

ONE PLANET CARDIFF – A RESPONSE TO THE CLIMATE EMERGENCY

**CLEAN STREETS, RECYCLING AND ENVIRONMENT
(COUNCILLOR MICHAEL MICHAEL)**

AGENDA ITEM: 2

Reason for this Report

1. To approve the “One Planet Cardiff Strategy” as the Council’s initial response to the declared Climate Emergency, and to authorise a period of public consultation to help shape a final strategy and action plan for approval in Spring 2021.

Background

2. Notwithstanding the depth of the Covid-19 crisis, Climate Change remains the defining global challenge of our generation. The impacts of climate change, including rising sea levels, flood risk, extreme weather events, unsustainable energy supplies and ultimately, widespread economic instability, are putting tens of millions of people and their jobs across the globe at direct risk. These issues are already impacting the Cardiff area and its population. Our actions in the coming decade are crucial; they will define the shape and wellbeing of our society and our planet for generations to come.
3. The climate change issue is not just about environment and carbon neutrality but has clear implications for our society and economy. The approach of the One Planet Cardiff strategy is to identify the fundamental interdependency of these issues and, in doing so, to identify the real opportunity for positive action and improvement to create a society and economy that is successful, resilient, sustainable and well-being focussed in the long term.
4. Cardiff Council has recognised the scale of this challenge and declared a Climate Emergency. The One Planet Cardiff Strategy has been prepared as a strategic response to this declaration. It contains a vision that:
 - Sets out Council’s 10 year ambition to be Carbon Neutral in its own activities;

- Calls on the whole city, all citizens, young and old, schools, key partners, employers and stakeholders to positively work with us to develop a City-Wide road map and action plan for a carbon neutral City by 2030;
 - Identifies opportunities that could reframe the Cardiff economy in a way that is resilient, robust and long-term, ensuring that Cardiff is one of the leading UK green cities; and
 - Defines the immediate programmes and opportunities that we urgently need to address.
5. The document analyses the scope and scale of the challenge facing the Council and the City, and also highlights the opportunities that could arise from positive action to address this challenge. It outlines the significant progress that we've made to date to address our carbon footprint and then proposes a wide range of immediate and potential actions that will form the basis of our longer term response to the climate emergency.
 6. The development of the strategy coincided with the Covid-19 emergency (and the resulting public health and emerging economic crises that have resulted in turn from this), and it is clear that the two emergencies, and our response, cannot be mutually exclusive. Cardiff's recovery response to Covid-19 has already established some key resilience principles. The administration's Capital Ambition, of building a fairer, greener, more prosperous city is more important now than ever. The development of the One Planet Cardiff Strategy has therefore had a renewed focus, highlighting projects and opportunities that can stimulate a "Green Recovery", with the Council leading a capital city that will be at the forefront of a green and inclusive economy, supporting both environmental and economic recovery in Wales.
 7. We plan to consult widely on the draft Strategy to help us prioritise our own actions, and to gather support for a whole-city response. At the same time we will be seeking to generate a better and more consistent means of analysing our carbon and climate impacts across all of our activities, generating an evidence base and more detailed project feasibility work to help us prioritise and measure the impact of our actions.
 8. This consultation analysis process will then inform a detailed committed action plan that will be approved later in the spring 2021.
 9. However given the urgency of this agenda we won't wait until then to move forward, and so the Strategy also highlights the immediate actions, business case development, engagement with strategic partners, and quick wins that the Council is already putting in place to address the Climate Emergency.

Issues

Background Policy

10. There is a range of live and well-publicised international and national policy surrounding the Climate Change agenda. This includes:

- The International Paris Accord 2015, which seeks to keep global temperature increases well below 2 degrees;
 - The Welsh Government's Wellbeing of Future Generations Act 2015, which requires public bodies in Wales to consider the long term impacts of all their key decisions;
 - Welsh Government's 2019 ambition for a Carbon Neutral Public Sector in Wales by 2030; and
 - The UK Government's 2019 policy for Net-Zero Greenhouse Gases in the UK by 2050
11. In light of the assertions and warnings of the Intergovernmental Panel on Climate Change, Cardiff Council declared a 'Climate Emergency' on 28 March 2019. We're not alone; so far, over 250 councils across the UK have also motioned a declaration, alongside the Welsh and UK Government.
 12. The risks associated with climate change are significant and well known. Many, including rising sea levels, extreme weather, increased pollution and associated public health implications, are already being experienced in Cardiff and will in some cases make the Council's services more difficult and more expensive to deliver. However, a consolidated approach to tackle climate change could bring opportunities, making the city a healthier, safer and more competitive place, and underpinned by a thriving green economy.
 13. Cardiff has already recently developed an ambitious, Climate Change aligned, 10 year Transport Strategy that will drive sustainable change across all transport modes in the coming years. In addition, the emerging Local Development Plan will provide a basis to drive positive change across a wide complementary agenda of low energy housing and development, biodiversity, sustainable and high quality accessible new place based communities.
 14. Estimates are that Cardiff is currently a THREE planet city: If everyone in the world consumed natural resources and generated carbon dioxide at the rate we do in Cardiff, we would need three planets to support us. This is not sustainable for us, or equitable to those we share the planet with. However, the answer is not simply to consume less but rather to operate better, enabling activity that is smarter, more energy efficient and environmentally positive.
 15. We need to build a fitting legacy for our Future Generations and so our aspiration is to become a One Planet City, living within our environmental means but with a thriving and dynamic economy, a healthy population and high quality city environment that ensures Cardiff is among the greenest in the UK.

Progress to Date

16. The Council has a good starting position for this agenda that puts Cardiff among the best UK cities for green and smart development, for instance:

- We've achieved a 49% reduction in carbon emissions from our estate in the last 5 years;
 - We've installed energy efficiency measures in almost 10,000 homes since 2013;
 - We've installed over 2MW of renewable energy generation on our estate;
 - We've installed over 20 on-street electric vehicle charging points in the city, are converting 90 council fleet vehicles to electric and have put in place Planning Guidance that encourages EV infrastructure in all major new development.
 - We've helped to deliver the first-of-a-kind "Greener Grangetown" sustainable drainage scheme;
 - We're in contract to build 2,000 affordable homes in the city, all exceeding national energy standards; and
 - We've approved an ambitious Transport White Paper to facilitate a significant and sustainable shift in how people move around the city.
17. We also have even more ambitious projects already approved and in progress, including:
- A 9MW solar farm which is nearing completion;
 - Fully funded plans for a low-carbon heat network in the Bay and City Centre, using energy from waste in place of fossil fuels;
 - Pilot schemes to develop a zero carbon schools and a Passivhaus standard housing estate;
 - A fast, safe and fully segregated cycle network of a further 5 cycleways across the city; and
 - A Sustainable Food Strategy.
18. However, we know that we need to do more, quickly and in collaboration with others, if we're to tackle the Climate Emergency. Crucially, we know that we can't do this alone and strong partnership action will be essential to deliver change at the City-wide scale.

Areas of Focus

19. The One Planet Cardiff Strategy identifies a very broad ranging programme which could position Cardiff as a UK leader in a climate responsive economy, shaping environmental solutions to deliver benefits for business and the wider city as well the new skills and jobs that will be crucial to deliver this change.
20. The strategy focuses on 7 key themes. The Council's current progress is identified for each theme, along with a series of planned and potential actions that we're considering for the next phase of work. The key themes are:
- **Energy:** This includes how energy is used, how it's sourced, distributed and generated. Our aim is to use less, to source more from clean renewable generation and to help build business around this growing sector.

- **Built Environment and Housing Quality:** This comprises existing and planned buildings and infrastructure. We need to constantly improve the energy efficiency and resilience of our new and existing buildings and communities, and capture the skills and jobs required to achieve this for the benefit of the local economy.
- **Green Infrastructure:** This covers our integral green spaces and biodiversity. We need to take bold steps to add to the natural green assets of the city making a healthy, clean, biodiverse, environmentally positive place in which citizens and business can thrive.
- **Transport:** This covers how we move around the city and the infrastructure required to minimise the impact of vehicle emissions and air quality. Our plans are to replace as many single user, fossil fuelled trips as possible with sustainable low carbon modes of travel.
- **Waste Management:** By reducing overall waste production and by recycling residual waste in the right way, we can reduce our carbon footprint. We need to engage citizens in this activity, helping them to understand and lower the impact of the city's waste, encouraging reuse, repurposing, recycling and smarter purchasing choices. We also recognise that certain waste can be an important low carbon energy source helping to build new, clean, local and resilient economic activity.
- **Food:** The production, transportation, processing and disposal of food is a major source of emissions and our proposals are aimed at supporting smarter, more localised and more socially equitable food systems that can also boost the local food economy.
- **Water:** How we source, use and manage water, and how we protect ourselves against drought and flooding is crucial to our aim of building climate resilience. The strategy outlines a series of current and future responses to this challenge.

21. Futhermore, there are also a series of cross- cutting areas in which we know we need to act:

- **Leading City Economy and Development:** We need a stronger focus on growing a sustainable local economy. This includes ensuring that we have the right skills to achieve and maintain a successful carbon neutral Cardiff with new jobs and security created in the post-Covid-19 landscape.
- **City-wide Commitment** is key: We can't do this alone. We need support from engaged citizens, communities, organisations, businesses and academia. To succeed we will need every individual, family, organisation to have its own 'green plan' with clear achievable commitments.
- **Youth Engagement is Key:** The city's youth are especially important in this context and we need to engage with them and harness their enthusiasm for change, making sure that this informs and steers a much-improved legacy for them. This will align with wider UNICEF led 'child friendly city' initiatives. This process will require a full engagement across schools to really capture the enthusiasm and energy of young people behind this agenda.
- **Finance** is crucial. Significant investment and funding will be needed to create a carbon neutral Cardiff by 2030 and this will be in a context

of post Covid recovery. We need to make carefully considered decisions to ensure that we invest to save, bring carbon into our cost equations, and explore all sources of support and grant funding, recognising that doing nothing could ultimately cost more than positive action now.

- **Governance:** Bold collaborative leadership is required. Climate impact and carbon emissions will need to have a more central place in decision-making activities, and be appropriately integrated amongst other priorities. We need to carefully consider how the council can use its leadership and convening powers to the best effect, influencing our own actions and those of our partners. It will be essential that the Council fully embeds the One Planet approach into its policies, plans, and working practices as well as its key initiatives and projects. The aim is to create a truly 'One Planet Council' with a commitment at all levels of the organisation and across all services.
- **Engagement and Behaviour Change:** We need to get the right messages out to stakeholders, ensuring that we're all making well informed, climate responsive choices.
- **Procurement:** The Council's spending activities can have a huge carbon impact across all operational areas. We need more focussed oversight to ensure that we're buying the right things in the right way and to identify small changes that can deliver positively for the climate emergency whilst also supporting the right sort of business.
- **Digital** capacity underpins our ability to deliver many of our objectives and targets, especially in communications and in measuring and monitoring progress.
- **Regulation and Policy** needs to be fit for purpose in the context of the climate change emergency, and we need to highlight and seek change in areas that fall short. The One Planet Cardiff Strategy will be implemented alongside other major policy work, including the review of the Local Development Plan and the roll-out of the Transport White Paper. We need to ensure that each of these is aligned and mutually supportive in the context of the Climate Emergency

22. The One Planet Cardiff Strategy contains details of the various projects, plans and aspirations that could help to deliver real change in respect of each of these issues.
23. The Strategy sets out the overarching vision for the Council's Climate Emergency response, bringing together our many recent and current actions, alongside proposing projects that will set us on a path to carbon neutrality.

A Fairer, Greener, More Prosperous City

24. The diverse range of projects in the Strategy, especially in the context of the Covid-19 emergency, highlight a series of clear opportunities to support a Green Recovery. The projects listed below are those that we know we need to focus on in the short-term, and we will develop business cases and implementation plans for these during the consultation process so that we can be ready to respond early. It is important to recognise that the scale of some of the projects proposed is significant. Therefore it will

be essential to understand this process with key regional and national partners. Some of the proposals are within the Council's direct control, whilst others will require co-ordinated city, regional or even national effort. They include:

- **Fully Engaging Cardiff in moving to zero carbon supporting the Green Economy – How can we ask Cardiff Residents and Businesses to proactively change their behaviour, and how can we harness the vital input and enthusiasm of our younger generations whose futures are in our sight?**
- **Map out the route to a 'One Planet Council' in terms of policies, governance, resources, service delivery and funding across the organisation at all levels will be a key priority.**
- **Largescale Housing and Development Retrofit – *Can we target the upgrade of around 2,000 houses per year?*** Under-insulated housing is a major source of community (fuel) poverty, health conditions exacerbated by cold and damp homes, poor air quality and energy wastage across the city. Upscaling and accelerating work to make existing homes more energy efficient and comfortable not only addresses this but could also stimulate new areas for skills development and employment. We will be developing our ideas and funding proposals on this to present to prospective delivery partners who could assist us in realising this ambition, possibly at a regional or national scale.
- **Resilient Development – *How can we ensure that new buildings don't add to our Carbon problems?*** We will be moving forward with a range of planning policy and guidance to facilitate and maximise low energy, resource efficient and resilient development across the city, looking for every opportunity to align the LDP with our Climate response. We will also lead by example in our own and our partners construction activities.
- **Low Cost Efficient Energy – How far can we go to *support and instigate a step change in local renewable generation, possibly including a Tidal Lagoon?*** We will investigate a new pipeline of clean energy generation schemes in the city, developing detailed business cases for those that are the most promising. We will investigate all of the potential local opportunities, including potential tidal power, so that we can fully understand the Council's facilitating role in some of the more challenging but potentially beneficial projects. A Cardiff tidal lagoon could deliver a strategically important volume of sustainable energy for the National Grid, as well as providing energy for the city, creating jobs, providing flood risk mitigation, and acting as a catalyst for a wider green energy cluster in the city region. Cardiff, and its city region leadership role, has the potential to lead on the development and application of new green technologies, putting the city at the forefront of the UK's low carbon transition.

- **Low Energy Active Transport – *How can we speed up the delivery of our transport white paper vision and retain the best of the Covid lockdown travel behaviours change in the city?***: Our sustainable/active travel projects are increasingly visible across the city, having the co-benefits of reducing carbon emissions, and reducing congestion in the city which may also increase economic productivity. We also see opportunity to support the early roll-out of Ultra Low Emission Vehicles in our fleet and across the city, and charging infrastructure. We have a number of potential projects relating to EV infrastructure, localised hydrogen fuel production, and supporting wider access to Electric Car Clubs. We will assess and promote the partnership and funding structures that will be needed to deliver the best of these.

 - **Greening the City – *How can we support and instigate a step change in the level of green infrastructure on the city- planting a new City Forest?***: Increased tree coverage, smarter maintenance and planting regimes, and the phasing out of harmful pesticides will form important features of a future greener, lower carbon Cardiff. Ideas for a City Tree Farm concept and biodiversity friendly land management could help to deliver this and could also bring new skills and employment. We will examine the business models required to bring these aspirations to life.

 - **Low Carbon Affordable Healthy Food –*What actions are needed to support a more sustainable, localised and circular food economy in the city – creating a new Urban Farm*** : The Covid-19 lockdown highlighted the imbalance in access to healthy, local, and affordable food. We already have great examples of Local Food Pantries providing better access to food for those in need, alongside the increasingly sophisticated methods available to deliver sustainable Urban Farming. We are currently analysing how our underused land assets and procurement activities (especially in feeding thousands of school children) could be used to support an enlarged sustainable food economy for the city.

 - **Procurement – *How can we use the Council’s purchasing activities to stimulate circular economies, lower carbon impacts and to provide better support for sustainable products and services?*** : The Council’s global annual spend is significant. It has a direct impact on the local economy and the associated activities generate a large carbon footprint in their own right. We’ll be instigating “circular economy” training for specifiers so that our contracts are more accountable for their climate consequences, and will also start to investigate procurement policies which could attract more suppliers that are able to deliver lower carbon goods and services.
25. Across all of these projects we’ll be focused on developing our understanding of further dependencies and opportunities that arise from the new economic activity required to deliver a low carbon city, thereby helping to help establish Cardiff as a UK leading Green Economy.

Consultation

26. We now plan to conduct a consultation on the proposed actions in the Strategy and will be seeking views to help shape and prioritise a full action plan for approval early next year. A launch event has been planned to draw attention to the strategy and mark the start of an ongoing conversation on the next ten years of action. A consultation programme, addressing the public, local businesses and organisations, and crucially, the city's youth and future generations has been developed to support this and will go live in October 2020.

Accelerating our Response

27. We will be putting in place some immediate measures to underline the urgency of the issues. We will:
- Organise an internal One Planet Cardiff Steering Group, led by Cabinet Members and attended by Senior Officials from areas across the Council;
 - Begin an appraisal of the implications of the One Planet agenda for the Council's internal governance and procurement processes to ensure that carbon and climate impacts are embedded appropriately in Council procedures;
 - Put in place measures to fully engage with younger generations in the city, allowing them to have a stronger voice in our efforts to tackle the climate emergency.
 - Initiate effective outline business case development, defining the resources and governance required, with key partners for the key programmes. Our initial priorities will focus on housing retrofit, resilient development policy, increased local renewable energy, clean transport, city greening, sustainable food and procurement activities;
 - Work with the Public Service Board to bring together existing carbon reduction plans of all public sector organisations in the City, identifying synergies and gaps, and agreeing a position statement on which to base a city wide collaborative action plan;
 - Instigate further studies and modelling capacity to generate a better picture of our total carbon footprint and to develop robust methods to help prioritise the most cost effective and impactful projects and to monitor progress more clearly;
28. These parallel processes will all contribute to the production of a final One Planet Cardiff Strategy and Action Plan which will include a prioritised list of short, medium and long terms actions. This will be brought back to Cabinet for approval in the spring 2021.

Reason for Recommendations

29. To approve the One Planet Cardiff Strategy as a formal response to the Climate Emergency Declaration

Financial Implications

30. Although there will be no direct financial implications from undertaking the public consultation and establishing the One Planet Steering Board the report acknowledges that the financial resources required to deliver the strategy will be significant. In this context the development of robust business cases and identification of budgets, whether council funded or external grants to support specific projects will be fundamental in demonstrating the affordability to the Council of projects and actions proposed to be undertaken as part of the development of an approved strategy. In particular with Invest to Save schemes which have a reliance on income generation and / or cost saving to repay committed external capital financing charges robust financial modelling to demonstrate potential financial risks and the mitigation of these risks will be required.

Legal Implications

Equality Duty

31. The Council has to satisfy its public sector duties under the Equalities Act 2010 (including specific Welsh public sector duties) – the Public Sector Equality Duties (PSED). These duties require the Council to have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of ‘protected characteristics’. The ‘Protected characteristics’ are: • Age • Gender reassignment • Sex • Race – including ethnic or national origin, colour or nationality • Disability • Pregnancy and maternity • Marriage and civil partnership • Sexual orientation • Religion or belief – including lack of belief.

Well Being of Future Generations (Wales) Act 2015

32. The Well-Being of Future Generations (Wales) Act 2015 (‘the Act’) places a ‘well-being duty’ on public bodies aimed at achieving 7 national well-being goals for Wales - a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language, and is globally responsible.
33. In discharging its duties under the Act, the Council has set and published wellbeing objectives designed to maximise its contribution to achieving the national wellbeing goals. The wellbeing objectives are set out in Cardiff’s Corporate Plan 2019-22. When exercising its functions, the Council is required to take all reasonable steps to meet its wellbeing objectives. This means that the decision makers should consider how the proposed decision will contribute towards meeting the wellbeing objectives and must be satisfied that all reasonable steps have been taken to meet those objectives.
34. The wellbeing duty also requires the Council to act in accordance with a ‘sustainable development principle’. This principle requires the Council to act in a way which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own

needs. Put simply, this means that Council decision makers must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, the Council must:

- Look to the long term
- Focus on prevention by understanding the root causes of problems
- Deliver an integrated approach to achieving the 7 national well-being goals
- Work in collaboration with others to find shared sustainable solutions
- Involve people from all sections of the community in the decisions which affect them

35. The decision maker must be satisfied that the proposed decision accords with the principles above; and due regard must be given to the Statutory Guidance issued by the Welsh Ministers, which is accessible using the link below:

<http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>

General

36. The decision maker should be satisfied that the proposal is in accordance within the financial and budgetary policy. Any procurement of contracts should be carried out in accordance with the procurement legislation.
37. The decision maker should also have regard to, when making its decision, to the Council's wider obligations under the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards.
38. The report also sets out that consultation will be undertaken with the public. Any consultation must be adequate and fair. The carrying out of consultation gives rise to a legitimate expectation that the outcome of the consultation should be considered as part of the decision making process.
39. Any appointment to bodies will need to be carried out in accordance with the constitution.

HR Implications

40. There are no HR implications for this report.

Property Implications

41. The carbon contribution from the Council's property estate constitutes a significant percentage of the Council's overall contribution. To meet the objectives of the One Planet strategy, a continuation of the reduction trend seen over the last 5 years is essential. To achieve the targets set out in this report, new approaches to the management and use of Council property will be required together with new investment.

42. Relinquishment will remain a key contributor to the One Planet objectives. As properties are disposed, leases ended or buildings demolished, the carbon footprint will continue to decrease. The Council's property strategy to use "fewer but better buildings" aligns with the principles of One Planet Cardiff and highlights the ongoing need to use space efficiently not only to reduce costs but to ensure objectives relating to sustainability are met.
43. Modernisation of the retained operational estate through investments in energy efficient building fabric and mechanical and electrical items will be key. This will be relevant in three main areas; i) new build properties, ii) repair and maintenance of existing buildings, and iii) dedicated investment projects designed to improve the energy performance of buildings. Consideration to the establishment of minimum energy performance standard components through the procurement may be required to ensure maintenance undertaken to Council properties results in an ever increasingly energy efficient estate.
44. Behavioural changes in the way we use our buildings will be required to make sure energy is not unnecessarily used. This will be relevant to both the schools and non-schools estate and applying to the users of buildings and also the management of buildings. Education initiatives around best practice and elimination of bad habits (leaving lights, computers on etc) is projected to be one of the most important areas to focus on reducing the energy and carbon footprint.
45. Investment in renewable energy sources on both a strategic and individual property level will ensure the Council's dependency on non-renewable sources is reduced. Renewable energy in the form of solar, wind etc will be required to compliment the reduction measures achieved through relinquishment, modernisation and behavioural changes if the zero carbon by 2030 target is to be met. Good examples of renewable sources can already be seen across the estate however a dedicated strategic focus on a larger scale will be required going forward.
46. Future council property strategies, programmes and property decision making would need to be aligned with the energy efficiency and carbon reduction targets described in this report.

RECOMMENDATIONS

Cabinet is recommend to:

1. Approve the objectives set out in the One Planet Cardiff Strategy for Cardiff to become a carbon neutral city by 2030;
2. Authorise a period of public consultation on the strategy and bring the One Planet Cardiff Strategy and Action Plan back to Cabinet in due course for approval and implementation.
3. Authorise the Chief Executive in consultation with the Leader and Cabinet Member (Clean Streets, Recycling and Environment) to consider and report back to Cabinet and or full Council (as applicable) with any specific

proposals or recommendations to embed fully the One Planet approach across council services, governance and procurement processes.

SENIOR RESPONSIBLE OFFICER	Andrew Gregory Director of Planning, Transport & Environment
	9 October 2020

The following appendix is attached:

Appendix 1 – One Planet Cardiff Strategy (consultation version)