



Report for: ACTION/INFORMATION Item Number:
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Contains Confidential or Exempt Information	NO
Title	Briefing on the development of the council's draft Climate and Ecological Emergency Strategy
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Portfolio(s)	Cllr. Mik Sabiers
For Consideration By	Cabinet
Date to be Considered	19 May 2020
Implementation Date if Not Called In	1 June 2020
Affected Wards	All
Keywords/Index	Climate change, climate action, carbon emissions, community, sustainability

Purpose of Report: The 2018 UN Intergovernmental Panel on Climate Change (IPCC) report stated that we have just 12 years to act on climate change if global temperature rises are to be kept within the recommended 1.5 degrees Celsius. In April 2019, Full Council declared a climate emergency. This report outlines the Council's draft Climate and Ecological Emergency Strategy and proposes an engagement plan and timeline for its adoption.

1. Recommendations

It is recommended that Cabinet

- 1.1. Agree the scope, scale and pace of the Council's draft proposal for consultation in response to the Climate Emergency Declaration as outlined in Ealing's draft Climate and Ecological Emergency Strategy (in Appendix 1)
- 1.2. Agree the engagement plan to involve community in the near term (0-12 months)

- 1.3. Agree the timeline for adoption of the final Climate and Ecological Emergency Strategy and Action Plan
- 1.4. Delegate authority to the Director of Growth and Sustainability to fully leverage existing legislative and policy to start delivering significant carbon reductions under the Transport theme identified in paragraphs 2.10 and 2.11 below.
- 1.5. Agree commissioning of a detailed cost benefit analysis across the five themes to outline scenarios and associated risks for prioritising early investment in delivering the Climate and Ecological Emergency Strategy and Action Plan.

2. Reason for Decision and Options Considered

- 2.1. The purpose of this paper is to present the draft Climate and Ecological Emergency Strategy (CEES) and agree the plans for community engagement and the timescales for adoption of the final strategy and action plan.
- 2.2. The Council has committed to treat climate change as a current crisis, where a swift, intensive and substantial response is compulsory, not dissimilar to the Council's treatment of the current COVID-19 crisis. Climate change presents an opportunity for communities to unite behind a common cause and proactively change their behaviours, prepare for the future and mitigate ongoing harm to our natural environment.
- 2.3. The 2018 UN Intergovernmental Panel on Climate Change (IPCC) report stated that the global community had just 12 years to act on climate change if global temperature rises are to be kept within the recommended 1.5 degrees Celsius.
- 2.4. In April 2019, Full Council declared a climate emergency and pledged to make Ealing carbon neutral by 2030.
- 2.5. In July 2019, officers presented an initial briefing to the Overview and Scrutiny Committee. Over one hundred ideas were gathered to shape the policies, projects, partnerships and communications required to address the emergency. These ideas, alongside those offered by Ealing Transition (a local low carbon resident action group) and the council's senior management team were analysed for inclusion in the draft Climate and Ecological Emergency Strategy (at Appendix 1).
- 2.6. In October 2019, officers provided Cabinet an update to the development of the strategy. The link to that briefing is found [here](#); it includes detailed background information, including the Council's good work on the agenda to date.
- 2.7. Since that time, over 40 officers from across all council services have contributed to the development of the draft strategy, found in Appendix 1. A senior leadership panel has been set up to provide strategic direction and delivery commitments across the organisation. Several local groups including Ealing Transition, Friends of the Earth and the Local Strategic Partnership have been consulted over the course of this initial development work.

2.8. The council's draft CEES is built upon five critical themes to focus resources and activities to address climate change in a swift and meaningful way. Over the past five months, using these five themes as a framework, officers developed the council's draft Strategy:

- Energy
- Food Systems
- Green Spaces and Green Infrastructure
- Transport
- Waste

Each of the five themes within the strategy identifies unique objectives that will reduce and capture carbon emissions in Ealing and beyond.

2.9. Energy and Transport make up the largest components of carbon emissions originating in the borough (known as production-based), as shown in Figure 1, below. This can be thought of as direct emissions, mainly from the burning of fossil fuels as a source of energy for electricity, heat, hot water and to power vehicles. BEIS data, which the chart below is drawn from, estimates the total production-based carbon emissions for Ealing to be 1,149,000 tonnes CO₂e or 3.4 tonnes per person annually.

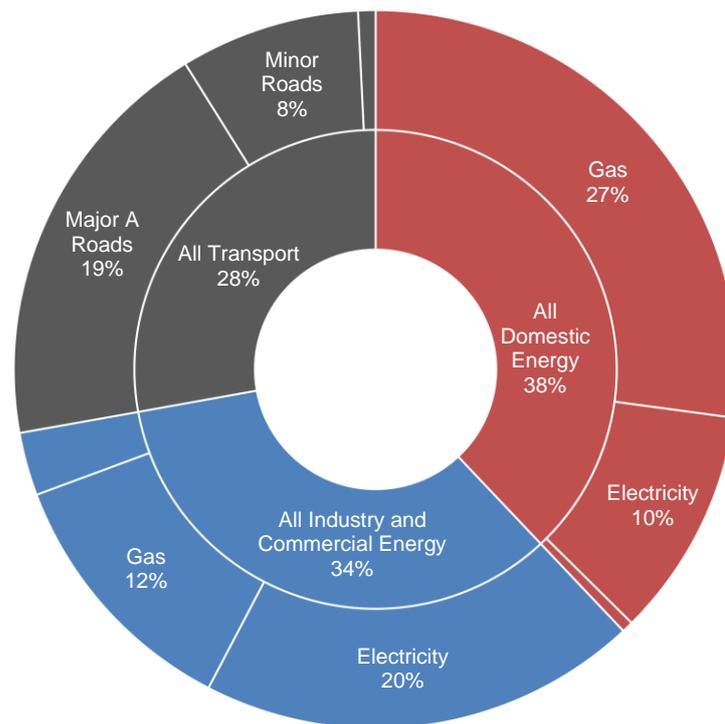


Figure 1. 2017 Carbon Emissions Ealing (production based)

2.10. In the absence of a CEES the Council already has significant powers (policy and legislative) to deliver sizeable reductions to transport emissions and given that transport accounts for nearly one-third of borough emissions there is a pressing need to fully utilise those powers now. However, noting that the transport theme is likely the most contentious to engage upon and will require the biggest shift in public behaviour, officers recognise that a

robust and sophisticated approach is necessary. Officers will employ such methodology to develop evidence-led scenarios that will enable Members to make bold and progressive decisions in utilising existing powers. The goal is to expedite programmes and projects that will deliver on the Council's around transport. Meaningful engagement with residents and businesses will be critical to demonstrate the health and economic benefits of taking swift action on this critical theme.

- 2.11. The harmful impact of the coronavirus pandemic, particularly on the borough's town centres and local economies, reinforces the need to prioritise the use of existing powers around improving transport options. There is a unique opportunity to consider more radical and progressive approaches to how consumers and business operate and travel around the borough, with the goal of reducing carbon emissions whilst enhancing economic return – achieving these outcomes are not mutually exclusive.
- 2.12. Food systems and Waste make up smaller aspects of emissions originating in the borough, but represent a large portion of what are referred to as “consumed” emissions – meaning all of the carbon emissions have been released from a product's growth, manufacturing, packaging, shipping and end of lifecycle.
- 2.13. A C40 Cities¹ report on consumption emissions has estimated that in the analysis of emissions data for C40 cities, which London is a part of, 85% of carbon emissions associated with goods and services that fall into the “consumed” emissions category originate outside of the city². These are much more difficult to measure neatly, but the impacts of taking action in these areas will bring tremendous benefits both locally and globally. Considering only production-based emissions can significantly limit the impact that Ealing residents, businesses and governments have on global emissions.
- 2.14. The same study reported that in 2017, consumption-based emissions in C40 cities were estimated to account for 4.5 GtCO_{2e} emissions while only 2.9 GtCO_{2e} from production-based emissions (1 Gigatonne of carbon dioxide is equal to 1,000,000,000 metric tonnes). This means that C40 cities' consumption-based emissions are approximately 58% larger than the network's production-based emissions, making this aspect of carbon emissions something the council wants to affect as a priority within the its strategy. This gives urgency to addressing Waste and Food as reduction pathways for the borough.
- 2.15. Therefore, urgent actions especially around Food and Waste themes will be focused on reducing the “chain” of emissions, i.e., encouraging the local and shared economies. For example, the council will support locally produced food or the creation of systems to support product durability and

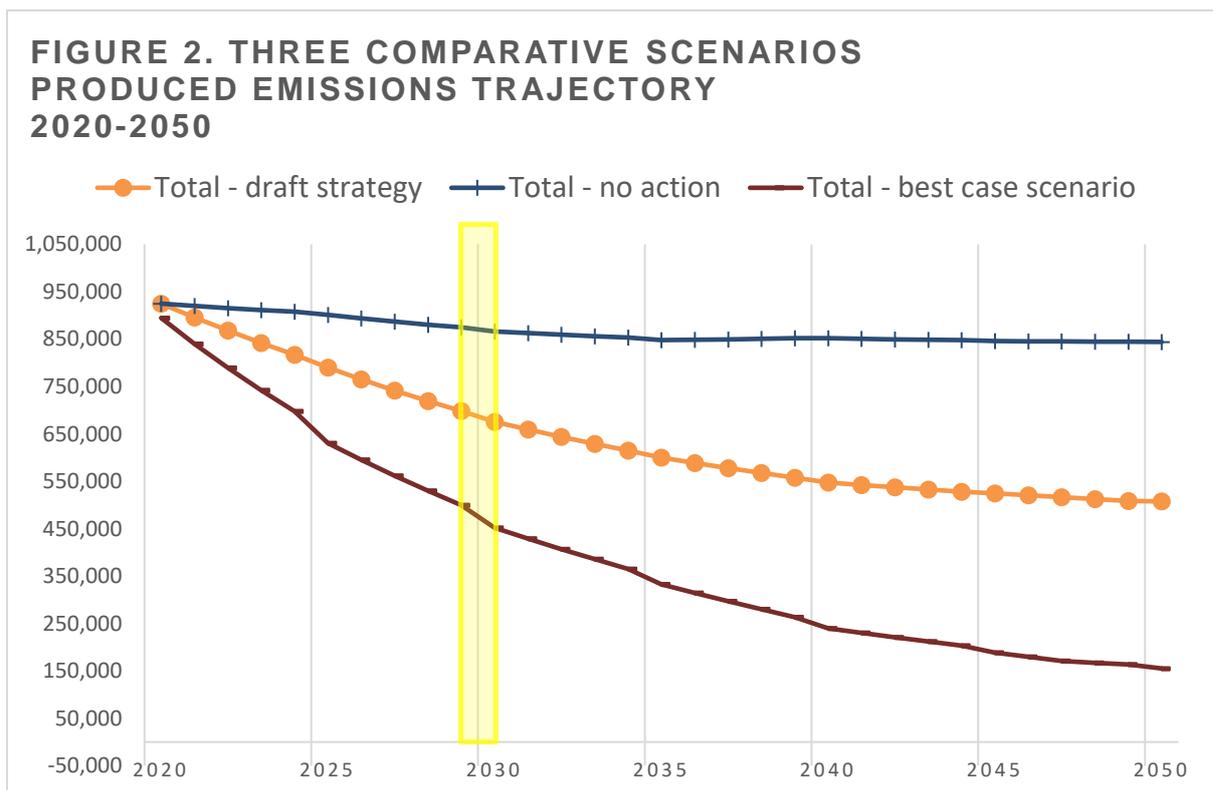
¹ C40 is a network of the world's megacities committed to addressing climate change. C40 supports cities to collaborate effectively, share knowledge and drive meaningful, measurable and sustainable action on climate change.

² The Future of Urban Consumption in a 1.5°C World, <https://www.c40.org/consumption>

the sharing of goods, such as car clubs, mending clubs and the “Library of Things³” models.

2.16. Green Spaces and Green Infrastructure play critical roles in the council’s commitment to climate action. While operational improvements will reduce our production-based emissions, there are also interventions that create a legacy that addresses “adaptation” to the known effects of climate change that all communities must address. For instance, by ensuring sustainable urban drainage systems are integrated into all technically feasible highways and placemaking projects, the council alleviates the impacts of future surface water flooding. In increasing the urban canopy by planting hedgerows, woodlands, and street trees, the council commits to storing carbon for the long term, drawing CO₂ from the atmosphere and locking it away. Adaptation is vital to the strategy for reasons of resilience and minimising future impacts.

2.17. To understand and develop credible decarbonisation pathways and emissions reduction targets, officers have modelled three carbon reduction alternatives using the SCATTER tool⁴. The three pathways modelled for the development of the draft strategy are in Figure 2 and account for production-based emissions only.



³ The Library of Things movement is emerging in communities around the world. These spaces give people access to a huge spectrum of items, from board games, party supplies and tennis rackets to saws, kitchen appliances, turntables, clothing and tents, without the burden of ownership.

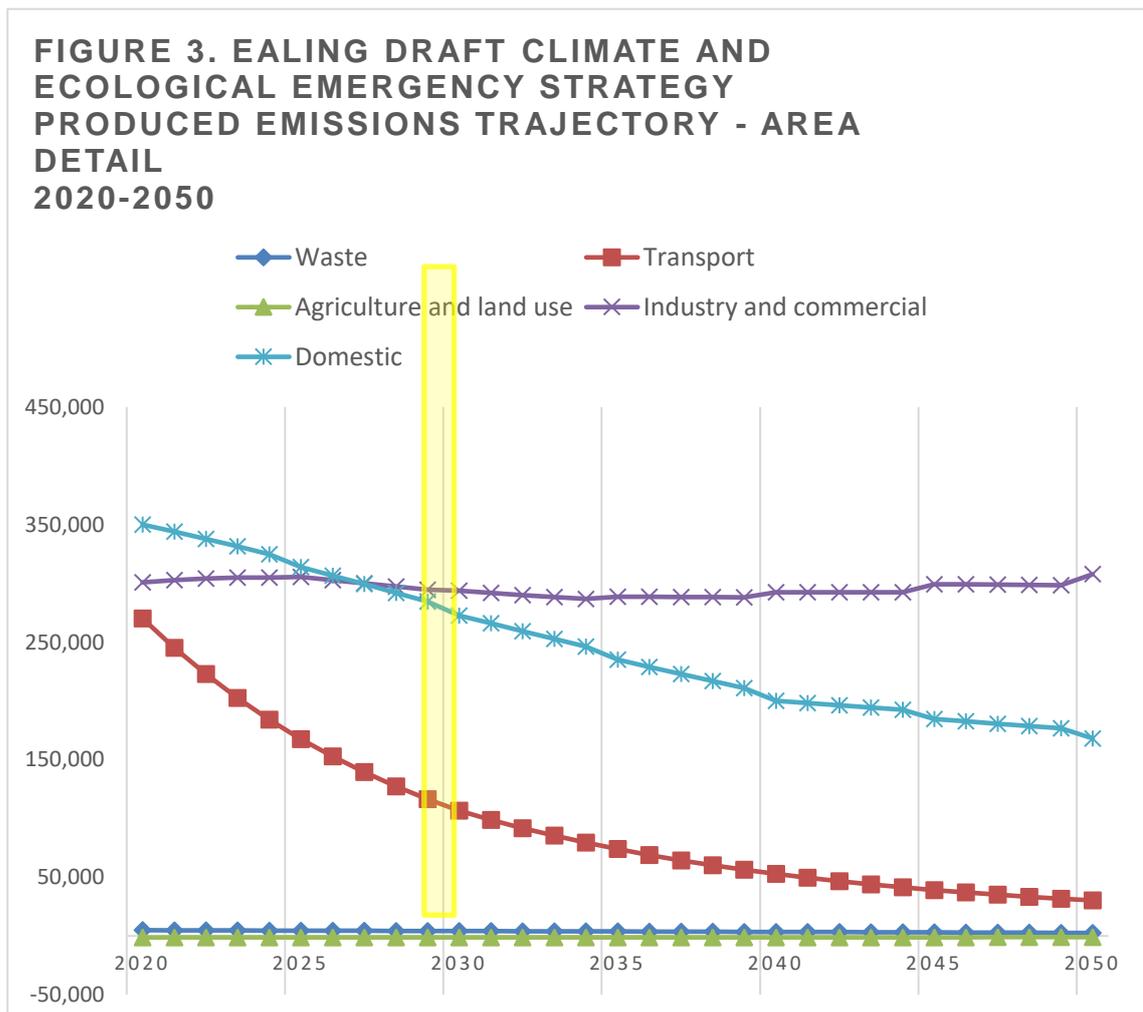
⁴ SCATTER has been jointly developed by the department for Business Energy and Industrial Strategy (BEIS), Nottingham City Council, GMCA, the Anthesis Group and the Tyndall Centre.

Alternative	CO _{2e} in 2030
Ealing draft strategy	676,000 tonnes
No action	866,000 tonnes
Best case	452,000 tonnes

2.18. As represented in Figure 2, despite coordinated efforts, the ambition to achieve net zero in 2030 will result in the need to “offset” carbon emissions from 2030 onward to realise this status. Officers will develop a proposed offsetting approach to include in the final plan. The proposed scope of emissions to derive the offset figure is the borough-wide, production-based emissions, defined in [section 2.10](#), that are reported annually by Government.

2.19. SCATTER draws data from scenarios developed from national datasets and published projection scenarios, such as DEFRA, DECC (now BEIS) and the National Grid. It allows the user (the council) to set ambition from 30 different interventions to model the effects. The outputs from this tool allows decision makers to see where the largest carbon reductions come from, in the detailed outputs for five different areas.

2.20. Figure 3 illustrates the CO₂ emissions trajectory that best model the ambition of the draft strategy. From this it is clear that transport and domestic energy follow a strong line of reduction, whereas waste and agriculture and



land use (nearest fit for green spaces and food) contributes very low-level *produced* emissions. As noted earlier, the consumption-based emissions become very important to address for these themes.

- 2.21. The outlier, the area where the council's control and influence are lessened, is the area of industry and commercial. As noted in Figure 1, this area makes up about a third of the boroughs production-based emissions and officers will seek to address this vital piece through lobbying central government, building stronger partnerships with industrial and commercial operators and encouraging voluntary actions.
- 2.22. Further engagement with the borough's residents and businesses is essential, as the response to this agenda is not confined to government alone. The council's direct control of emissions amounts to only a fraction of the carbon emitted in the borough. It will take a concerted effort from groups working across the private, voluntary, community and charitable sectors and public sector organisations pulling together in order to realise the shift.
- 2.23. The council's engagement activities will ask for detailed feedback on the draft strategy as well as an invitation to contribute to the boroughwide commitments required to address the climate and ecological emergency. The engagement concept is outlined in Appendix 2. This will need to be digital and dynamic to comply with Government guidance on limiting social gatherings over the coming months.
- 2.24. The key aspects to the engagement plan include:
- Formally reviewing the draft strategy, led by stakeholders, with findings published for public scrutiny
 - Informing residents of the council's commitments and inviting them to take personal action
 - Bringing businesses together to share best practice and demonstrate leadership
 - Ensuring that all council leadership and staff have adequate knowledge to take decisions that uphold the council's climate commitments
- 2.25. The draft CEES represents the beginning of an enduring commitment by the council. To deliver on the targets, the working groups will develop action plans to support delivery that will be regularly reviewed and updated. To bring the finalised document to cabinet for approval in October 2020, the following actions are required:
- 2.25.1. Create action plans (May – August 2020)
- 2.25.2. Add strategic shape and actions to the Food working group theme
- 2.25.3. Conduct a financial analysis to identify savings, funding requirements and potential sources to form part of the action plans
- 2.25.4. Continue studies and other evidence gathering for Local Plan updates related to climate change

- 2.25.5. Collaborate with other local authorities to share knowledge, identify joint working and find efficiencies
- 2.25.6. Engage with communities and bring findings into final strategy and action plan

3. Key Implications

- 3.1. The draft CEES aligns Council actions with national and regulatory requirements, while demonstrating ambitious and progressive leadership on this critical agenda. The parallel processes of action planning, engagement, financial analysis that come next will allow officers time to work through the practicalities to be presented in the final Strategy and Action Plan.
- 3.2. Without the adoption of a Strategy and the implementation of an Action Plan, the Council will not make its necessary contribution to ensuring that global temperature rises are to be kept within the recommended 1.5 degrees Celsius.

4. Financial

4.1. Financial impact on the budget

- 4.2. Financial implications will be quantified as part of the action planning that will be carried out over summer 2020. All options will be considered alongside the need to ensure the Council can meet its service and response obligations and not result in new growth requirements. This will include the consideration of reallocation and/or repurposing of existing budgets, maximisation of income generation and external funding opportunities to support the delivery of the strategy.
- 4.3. The Council will undertake a cost benefit analysis across the five themes to outline scenarios for prioritising investment decisions to deliver the CEES. This may include options around reallocating / repurposing existing budgets, accessing all relevant grants with match funding from public and private sector partners in applications and considering of invest to save or direct investment options.
- 4.4. The Council will consider the appropriateness of a sophisticated approach to risk to enable making early investment decisions that can ultimately lead to revenue savings in the long term. The opportunity to make revenue savings in care service delivery, such as public health and social care, is particularly strong as an effective and early delivery of the CEES will yield improved outcomes in the health and wellbeing for the borough's citizens. Such considerations will be undertaken in consultation with the services potentially impacted
- 4.5. In recognition of the current budget demands brought about by the Council's public duties to manage and mitigate the impact of COVID-19, the Council will create opportunities for the CEES to be integral to the COVID-19 recovery phase and ensure budget spending is effectively targeted in order to deliver shared outcomes. Any additional funding requirement will be proposed through the Councils budget setting process.

4.6. Financial background

- 4.7. External funding sources are often available for projects that deliver energy savings or flood protection, for example. The parks service has successfully drawn funding from Thames21 for flood protection enhancements, and the highways service has successfully bid for DEFRA funding to update the understandings of critical drainage areas in Ealing.
- 4.8. This agenda challenges the council to make a paradigm shift, using life-cycle analysis to forecast the long-term financial implications and subsequent outcomes but it cannot be seen as a standalone approach and the multiple financial objectives of the Council will need to remain balanced.

5. Legal

- 5.1. The Climate Change Act 2008 is the basis for the UK's approach to tackling and responding to climate change. It requires that emissions of carbon dioxide and other greenhouse gases be reduced and that climate change risks are prepared for. The Act also establishes the framework to deliver on these requirements.
- 5.2. The Climate Change Act commits the UK government by law to reducing greenhouse gas emissions by at least 100% of 1990 levels (net zero) by 2050.

6. Value For Money

- 6.1. One aim of the Strategy will be to quantify the projects and policies delivering the best value over the long term and making strategic investment.
- 6.2. Best value will not always mean the lowest immediate financial cost to the council, but it will deliver the greatest benefit to residents, the environment and the local economy over time. As part of the final strategy, officers will seek to identify co-benefits of working on the climate change agenda, which may be health, biodiversity, community cohesion, housing and/or avoided future costs.

7. Sustainability Impact Appraisal

- 7.1. Acting now on climate change will dramatically improve the council's environmental performance and protect residents from the impacts of climate change.

8. Risk Management

- 8.1. According to the IPCC report in October 2018, climate models project robust differences in regional climate characteristics between present-day and global warming of 1.5°C, and between 1.5°C and 2°. These differences include increases in: mean temperature in most land and ocean regions (high confidence), hot extremes in most inhabited regions (high confidence), heavy

precipitation in several regions (medium confidence), and the probability of drought and precipitation deficits in some regions (medium confidence).

8.2. Ealing residents and businesses would expect the following outcomes, identified by the UK's Committee on Climate Change, if carbon emissions are not drastically reduced by 2030:

- ▶ Climate extremes. Temperature extremes are expected to increase by 2-3 times the increase in global average temperature between 1.5°C and 2°C. Around 420 million fewer people would be exposed to extreme heatwaves if warming was kept to 1.5°C than 2°C. The Department for Environment, Food and Rural Affairs (Defra) estimated that the cost from heat-related mortality due to climate change would increase from a total annual figure of £10-50 million now to between £25-150 million per year by 2050. Illness, poor thermal comfort and reduced productivity and wellbeing are all major economic and social concerns of overheating.⁵
- ▶ Ecosystems. Risks of species extinction on the land and in the ocean are lower at 1.5°C than 2°C. For example, the fraction of global land area that would change ecosystem type due to climate change factors at 2°C (13%) would be roughly halved if warming was kept below 1.5°C (7%).
- ▶ Distribution of risks. The additional increase in climate risk between 1.5°C and 2°C warming would affect poor and vulnerable people most of all. Poverty and disadvantage have increased with recent warming and are expected to increase for many populations as average global temperatures increase from 1°C to 1.5°C and higher.
- ▶ Irreversible changes. Marine ice sheet instability in Antarctica and/or irreversible loss of the Greenland ice sheet could possibly be triggered by warming between 1.5°C and 2°C. Keeping warming as low as possible reduces the risk of triggering these large-scale irreversible shifts in the climate.

8.3. The Council acknowledges climate change as an ongoing, time critical risk, however the current situation it faces, related to the impacts of COVID-19, requires it to be both responsive and flexible, finding mutual gains wherever possible.

9. Community Safety

9.1. The impacts of climate change, if unmitigated will impact community safety. The council will need to prepare to deal with flooding, overheating and general antisocial behaviours if a sense of desperation ensues.

10. Links to the 3 Key Priorities for the Borough

Good, genuinely affordable homes – the CEES will link directly to this priority by ensuring the delivery of new housing that reduces running costs on account of

⁵ The hidden problem of overheating, <https://www.theccc.org.uk/2017/08/08/hidden-problem-overheating/>, accessed 8/4/20.

design choices that improve energy efficiency and health of residents. The strategy also proposes programmes to address the immense need for retrofitting to improve the energy performance of existing housing stock.

Opportunities for living incomes – the “green economy” is a growing sector of London’s economy, with the market growing 90% in the decade leading to 2017/18⁶. The CEES creates opportunities for job creation and should be used to invite job growth in low carbon, renewable energy and environmental sub-sectors.

A healthy, great place – with its emphasis on active travel and green spaces the CEES is foundational to creating a healthy, great borough. Improved air quality and access to mental health enhancing open spaces will benefit Ealing residents and make it attractive to new, vibrant development that reinforces the council priorities.

11. Equalities, Human Rights and Community Cohesion

11.1. Not required at this time. An equality impact assessment will be undertaken whenever specific proposals are made to implement the Strategy.

12. Staffing/Workforce and Accommodation implications:

12.1. At this time, no impacts have been identified.

13. Property and Assets

The Energy targets within the strategy will have implications for the Council’s properties. The council is committing to improve the performance of all buildings. This will affect the corporate portfolio, housing assets, commercial properties and schools.

14. Consultation

Overview and Scrutiny Committee, July 2019

Chief Executive briefing, July 2019

Leader briefing, December 2019

Climate Change Senior Leadership Panel, February and March 2020

15. Timetable for Implementation

Timescale for finalising and adopting of Ealing’s Climate and Ecological Emergency Strategy and Action Plan:

- Working groups > action planning May 2020 – August 2020
- Public engagement May 2020 – August 2020

⁶ London’s Low Carbon Market Snapshot, June 2019

https://www.london.gov.uk/sites/default/files/london_low_carbon_market_snapshot_-_2019.pdf

- Council adoption October 2020

16. Appendices

Appendix 1. Draft Climate and Ecological Emergency Strategy

Appendix 2. Draft Engagement Plan

17. Background information

October 2019 Briefing on the development of the council's Climate Emergency and Sustainability Strategy

<http://tiny.cc/climateemergencyoct2019>

Consultation

Name of consultee	Post held	Date sent to consultee	Date response received	Comments appear in paragraph:
Internal				
Cllr. Mik Sabiers	Member	14/04/20	15/04/20	throughout
Gary Alderson	Exec Director, Place	17/04/20	23/04/20	throughout
Lucy Taylor	Director, Growth and Sustainability			
Connor McDonagh	Assistant Director, Economic Growth	03/04/20	07/04/20	throughout
Jackie Adams	Legal Services	09/04/2020	10/04/2020	throughout
Yalini Gunarajah	Finance Officer	09/04/20	14/04/20	4.5
Ross Brown	Finance	28/04/20	05/05/20	throughout
Chris Welsh	Parks	03/04/20	09/04/20	Appendix 1
Vanessa Hampton	Parks	03/04/20	14/04/20	Appendix 1
Catherina Pack	Waste and Recycling	03/04/20	08/04/20	Appendix 1
Chris Cole/Russell Roberts	Transport Planning Manager/Principal Transport Planner	03/04/20	07/04/20	Appendix 1
Ivan Sommerville	Facilities management	03/03/20		
Ritu Kumar	Corporate energy	03/04/20	08/04/20	No comments
Tania Jennings	Domestic energy	03/04/20	08/04/20	Appendix 1
Anthony Lewis	Policy and Performance	09/04/20		
External				

Trever Sharman	Ealing Transition	03/04/20		
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Report History

Decision type:	Urgency item
For decision	No
Report no.:	Report author and contact for queries:
	Jo Mortensen, Sustainability Programme Manager