives sourced from practical experiences and best practice both in Britain and abroad. Such guidance is useful for transport planning at national, regional and local level.

Adaptation of the transport system to climate change

The UK's changing climate has important consequences for transport. These include the increased risk of flooding on rail and road networks, damage to rail tracks and road surfaces in extreme weather conditions and potential damage to earthworks for embankments and bridges. Information concerning the likely impacts of climate change on the transport network is available in the documents below to enable transport practitioners to assess the risks of climate change and adapt their activities accordingly.

- *The Changing Climate: Impact on the Department for Transport - April 2004* - this report sets out the key impacts which climate change could have on transport and makes recommendations to ensure that the Department for Transport and others are ready
- *Foresight Future Flooding report - Executive Summary - Office of Science and Technology - April 2004*
http://www.foresight.gov.uk/Previous_Projects/Flood_and_Coastal_Defence/Reports_and_Publications/Executive_Summary/Executive_Summary.html
- *Rail Safety and Standards Board (RSSB) report - Railway Safety implications of weather, climate and climate change - April 2003*
<http://www.rspb.co.uk/pdf/reports/research/Safety%20implications%20of%20weather,%20climate%20and%20climate%20change.pdf>
- *Greater London Authority (GLA) report - London's Warming: the impacts of climate change on London - October 2002*
http://www.london.gov.uk/gla/publications/environment/londons_warming02.pdf

2.2.9 Other initiatives and resources for local government

Guidance and advice for local authorities

There are a number of guidance documents available to assist planners respond to climate change and associated sustainable planning including:

- BRE, National Sustainability *Checklist for Developments* and the subsequent checklists for each region
- The Town and Country Planning Association also provide a large amount of information and guidance on their website <http://www.tcpa.org.uk>. Including *Sustainable Energy by Design*, 2006.
- South East Climate Change Partnership's *Adapting to climate change: a checklist for development*
- GLA, 2004 *Integrating Renewable Energy into new Developments: Toolkit for planners, developers and consultants*
- <http://www.breeam.org/>
- Merton Borough Council has provided a large amount of information and guidance on its successful programme to minimise and decarbonise energy consumption in the borough.
- *Leading the way: how local authorities can meet the challenge of climate change* Energy Efficient Partnership for Homes; EST; LGA.

Carbon counting tools available for local authorities to use

A number of carbon counting tools are available to local authorities. These are summarised in Table 2.1 overleaf.

Toolkit	Gases	Scale	Method	Additional Features	Cost
South East Climate Partnership Emissions Toolkit	CO ₂ & CH ₄ from Waste	Local authority, NUTS4 level & upward	Uses information from the DTI and/or council energy use data. Emissions from electricity consumption allocated to end user		Free + minimal user time
NAEI 1 x 1km Gridded Emission Estimates	CO ₂ , Methane, N ₂ O	1x1km grid available for all local authorities	Direct emissions only. Part of the national inventory programme. Emissions associated from electricity allocated to power stations.		Free - ready to use data
CERC's EMIT software for 1 x 1km spatially resolved emission estimation	All greenhouse gases + air pollutants as chosen by the	1x1km	Direct emissions only. The user can define whether emissions are allocated to the end user or producer	Produces maps for visualisation, includes air pollutants and road transport emission scenario tool	Charge for programme + staff costs of populating the inventory
Carbon Trust: Sample Carbon Baseline Tool for energy use from buildings and transport	CO ₂	For emissions under Public sector control	Direct emissions only, emissions from electricity consumption allocated to end user.		Free + staff costs to populate inventory
Torrie Smith Software, a toolkit for energy consumption http://torriesmith.com/	in-house and community wide greenhouse gas emissions from energy use and waste		Direct emissions only, emissions from electricity consumption allocated to end user.	Quantifies financial savings, air pollutant reductions and other co-benefits of greenhouse gas emission reduction strategies	POA
GRIP, Tyndall Centre	All greenhouse Gases	Original version is for regions, can be designed for any administrative area	Direct emissions only	Includes a scenario tool to enable emission projections to 2050	POA
REAP, WWF & Stockholm Institute – the only eco-footprinting tool available for all areas of the UK	CO ₂ + other environmental impacts of consumption	Regional or local authority area	Includes indirect emissions too.	Includes impacts on water resources and other environmental impacts	POA

Impacts of climate change reports

Foresight Future Flooding report, Executive Summary, Office of Science and Technology, April 2004
http://www.foresight.gov.uk/Previous_Projects/Flood_and_Coastal_Defence/Reports_and_Publications/Executive_Summary/Executive_Summary.html

Rail Safety and Standards Board (RSSB) report, *Railway Safety implications of weather, climate and climate change*, April 2003
<http://www.rssb.co.uk/pdf/reports/research/Safety%20implications%20of%20weather,%20climate%20and%20climate%20change.pdf>

Greater London Authority (GLA) report, *London's Warming: the impacts of climate change on London*, October 2002
http://www.london.gov.uk/gla/publications/environment/londons_warming02.pdf

Local Communities and Climate Change – How prepared are you? Launched in July 2003 this guide helps councils to understand the impact on council services of the changing climate and how services need to adapt. The guide is supported by a developing website. The guide can also be downloaded from the UK Climate Impacts Programme's website.

Designing developments in a changing climate
<http://data.ukcip.org.uk/resources/publications/documents/150.pdf>

Guidance for local authorities based on regional climate impact study eg East of England, November 2005:
http://data.ukcip.org.uk/resources/publications/documents/East_of_England_localauth.pdf

3. Local government activity

3.1 Introduction

Section 2 has presented a review of the key themes, policies and regulatory instruments and recent changes to the policy and regulatory context of the issue of local government action on climate change. It also provides information on, and a flavour of, the range of initiatives, key players and guidance that is currently available to local government in pursuance of efforts to address climate change issues.

In addition to this, within the short time that has been available the study has also sought to gain some insight into the activities of local government and gauge the 'current state of play' with a view to drawing out any obvious obstacles and factors that may be limiting (or would promote) greater levels of activity amongst local authorities.

3.2 What is the level of local authority activity?

LGA survey 2004

Perhaps the most comprehensive and recent effort was made in a survey undertaken by the LGA⁴ in early 2004. This sought to survey local authorities across England and Wales in order to assess broadly the level of integration of climate change into policies and strategies, the development of targets for key areas and some of the factors governing the success (or otherwise) of implementation and development.

The survey was sent to the chief executives of all 410 authorities and achieved a 54 per cent rate of return (with some effort). This equates to 220 returns and 190 non-returns. The results of the survey are presented very succinctly in the report and the reader is referred directly to the report for the detailed responses. However, comparison of the survey results with readily available information provides a number of insights.

The first of these relates to both the extent to which the survey still provides up-to-date information and, also, evidence of a change in behaviour/activity since that time.

Clearly, in the short timescales available to us, it has not been possible to duplicate the survey or even attempt anything much smaller. However, in the process of seeking to identify activity, the first, and most obvious, first port of call has been the Nottingham Declaration. The declaration itself is described briefly in Section 2. It represents a voluntary action and, for the signatories, at least a statement of intent to pursue actions in relation to climate change.

The LGA survey asked local authorities a number of questions concerning the signing of the declaration. Based on these answers, the return rate and the sample size it can be estimated that, at the time of the survey only 58 authorities had signed the declaration (with a number proposing to in the future).

If one compares this with the present situation, 188 local authorities had signed the Nottingham Declaration when this brief study was started (February 2007). In addition, it is worth noting that, at the time of writing (beginning of March 2007), 195 local authorities have now signed the declaration (equating to an additional 7 local authorities over a period of some three weeks).

This change in numbers implies two things. Firstly it is clear that there has been, at least, some significant expansion in the consciousness, intent and, perhaps, commitment, on the part of local authorities in general to 'do something' since the LGA survey. Secondly, this also implies that the survey is now likely to be out of

⁴ LGA (2004): *Sustainable energy and climate change: a survey of local authorities*, London LGA (executive summary at: <http://www.lgar.local.gov.uk/lgv/aio/13260>)

date. To this end, the LGA are in the process of repeating and updating the survey for publication later in 2007.

Centre for Sustainable Energy appraisal

More recently, a 2005 study⁵ undertaken by the Centre for Sustainable Energy(CSE), with Impetus Consulting, Quantock Energy & Environment, on behalf of Defra sought to appraise and quantify both the extent of local activity in relation to climate change and the potential carbon savings available from more concerted action on the part of local and regional authorities.

Given the uncertainties and lack of definitive data, the study presents a pragmatic approach to estimating to the extent possible the carbon savings available from this more concerted action. The approach used also provides a useful initial attempt at a matrix of different types and grades of activity/commitment on the part of local authorities. The 'Local and Regional Carbon Management Matrix' presented in the report is divided into five separate aspects of carbon management:

- domestic energy efficiency;
- business energy efficiency;
- public sector energy efficiency;
- renewable and low carbon energy generation; and
- transport.

The matrix, and the study, seeks to identify the various actions/policy integrations and targeting that are possible or have been undertaken under each heading. As such, the matrix alone provides a useful 'stock take' of the main, broad initiatives, targets and policy changes/integration that different levels of local government can undertake under each of the headings listed above.

The matrices are large and, as a part of their usefulness relates to their comprehensiveness (and, in addition, they could be expanded upon as part of efforts to catalogue what action local authorities can take), these have been reproduced in their entirety as Annex I to this report.

In terms of their completeness, the consultants (CSE) identify that the matrices represent an early attempt to list and classify activities. In many ways the matrices are the product of an effort to classify strategic activity and commitment as a means to gauge the level of current commitment and extrapolate the improvements that are both possible and would be required to deliver greater carbon savings from local authorities. From the perspective of classifying activity at a strategic level, the matrixes seem useful and, also, could provide useful signposting for local authorities at different levels to identify:

- where they are on the matrix (under the different subheadings); and, more importantly,
- where further action is required.

The study provides an initial assessment of the status of current activity based on a number of sources reported as:

- a literature review, including the LGA survey of local authorities (discussed above), Practical help case studies, RDA corporate plans and review of regional activities associated with the energy white paper carried out for Practical help, ratings of the quality of Local Transport Plans;
- the interviews with local, regional and national stakeholders (particularly the latter);

⁵ CSE (2005): *Local & Regional Action to Cut Carbon: An appraisal of the scope for further CO₂ emission reductions from local and regional activity*, Centre for Sustainable Energy (with Impetus Consulting, Quantock Energy & Environment) on behalf of Defra and the UK Climate Change Programme Review.

- the stakeholder workshop (where participants were asked to estimate proportions in each category for the domestic energy efficiency matrix);
- details of participation in the Carbon Trust Local Authority Carbon Management Programme;
- the project team’s own knowledge of local and regional practice on the various aspects of carbon management.

The resulting assessment of current activity (as of July 2005) is provided in Table 3.1 below.

Table 3.1: Initial assessment of current carbon management performance by local and regional bodies (CSE, 2005)

	Level	PERFORMANCE QUALITY			
		Weak	Fair	Good	Excellent
Domestic energy efficiency	Local (% of 386)	46%	45%	7%	2%
	Regional (of 9)	4	4	1	
Business energy efficiency	Local	60%	35%	5%	
	Regional	3	4	2	
Public sector energy efficiency	Local	30%	45%	20%	5%
	Regional	5	3	1	
Renewables and low carbon techs	Local	55%	40%	4%	1%
	Regional	3	4	2	
Transport	Local (own use)	35%	55%	7%	3%
	Local (LTP etc)	25%	55%	15%	5%
	Regional	2	5	2	

The study goes on to model a number of scenarios for improvement in performance and the resulting impact on carbon emissions. This is described later. However, from Table 3.1 it can be seen that CSE’s 2005 assessment is that, broadly, performance of local authorities is within the bounds of weak to poor. Likely as not, this would probably fit with views of many practitioners and experts in climate change.

In terms of local authority actions, it would be fair to say that there is a tendency for much of the publicity and policy literature to refer to (and focus on) the ‘exemplary’ activities of a few councils rather than the somewhat ‘weaker’ practices of the majority.

This is a point that is also made in the CSE (2005) assessment described above which notes that “*the tendency to focus on identifying and promoting ‘best practice’ by the few has meant there has been little analysis to date of the quality of practice in most other local authorities and regions and little has been done to identify the potential for improvement to secure widespread ‘good enough practice’ and to create a clear picture of what such practice looks like*”.

This viewpoint concurs with the impression that we have gained in a brief examination of some of the local authority literature.

A brief review of climate strategies

As part of this study we have attempted to gain our own impression of the current ‘state of play’ by examining some of the climate documents published by local authorities either as a result of, or contributing to, voluntary commitments of the Nottingham Declaration .

The immediately obvious shortcoming of this approach is that, in the absence of the time and resources available to carry out a survey with the compulsory returns necessary to capture all practices, the only source of information on local authority activity on climate change that is readily available is that which is produced

by those who have published it. In other words we are immediately restricted to examining the 'cream' of the councils.

At the time of conducting this part of the study (February 2007), 188 councils had signed the declaration. Each of the 188 council websites were visited and searched for any references to climate change strategies. In so doing, we identified 50 strategies that were final (or had been published in draft form). On other sites we typically found references to preliminary reports, council meetings about the reports, or no reference to them at all.

In considering the material obtained, here again, there is an automatic bias towards a subsection of what could be termed the 'highest of the higher order' expected performers as regards climate change.

While our initial intention had been to review all 50 reports and collate a 'master list' of all activities it became obvious that, apart from the fact that time resources did not permit such a comprehensive review, there were a number of interesting differences between the reports that were, in themselves, interesting and worth reporting on for a number of reasons.

Firstly, it should be noted that we were not seeking to identify excellent practice. Rather, we were seeking to identify and catalogue a full range of actions from the simple, what might be termed 'cheap and dirty', through to the more resource intensive initiatives that are often held up as 'exemplary'. To this end, we have tried to distil some of the measures into the beginnings of a 'master list' which is attached as Annex II to this report.

The task of reviewing was done in no particular order and, in the event, we managed to digest 10 reports in a fair amount of detail (and briefly examine a few others). By chance, the 10 included one or two examples of 'exemplary' councils as well as others. However, whilst we would not claim that this is neither a representative sample, nor represents a rigorous research exercise, the following principal differences of interest were observed:

1. different authorities' climate change strategies sought to address different aspects of local government activity;
2. related to this, very few, if any, described activities in relation to ALL of the aspects under local authority control (for example, those listed in the CSE matrices in Annex I);
3. some climate change strategies identify sub-actions under broad strategies (some with an accompanying target deliverable date) – for example, 'undertake a survey of day-lit street lamps by...' or 'ring-fence financial savings from buildings energy efficiency for re-investment in further efficiency savings by...', while some outline their targets or strategies with little detail on the actions required to achieve them;
4. some local authorities seem to 'stretch' their sphere of influence further than others. For example, there were one or two examples where local authorities were seeking to extend their fleet transport energy efficiency requirements/targets to form a part of service contracts. There were also differences in the extent to which they appear to be engaging in the issue of energy efficiency of private households and business.

In seeking an explanation for these differences it must, of course, be accepted that a possible explanation for the differences is that not all activities are reported and, within this, not all activities are reported with the same level of detail. Also problematic in this case is that climate change is very much a cross-cutting issue and, as such, consideration may have been given to climate change within other policies and strategies but this may not have been carried through to the production of a climate change strategy (note that this also applies for any council, even those without climate change strategies and those who are not signatories of the Nottingham Declaration).

Accepting these possibilities, it is worth considering the other explanations and observations as well.

With regard to the first and second points, if one accepts that lack of reporting is not the whole explanation for the variation, one must accept that to some extent or other there virtually all councils may be focussing on a subset of the possible actions and, clearly these may differ from one council to another. Reporting aside, there would seem to two core possible explanations for such a difference:

- a) some aspects of local authority control and influence with regard to climate change are less relevant in one place than another and there has been a conscious determination on the part of the council to focus more on one sphere of influence rather than another. For example, at the category level a council may have decided not to develop a procurement strategy (yet) in favour of actions in relation to, for example, housing; or
- b) there has not been a decision to exclude a particular category or sub-category of activity as such, rather, there has been a 'default' focus on a sub-set of activities.

Here, clearly, the difference comes down to one of whether or not a conscious decision has been made to include/exclude or otherwise focus on a subset of activities. The first (conscious) explanation is preferable from a welfare economics perspective since it would imply that councils are seeking to make economically optimal decisions based on the costs of the action(s) and their effectiveness (whether or not this is a formal or rigorous process).

If this is not the case, and a conscious decision has not been made to include or exclude a particular series of actions, then this suggests that even the actions of the higher order councils could also benefit from paying some attention to seeking to achieve consistently 'good enough' (or at least better) performance across the board.

Many of the strategies tended not to focus very much on transport issues. Few provided tangible evidence of the levels of activity found elsewhere (for example in relation to buildings/services energy efficiency). This would tend to suggest that the decision to include/exclude particular sectors of activity is one that is (at least) not wholly based on the application a structured assessment of priorities and the more holistic identification of the most effective actions. Rather, there may be something else at play that is guiding attention towards some areas more than others.

This may be the result of regulatory or other priorities (for example HECA has been operating since 1995 but, beyond guidance, there remain few statutory targets with respect to, for example, transport). Alternatively it may be the result of where those responsible for producing and driving the local authority action are located within the management structure of the council. Similarly, there may be more engagement from one 'department' and less from another or simply the information on how to address particular issues may be more readily available than another. In reality it might be expected that all of these factors add together to produce the variation.

In summary, the core challenges for policymakers and others would seem to be:

- how to get more authorities engaged in the process of improving 'weak' and 'fair' performance; and
- how to promote a balanced and strategic approach to the implementation of actions consistent with the priorities that operate in a given area under local authority control.

4. Getting more effective action

4.1 The benefits of more robust policy instruments

The CSE (2005) study⁵ attempted to model the carbon emission reduction from different options/instruments for promoting local government activity. The following four scenarios for improvements to local and regional performance between now and 2010 under Business as Usual (BaU) were analysed:

Scenario 1: policy intervention focuses on additional support activities;

Scenario 2: policy intervention builds not only additional support but also ensures that guidance provided to local and regional bodies across a range of roles and responsibilities has clear reference to carbon management and encourages stronger local and regional action;

Scenario 3: policy intervention provides support and improved guidance and adds systematic and consequential performance assessment (eg within Comprehensive Performance Assessment – CPA – for local authorities) of the carbon management activities of local and regional bodies and a new duty ‘to address climate change’ within their work; and

Scenario 4: policy intervention does all the above and adds legally binding targets for performance improvement (as now with municipal waste management and recycling). In this Scenario, the legislation would require all local authorities achieve at least ‘good’ performance by 2010 on each aspect of carbon management.

The study sought to model the potential carbon emission reductions based on case study evidence of improvements resulting from effective local authority action for domestic energy efficiency, public sector energy efficiency and transport (the study noted that such evidence is not currently available for business energy efficiency or renewables or for the impact of effective regional action). The modelled carbon emission reductions associated with each of the scenarios is provided in Table 4.1.

Table 4.1: Annual and lifetime carbon emission reductions from different scenarios (CSE, 2005)

Scenario	Carbon emission reductions beyond BaU in 2010 (MtC)	Lifetime carbon emission reductions beyond BaU (MtC)
1 support	0.29	2.6
2 support/guidance	0.53	5.2
3 CPA plus	1.56	18.9
4 legal targets	2.09	26.5

From Table 4.1, working through the scenarios, it can be seen that the largest incremental reduction from carbon emissions identified in the study was from the introduction of support and improved guidance underpinned by systematic performance assessment (Scenario 3). The addition of statutory targets further underpins actions and results in further improvements in emissions reduction (Scenario 4).

4.2 Past perspectives on obstacles and priorities

4.2.1 Cities and climate change: urban sustainability and global environmental governance

An examination of the literature quickly reveals that the core challenges identified in Section 3 are not new ones. The evaluation of the original Cities for Climate Protection Programme revealed a number of

challenges faced by local authorities in delivering emissions reductions. These are reported in the book *Cities and Climate Change: Urban Sustainability and Global Environmental Governance*⁶.

This drew a number of conclusions concerning engagement and council activities more generally where these include that:

- councils joining the scheme and having an impact on their GHG emissions was dependent on the presence of '*committed individuals, both officers and politicians, for whom the environmental, social and economic impacts of energy use are considered important*';
- such individuals need to be '*positioned within the administrative and political structures of local government in such a way as to be effective*';
- the use of council's direct influence over sectors emitting greenhouse gases has '*been limited by conflicting policy objectives and by a lack of guidance or consensus as to the weight which should be given to climate change considerations in local policy decisions*'
- '*where there are undoubtedly synergies between reducing emissions of greenhouse gases and other environmental, social and economic goals there are also conflicts... These case studies show that where protecting the climate conflicts with other social and economic goals, such as economic regeneration or the interests of particular local industries, and political will towards the former disappears.*'

4.2.2 Beacon Councils' case studies

The importance of political will and corporate commitment is also something that is highlighted by many of the Beacon Councils in their case studies.

Nottingham, for example, highlights that "*strong corporate commitment, partnership working and a "culture of carbon management" is fundamental for the development and implementation of successful action plans and strategies*".

Woking, similarly, identifies that the strategy must be embraced across the council and also that it must include a wide range of different objectives spanning the breadth of services and activities undertaken by a council.

Bristol specifically identifies that high level corporate support for tackling climate change was one of a number of factors helped support the development of their strategy. In this case, it was identified that the executive member supported the officer for sustainable development and social justice, indicating that this work was seen as a priority by the administration.

In terms of balanced strategies, Bristol also identified that establishing linkages with other council priorities and to regional and national agendas was important. In this way, it notes that climate change, as a broad and cross-cutting agenda, proved to be a useful 'hook' to bring together those in the council working on a variety of other priority issues including housing and transport.

In terms of cost-effectiveness, Bristol noted that focusing on the most cost effective and most quickly deliverable actions first would help build widespread understanding of the benefits (financial and otherwise) of action to cut emissions and that the priority areas identified within the action plan were likely to be those where quick 'wins' can be achieved, where this should help win support for some more long-term initiatives contained within the action plan.

⁶ Bulkeley H, Betsill M (Editors) (2003): *Cities and Climate Change: Urban Sustainability and Global Environmental Governance*, London, Routledge.

Aberdeen specifically identifies the need for detailed analysis on the economic impact, energy saving and feasibility of different actions and the need to ensure that the energy and financial data required to assess the cost-effectiveness of different actions is available, noting that this may require outside support.

4.2.3 Centre for Sustainable Energy appraisal

In common with the evaluation of the original Cities for Climate Protection Programme⁶ the 2005 Centre for Sustainable Energy (CSE) appraisal for the Climate Change Programme Review^{55 above} also identified the importance of the role of what it termed '*wilful individuals*' within the current context. Here the CSE appraisal concludes that the '*few current examples of good practice at local and regional level are principally down to the work of enthused, informed and committed individuals*'.

These 'wilful individuals' have, according to the appraisal, taken it upon themselves to secure progress and have applied their willpower, doggedness and professional expertise, typically over several years, and managed to create conditions within their organisation in which they can operate effectively.

Thus the appraisal notes that, in the absence of more explicit requirements for action on carbon management by local and regional bodies, the 'best practice' established by these wilful individuals (and disseminated within existing support programmes) is unlikely to be replicable by anyone other than another wilful individual.

Interestingly, many of the stakeholders involved in the appraisal complained about the lack of attention to defining and supporting 'good enough practice' which could be achieved by less wilful but equally competent people. The study also reports that there was a strong consensus amongst stakeholders that further 'opportunities to act', new powers or even new funding (unless strings are firmly attached) are unlikely to secure action by any other than the most wilful. Stakeholders were firmly of the opinion that the focus for policy to improve performance must therefore be on raising the profile and priority of carbon management within local and regional bodies, creating conditions within which the less wilful can be effective.

5. Conclusions

5.1 Impact of recent developments

As has been discussed in Section 2, there have recently been a number of changes to the policy context and announcements of the direction that the government is intending to move with regard to, for example, Comprehensive Performance Assessments. The key policy changes and announcements are summarised in Table 4.2 overleaf.

Taken together, the reinforcement of climate change as a local priority in these policy developments is likely to have an important impact on the issues of political will and corporate commitment within councils. In turn, this is likely to make the task of the 'wilful individual', at least, easier and, by raising the profile and priority of carbon management within local and regional bodies, will help to create the conditions identified in the CSE study in which the less wilful can be effective.

Whilst the changes perhaps still fall short of the level of support and improved guidance and systematic and consequential performance assessment identified in Scenario 3 of the CSE study (see Section 4.1), there is, nonetheless, a significant move towards it. This may be particularly the case if the intention to properly reflect climate change priorities in the Comprehensive Performance Assessments in 2008 is robustly carried through to practice.

In addition to raising the profile and priority, the policy changes also appear to go some way to underpinning local authority actions. The Bulkeley (2003) study identified that the use of council's direct influence over sectors emitting greenhouse gases has *'been limited by conflicting policy objectives and by a lack of guidance or consensus as to the weight which should be given to climate change considerations in local policy decisions'*. The changes brought about by, for example, PPS22 on Renewable Energy in 2004 and more recently proposed in planning guidance on climate change, the Code for Sustainable Homes, PPS25 on flood risk all act to underpin local authority decisions in relation to planning and climate change. This underpinning, combined with the raised priorities and profile, may also help to alleviate the perception of conflict between action on climate change and other social and economic interests.

Table 4.2: Key recent policy changes	
<i>Housing</i>	<p>The Building A Greener Future (December 2006) proposes that assessment against the new Code for Sustainable Homes proposes should start for new homes in April 2007 and that it is the government's intention to propose that all new homes should be required to have a mandatory Code rating from April 2008.</p> <p>The document also identifies that the government is proposing that all new homes are zero carbon by 2016 and that further reform of the building and planning regulations will be required to achieve this.</p>
<i>Renewable energy</i>	<p>Planning Policy Statement 22: Renewable Energy (PPS22) places a number of requirements on local planning authorities including that spatial strategies and local development documents should contain policies designed to promote and encourage this (rather than restrict it).</p> <p>2006 Climate Change Programme: government is committed to a review of the permitted development rights enjoyed by householders, to identify whether the rules could be made easier and clearer as regards the installation of renewable energy technology on the exterior of houses and in domestic gardens.</p>
<i>Local authority performance and energy efficiency</i>	<p>UK Climate Change Programme (2006) identifies that the current local government performance framework, including the Comprehensive Performance Assessment, is currently under review and that it is intended that the new framework (post 2008) will include an appropriate focus on action on climate change, sufficient to incentivise more authorities to reach the levels of the best.</p> <p>The Climate Change and Sustainable Energy Act (2006) Act requires that local authorities have regard to information on energy measures in exercising functions and have regard to the energy measures reports published by the Secretary of State, the first of which, according to the timescales set out in the Act, should be published in the summer/autumn of 2007.</p> <p>The October 2006 local government white paper identifies that robust new overview and scrutiny arrangements are expected to allow local communities to hold local government and its partners to account for their action, or inaction and announces that the scope and flexibility of Local Area Agreements (LAAs) will be increased and, where appropriate, climate change targets will be included in LAAs. It notes that the Secretary of State will also have the power to identify partners with the responsibility to achieve these targets and hold them to account.</p>

<p>Adaptation</p>	<p>Planning Policy Statement 25 (PPS25) on Development and Flood Risk (December 2006) aims to ensure that flood risk is taken into account at all stages in the planning process including safeguarding land from development that is required for current and future flood management; reducing flood risk to and from new development through location, layout and design, incorporating sustainable drainage systems (SUDS).</p> <p>Mandating Water Efficiency in New Buildings – Ongoing Consultation (December 2006) proposes or minimum mandatory standards of water efficiency in new homes and new commercial buildings.</p> <p>Consultation Planning Policy Statement: Planning and Climate Change, December 2006 expects that all planning authorities will prepare and deliver spatial strategies that:</p> <ul style="list-style-type: none"> • secure new development and shape places resilient to the effects of climate change in ways consistent with social cohesion and inclusion (adaptation); and • sustain biodiversity, and in doing so recognise that the distribution of habitats and species will be affected by climate change.
<p>Planning control and transportation</p>	<p>Consultation Planning Policy Statement: Planning and Climate Change, December 2006 expects that all planning authorities will prepare and deliver spatial strategies that:</p> <ul style="list-style-type: none"> • make a full contribution to delivering the Climate Change Programme (described above) and energy policies; • in enabling the provision of new homes, jobs, services and infrastructure and shaping the places where people live and work, secure the highest viable standards of resource and energy efficiency and reduction in carbon emissions; • deliver patterns of urban growth that help secure the fullest possible use of sustainable transport for moving freight, public transport, cycling and walking; and, overall, reduce the need to travel, especially by car; and • reflect the development needs and interests of communities and enable them to contribute effectively to tackling climate change

5.2 Scope of climate change actions

While these changes represent an important step in the right direction, there remain a number of gaps and missing elements. A number of gaps in the coverage of climate change strategies and actions exist and there are a number of differences between local authorities in terms of the detail and robustness of actions from one area of influence to another. Here, some degree of underpinning may be necessary to give more priority to the issues. This is particularly the case for the following issues:

Adaptation: whilst guidance exists from, for example, the UK Climate Impacts programme, few, if any, of the climate change strategies seem to consider the issue and, where it is discussed, the actions tend to be weak. This may be, in part, because of a perceived conflict between the objectives of mitigation and adaptation.

Transport planning: road transport emissions are very significant and were responsible for 22 per cent of the UK's CO₂ emissions in 2005 (120MtCeq of total of 556MtCeq), with emissions 10 per cent higher than in 1990⁷. While CO₂ emissions from most other sectors are falling, transport CO₂ emissions are increasing. By contributing to demand management and shifts to a low-emission vehicle fleet, local transport authorities can help stabilise and even reduce emissions from this sector. At present, however, local authority actions differ, but are generally weak. Climate change is one area which Local Transport Authorities were required to consider when they produced their LTP2s last year. The proxy indicator for CO₂ reduction recommended for use in the production of the LTP2 is area wide vehicle kilometres (Mandatory Indicator 2) and no limit for this indicator's target was set by the DfT (where limits were set for other indicators). The draft PPS Planning & Climate Change may emphasise the importance of the consideration of climate change in planning but the LTP2 guidance does not offer any similar emphasis.

Waste: the waste sector is now the largest source of methane in the UK, representing 40 per cent of total methane emissions. local authorities have the opportunity to directly reduce greenhouse gas emissions through their Municipal Waste Strategies. The EU Landfill Directive aims to progressively reduce this portion until 2020. In the interim and until the current biodegradable waste in landfill fully degrades, methane emissions will continue. Best practice landfill gas control⁸ can minimise emissions to the atmosphere and in practicable circumstances the landfill gas can be collected and burnt to produce energy.

In addition to these major omissions from climate change priorities, while changes in policy context will help, there will remain much to be done to achieve some consistency in approaches of local authority action. As has been noted elsewhere, there is a need to employ a balanced strategic approach to the introduction of options. Where, to date, such a strategic approach may have been applied to a greater or lesser extent within the sectors that have been given priority, this does not appear to be the case for identifying and comparing options between sectors based on local priorities and emissions. In this way there is a risk that advanced actions may be pursued with reference to one field of activity but resources may actually be better employed to address equally (or more) significant emissions from another.

⁷ <http://www.defra.gov.uk/environment/statistics/globalatmos/gagccukem.htm>.

⁸ Guidance on the emission reductions associated with different waste disposal routes can be found in AEAT's report to the EU Commission [Smith, 2001 #375] and the Environment Agency's Wizard life cycle assessment model.

5.3 Management issues and the role of the wilful individual

As noted above, the recent changes in policy are likely to help raise the priority of climate change within local authorities, where this is likely to help engage more authorities in raising performance from weak/fair and make the tasks of the 'wilful' and 'less wilful' easier and more effective.

However, the CSE (2005) study also identifies that one of the features of the wilful individual's responsible for much of the success of the 'exemplary councils' is that they apply their own knowledge and expertise to the issue. While it is not suggested that the task can necessarily be undertaken by the non-expert with little knowledge, it may be clear from considering the many initiatives, sources of guidance, standards, codes and organisations in Section 2 that the task of identifying the 'right' actions involves examining multiple sources of, potentially, conflicting information.

It seems sensible to suggest that the process may benefit from some 'rationalisation' and that this may, in itself, facilitate the engagement of more authorities in the process and more effectively. This would apply both to guidance on the options open to local authorities and also to the data requirements.

In this respect, further barriers that are beginning to become resolved include the provision of the DTI's regional energy statistics. This dataset provides information at NUTS4 level of fossil fuel – including road transport fuel usage and electricity consumption by sector. Such data is important in the baselining of emission information and is the main source of data for the South East Climate Change Partnership's toolkit. The National Atmospheric Emissions Inventory have also released emissions maps of greenhouse gases for NUTS4 areas on 1 x 1km square grids.

The process would also appear to be 'data heavy', where this would seem to be required in order to demonstrate effectiveness of actions. There is perhaps, however, a risk that the data issues (and in particular the lack of data) and a perceived need to justify every action as accurately as possible may detract from the actual business at hand, namely reducing carbon emissions. Here, it may be important to maintain a balance between levels of data that are sufficient to identify the 'best' option from a cost effectiveness standpoint as opposed to those that are required to justify an option from a cost-benefit analysis standpoint. Here, standards may be particularly useful since these effectively remove the need to justify 'doing something' because the benefits of the action are accepted as exceeding the cost.

In addition to these conclusions, it is worth reiterating some of the findings of the CSE (2005) study, in particular:

- *the focus on best practice means that there tends to be little documentation or public discussion of activities and programmes which are ineffective. This 'only-good-news' tendency protects the ineffective from legitimate criticism and fails to expose the pitfalls and problems on the path to success for the others;*
- *the focus on the best practice of a few also means there is little assessment of, or focus on, the quality of performance of the many; and*
- *there has been a lack of attention to defining and supporting 'good enough practice' which could be achieved by less wilful but equally competent people.*

**Annex I: Matrix of local authority actions and performance (from
Centre for Sustainable Energy Study, 2005)**

4.3.1 Domestic Energy Efficiency Matrix

DOMESTIC ENERGY EFFICIENCY: LOCAL					
LEVEL	LEVER	Weak	Fair	Good	Excellent
District/unitary	OVERALL APPROACH	No real engagement with domestic energy efficiency	Some public commitment to energy/environment goals but limited action or strategic engagement	Senior strategic engagement with domestic energy efficiency with resourcing and 'champion' with power to act	Full engagement with effective cross-dept action, relevant strategic commitments, and several active staff
	Strategic engagement and resourcefulness	Minimal attention to energy efficiency within corporate plans and strategies	Broad commitment to importance of energy efficiency but no clear plan of action or resourced programme	Clear strategic focus (either as domestic energy efficiency or as part of climate change strategy). Feature of Community Strategy and LSP activity, with measurable targets for achievement. Understanding and use of range of powers (wellbeing, regulatory reform order, spend to save etc)	As 'good' plus targets at or in excess of Energy White Paper with local authority taking responsibility for leading delivery within community
	Own housing stock/social housing sector policies	Not on track to meet Decent Homes and no clear strategy for addressing	Planning to achieve Decent Homes	Setting higher thermal standards than Decent Homes with clear programme for achievement	As 'good' plus training and advice support for tenants and staff on efficient use of heating etc
	Private sector housing / HECA	Minimal HECA reporting	HECA strategy being followed with at least 2-day per week officer	Specific programmes to improve private housing, with grant regimes reflecting e.e. priorities. Full time officer	Strategic approach to private households with clear targets for improvement, partnerships for advice and delivery, and monitoring
	Planning policy and control			LDF encourages high energy efficiency standards (beyond building regs) in new housing (no targets)	LDF sets targets for additional energy performance in new build housing (beyond building regulations)
	Building regulations enforcement	Little attention to Part L in building control activities	Part L assessment within building control but not high priority within enforcement	Part L assessment within building control a priority focus of enforcement activity	Systematic assessment and review of Part L aspects of plans and enforcement review of actual construction
	Regeneration / economic dev schemes	No recognition of potential role of home energy efficiency improvements in area renewal	Recognition of value of home energy efficiency improvements	Renewal/regeneration schemes actively seek projects delivering energy efficiency advice and improvements	Specific energy efficiency targets within renewal/regeneration schemes

DOMESTIC ENERGY EFFICIENCY: LOCAL

LEVEL	LEVER	Weak	Fair	Good	Excellent
District/unitary (cont.)	Energy advice provision	Occasional distribution of EEAC materials	Distribute EEAC materials regularly and modest funding (~£5K)	Consistent support and engagement with local EEAC including funding, joint promotions, own staff training	As 'good' plus clear policy of training and supporting front-line staff in energy efficiency advice and signposting
	Project support		Occasional funding into energy saving projects	Active and funded support for energy saving initiatives	Leadership or lead partner role within development of local energy efficiency exemplars and focused approach to securing funding (wellbeing powers, PSA targets etc)
	Grant and e.e. delivery schemes (EEC, Warm Front etc)	Minimal signposting to schemes, on reactive basis	Reactive response to schemes to provide 'endorsement' and enable distribution of materials	Supporting/engaging with EEC schemes and Warm Front to promote locally increased take-up, with own funding schemes to 'fill in gaps' and action to incentivise take-up (e.g. council tax reduction)	Co-ordinated effort with wide range of partners (health, suppliers, EEAC, other local authorities etc) to maximise take-up of available grants and schemes with 'one-stop-shop' approach to signposting and delivery
	Monitoring and reporting	Minimal attention to HECA monitoring	HECA monitoring with standard data management approach	As 'medium' with system for collecting data on measures installed	Database of all properties. Planned use of data to target future activities (e.g. GIS).
	Communications, education and leadership	None	Strategic framework limited to standardised 'declarations' with occasional publicity on energy efficiency. Some engagement with sub-regional co-ordination	Clear and tailored corporate strategy with political buy-in to improve energy efficiency with regular publicity for activities	As 'good' plus sustained programme of training of councillors and staff (part of induction) and other key partners
	Co-ordination of district-level activity and technical advice/support	No effective co-ordination between districts	Erratic engagement with sub-regional co-ordination, mainly reactive to third party efforts (e.g. LASP)	Active engagement with LASP programme/HECA fora, with sharing of technical advice and support and joint development of schemes (EEC, other grants) and strategies	Strong partnership approach across the sub-region with clear strategic goals and action plan to delivery them
County/sub-regional partnerships (also Unitary)	Communications, education and leadership	No sense of potential role of county-level action or education	Occasional involvement on reactive basis to school energy education initiatives	Active encouragement for schools to engage with energy education	County-wide programme for schools energy education

DOMESTIC ENERGY EFFICIENCY: REGIONAL					
LEVEL	LEVER	Weak	Fair	Good	Excellent
REGIONAL	OVERALL APPROACH	No real sense of regional role on domestic energy efficiency	Regional action taking place but lacking buy-in from key actors and without clear strategy	Regional strategy and role developed to add value to sub-regional and local action	Full engagement at regional level on domestic energy efficiency with clear approach to delivery and effective co-ordination of local action
	Regional Sus Dev Framework	Only passing acknowledgement of home e.e.	Routine endorsement of energy efficiency as key aspect of sustainable development but no targets	Clear and active endorsement of strong energy efficiency targets	As 'good' with specific examples of implications for other regional policies, programmes and actions
	Regional Spatial Strategy	Only passing acknowledgement of home e.e.	RSS highlights importance of domestic e.e. and urges planning authorities to consider it in their LDFs	Active encouragement for local plans to include policies for new housing developments to exceed building reg standards (no targets)	As 'good' but with targets and technical support and training for local planning authorities to enable them to integrate into own policies
	Regional Housing Strategy	Only passing acknowledgement of home e.e.	Acknowledgement of energy efficiency as tool for assisting with affordable warmth but no clear targets	Clear affordable warmth targets for all new build based on high energy efficiency targets	As 'good' with training support for housing authorities to enable delivery
	Regional Economic Development	No sense of economic value of increased domestic e.e.	Economic value of improved domestic e.e. identified (but not acknowledged by RDA)	RDA and Regional Economic Strategy acknowledges potential for improved domestic e.e. to add economic value	Direct RDA support and funding to stimulate domestic energy efficiency activity
	Skills & sector development		Construction skills development activity includes some aspects of energy efficiency	Focused approach to improving skills of construction industry to enable more efficient building and insulation techniques	Commitment to developing domestic e.e. skills and sector to ensure (a) sufficient skilled local labour (b) economic value of e.e. improvements is retained in region
	Co-ordination of sub-regional activity and national funding streams	Limited co-ordination through EEACs and HECA forum but no sense of regional role	Value of regional activity acknowledged and some resource provided but no clear action plan or stakeholder buy-in	Strategic approach to regional activity on domestic e.e. with stakeholder buy-in, appropriate resources and clear focus for action	Regional co-ordination of domestic e.e. activity and funding, supporting appropriate delivery of advice and support at local, sub-regional and regional level

4.3.2 Business Energy Efficiency Matrix

BUSINESS ENERGY EFFICIENCY: LOCAL					
LEVEL	LEVER	Weak	Fair	Good	Excellent
District/unitary	OVERALL APPROACH	No real engagement with business energy efficiency	Limited signposting to schemes	Integration of potential role in encouraging business improvement into other business services	Deliberate targeting of services for business on achieving energy efficiency improvements
	Strategic engagement and resourcefulness	Minimal attention to energy efficiency within corporate plans and strategies	Broad commitment to importance of energy efficiency but no clear plan of action or resourced programme	Clear strategic focus (either as business energy efficiency or as part of climate change strategy). Feature of Community Strategy and LSP activity, with measurable targets for achievement	As 'good' plus targets at or in excess of Energy White Paper with local authority taking responsibility for leading delivery within community
	Economic development and regeneration activities	No	Limited acknowledgement of energy efficiency as a factor in business performance	Emphasis given to opportunities to improve business efficiency through energy efficiency improvements as part of economic development and regeneration activities	Core focus of economic development activity to secure high efficiency standards in projects and activities and participating businesses
	Planning policy and control			LDF encourages high energy efficiency standards (beyond building regs) in new commercial developments (no targets)	LDF sets targets for additional energy performance in new commercial developments (beyond building regulations)
	Building regulations enforcement	Little attention to Part L in building control activities	Part L assessment within building control but not high priority within enforcement	Part L assessment within building control a priority focus of enforcement activity	Systematic assessment and review of Part L aspects of plans and enforcement review of actual construction
	Business advice provision (either direct or through support for 3 rd party)	No reference to energy efficiency within existing business advice services	Limited reactive signposting to Carbon Trust and other sources of business energy efficiency advice and support	Active promotion of business energy advice services and strong case made for action	Targeted involvement with local business networks to promote available services and identify opportunities and funding
	Procurement			Procurement practices include minimum energy performance standards for businesses providing relevant services	Use of procurement practices specifically to drive energy efficiency improvements in businesses providing services

BUSINESS ENERGY EFFICIENCY: LOCAL

LEVEL	LEVER	Weak	Fair	Good	Excellent
District/unitary (cont.)					
	Communications and leadership	None relating to business energy efficiency	Limited promotion based on standard 'declarations'	Active engagement with business sector to encourage action	Strong leadership shown to business sector on climate change as core element of LSP
County/sub-regional partnerships (also Unitary)	Co-ordination of district-level activity and technical advice/support	No effective co-ordination between districts	Erratic engagement with sub-regional co-ordination, mainly reactive to third party efforts (e.g. LASP)	Co-ordinated engagement with sub-regional business networks and advice services	Strong partnership approach across the sub-region with clear strategic goals and action plan to deliver them

BUSINESS ENERGY EFFICIENCY: REGIONAL

LEVEL	LEVER	Weak	Fair	Good	Excellent
REGIONAL					
	OVERALL APPROACH	No real sense of regional role on business energy efficiency or economic value	Regional action taking place but lacking buy-in from key actors and without clear strategy	Regional strategy and role developed to integrate with national schemes and specific advice and support	Full engagement at regional level on business energy efficiency with clear approach to delivery and effective leadership on issue in business networks
	Regional Strategies	Only passing acknowledgement of value of improving business e.e. and potential role in stimulating improvement	Routine endorsement of energy efficiency as key aspect of sustainable development and economic strategy but no targets	Clear and active endorsement of strong business energy efficiency targets (including high standards in new commercial developments) with clear sense of economic benefit	As 'good' with specific action plan for delivery of improvements across region and specific goal of using regeneration projects as exemplars for best e.e. practice in commercial development
	Business sector advice and integration of national schemes (Carbon Trust, BREW etc)	No acknowledgement of energy efficiency as element of business advice	Limited signposting to national schemes available within business links and similar advice and support services	Structured regional approach to provision of energy advice to businesses with Carbon Trust involvement, integration with other business advice services and signposting to support schemes	Strong targets for improvement with energy efficiency improvements a core priority for business advice, with specific support for initiatives assisting businesses to take-up funding and support opportunities
	Regional leadership and co-ordination of sub-regional activity to create common sense of purpose	Limited co-ordination through regional networks of chambers of commerce	Value of regional activity acknowledged and some resource provided but no clear action plan or stakeholder buy-in	Strategic approach to regional activity on business energy advice with effective energy managers networks and strong push on energy efficiency through existing business contacts	Active regional leadership through all business contacts and co-ordination and support of regional and sub-regional advice delivery

4.3.3 Public Sector Energy Efficiency Matrix

PUBLIC SECTOR ENERGY EFFICIENCY: LOCAL					
LEVEL	LEVER	Weak	Fair	Good	Excellent
District/unitary	OVERALL APPROACH	No strategic approach to management of own energy use	Basic strategy in place but limited reach across organisation and limited resources applied	Clear strategy across council with savings targets, resources planned, understanding and use of funding powers and clear procurement objectives	Strong energy management approach, taking advantage of national schemes, funding powers, with effective monitoring and prioritisation of energy efficiency improvements in building management and equipment procurement
	Strategic engagement and resourcefulness	No political interest in reducing carbon emissions in own buildings. No interest or plans to write an energy strategy and action plan	Signed up to Nottingham Declaration or made public commitment to climate change agenda. Activities underway to develop an emissions strategy and/or energy efficiency improvement plan for council's own estate	Energy strategy and action plan in place with progress towards CO ₂ reduction targets for own energy use and buildings being made	Targets in excess of national targets with clear action plan to meet targets. (Long term ambition to become carbon neutral)
	Carbon management programme (Carbon Trust or equivalent)	Little awareness or interest in programme	Awareness and some officer interest but no senior level commitment to proceed	Participation in Carbon Trust LA Carbon Management Programme	Followed through strategies and actions planned in LA Carbon Management Programme, delivering savings and sustained programme of activity and monitoring
	Staff motivation and involvement	Minimal energy efficiency training	Some energy efficiency training for some staff	Energy efficiency training included in induction and in re-fresher courses as part of coherent strategy	Departmental targets set and staff aware of their contribution towards the target. 'Energy champions' scheme in place with at least one champion per department. Incentives offered towards staff achieving targets
	Dedicated resources	No dedicated resources	Some funding available but not ring fenced. Responsibility given to one person as part of another role	Ring fenced funding to spend on improving energy efficiency, but less than 10% of energy bill invested in improvements per annum. Ad hoc use of 'invest to save' and Carbon Trust schemes	As good with strategic approach to funding and at least 10% of the council's energy bill being invested in energy efficiency per annum and staffing of more than 1 full time equivalent per £1m spent on energy bills

PUBLIC SECTOR ENERGY EFFICIENCY: LOCAL					
LEVEL	LEVER	Weak	Fair	Good	Excellent
District/unitary (cont.)	Own buildings energy management (incl. approach to Energy Performance in Buildings Directive)	Ad hoc integration of energy efficiency improvements during refurbishment but no systematic approach	Systematic consideration given to energy efficiency improvement during refurbishment	Clear prioritisation of energy efficiency investments in existing buildings and strong focus on energy performance during refurbishment and plant replacement	As good, plus plans in place to use EPB Directive to highlight energy performance with public display and link to staff awareness strategy
	Monitoring of energy use & carbon emissions	Limited monitoring of building-specific energy use and no reporting to budget holders	Building-by-building energy use data available but not related to potential performance improvements in building and equipment	Detailed energy performance data held for each building and equipment uses, with clear reduction target monitoring and communication	As good plus use of metering and data to provide feedback to energy users and target further reductions
	Schools energy management	Left entirely to discretion of head teachers with no proactive support	Support and guidance on energy management provided to head teachers and/or bursars and/or caretakers	Clear energy management strategy and action plan for schools with prioritised funding support for improvements, training for key staff, and technical advice	As good plus use of whole school approach to energy management with educational activities on sustainable energy
	Procurement (equipment, buildings and refurbishment)	No energy performance consideration during procurement	Basic energy efficiency standards set for procurement but no strategic consideration of life-time costs	High energy efficiency standards set for all equipment and buildings procurement and active engagement with regional or sub-regional procurement activities to increase leverage and buying power	As good plus use of procurement to drive higher energy efficiency standards in service providers
County/sub-regional partnerships (also Unitary)	Sub-regional resource sharing and co-ordination	No effective engagement with experience beyond own organisation	Occasional liaison with other public sector energy managers	Effective sharing of energy management experience and resources within public sector energy manager network	Leadership role in public sector energy management with strong joint approach to data management, procurement, engagement with funding schemes etc.
	Co-ordination of procurement activity	No effective co-ordination	Local buying consortium with basic energy efficiency standards	Co-ordinated approach to procurement with strong sustainability themes	Aggressive targets for sustainability within procurement partnership with drive to recruit additional members to increase influence and impact

PUBLIC SECTOR ENERGY EFFICIENCY: REGIONAL					
LEVEL	LEVER	Weak	Fair	Good	Excellent
REGIONAL	OVERALL APPROACH	No acknowledgement of potential regional role in public sector energy efficiency and no energy management function within regional bodies	Energy management function within regional bodies but no regional approach	Strong energy management for own buildings and projects within regional bodies and effort to co-ordinate procurement and strengthen local and regional delivery in public sector	Full engagement at regional level on public sector energy efficiency with clear approach to delivery and effective leadership on issue in regional public sector networks
	Regional bodies' own energy management	No energy management function	Energy management function within regional bodies with attention to data gathering and building and equipment performance	Good energy management activities with targets for improvement and investment and management strategies to meet them	As good plus commitment to exemplary energy performance standards and involvement of staff and partners in effort
	Procurement for energy efficiency	No acknowledgement of energy efficiency within procurement activity	Regional co-ordination of procurement with basic energy efficiency standards acknowledged but no life-time cost approach	Regional procurement organisation setting demanding energy efficiency standards for all equipment and buildings used by public sector	As good plus use of procurement to drive up energy efficiency performance of service providers
	Regional leadership and co-ordination of sub-regional activity to create common sense of purpose	No active participation in regional networks	Some engagement in regional energy manager networks to improve own practice	Support for, and engagement with public sector energy management co-ordination, information sharing and common resource development	Active regional leadership in public sector energy management and procurement with co-ordination and support of regional and sub-regional activity

4.3.4 Renewables and low carbon technologies Matrix

RENEWABLES AND LOW CARBON TECHNOLOGIES: LOCAL					
LEVEL	LEVER	Weak	Fair	Good	Excellent
District/unitary	OVERALL APPROACH	No engagement with renewable energy district heating or CHP	Acknowledgement of benefits from renewables and low carbon technologies, but no strategic approach	Positive attitude towards renewable energy and low carbon technologies in new generating projects but lacking systematic practical follow-through	Supportive and proactive approach to renewables and low carbon technologies with strong engagement with sub-regional and regional activities
	Planning policy and control (new build)	No acknowledgement of role of renewable energy (RE) in Local Plan (LDF) or of the role of District Heating (DH) and CHP	Local Plan (LDF) encourages RE in new build (no target). Also encouragement for DH and CHP but no target	LDF sets target (10% or less) of energy use from on-site renewables in new development but no assessment or enforcement procedures in place. Use of DH and CHP encouraged with targets where RE not appropriate. Gas based DH seen as precursor to use of biomass	LDF sets target for at least 10% of energy use from on-site RE in new development. Clear systems for technical assessment and enforcement. Use of DH and CHP encouraged with targets where RE not appropriate. Gas based DH seen as precursor to use of biomass
	Planning policy and control (new generating capacity)	Pre-PPS 22 policy and decisions made on ill-informed basis driven by opposition groups	PPS 22 policy but decisions made on ill-informed basis driven by opposition groups	Positive planning policy consistent with PPS22 and consistent decisions based on material considerations and balanced assessment of local opinion. Clear expectations of community engagement	As good plus proactive community engagement in planning activity on RE (e.g. SW Protocol) and low carbon technologies
	Regeneration schemes and own buildings	DH/CHP and RE not on the radar	Encourages use of DH/CHP and RE within own new build and within regeneration schemes	Use own buildings (new and old) and regeneration schemes to showcase renewable electricity and heat technologies, and DH and CHP	As 'good' but adopts installation of RE as standard with target >25% of energy use DH and CHP implemented as standard measure where RE not appropriate

RENEWABLES AND LOW CARBON TECHNOLOGIES: LOCAL

LEVEL	LEVER	Weak	Fair	Good	Excellent
District/unitary (cont.)	Individual project support and technical expertise	No point of contact for RE and DH/CHP	Officer training to familiarise with technologies	Co-ordinated action with other authorities to enable delivery of RE projects and DH and CHP. Signposting to national grants schemes	Proactive identification of RE project opportunities and encouragement similarly with DH and CHP
	Co-ordination of policy and technical expertise/advice	Nothing happening	Occasional discussion on agenda of county planning groups etc	Co-ordinated action on landscape assessment, EIA evaluation and planning policies. Active support for county 'champion' organisation (in house or agency)	As 'good' plus co-ordinated provision of technical advice and support on buildings integrated RE targets, and targets for DH and CHP
County/sub-regional partnership (also Unitary)	Planning policy & Strategy	DH/CHP and RE play no part in planning policy and strategy	County strategy but limited buy-in and no clear approach to delivery	County-wide strategy with target (from RSS), political buy-in and clear action plan to enable delivery	Active and positive response of county to planning applications
	Communications, education and leadership			Regular and positive County-level communications. Active encouragement for schools to do RE projects	As 'good' plus challenge to opposition groups and promotion of positive local benefits

RENEWABLES AND LOW CARBON TECHNOLOGY: REGIONAL					
LEVEL	LEVER	Weak	Fair	Good	Excellent
Regional	OVERALL APPROACH	Little interest in renewables or district heating and CHP beyond the 'must dos'	Delivery of PPS22 basics plus some interest in renewables but not built in to key strategies and no dedicated capacity. Awareness of role of district heating and CHP and some examples but no clear strategy for implementation.	Clear targets, strategy and action plan with delivery mechanisms in place and buy-in and funding from key regional bodies for DH/CHP and renewables. Energy hierarchy approach implemented	Renewables a key driver for economic development reflected in relevant regional and sub-regional agencies. Gas DH/CHP standard measure supporting renewables and as interim step to use of biomass
	Regional Spatial Strategy	2010 regional renewable electricity target	2010 targets by sub region plus explicit support for on-site generation policies in new build (no target). Targets for DH and CHP.	2010 targets by sub region plus 2020 electricity target plus explicit support for on-site generation policies in new build (with target %). Targets for DH and CHP	As 'good' with renewable heat target, plus support and advice for planning officers translating into LDFs. DH/CHP standard measure where RE not feasible
	Regional Economic Development	Little sense of potential economic benefits of renewables	Some interest in renewables and DH/CHP but no strategy or action plan for region	Active renewable energy/low carbon tech's agency and strong and appropriate commitment to renewables within RDA plans and RES	As good, plus clear funding strategy to support renewables and DH/CHP development and training of economic development teams
	Innovation and sector development		Limited strategic approach to sector development and/or inappropriate focus in terms of regional potential	Clear and appropriate focus for regional innovation activity on renewables and DH/CHP. Gas DH/CHP installed as interim step to longer term use of biomass DH/CHP	Funded projects enabling innovation and sector development
	Regeneration / new building funding	No sense of potential role of District Heating, CHP or renewables	Renewables and district heating/CHP encouraged in new buildings funded by RDA but not often realised or insisted upon. Energy hierarchy approach not being followed	Target set (and met) for renewables and DH/CHP in all new buildings and developments funded by RDA. Energy hierarchy used to drive implementation of RE and DH/CHP	As good plus exemplar 'zero carbon' buildings and developments. Replacement of existing gas DH with biomass DH

RENEWABLES AND LOW CARBON TECHNOLOGY: REGIONAL

LEVEL	LEVER	Weak	Fair	Good	Excellent
Regional (cont.)	Co-ordination of sub-regional activity and national funding streams		Occasional regional meetings of local and county 'champions'	Dedicated agency with active co-ordination of sub-regional agencies with clear links to regional strategy and targets Positive renewables /DH/CHP communications strategy and proactive training for councillors and planners in renewables/DH/CHP policy and planning	As 'good' plus Proactive approach to securing funding for sub-regional bodies and supporting improved performance
	Communications and leadership	Little activity and poor co-operation with national programmes	Receptive to, and involved with, national communications and training initiatives		As good plus proactive challenging of opposition group misinformation

4.3.5 Transport Matrix

TRANSPORT: OWN ORGANISATIONAL TRAVEL ACTIVITIES					
LEVEL	LEVER	Weak	Fair	Good	Excellent
All: own activities	OVERALL APPROACH	No real consideration of energy or carbon issues in the transport activities	Effects of their own travel activities are being considered and basic measures are being put in place to manage	Pro-active approach to reducing carbon emissions from transport activities with reasonable reductions expected	Vigorous efforts to reduce carbon emissions being made.
	Travel Plans	No use of travel plans in the authority, perhaps a travel policy	Basic travel plan, focused on commuting activity. Promotes public transport, walking and cycling. Some consideration of facilities for cyclists. Improvement target at 5%	Full travel plan looking at commuting and business travel. Working with public transport providers to adjust service. Car sharing schemes. Good facilities for walking and cycling. Target 10% reduction	Broad travel plan including visitors. Considering financial incentives. Looking at the use of pool cars/car clubs and other innovative schemes. Full time travel co-ordinator for own sites. Target 15% reduction
	Fleet management	No real consideration of energy or environmental issues in running of fleet	Monitoring of fleet fuel use and basic targets set. 5% reduction	Wider fleet management policy covering fleet vehicles and company cars. Driver training given and incentives for improvements. Use of some techniques to reduce mileage	Strong green fleet management policy. Fuels policy looking at alternatives and CO ₂ limits on company cars. Consideration of policies to reduce fuel use in private fleet through mileage allowance and other policies.
	Procurement of transport services	No consideration given to energy issues. Possible mention in environmental aspects	Provision of advice and informal discussion with service providers to reduce carbon emissions	Soft targets for vehicle emissions and fuel use	Hard targets and standards in tenders relating to vehicle specification and behaviour. Define fuels and behaviour required for delivery of contract

TRANSPORT: LOCAL

LEVEL LOCAL/COUNTY	LEVER	Weak	Fair	Good	Excellent
	OVERALL APPROACH	No real engagement with the transport and energy issue. Not seen as a local problem	Beginning to engage with issue and consider in policies	Considered as a local issue and some pro-active measures to tackle carbon emissions	Seen as an important local issue. Pro-active in schemes to reduce carbon emissions. Support national initiatives with local implementation
	Local Transport Plan - covers local transport investment	Follows basic guidelines with work on reducing congestion and air quality (which are likely to effect carbon emissions) but no specific discussion of climate change	Brief discussion on climate change with LTP as part of AQ and environment issues, but not as a policy driver. SEA and NATYA assess climate change implication of plan	Specific material on climate change and discussion on how other elements of the plan will effect carbon emissions. Indicator on carbon emissions	Pro-active policies on reducing carbon emissions (perhaps along side air quality). Resources allocated to tackling climate change. Target set for reducing emissions
	Local Air Quality Management	No requirement for AQMA, carbon issues not addressed in review and assessment	Carbon issues considered in review and assessment but not followed through	Carbon emissions in inventory, and in analysis of AQAP and AQS	Specific measures to deal with climate change and carbon reduction in AQAP and AQS. Targets set and budget allocated
	Energy strategy	No energy strategy	Energy statement as part of environmental/sustainability strategy	Specific energy strategy that includes corporate transport	Detailed energy strategy that includes wider transport emissions and links to LTP and AQAP
	LSP/community strategy	Energy issues not considered	Energy considered as part of wider sustainability agenda	Specific work on energy and aspirational target set. Recognition of transport within this	More detailed work on this, with specific transport elements and target. Clear vision for low carbon transport for the community
	Planning system	Limited discussion of land-use planning and energy issues, in planning policies	Energy and land use issues considered in policy. Some use of planning conditions to control traffic from new developments	Good understanding of energy and land use. Positive work on planning for alternative fuel infrastructure. Pro-active approach to planning conditions to reduce impact new developments	Strong policy position on transport and land use, rigorous linkage to transport hubs and new development. Reduce limits for car parking and promoting of low and zero car developments
	Awareness campaigns/communication strategies	Some transport and congestion related work	Work on travel reduction with business. Information on alternatives such as PT, walk, cycle	Develop links with travel reduction and AQ and carbon benefits. Links across councils for programmes and with other agencies	More detailed advice on reducing fuel use to businesses and residence and work on promoting alternative fuels and clean vehicles. Integration with travel reduction advice. Co-operation with energy agencies, channel for EST and CT schemes and advice

TRANSPORT: REGIONAL					
LEVEL	LEVER	Weak	Fair	Good	Excellent
REGIONAL	OVERALL APPROACH	No recognition of transport and climate change as a regional issue	Limited recognition of issue. Mention in policy documents	Inclusion in policies. Beginning to look at direct regional actions	Direct regional action on transport and climate issues support both transport energy efficiency and low carbon transport technologies
	Regional spatial strategy and transport strategy	Limited mention of transport and climate issues	Recognition of climate and transport issues as a regional theme	Attempt to consider land use and transport energy use in regional plan. Consideration of carbon reduction potential of major regional transport schemes	Strong climate theme and transport theme. Guidance and support for LTPs to tackle this issue. Support for major schemes on both regional economic and climate grounds
	Regional economic development	No recognition of benefit of transport fuel efficiency for industry and a low carbon transport industry	Recognition that transport e.e. can be good for industry. But no concrete actions	Direct recognitions that transport e.e. is important and policy framework to allow support. Acknowledge potential benefit of a low carbon transport industry in region	Direct support for transport efficiency and co-operation with EST/CT programmes. Policy to promote growth of low carbon transport technology industries
	Skills and sector development	Not seen as a useful sector to support	General recognition of need to support skills in this area	Networking and sign posting activities to support skills and industry	Direct financial support for skills, R&D, and sector development
	Business advice through Business Links and regional bodies	Not seen as a business issue	Seen as a business issue but not directly tackled	Business Links used to signpost information and included in environmental work with businesses	Specific programmes on transport carbon reduction for businesses. Working with EST/CT schemes. Regional focus. Additional direct funding

Annex II: Distilled list of measures extracted from a sample of local authority climate change strategies

Category	Nature	Target	Action/Measure
Adaptation	Advice	Businesses	Give advice to farmers on changes in farming practice to prevent flooding.
Adaptation	Advice	Public	Encourage public to have more environmentally friendly gardens, reducing need for watering, and reduce use on allotments
Adaptation	Planning	Community	Actions to support subsidence
Adaptation	Planning	Community	Plant trees to provide shaded areas
Adaptation	Planning	Developers	Planning Advice note on Sustainable Urban Drainage System.
Adaptation	Planning	Developers	Planning Advice note on grey water recycling
Adaptation	Planning	Developers	Planning Advice note on rain water recycling and water conservation
Adaptation	Planning	Developers	Actions to support flood prevention/erosion
Adaptation	Planning	Developers	Consult on options for living roofs and walls which are compatible with encouraging Sustainable Urban Drainage Systems (SUDS) and renewable energy
Adaptation	Planning	Developers	Actions to support SUDS and permeable surfaces
Adaptation	Planning	Developers	Flooding and coastal zone management (Statutory requirement anyway)
Adaptation	Planning	environment	Plan for impacts of climate change on species and habitat conservation and migration
Adaptation	Promotion	Community	Organise events to raise awareness of reducing water use
Adaptation	Strategies	Offices/Public Buildings/services	Improve water supply and retention to trees in order to reduce impacts of warmer summers and droughts
Adaptation	Systems	Community	Develop systems to deal with the increased threat to plants of pests, pathogens and diseases
Adaptation	Systems	Community	Priority inspection programme of businesses to meet the threat from a projected increase in food poisoning
Adaptation	Systems	Offices/Public Buildings/services	Targets to monitor and reduce water use in all premises
Adaptation	Systems	Offices/Public Buildings/services	Adapt maintenance programmes for parks and open spaces to changes in the growth patterns of plants
Energy	Advice	Businesses	Development of Sustainable Industrial Park to showcase best practice in low carbon industrial processes and the development of innovative generation technologies
Energy	Advice	Businesses	Active promotion of energy programmes to businesses to encourage them to take advantage of cost effective energy efficiency measures
Energy	Advice	Businesses	Provision of environmental reviews of businesses and support in production of environmental policy/action plans
Energy	Advice	Community	Promote grants that are available to the public and businesses
Energy	Advice	Community	Establish Energy Centre to facilitate and promote energy efficiency measures
Energy	Advice	Community	Promote key sources of renewable energy advice and information to building owners and developers
Energy	Advice	Community	Promote renewable energy initiatives that help householders and businesses to install renewable energy technologies
Energy	Advice	Community	Promote grants for renewable energy initiatives
Energy	Advice	Community	Develop Personal Travel Planning to promote sustainable transport direct to individuals and businesses
Energy	Advice	Offices/Public Buildings/services	Deliver Sustainable energy training to schools
Energy	Advice	Offices/Public Buildings/services	Work with schools to upgrade their energy performance
Energy	Advice	Public	Undertake fuel poverty and energy efficiency assessments of private homes
Energy	Internal policies	Offices/Public Buildings/services	Monitor energy consumption of Council building stock
Energy	Internal policies	Offices/Public Buildings/services	Sign up to MACC 2 (Making A Corporate Commitment) – A Government scheme to encourage businesses and local authorities to set targets to improve their environmental performance.
Energy	Internal policies	Offices/Public Buildings/services	All new developments or refurbishment projects to undergo a sustainability impact assessment
Energy	Internal policies	Offices/Public Buildings/services	Do refurbishments to the highest standard of energy efficiency.
Energy	Internal policies	Offices/Public Buildings/services	Building energy sourcing and use: "green tariff" for electricity purchasing.
Energy	Internal policies	Offices/Public Buildings/services	Street lamp energy sourcing and use: "green tariff" for electricity purchasing.
Energy	Internal policies	Public	Council and registered social landlord dwellings to score target against Standard Assessment Procedure (SAP)
Energy	Investment	Offices/Public Buildings/services	Establish a large scale wind turbine which supplies electricity directly to council offices.
Energy	Investment	Offices/Public Buildings/services	Review external lighting of all premises and replace with energy efficient lighting.
Energy	Investment	Offices/Public Buildings/services	Switch to power saving devices and "switch it off" campaign.
Energy	Investment	Offices/Public Buildings/services	Install renewably powered street furniture (such as street lighting, solar bus shelters, street signs and parking ticket machines)
Energy	Investment	Offices/Public Buildings/services	Replace all day burning street lights
Energy	Investment	Public	Offering grants to residents of the borough who are medically referred
Energy	Investment	Public	Seek to increase grants given for energy conservation in private sector homes.

Energy	Investment	Public	Offer insulation at a reduced cost to all private households
Energy	Investment	Public	Council-funded grants to supplement other grant funding for the installation of solar water heating installations.
Energy	Investment	Public	Investigate feasibility of Micro/Mini-CHP in private sector housing used to accommodate homeless people
Energy	Investment	Public	Include provision for renewable /sustainable energy grants in the council's Housing Renewal Policy.
Energy	Outreach	Community	Investigating the potential for using waste oil as an energy source.
Energy	Outreach	Developers	Encourage energy supply companies to offer two-way metering and to purchase locally generated electricity at the market price
Energy	Planning	Community	Develop a scheme to make it easier for householders to get information on, and submit planning applications for small scale solar, wind and other appropriate on-site renewable technology
Energy	Planning	Community	Explore funding opportunities to cover planning fees for renewables
Energy	Planning	Community	Dedicated HECA Officer/Energy Officer
Energy	Planning	Community	Develop a Rapid Transport System
Energy	Planning	Community	Implement walking corridors and pedestrian signing programme
Energy	Planning	Community	Encourage developers and householders to exceed minimum Building Regs thermal standards/install renewable energy sources to supply a proportion of the development's energy use
Energy	Planning	Community	Raise awareness about EU Energy Performance of Buildings Directive to measure and certify energy performance for new buildings and for existing buildings when renovated, sold or let.
Energy	Planning	Developers	Production of a CHP information pack for developers that signposts sources of information and advice.
Energy	Planning	Developers	Positive action to investigate the prospects for capturing waste heat from power stations or other sources to provide community heating
Energy	Planning	Developers	Use of planning powers to encourage high energy efficiency standards, CHP and renewable energy in new commercial and industrial premises
Energy	Planning	Developers	Use planning powers to encourage developers to meet power needs through local generation of electricity.
Energy	Planning	Developers	Use planning powers to promote combined heat and power and community heating, and where possible it will consider all public sector buildings as a base-load anchor for community heating networks.
Energy	Planning	Developers	Aim for all new housing to achieve energy performance beyond the minimum standards required by the Building Regulation:
Energy	Planning	Developers	Work with Housing Associations to ensure that new social housing achieves a high sustainability standard
Energy	Planning	Developers	Work to develop a flagship low carbon mixed tenure housing development
Energy	Planning	Developers	Use of planning powers to encourage high energy efficiency standards, CHP and renewable energy in new housing developments
Energy	Planning	Developers	Targets based on SAP rating
Energy	Planning	Developers	Include energy efficiency measures in the improvement programme for the Council housing stock.
Energy	Planning	Developers	Provide training to Building Control and other Officers to modern building practises and regulations
Energy	Planning	Developers	Develop a clear policy on use of uPVC windows in all council buildings, following an analysis of the relative whole-life energy use for different types of window:
Energy	Planning	Developers	Work to increase the number of high profile renewable energy schemes:
Energy	Planning	Developers	Promote the adoption of Planning Policy Statement 22 for development
Energy	Planning	Developers	Use planning powers to promote the provision of a proportion of energy supply for all new developments to be from renewable energy source:
Energy	Planning	Developers	Promote efficient lighting and prevention of light pollution on new housing developments
Energy	Planning	Developers	Set 'carbon targets' for regeneration sites
Energy	Planning	Developers	Consult on a requirement for BREEAM excellent or equivalent standards for all developments
Energy	Planning	Developers	Issue good practice in sustainable building for developers, architects, planners etc
Energy	Planning	Offices/Public Buildings/services	Where possible consider all public sector buildings as a base-load anchor for community heating networks.
Energy	Promotion	Community	Increase awareness and understanding of energy issues
Energy	Promotion	Community	Deliver information and training to staff, introduce energy efficiency awareness into the induction programme
Energy	Promotion	Offices/Public Buildings/services	Council to lead by example in implementing best practice in sustainable energy throughout its activities.
Energy	Promotion	Offices/Public Buildings/services	Run staff energy awareness campaign
Energy	Strategies	Community	Investigating the potential for using bio-diesel for heating and small scale combined heat and power.
Energy	Strategies	Community	Develop a long term energy efficiency programme to raise the energy performance of housing to the highest practicable level
Energy	Strategies	Council	All policies affecting energy consumption will take the Sustainable Energy Strategy into account.

Energy	Strategies	Council	Carry out assessment of renewable energy potential in district
Energy	Strategies	Offices/Public Buildings/services	Schools working towards becoming Sustainable Schools (in line with DFES national framework)
Energy	Strategies	Offices/Public Buildings/services	Register schools as Eco-Schools
Energy	Systems	Council	Assign 'Energy Champions'
Energy	Systems	Developers	Member/key Officer training on PPS 22/energy efficiency/renewables
Energy	Systems	Offices/Public Buildings/services	Compile an accurate database of the Authority's energy consumption and greenhouse emissions so as to measure effectiveness and prioritise
Energy	Systems	Offices/Public Buildings/services	Establish a revolving energy efficiency investment fund for all council buildings that ring-fences and invests the money saved through reduced fuel consumption for further energy efficiency activity.
Energy	Systems	Offices/Public Buildings/services	Investigate the feasibility of renewable energy production and/or CHP in any new or refurbished Authority building
General	Internal policies	Council	Leadership pledge programme to demonstrate the personal commitment of council leaders in tackling climate change.
General	Planning	Council	Raise awareness of the implications of climate change amongst city planners
General	Promotion	Community	Promote the cause of sustainability and encourage reduction in the reliance on finite resources.
General	Systems	Council	Introduce a requirement for sustainability actions to feature in every team plan, and monitor its effectiveness - Sustainability actions in all team plans by April 2007 Monitor effectiveness by January 2008
Procurement	Internal policies	Council	Require strategic partnership members to have sustainable procurement strategies and reporting mechanisms.
Procurement	Internal policies	Council	Suppliers and contractors to have or be working towards certified EM!
Procurement	Internal policies	Council	Take account of whole life costing
Procurement	Systems	Council	Making ordering sustainable products easier for staff
Procurement	Systems	Council	Purchase energy efficient office equipment
Procurement	Systems	Council	Purchase products that use the minimal amount of packaging necessary and work with suppliers to further reduce packaging.
Procurement	Systems	Council	Audit council usage of recycled paper
Procurement	Systems	Council	Development of e-procurement to reduce the reliance on paper
Procurement	Systems	Council	Promote green suppliers to contract officers (for example procurement pages of the council intranet to highlight green suppliers).
Transport	Advice	Businesses	Help businesses to develop Travel Plans
Transport	Advice	Businesses	Disseminate travel plan information and advice to smaller business networks
Transport	Advice	Businesses	Encourage top business group use car clubs as alternative to fleet vehicles
Transport	Advice	Community	Provide appropriate information on car clubs, their benefits and how businesses can access local car club operators
Transport	Internal policies	Council	Work towards using alternative fuels in our existing fleet.
Transport	Outreach	Businesses	Encourage the Economic Partnership, Chamber of Commerce and Federation of Small Businesses to consider / share best practice on home working
Transport	Outreach	Community	Encouraging integrated journeys to school through the walking bus scheme and the development of Green Travel Plans for schools and local employers
Transport	Outreach	Community	Consider opportunities for maximising local economic benefits by encouraging localised business links: shortening supply chains and freight distance!
Transport	Outreach	Council	Encourage external contractors to implement measures to minimise carbon dioxide emissions from vehicle use.
Transport	Planning	Community	Increase cycle paths
Transport	Planning	Community	Increase footpath routes
Transport	Planning	Community	Bus priority schemes to improve the speed and comfort of bus travel
Transport	Planning	Developers	Use planning powers to ensure that new developments provide cycling facilities and adequate access to public transport
Transport	Planning	Developers	Use planning powers to restrict car parking spaces and to help minimise commuter distances through encouraging mixed residential and business areas
Transport	Planning	Developers	Use planning powers to help minimise commuter distances through encouraging mixed residential and business areas
Transport	Promotion	Community	Measures to promote car sharing.
Transport	Strategies	Community	Increase number of people using footpaths/cycle routes
Transport	Systems	Council	Adopt the Good Practice Guide GPG318 Transport and Environmental Management System as a guide for management of the vehicle fleet
Transport	Systems	Council	When purchasing new vehicles aim for the most energy efficient commercially available
Transport	Systems	Council	Ensure that drivers of all Council owned vehicles and all essential car users receive appropriate training on how to reduce fuel consumption
Transport	Systems	Council	Produce a Travel Plan in relation to employees travel requirement
Waste	Advice	Businesses	Advise businesses on effective waste reduction and management!
Waste	Outreach	Businesses	Work with supermarkets and fast food outlets to reduce use of plastic bags and containers

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LGA code F/EN032

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front cover image by third-avenue.co.uk

Published by LGA Publications

Local Government Association, Local Government House, Smith Square, London SW1P 3HZ