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**ONE PLANET CARDIFF STRATEGY AND ACTION PLAN: PRE-DECISION  
SCRUTINY**

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**Purpose of the Report**

1. To provide Members with background information to aid the scrutiny of the draft report to Cabinet regarding the One Planet Cardiff Strategy Annual Review which is due to be considered by Cabinet at their meeting on 21<sup>st</sup> March 2024.
2. At their meeting the Cabinet will consider a report that provides an annual review of the One Planet Cardiff Strategy (OPC) and the agreed Action Plan
3. The draft report to Cabinet titled ‘One Planet Cardiff - Annual Review’ is attached at **Appendix A**
4. Also attached at **Appendix B** is a presentation.
5. During this scrutiny, Members have the opportunity to explore:
  - The progress made in relation to carbon emissions;
  - The progress made in relation to programmes and projects;
  - To note the implications of new and emerging policy and innovations at both local, regional and national levels.
  - To note the funding gap risk in delivering carbon neutral ambitions and the triggering of a OPC review and a “green paper” consultation into investment opportunities and delivery challenges and around green energy transition.
  - The recommendations to Cabinet.

**Background**

6. The scale of the challenges the world faces in addressing the man made climate crisis are enormous, as everything we do generates carbon emissions that continue to contribute to the problems, which include:
  - Rising sea levels – flooding currently inhabited areas;
  - Unstable climates – storms and heatwaves;

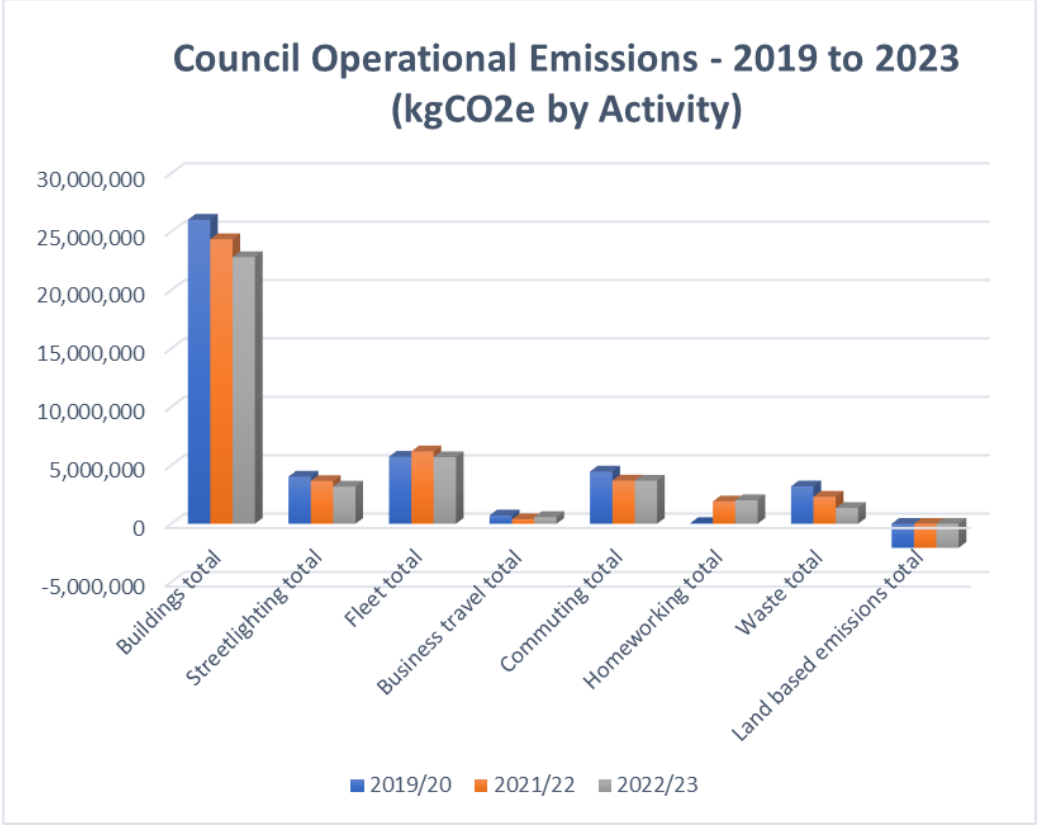
- Global heating – creating uninhabitable areas, leading to displacement;
  - Drought – impacting food production.
7. As stated in the Cabinet report attached, Cardiff Council declared a climate emergency in 2019 in response to this the One Planet Cardiff Strategy was developed and published along with an action plan towards the end of 2021. The Strategy sets out how we will respond and tackle this emergency and become carbon neutral Zero as a Council and a City by 2030.
  8. Since its publication the new administration has published their ‘Stronger, Fairer, Green’ Strategy placing climate change at the heart of the Council agenda and internal Council policy has also been reinforced.
  9. In September 2022 the Council debated and passed a motion in relation to climate injustice which called for the Council to become more ‘globally responsible’ in tackling climate change
  10. The Cabinet report is the second review of the OPC strategy and **point 13** notes the inclusion of the second annual Operational Carbon Analyses findings as well as the Central government statistics relating to the city as a whole.
  11. **Point 15** of the report clarifies that the Councils actions associated with climate change are now connected to all areas of the Council work and are therefore not necessarily covered by the report. However, there are governance arrangements in place to oversee progress.
  12. A successful grant application has also led to the appointment of a senior officer to steer the project, they are also charged with developing a set of recommendations and actions to centralise carbon and climate issues in council policy and decision making.

### **Issues Identified in the Cabinet Report**

13. **Flood Risk** is identified as an issue as it can be caused by climate change, the report identifies a number of projects being delivered to mitigate against flood risk, including:
  - Cardiff Coastal Protection Project
  - Greener Whitchurch
  - Roath Dam

- Rhymney
  - Nant y Wedal Brook
14. The report also notes an updated strategy to manage flood risk by summer 2024, which will include more local risks and occasions to develop sustainable draining solutions.
  15. The **Analysis of the Council's Annual Operation Carbon Emissions**, notes at **point 20**, the baseline data used was 2019/20 together with 2020/21 data to safeguard any skewing of the data due to the COVID-19 pandemic and associated restrictions and lockdowns.
  16. Carbon emissions 'caused' by the council's procurement activity are greater than direct emissions as a result of heating buildings etc and travelling.
  17. **Point 22** confirms that the council has implemented the carbon reporting methodology and framework developed by Welsh Government and clarifies that reporting takes place under the following 'activity' headings:
    - Buildings
    - Streetlighting
    - Fleet
    - Business travel
    - Commuting
    - Homeworking
    - Waste
    - Land based emissions and sequestration (carbon capture)
    - Supply chain (emissions arising from Procurement spend)
  18. **Point 23** notes that whilst this reporting framework is in place, it has continued to be adjusted following feedback and therefore the 2019/20 baseline data has been recalculated to take into account the changes and to enable progress to be monitored.
  19. However, this has resulted in the baseline figure increasing due to the broader scope and inclusion of extra elements.
  20. Therefore, the graph at **point 24**, comparing 2019/20 and 2022/23, direct operational emissions (excluding procurement emissions) reduced by 11.7% from 42,211 tonnes to 37,284 tonnes of CO<sub>3e</sub>.

- 21. **Point 25** notes the ‘bounce back’ in figures after the resumption of usual activities following the covid pandemic in the analysis of the data.
- 22. The following graph provides ‘activity’ related data, using the latest Welsh Government methodology, for the last three years:

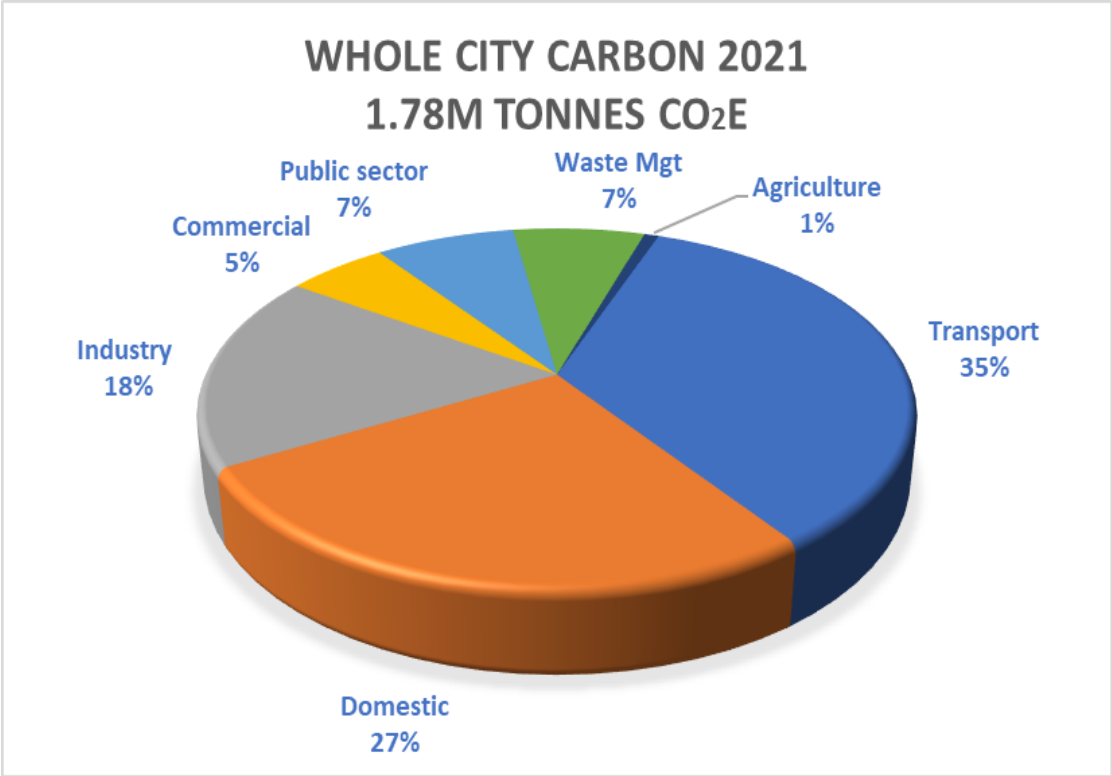


- 23. **Building emissions, point 27.** show a reduction of 12.3% over the period, and by 6.3%, between 2021/22 and 2022/23, predominantly linked to electricity use. Gas use, related to heating, is noted as being more difficult to address. Reasons for the reduction are noted as hybrid working, retrofit improvement measures. Also noted is that fact that a significant proportion of this reduction is as a result of national and local decarbonisation of electricity supplies in the grid.
- 24. **Street Lighting, point 28,** notes that following the roll out of LED street lighting emissions have reduced by 21% from the baseline year (2019/20) and by 13% between 2021/22 and 2022/23. Further reductions are expected in 2023/24 following the completion of more than 23,500 residential LED street lights.
- 25. **Points 29 – 31** highlight the issues faced in relation to the **Council Fleet** that prevented better progress, these include:
  - covid restrictions preventing vehicle sharing;

- street maintenance that was contracted out being re categorised;
  - fewer electric vehicles purchased / hired, due to high demand and global semiconductor shortage.
26. **Point 32** notes, based on HR information that presumes 25% of staff work from home **Commuting emissions** have reduced by 17.7% from 2019/20
  27. **Business Travel**, noted in **point 33** has also reduced by 19% since 2019/20 although staff mileage claims for using personal cars has increased substantially in the last year i.e. 47.7%, potentially due to less car sharing and increased demand for social care.
  28. **Waste emissions (points 34 & 35)** for the baseline year have been recalculated to include offloading and processing, despite this there has been a sizable reduction of 57.9% in this activity area, potentially due to 'rejected' waste being sent to Virador rather than landfill and 2021/22 figure being higher than expected due to some waste being sent to landfill due to breakdown of one of the handling plants.
  29. **Points 36 - 38** note that **Land based emissions** appear to be unchanging however this will not be realised until the 58,00 trees that have been planted start to mature. It also notes a further 22,00 trees are planned to be planted.
  30. **Procurement emissions**, noted in **points 39 – 41** are still the reason for roughly 78% of the Council's operational carbon footprint. Further work is being undertaken to better understand where this is the highest and a 'Socially Responsible Procurement Strategy' has been developed. Also noted is the review the UK government has made of 'carbon factors'. Overall in the last financial year even though procurement spend rose by about 17% linked emissions fell by 25.5%. However, it still remains an area of concern going forward.
  31. **Council Operational Emissions** – In summary emissions due to Council activities have risen very slightly, +0.3%, since the baseline year, although last year there was a decrease of -22% after the covid bounce back.
  32. The main areas of focus moving forward noted in **point 44**, are buildings, fleet and procurement spend emissions.

**Analysis of Cardiff City-wide emissions 2021 (points 45 – 52)**

- 33. Local authority wide carbon emissions, (i.e. relating to all residents, organisations and visitors within the city boundaries) are reliant on Central Government’s Department for Energy Security and Net Zero (DESNZ) estimates. Data is collated on a calendar year basis with the most recent data available for 2021, indicating a whole city carbon emission of 1.79 tonnes, a slight decrease of 0.9% compared to 2019.
- 34. The return to business as usual post covid will not be seen until the 2022 data is published in the summer.
- 35. The chart below indicates that transport (617,400 tonnes) and domestic (472,500 tonnes) emissions contribute the most to the overall figures:



- 36. Comparison data by key sector and the percentage change between 2019 and 2021 is shown in the table below:

Cardiff city-wide % change in emissions 2019-21 Kt CO <sub>2</sub> e (DESNZ)										
	Transport	Domestic	Industry	Public Sector	Waste Management	Commercial	Agriculture	LOLECF Net Emissions	Grand total	Per capita
<b>2019</b>	677.8	472.3	351.9	93.5	80.1	103.5	14.7	9.8	1803.8	5.0
<b>2021</b>	617.4	472.5	315.4	134.5	127.2	97.5	14.0	8.6	1787.2	5.0
<b>% change</b>	-8.9%	0.0%	-10.4%	43.9%	58.8%	-5.8%	-4.8%	-12.2%	-0.9%	0.0%

37. The increase in waste can be explained by some waste being sent to landfill due to breakdown of one of the handling plants (**point 27 above**) and challenges remain transport decarbonisation and retrofit of domestic buildings.
38. The increase in relation to public sector emissions(43.9%) is comparable with other UK core cities although higher than the average, and relates primarily to covid related issues i.e. increased mortality, busier hospitals, ventilation / heating requirements.
39. **Point 54** lists 18 highlights of 2022/23, which include a range of actual interventions and initiatives as well as strategic events and training, and evidence the commitment of the Council and partners in responding to the Climate Emergency.
40. **Emerging Challenges** are noted in **points 55 – 64** and reiterate the scale of the challenge to reach targets set for 2030.
41. Difficulties in progressing renewable energy schemes are noted as well as slow take up of domestic retrofit schemes.
42. Decarbonisation by the National Grid is not happening quickly enough for us to meet 2030 targets.
43. The funding and resources needed locally are not available and similar issues are being faced in organisations across the country as funding for large scale changes is not available.
44. **Point 63** notes the work ongoing locally and nationally to gain a better understanding of the issues and cost of decarbonisation, including the cost of not doing anything.

**Conclusion (points 65 – 71)**

45. Although remarkable progress has been made, it is becoming clear that achieving net zero by 2030 is an unrealistic target without significant government investment and co-ordinated partnership working.
46. It is being proposed that a “Green Paper” review is undertaken, based on:
  - *Findings from the Local Area Energy Plan work;*
  - *Analysis of the funding and partnerships required to get to net zero – Council and City;*

- *Analysis of opportunities for renewable energy on our own estate and consultation on how these could be best delivered;*
  - *Analysis of options of investment models for the green energy transition and economic growth, including opportunities for joint work with the CCR into regional 'green city deal' type opportunities; and*
  - *Consultation with the public on steps required to reduce emissions, including uptake of Electric Vehicles and home green energy measures.*
47. The Green Paper will set out goals and targets including public engagement and will give us a greater understanding of finance needed to meet carbon neutral targets and affiliation with government targets.
48. Work to support this Green Paper will commence immediately with the intention to report back to Cabinet during 2024/25.
49. **Financial implications** noted in **points 74 -78** clarify that there are no financial implications arising from the report itself however the challenging targets in OPC require additional funding although these are not included in any budget going forward. Also noted is that requirement that any future Green Paper must include risks and deliverability related to available finance, and that robust evidence and data needs to be used to inform any decisions made.
50. **Legal Implications** include clarification that further detailed advice will need to be sought in the development of a proposed action plan and that the outcome of any consultation will be taken into account in its development.
51. Duties in relation to the Equalities Act 2010, the Well Being of Future Generations (Wales) Act 2015 and the Wels Language (Wales) Measure 2011 are also noted.
52. No direct property or HR implications are noted

### **Proposed Recommendations to Cabinet**

53. The report to Cabinet contains the following recommendations:
- i. *Note the positive progress made on carbon reduction over the period of the One Planet Cardiff Strategy*
  - ii. *Approve the commencement of work on of a Climate Change Response "Green Paper" to include a clear picture of challenges, goals and potential investment opportunities associated with them.*



## Previous Scrutiny

54. This Committee undertook initial scrutiny of the draft strategy at their meeting in December 2020. As well as hearing from the Leader, Cabinet Members and Officers from the Planning, Transport and Environment Directorate, the Committee also considered written submissions from stakeholder groups on the draft Strategy. Each of the stakeholder groups were also offered the opportunity attend the meeting to answer Member questions on the Draft One Planet Cardiff Strategy and the submission that they had provided. The stakeholder groups who agreed to take part in the meeting were:

- Cardiff University;
- Cardiff Youth Council Cardiff;
- Dwr Cymru;
- Labour for a Green New Deal (LGND);
- Natural Resources Wales;
- Size of Wales;
- Sustrans;
- Wales & Wests Utilities;
- Wales Co-operative Centre;
- Welsh Government Energy Services.

55. The Chair's letter from this meeting contained a series of feedback comments as well as recommendations. These were structured into the following themes:

- Strategy Feedback
- Partnership and Governance
- Behavioural Change
- Covid Resilience
- Planning and Cardiff's Local Development Plan
- Local Sustainable Low-Carbon Food Supply
- Water - Usage and Drainage and its link to Climate Change
- Education and Engagement
- Trees
- Resources
- Transport
- Prioritisation

- Future Energy Solutions
  - Procurement
  - Regulation and Policy
56. The Committee also asked that their letter and the witness submissions be added to the other documents as a part of the wider consultation exercise for One Planet Cardiff.
57. At their Committee meeting on 11 May 2021, Members received a progress update on the development of the 'One Planet Cardiff' Strategy. Following their Scrutiny the following which they again provided a series of feedback comments around the following themes:
- Cost of Retrofit on Social Housing
  - Wildlife Corridors
  - Tree Planting
  - Charging Points
  - Public Consultation
  - Electric Taxis
  - City Car Club
58. Members received the proposed final draft of the One Planet Cardiff Strategy and Action Plan at their Committee meeting on 5 October 2021 and provided comments in relation to the following subjects:
- Behaviour Change
  - Governance
  - Carbon Neutral Building Developments
  - Action Plan and Monitoring
  - Financial Implications
  - Dedicated Resource
59. In December 2022, the Committee considered the progress review of the One Planet Cardiff Strategy a year after the strategy's approval in 2021 and commented on the following topics:
- Buildings
  - Mobility
  - Supply Chain & Procurement

- Recycling & Waste
- Renewable Energy
- Green Infrastructure & Adaptation
- Food
- Behaviour Change & Engagement

60. No formal recommendations were made and full copy of the letter can be found [here](#)

### **Way Forward**

61. Councillor Caro Wild, Cabinet Member – Climate Change and Andrew Gregory, Director of Planning, Transport & Environment have been invited to make a statement and answer Member's questions. These will be supported by further representatives from the Planning, Transport and Environment Directorate.

### **Legal Implications**

62. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters, there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

### **Financial Implications**

63. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters, there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are

implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

## **RECOMMENDATION**

The Committee is recommended to:

- i. Consider the information in this report,
- ii. Determine whether they would like to make any comments, observations or recommendations to the Cabinet on this matter in time for its meeting on 21 March 2024, and
- iii. Decide the way forward for any future scrutiny of the issues discussed.

**LEANNE WESTON**

**Interim Deputy Monitoring Officer**

**8<sup>th</sup> March 2024**