

## **SLOUGH BOROUGH COUNCIL**

**REPORT TO:** Council **DATE:** 24<sup>th</sup> November 2020

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**WARD(S):** All

### **PART I** **FOR DECISION**

#### **RECOMMENDATIONS OF THE CABINET FROM ITS MEETINGS HELD ON 12<sup>TH</sup> OCTOBER 2020 AND 16<sup>TH</sup> NOVEMBER 2020**

##### **A) CARBON MANAGEMENT PLAN 2020-2030**

###### **1 Purpose of Report**

To consider the recommendation of the Cabinet made on 12<sup>th</sup> October 2020 to approve the updated Carbon Management Plan 2020-2030 to replace the expiring Carbon Management Plan 2015-2020.

###### **2 Recommendation(s)/Proposed Action**

That the Carbon Management Plan 2020-2030 be approved.

###### **3. The Five Year Plan**

The CMP 2020-2030 contributes to the following objectives in the Five Year Plan:

**Outcome 1- Slough children will grow up to be happy, healthy and successful:** The outcomes of the CMP will lead to a reduction in the number of combustion vehicles the Council operate. This will improve local air quality and contribute to the Low Emission Strategy 2018-2025.

**Outcome 2- Our people will be healthier and manage their own care needs:** The outcomes of the CMP will lead to a reduction in the number of combustion vehicles the Council operate. This will improve local air quality and contribute to the Low Emission Strategy 2018-2025.

**Outcome 5- Slough will attract, retain and grow businesses and investment to provide opportunities for our residents:** The CMP will promote investment in the green economy which will benefit local businesses and present investment opportunities for the council such as Electric Vehicle Charging Stations.

###### **4 Other Implications**

###### **(a) Financial**

Financially the Carbon Management Plan 2020-2030 will contribute to projects that either reduce the operating costs of the Council or avoid additional operating costs and where possible produce an income.

### **Cost avoidance and income generation**

The delivery of energy efficiency reduction projects, for example the RE:FIT Programme, will enable a reduction in energy costs from corporate buildings. Income can be generated from technologies that will support decarbonisation such as public Electric Vehicle Charging Stations or electricity generated by Solar PV Panels exported to the National Grid.

### **Projected utility costs**

Over the duration of the Carbon Management Plan 2020-2030 the UK's energy prices are projected to increase (see Table 4). This will increase the Council's energy related operating costs. In 2018/19 the Council's electricity costs came to £1,365,232 and gas costs totalled £555,983 (see Table 5). If an increase in costs are to be avoided, then the Council's energy and fuel consumption must be reduced. A do-nothing approach will therefore continue to add significant revenue cost pressures on the Council budget.

**Table 4: BEIS UK energy price central projections between 2020 and 2030**

Energy Type	Units	2020	2030	Change
UK Wholesale Electricity Prices	p/kWh	5.3	5.9	+12%
Natural gas	p/therm	48.0	63.0	+31%
Petroleum Premium unleaded	p/litre	123.9	135.4	+9%
Petroleum Super unleaded	p/litre	132.2	143.7	+9%

**Table 5: Slough Borough Council's Corporate Energy Spend and projected spend by 2030**

Category	2018/19 Corporate Spend (£)	Projected 2030 Corporate Spend (£)
Total Electricity Energy Spend	1,365,232	1,529,060
Total Gas Energy Spend	555,983	728,338
Business Mileage and Fleet Costs	396,270	431,934

There is a conservative potential revenue pressure increase of £372,000 assuming no additional assets are purchased and operated and no change to energy consumption.

### **Income Energy Savings**

The CMP is intended to significantly reduce energy and fuel consumption and hence avoid future costs increased and provide at least a 10% saving against the 2018/19 baseline which is equivalent to £253,000 this is a conservative estimate based on the delivery of existing and new carbon programmes.

### **Co-benefits**

Reducing carbon emissions from transport will support improvements in air quality. This could reduce public health costs within the borough. For further information please refer to the Low Emission Strategy 2018-2025.

### **Carbon Offsetting and Carbon Insetting**

A carbon Offset is a reduction in emissions of carbon dioxide or other GHGs made in order to compensate for ("offset") an emission made elsewhere. There are two

forms of market in which carbon offsets can be purchased; the compliance market and the voluntary market. The compliance market enables companies, governments, or other entities to buy carbon offsets in order to comply with caps on the total GHG emissions they are allowed to emit. The voluntary market enables individuals, companies or governments to purchase offsets to mitigate their own GHG emissions voluntarily. SBC, as a Borough Council is not part of a compliance market so if the Council were to offset any GHG emissions it would be through the voluntary market.

Carbon Insetting is when an organisation invests in emission reduction projects within the organisations supply chain. This enables the organisation to assume greater control of the carbon reduction process and are more likely to directly gain from the project co-benefits such as employee engagement. SBC's Upton Court Park Jubilee Wood forest (see Section 3.4) is an example of Carbon Insetting.

There is a wide range of types of carbon offsetting projects to invest in from forestry to renewable energy. Formal standards exist, recognised by international carbon neutrality standards, that independently verify carbon offsetting projects. Carbon neutrality standards dictate that carbon offsetting is suitable when an organisation's GHG emissions have been reduced as much as possible and that carbon offsetting is an appropriate measure to compensate for the remaining GHG emissions.

The cost of a carbon offset is measured in tonnes of carbon dioxide equivalent (tCO<sub>2</sub>e) and depends on a number of variables including the projects type, location, scale and standard. A market assessment published in 2017 identified that the average voluntary carbon offset market price ranged from less than £0.40 tCO<sub>2</sub>e to more than £39.60 tCO<sub>2</sub>e with an average £2.38 tCO<sub>2</sub>e. Using this average total, if SBC were to offset their entire GHG emission footprint of 2018/19, which totalled 10,224 tCO<sub>2</sub>e, this would total £24,333 not accounting for any potential economies of scale.

## **Staff**

The Senior Carbon Officer currently oversees the Re-Fit Programme and Fleet Challenge Programme which are capital funded programmes (approximately £3 million). Their salary is paid for by these programmes. The Senior Carbon Officer reports to the EQ Team Manager.

Should there be a requirement for any salaried staff positions to deliver the objectives of the Carbon Management Plan 2020-2030 a business case and justification will be presented to the Environmental Strategic Board

## **The Existing Budget to deliver the Carbon Management Plan**

The current D308 revenue budget is £10,000 per annum to be spent on carbon initiatives. Additional money is spent from the D308 budget on carbon activities using existing funding i.e. salaries.

To achieve the objectives of the new Carbon Management Plan there will be further costs in the future. These will be subject to a business case and are to be funded through savings achieved by the plan, which will be presented to the Star Chamber. However, for the financial years 2020/21 and 2021/22 there will be no additional funding required.

(b) Risk Management

Recommendation from section 2 above	Risks/Threats/ Opportunities	Current Controls	Using the Risk Management Matrix Score the risk	Future Controls
The Cabinet is requested to recommend that the Carbon Management Plan 2020-2030 is adopted and taken before Full Council for approval	a) Economical /Financial:  The CMP includes a draft  Low Emission Programme that will seek opportunities for funding	Many SBC CMP commitments are already being delivered within existing budgets and policy changes	4	Current controls for capital growth bids will be adhered to.  SBC will pursue all relevant funding opportunities
	b) Political	SBCs Climate Change Motion's first objective is: <i>"Reducing emissions from our estate and operations"</i> , which the CMP addresses.	3	Annual reporting to Council and full review every 2 years following implementation
	c) Environment	Annual greenhouse gas audits and reports will be produced to track progress against the environmental objectives.	4	Identify opportunities for additional carbon saving measures – follows business case approach
	d) Legal /Regulatory	SBC are reducing the liability for not complying with the UK Government's Net Zero by 2050 targets	2	None

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(c) Human Rights Act and Other Legal Implications

- i) Legal challenges to governmental policies on carbon management have been made in the European Court of Human Rights, particularly by Dutch environmental pressure groups, relying on provisions in the European Convention on Human Rights which are also given effect to in UK domestic law by the Human Rights Act 1998, particularly the provisions relating to the right to life, private and family rights, and the right to effective remedies. The European Court on Human Rights has consistently rejected that the European Convention on Human Rights confers general rights to environmental protection (*Kyrtatos –v- Greece* and *Fadeyeva –v- Russia*). The Dutch Supreme Court has, however, found that the state is responsible for excessive emissions, triggering positive emissions reduction obligations, based on the provisions in the European Convention on Human Rights relating to right to life and privacy and family life. Such a position has not yet been established in the UK, although it has been found that the establishment of a direct “causal nexus” between a “real and immediate threat” to individual rights may trigger a positive obligation on a state to take action (*Osman –v- UK*).
- ii) The Climate Change Act & Net Zero. The UK Government considers that global warming must be limited to no more than 2°C temperature rise above preindustrial times to avoid dangerous impacts. The UK passed the Climate Change Act 2008 making it the world’s first long term legally binding framework which introduced the target of reducing UK emissions by 80% by 2050, compared to a 1990 baseline. On 27/06/2019, the UK furthered its commitment to decarbonisation by extending the target to Net Zero by 2050 making the UK the first major economy in the world to pass laws to end its contribution to global warming by 2050. An environmental bill is presently passing through Parliament which will develop similar legally binding targets for biodiversity, air quality, water and waste.

Source: UK Passes Net Zero by 2050 law:

<https://www.gov.uk/government/news/uk-becomes-first-major-economy-to-pass-net-zero-emissions-law>

(d) Equalities Impact Assessment

It is not considered that the high level carbon management plan recommended in this report necessitates the completion of an Equalities Impact Assessment but it is recognised that the effects of climate change can have differing effects based on gender, disability, age and to a certain extent on race. More specific policies in this area may, therefore, require such an assessment.

## 5 **Supporting Information**

### 5.1

The Carbon Management Plan 2020-2030 (CMP) (final draft) is attached as Appendix 1. All final CMP documents will be uploaded to the SBC CMP webpage once approved.

### 5.2

On 23/07/2019 Slough Borough Council's full cabinet passed a motion titled 'Climate Change'. The motion stated:

*"This Council notes the UK Government and Local Government Association's declaration of a national 'climate emergency', recognises that there is a growing urgency for national and international action to combat climate change, and commits to developing a Climate Change Strategy and Action Plan that will address the causes and consequences of climate change in Slough by tackling 5 key objectives:*

- Reducing emissions from our estate and operations*
- Reducing energy consumption and emissions by promoting energy efficiency measures, sustainable construction, renewable energy sources, and behaviour change*
- Reducing emissions from transport by promoting sustainable transport, reducing car travel and traffic congestion, and encouraging behaviour change*
- Reducing consumption of resources, increasing recycling and reducing waste*
- Supporting council services, residents and businesses to adapt to the impacts of climate change."*

The objectives of the motion regarding reducing GHG Emissions and energy consumption emphasize the need for the Carbon Management Plan to accomplish these objectives. The Climate Change Strategy and Action Plan that is being prepared in accordance with the Climate Change Motion will support the delivery of these objectives also.

### 5.3

Slough Borough Council has been developing and introducing interventions aimed at reducing carbon emission across its corporate estate and its fleet since 2008. The revised Carbon Management Plan describes our current emissions levels and looks at how we are going to achieve carbon neutrality by March 2030. It also describes how SBC will become increasingly energy efficient across the whole corporate estate and sets out how the carbon management process will contribute to the Council's revenue reduction targets in line with the Medium Term Financial Strategy.

### 5.4

Slough Borough Council aspires to have a carbon neutral and energy efficient corporate estate, fleet and workforce. The Council will play a responsible leadership role to ensure that Slough has a sustainable future, to contribute to the United Kingdom's Net Zero target under the Climate Change Act, and to meet with the future economic challenges of local government.

### 5.5

The CMP continues the work of the previous Carbon Management Plan, and sets out what SBC will do to mitigate the carbon emissions from Council activities and buildings managed, owned and operated by the Council. The previous plan aimed to reduce carbon emissions by 20% against the 2013/14 baseline, and during the course of the plan the

Council was successful in achieving a 32.5% reduction in CO<sub>2</sub>e emissions. This was achieved by the reduction in carbon intensity of the National Grid, a reduction in electricity use through the street lighting LED replacement project, more energy efficient schools and a reduction in outsourced transport mileage. This new plan seeks to describe how the Council will reduce carbon emissions, reduce energy demand, avoid significant rising energy and fuel revenue costs and where possible seek to generate revenue savings over the next 10 years.

## 5.6

The four outcomes of the plan are:

- Outcome 1: A 10% reduction of CO<sub>2</sub>e net emissions per annum of all Council operations by 2029/30 relative to 2018/19.
- Outcome 2: A 100% reduction of CO<sub>2</sub>e net emissions by 2029/30 against the 2018/19 baseline.
- Outcome 3: A reduction of 10.5 tonnes CO<sub>2</sub>e to 0 tonnes per Full Time Equivalent Employee (FTE) by 2029/30.
- Outcome 4: A revenue saving of 10% over lifetime of the plan against 2018/19 baseline operating costs for the Council.

## 5.7

This Carbon Management Plan 2020-2030 spans from the financial year commencing 01 April 2020 to the financial year ending 31 March 2030.

This plan is concerned with:

1. All Council assets where the Council pays for the energy and water costs such as corporate offices, community centres, community hubs, libraries, Chalvey Waste Depot, Council car parks (including leisure sites) and the crematorium (See Appendix 2 list of Assets Included in the 2018-19 baseline).
2. All community and foundation schools where the Council maintains a degree of oversight and control on expenditure.
3. All transport used for Council operations such as the DSO Fleet, waste management (RCVs) and street sweepers, highway maintenance vehicles, housing maintenance vehicles, building management vehicles, community transport vehicles, community warden vans, Council pool vehicles and staff business mileage.
4. All street assets such as street lighting, street and road signage, street furniture, traffic lights, air quality monitoring stations, electric vehicle infrastructure, parking meters.
5. All waste generated from its corporate buildings including community buildings and hubs.
6. Communal parts of the housing stock, only, such as stairwell lighting and heating.
7. Our Parks, outdoor green spaces and allotments
8. Contractors who provide goods and services to the Council, such as provision of electronic equipment or maintenance services.
9. Any subsidiary or organisations wholly or part owned by Slough Borough Council such as James Elliman Homes Ltd, and Slough Urban Renewal.
10. Any assets that the Council acquires or activities that the Council engages in following the commencement of the Carbon Management Plan 2020-2030 that falls within the criteria stated above or as agreed by the Environmental Strategic Board (see Section 5.1).

## 5.8

When Greenhouse Gas emissions (GHG) from the Council for 2018/19 are broken down by source (please refer to Table 1 and Figure 1), it is evident that the greatest contribution

comes from energy use in buildings, schools, street assets (signage and street lighting), and transport. It is therefore these four areas we shall focus on, and which have the potential to deliver the greatest carbon savings.

## **5.9**

The CMP provides an overarching, integrated programme, covering initiatives to be delivered by several key Council Departments, including Transport Management, Environmental Quality, Environmental Services Fleet Management and Procurement. The Environmental Quality Team has managed the development of the CMP.

## **5.10**

The CMP has been developed in consultation with all relevant Council Departments.

## **6      Comments of Other Committees**

The Cabinet considered the Plan at its meeting held on 12<sup>th</sup> October 2020 and agreed to recommend it to Council for approval.

## **7      Conclusion**

The Carbon Management Plan 2020-2030 demonstrates Slough Borough Council's commitment to achieving carbon neutrality as a local authority and eliminating the council's contribution to climate change. It is recommended for adoption and full Council approval.

## **8      Background Papers**

Appendix 1 – Carbon Management Plan 2020-2030