



Report of the Cabinet Member for Climate Change and Service Transformation

Cabinet – 18 November 2021

Climate Change - Progress Update

Purpose:	To update Cabinet on progress following the 'Climate Emergency Declaration – Policy Review and Proposed Action' Report to Cabinet, November 2020.
Policy Framework:	Notice of Motion declaring a Climate Emergency to Council on 27 th June 2019.
Consultation:	Access to Services, Finance, Legal.
Recommendation(s):	It is recommended that Cabinet approves: <ol style="list-style-type: none">1) The proposal to expand work to include both Climate Change and Nature and subsequent changes to governance.2) The 2021-2030 Climate Change & Nature Strategy (Appendix 2) and delegates authority to make further changes to the Deputy Leader and Cabinet Member for Climate Change and Service Transformation, along with the Director of Place.3) Supporting further work required in developing the longer term Strategy and striving towards net zero carbon by 2050 for Swansea.4) The continuation of the emission reporting via the Council developed methodology of calculating carbon emission with the associated implications set out in the report
Report Author:	Martin Nicholls
Finance Officer:	Ben Smith
Legal Officer:	Tracey Meredith
Access to Services Officer:	Rhian Millar

1. Introduction.

- 1.1 The report provides an update on the approved recommendations from the Cabinet report presented in November 2020, 'Climate Emergency Declaration – Policy Review and Proposed Action'.
- 1.2 Beyond the original proposals, there has been additional activity driven in the main by Welsh Government, which has also helped frame Swansea's future actions.
- 1.3 Emissions reporting guidelines were issued by Welsh Government in May 2021. Swansea is currently collating baseline year data for 19-20 and for 20-21, will have been submitted by 31st October 2021.
- 1.4 Welsh Government declared a Nature Emergency in July 2021 and Swansea Council has also put forward a Notice of Motion to Council on 4th November 2021 declaring a Nature Emergency.
- 1.5 A very successful Swansea Council survey campaign in March has provided vital information to help us shape our future actions.
- 1.6 Regional activity is building and it is envisaged that this will develop further in coming months.
- 1.7 With the forthcoming COP 26 event in Glasgow in November, this subject and local authority commitment to making a difference is becoming increasingly high profile and the recent appointment of a Climate Change Minister for Wales reflects this.
- 1.8 Pace is certainly accelerating, with a view that we need to 'Go faster, Go Further'

2. Progress to Date

Each section below outlines the previous agreed action heading, the progress to date and the further action being taken.

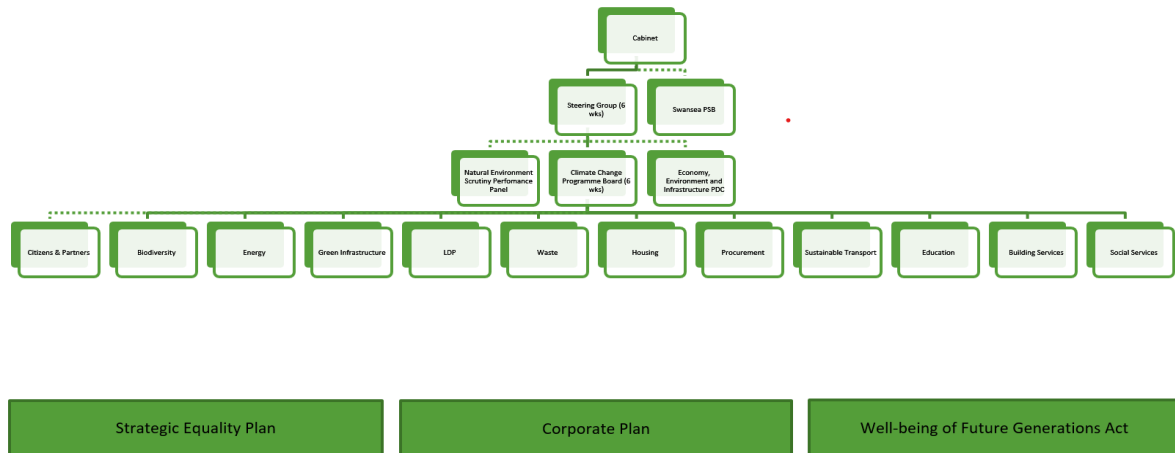
- 2.1 **Establish Sound Governance.** Governance has been formalised both internally and externally with partners, including PSB (Public Service Boards) and regular programme boards and steering group meetings have ensured good progressed throughout the last year.

Whilst the structure was never rigid, it has already come to light that a wider audience should play pivotal roles at programme board level. This includes Education, Resources and Social Services colleagues.

Also, Swansea Environment Forum, whilst still under contract to Swansea Council (March 22), will lead the main external partner forum for the remainder of this financial year. The tender process will begin for a future partner in the New Year.

As part of the regional agenda the 4 local authorities have progressed a new draft regional energy strategy due to be approved by cabinet in December. Further work is also progressing as part of the new CJC work programme also due to be reported to cabinet in December.

Fig 1. Swansea Council Governance



It is also encouraging to see the new Climate Change Minister for Welsh Government has set out five key areas of activity, all of which line up with the Swansea approach. Planning, Energy, Housing, Transport and Green Infrastructure.

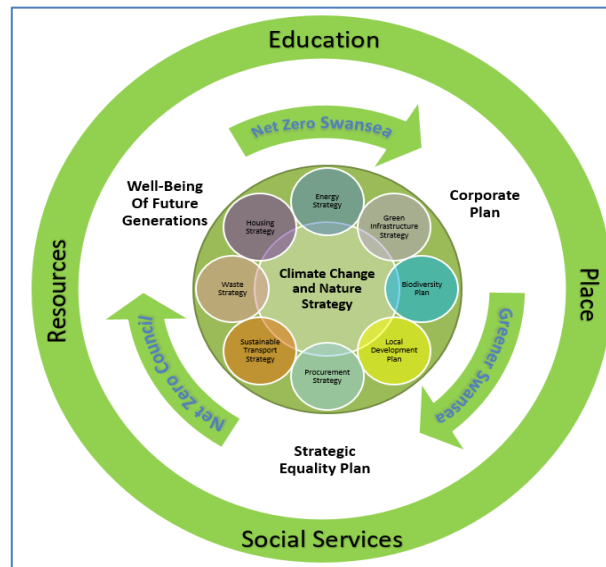
Looking forward: Council’s Well-being and Strategic Equality Objectives set out within the Corporate Plan and Strategic Equality Plan establish the Council’s overall strategic framework for maximising its contribution to a more resilient and a more equal Wales.

The plans are aligned and contain steps to tackle climate change and, through that work, address and improve equality.

In light of the recent ‘Nature Emergency’ announced by Welsh Government, it is recommended that the overall programme changes from ‘Climate Change’ to ‘Climate Change and Nature’, including natural resources.

This will be cascaded down through all future activities and also in the proposal to amend the Corporate well-being objective within the 2022/27 Corporate Plan and any subsequent changes necessary to the Strategic Equality Plan so as to maximise our contribution to a more resilient and a more equal Wales.

Fig 2. New Strategic Approach



2.2 **Develop two work streams** - The approved approach of Swansea Council net zero carbon by 2030 and Swansea net zero carbon by 2050 has worked well.

It is anticipated that this approach will remain and be enhanced with Swansea Council looking at training/education of all employees and developing a community of climate champions to help drive forward the internal targets.

Recent work with WLGA has demonstrated through their review of Climate Strategy status across all 22 authorities, that Swansea’s current position of ‘focus on what’s within our control’ appears to be mirrored across Wales.

Looking Forward: Work will continue to build on the external working relationships to develop a 2050 strategy for the county. The recent temporary appointment of a Project Manager for Strategic Climate Change funded by the economic recovery fund will support this programme of activity.

Similarly, other Welsh local authorities are of the same thinking that this is a challenge beyond our control and that Welsh Government need to support change via funding, technical resource, public incentives/disincentives etc. Lobbying must continue at pace.

The intention will be that the Nature Recovery action plan will also align with the Climate Change work.

2.3 **Develop a Sustainable Transport Strategy** – A task and finish group has been established to bring together all the great work currently being

undertaken across the Highways and Transportation service area. This includes:

- Green Fleet (strategy already approved)
- Grey Fleet
- Street Lighting
- Other transportation e.g. taxi, schools etc.
- Active travel

The proposed approach will have specific strategies for all areas, and then a brief overarching document aligning the service wide approach and it is expected to have a completed draft to report via the economy and Environment PDC prior to the end of 2021.

This will also include a new strategy for Ultra Low Emission Vehicles (ULEV) as part of the green fleet strategy which is required by Welsh Government to enable it to align it with any upcoming grant awards

Looking Forward: The work is targeted for completion by year end to align with the new corporate plan for 2020 onwards.

2.4 **Monitor & Record Carbon Emissions** - In November 2020 when the report was approved the Council was developing an in-house carbon calculator as the Welsh Government guidelines had been delayed due to the pandemic. Whilst the Welsh Government Methodology has now been issued there are some concerns about some of the calculation methods and indeed some of the included elements which outside of the core scope 1 and 2 emissions forming the Council’s 2030 target i.e. waste and procurement

An overview of the data collated is presented below when comparing “like for like”:

Fig 3. Previously Reported Energy & Transport			
	2018/19 (Swansea template)	2019/20 (WG Template)	2020/21 (WG Template)
Natural Gas	11031	11769	11251
Electricity	8960	6997	5178
Street Lighting	2147	1955	1775
Fleet	4700	4932	3752
Grey Fleet	600	458	102
Total	27,438 t/CO₂e	26,111t/CO₂e	22,058t/CO₂e

You will see from Fig 3 that Swansea’s own internal data collation for 18/19 base year has aligned extremely well with the WG methodology for the elements cabinet previously agreed as being in scope. These figures in columns 2 and 3 represent what was initially deemed to be within scope

1&2 emissions and net zero carbon 2030 target for the authority so on a “like for like” basis. Based on the figures above Swansea had confidence of being on track to deliver net zero carbon by 2030, **a reduction of 2,450t/CO₂e per year**

Two other points of note in that the proposed WG methodology does not reflect any renewable energy purchased by the council nor does it take into account the estimated 1,255,765 kw/hrs (300t of CO₂ offset) of renewable electricity generated through solar PV, i.e., Re:Fit, SCEES and Egri projects.

It is believed this is a significant flaw in the approach set out by WG and whilst year 1 collections intended to be the opportunity to assess the process and outputs, it is clear that there needs to be robust challenge and understanding of the consequences prior to its adoption.

As such the recommendation at this stage is to retain the council’s emissions calculation until such time as the WG methodology is agreed.

2050 Target

To date there are no reliable or consistent measures for what a net zero 2050 city looks like but as a guide details taken from Local Authority CO₂ interactive maps for the whole county - NAEI, UK (beis.gov.uk) show:

Swansea = 1,029,700 tonnes/ CO₂ per year (Cardiff = 1,626,056 tonnes of CO₂ per year).

Interestingly this is 2019 data and does not include water, waste and procurement data unlike the WG methodology and in the main it covers energy and transport.

Moving forward this figure starts the conversation of how we would have to lead by example and encourage others to reduce county wide emissions at a rate of **35,506t/ CO₂e per year** for the next 29 years.

Looking Forward: In order to align with other Welsh authorities, a decision will be required, once Welsh Government reporting processes have been ratified, to agree that the Council moves from our internal PI’s to the Welsh Government method of monitoring, this will not only improve consistency but as the data builds across Wales, we will have excellent comparators to reflect on across the public sector.

The Energy Manager is working with CLAW colleagues to share learning experiences and concerns over the proposed reporting mechanisms regionally.

The intention is to also build Council dashboards with the software package already in place for measuring building energy usage – Sigma.

One positive from the WG emissions calculator is that they have created a way of calculating land and tree use by way of offsetting. Whilst not perfect it is a good start with the current emissions show as follows:

Fig 4

Current land use type	Land area in hectares (ha)	Emission factor (t CO ₂ /ha/year)	Total t/ CO ₂ e
Forest land	425.70	-5.42	-2,307
Cropland	12.80	1.08	13
Wetlands	147.20	N/A	
Grassland	3877.40	-1.44	-5,586
Settlements	964.60	2.10	2,030
Other land	30.80	N/A	
Total	5458.5		-5,849

Fig 4 indicates a current offset of -5,849t/ CO₂e. For consideration regarding land use going forward - forest land has a 3.5 times greater carbon capture on the WG conversions than grassland so it is recommended that this type of offsetting is aligned for positive mitigation within the Tree Policy.

- Grassland offset -1.44
- Forest offset -5.42

This will hopefully align with the work to develop a tree policy which is due to be considered by the PDC and cabinet in the next few months. Further consideration will continue to review any policies that impact of Climate and Nature and other changes to this aspect of collection have been requested to make this offsetting aspect more accurate.

It is important to state that there isn't an opposition to measure emission for aspects such as waste and procurement but that the current methodology is flawed and it is believed as these two aspects sit outside of scope 1 and 2 emissions they should form part of a 2050 target and not a 2030 target. In any event, further actions will need to be developed but on potentially different timelines.

2.5 Lobby Welsh Government - In light of a variety of concerns it is critical that Welsh Government receive feedback on local authority views. Martin Nicholls and Rachel Lewis have met with Miller Research (On behalf of

WLGA) on 27th July 2021 to complete a questionnaire covering such concerns and position.

Concerns raised include:

- Lack of funding resource
- Accuracy of emissions data and respective reporting, e.g., league tables.
- Policy clashes.
- Supply issues – not only of all materials at present but more specifically new decarbonisation technologies.
- Lack of knowledge and skill within the business.
- Limited pool of talent in the recruitment marketplace.
- Incentives/disincentives required for wider behaviour change to happen.

The WLGA research report published November 2021, concurs with Swansea's concerns with the recently adopted Welsh Government reporting guidance.

- The lack of consultation on the guidance prior to publication and delay in publication
- The impact of the guidance on existing baseline measurement, which for some had been outsourced, making in some cases, previous work 'redundant, in other cases confusing communication of key headlines to decision makers
- Oversimplification of the approach to scope 3 emissions by using spend as a proxy for emissions. (local authorities who had undertaken procurement approaches focused on local or more sustainable purchasing felt they were being unfairly penalised under this approach)
- Limited data availability on procurement and the carbon impact of spend
- Lack of guidance on the measurement of the carbon sequestration
- The inability to 'claim' renewable energy generation as carbon reduction on local authority assets.
- How to account for the effect of the Covid pandemic as part of baseline data

Looking Forward: Further meetings continue to work collaboratively with Welsh Government on emissions monitoring.

- 2.6 **Develop a Communications and Engagement Plan.** This is the area where most work has been delivered since report approval. Temporary resources had been temporarily assigned one day a week to support this element of the programme and delivered many successes and a full-time resource is shortly due to commence. Some of the recent activity includes: -

Launch a Citizen/employee survey

Due to the pandemic, the original report in November last year had extremely limited public consultation behind it. An online survey was

developed and launched in March 2021 with over 1000 responses received. This was an amazing return, which includes some focus and hard to reach group too. The full summary is attached at **Appendix 1**.

The outcomes in the main revealed that citizens/employees believe we are on the right path both as a council and as a county. The key message was 'go faster' and 'go further'.

A few gaps were identified, with fewer responses from 'youth' and 'business' groups, which is already being addressed. We attribute the poor return in both these areas to the pandemic.

Relationships have been established with the Swansea Environment Forum to support wider engagement for the 2050 work, alongside a wider working group as an offshoot from PSB.

Relationships and strategies are starting to be developed within schools and further work is required within the Social Services Directorate and time allows. As noted above, a champion has been invited to sit on future programme boards.

Sign up of Charter

Following some concerns by members of the PSB a revised version has now been adopted which now has full sign up of all PSB partners. Wider sign up is current being sought.

Pledge Wall

Recently launched to encourage our citizens, businesses, community/voluntary groups, schools and young people to make their own pledge and join us in all working together for a Net Zero, Greener Swansea by 2050.

Training – Climate Literacy

Two pilots and one official course have been delivered on Climate Literacy, the proposal is to consider going for a bronze accreditation, provided resource is available to meet the standard.

Working with the Unions and front-line employees

The whole climate change journey has been presented to the Union/HR working group with incredibly positive feedback.

Work is already underway to look at toolbox talk style training for the frontline workforce who do not have online access to training materials. Subject matters will include, energy, nature recovery, transport etc.

Working with Facilities Team - Home Working Tool Kit

At the beginning of 2021 Swansea won 5 days consultancy with APSE Energy. We have chosen to progress an online Home Working tool kit.

The first version focuses on energy consumption encouraging staff to think wisely about energy use whilst working from home, but also more general advice on energy saving options that can be used around the home.

The aim is to encourage behaviour change with our own staff so they can in turn share the learning with friends and family. It is anticipated to have this online by year end.

We are working with Housing to gain a regular presence in 'Open House' the tenant magazine

Develop Communication Channels

A Climate Change web page has been created, with the communications team helping to market the site, including all the great work going on in the council currently. A dedicated email account has also been created.

We have recently set up an online pledge wall to encourage any Swansea partner, citizen, business etc. to commit to the agenda – however big or small.

Develop Brand

Design Print have created some brand logo concepts, 3 are currently shortlisted internally, and we are waiting on further partner discussions before these are agreed collaboratively and shared more widely.

The intention is if anyone or any company, charity group etc. signs up to the charter or pledge wall they will be able to use the logo within their business, group, school etc.

COP26

There is no doubt COP26 will have some clear outcomes on future approaches that we will have to align with. Activity working with COP Cymru, Swansea hosted the BEIS Bus Tour on 13th September 2021, involving regional councils, Carmarthenshire, Pembrokeshire, and Neath Port Talbot. The team are also working as part of a Regional Green Zone, Welsh Government initiative to deliver activities during the COP26 event.

Looking Forward: Further work will be required to develop this going activity, the plan will evolve as the communication and engagement campaign expands over time.

Swansea has agreed to be the first Welsh Council to pilot the highly innovative One Planet 'Ecological Footprint' accreditation. This accreditation aligns to our wider wellbeing objectives embedded in our Corporate Plan, alongside the Wellbeing of Future Generations Act.

- 2.7 **Create a Climate Change and Nature Strategy** – An overarching and emerging strategy is attached at **Appendix 2** for approval. This will remain under continual review in light of the recent WG emissions submission. It is recommended that approval for any subsequent

changes would be delegated to the Steering Group Chair – Deputy Leader and Cabinet Member for Climate Change and Service Transformation, along with the Director of Place.

Looking Forward: The intention would be to build on this and include a Nature Recovery action plan following the Council Notice of Motion declaring a Nature Emergency.

3 **Next Steps**

With approval the proposed next steps will be acted on in readiness for the release of the 2022 Corporate Plan.

- 3.1 Amend governance to reflect Climate and Nature alignment with our Corporate Plan, partner working group and inclusion of all Directorates.
- 3.2 Continue to work with the PSB, build partner relationships, develop strategy and programmes of work to deliver Swansea 2050 target.
- 3.3 Seek approval for a ULEV strategy and the overarching Sustainable Transport Strategy by March 2022 and take into account any financial implications as part of the budget process.
- 3.4 Consider amending Corporate Wellbeing objective to encompass 'Climate & Nature' in readiness for 2022 Corporate Plan.
- 3.5 Work with CLAW and Welsh Government to ensure accurate data monitoring and recording.
- 3.6 Establish performance monitoring targets for 2022-23, including offsetting on receipt of first data submission analysis from Welsh Government.
- 3.7 Obtain cabinet approval for Tree Policy.
- 3.8 Continue to lobby Welsh Government to resolve challenges listed.
- 3.9 Develop Nature Recovery action plan and align/integrate with approved Climate Change and Nature Strategy, continuing to work regionally and nationally to share and learn from best practice.
- 3.10 Continue to build on current communication and engagement plan, focusing on hard to reach communities and groups, the younger generation through schools and businesses.
- 3.11 Decide on investment and resource allocation for internal training delivery.
- 3.12 Continue to build communications networks across Swansea, the region and nationally.

- 3.13 Agree branding with partners.
- 3.14 Prepare for and act on COP26 outcomes.
- 3.15 Begin the Journey to gain One Planet Bronze accreditation.
- 3.16 Consider the future financial implications and approaches for funding to Welsh Government

4. Integrated Assessment Implications

4.1 The Council is subject to the Equality Act (Public Sector Equality Duty and the socio-economic duty), the Well-being of Future Generations (Wales) Act 2015 and the Welsh Language (Wales) Measure, and must in the exercise of their functions, have due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Acts.
- Advance equality of opportunity between people who share a protected characteristic and those who do not.
- Foster good relations between people who share a protected characteristic and those who do not.
- Deliver better outcomes for those people who experience socio-economic disadvantage
- Consider opportunities for people to use the Welsh language
- Treat the Welsh language no less favourably than English.
- Ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs.

4.1.1 The Well-being of Future Generations (Wales) Act 2015 mandates that public bodies in Wales must carry out sustainable development. Sustainable development means the process of improving the economic, social, environmental and cultural well-being of Wales by taking action, in accordance with the sustainable development principle, aimed at achieving the 'well-being goals'.

4.1.2 Our Integrated Impact Assessment (IIA) process ensures we have paid due regard to the above. It also takes into account other key issues and priorities, such as poverty and social exclusion, community cohesion, carers, the United Nations Convention on the Rights of the Child (UNCRC) and Welsh language.

4.2 An IIA Screening Form has been completed with the agreed outcome that a full IIA report was not required. This report covers an overarching strategy, each action as and when pursued will be screened independently. The IIA screening form is attached as **Appendix 3**

5. Financial Implications

- 5.1 There are no direct financial implications associated with this report. However, it is clear to reach both the 2030 and 2050 targets, significant investment is required and any such decisions would be subject to separate cabinet reports at the time with the council continuing to lobby both Welsh and UK Governments to seek appropriate funding

6. Legal Implications

- 6.1 There are no legal implications associated with this report.

Background Papers: Climate Emergency Declaration – Policy Review and Proposed Action Report to Cabinet - November 2020.

Appendices:

Appendix 1 Citizen Survey Report

Appendix 2 Climate Change and Nature Strategy

Appendix 3 IIA screening form