

# A G E N D A

## Environment Scrutiny Committee

Date: **Monday, 2nd March, 2009**

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Time: **9.30 a.m.**

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Place: **The Council Chamber, Brockington, 35  
Hafod Road, Hereford**

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Notes: Please note the **time, date** and **venue** of the meeting.

*For any further information please contact:*

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**Herefordshire Council**



# AGENDA

## for the Meeting of the Environment Scrutiny Committee

To: Councillor RI Matthews (Chairman)  
Councillor KG Grumbley (Vice-Chairman)

Councillors CM Bartrum, WLS Bowen, JW Hope MBE, MAF Hubbard, TW Hunt, PM Morgan, A Seldon, NL Vaughan and PJ Watts

### Pages

#### 1. APOLOGIES FOR ABSENCE

To receive apologies for absence.

#### 2. NAMED SUBSTITUTES (IF ANY)

To receive details any details of Members nominated to attend the meeting in place of a Member of the Committee.

#### 3. DECLARATIONS OF INTEREST

To receive any declarations of interest by Members in respect of items on the Agenda.

#### GUIDANCE ON DECLARING PERSONAL AND PREJUDICIAL INTERESTS AT MEETINGS

The Council's Members' Code of Conduct requires Councillors to declare against an Agenda item(s) the nature of an interest and whether the interest is personal or prejudicial. Councillors have to decide first whether or not they have a personal interest in the matter under discussion. They will then have to decide whether that personal interest is also prejudicial.

A personal interest is an interest that affects the Councillor more than most other people in the area. People in the area include those who live, work or have property in the area of the Council. Councillors will also have a personal interest if their partner, relative or a close friend, or an organisation that they or the member works for, is affected more than other people in the area. If they do have a personal interest, they must declare it but can stay and take part and vote in the meeting.

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<b>4. MINUTES</b>	1 - 8
To approve and sign the Minutes of the meeting held on 24 November 2008.	
<b>5. SUGGESTIONS FROM MEMBERS OF THE PUBLIC ON ISSUES FOR FUTURE SCRUTINY</b>	
To consider suggestions from members of the public on issues the Committee could scrutinise in the future.	
<b>6. CARBON MANAGEMENT PERFORMANCE</b>	9 - 20
To introduce the national indicators on climate change and outline the major sources of carbon emission from the council and its contractors in order to inform sustained efforts to reduce emissions over the next decade and beyond.	
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<b>8. A STRATEGIC APPROACH TO ASSET MANAGEMENT AND ITS POTENTIAL CONTRIBUTION TO THE ACHIEVEMENT OF LONG TERM CARBON REDUCTION TARGETS</b>	25 - 38
To advise members of the Environment Scrutiny Committee of the potential contribution that a strategic approach to asset management might make to the achievement of long term carbon reduction targets.	
<b>9. WASTE COLLECTION CONTRACT - UPDATE</b>	
To receive an oral update on the Waste Collection Contract.	
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## **PUBLIC INFORMATION**

### **HEREFORDSHIRE COUNCIL'S SCRUTINY COMMITTEES**

The Council has established Scrutiny Committees for Adult Social Care and Strategic Housing, Childrens' Services, Community Services, Environment, and Health. A Strategic Monitoring Committee scrutinises corporate matters and co-ordinates the work of these Committees.

The purpose of the Committees is to ensure the accountability and transparency of the Council's decision making process.

The principal roles of Scrutiny Committees are to

- Help in developing Council policy
- Probe, investigate, test the options and ask the difficult questions before and after decisions are taken
- Look in more detail at areas of concern which may have been raised by the Cabinet itself, by other Councillors or by members of the public
- "call in" decisions - this is a statutory power which gives Scrutiny Committees the right to place a decision on hold pending further scrutiny.
- Review performance of the Council
- Conduct Best Value reviews
- Undertake external scrutiny work engaging partners and the public

Formal meetings of the Committees are held in public and information on your rights to attend meetings and access to information are set out overleaf

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Please note that the Committees can only scrutinise items which fall within their specific remit (see below). If a matter is raised which falls within the remit of another Scrutiny Committee then it will be noted and passed on to the relevant Chairman for their consideration.

#### **2. Questions from Members of the Public for Consideration at Scrutiny Committee Meetings and Participation at Meetings**

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(Please note that the Scrutiny Committees are not able to discuss questions relating to personal or confidential issues.)

## **Remits of Herefordshire Council's Scrutiny Committees**

### **Adult Social Care and Strategic Housing**

*Statutory functions for adult social services including:  
Learning Disabilities  
Strategic Housing  
Supporting People  
Public Health*

### **Children's Services**

*Provision of services relating to the well-being of children including education, health and social care.*

### **Community Services Scrutiny Committee**

*Libraries  
Cultural Services including heritage and tourism  
Leisure Services  
Parks and Countryside  
Community Safety  
Economic Development  
Youth Services*

### **Health**

*Planning, provision and operation of health services affecting the area  
Health Improvement  
Services provided by the NHS*

### **Environment**

*Environmental Issues  
Highways and Transportation*

### **Strategic Monitoring Committee**

*Corporate Strategy and Finance  
Resources  
Corporate and Customer Services  
**Human Resources***

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**BROCKINGTON, 35 HAFOD ROAD, HEREFORD.**

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HEREFORDSHIRE COUNCIL

**MINUTES of the meeting of Environment Scrutiny Committee held at The Council Chamber, Brockington, 35 Hafod Road, Hereford on Monday, 24 November 2008 at 9.30 a.m.**

**Present:** Councillor RI Matthews (Chairman)  
Councillor KG Grumbley (Vice Chairman)

Councillors: CM Bartrum, WLS Bowen, JW Hope MBE, MAF Hubbard,  
TW Hunt, PM Morgan, A Seldon, NL Vaughan and PJ Watts

**In attendance:** Councillors PJ Edwards, JG Jarvis (Cabinet Member Environment & Strategic Housing), AT Oliver, J Stone and DB Wilcox (Cabinet Member Highways and Transportation)

**24. APOLOGIES FOR ABSENCE**

There were no apologies.

**25. NAMED SUBSTITUTES**

There were no named substitutes.

**26. DECLARATIONS OF INTEREST**

No declaration of interest were made.

**27. MINUTES**

The Chairman commented that the information requested at Minutes 23 had been received or incorporated into agenda reports for this meeting. The Committee requested that it be supplied with the list of premises energy officers referred to at minute No 21 (d).

**RESOLVED:** That the minutes of the meeting held 15 September 2008 be approved and signed by the Chairman.

**28. SUGGESTIONS FROM MEMBERS OF THE PUBLIC ON ISSUES FOR FUTURE SCRUTINY**

Four representatives of Pixley Parish Council attended and highlighted concerns of their parishioners about the speed of traffic in their parishes but principally on the A438 and A417/2 and presented a supporting statement. They requested that the Council give serious consideration to their proposal that Herefordshire Council adopt a blanket 50pmh speed limit on all presently 'un-restricted' roads.

The Member for Frome Ward (Councillor P Morgan) spoke in support of the request and highlighted that there had been 4 deaths on the local roads in the last year and while the Local Transport Plan (LTP) included reference to reducing traffic speeds in villages, she suggested the rural areas also needed similar consideration.

**RESOLVED:** That a report on Speed Limit Proposals for the Rural Areas be added to the Committee work programme for consideration at a future meeting.

## 29. CARBON MANAGEMENT PERFORMANCE

The Committee received an update on information requested at the September meeting. This included:

- Progress on carbon management and in particular progress in reducing emissions to meet the Council's Nottingham Declaration target of a 20% reduction in carbon emissions by 2020 (1.25% per year);
- Current position in relation to fleet management of Council owned vehicles;
- Responsibilities for reading meters in council buildings; and
- information in relation to the Local Area Agreement target (NI186) to reduce per capita carbon emissions by 4.9% (13.1% including national measures) by 2010

The Sustainability Manager presented her report setting out: the financial implications and highlighting the strong link between ongoing costs and carbon emissions; the 'risk' to the Council and the increasing public interest in the Council managing its own emissions and performance against targets. Her report also set out: progress on carbon management, including the action plan to reduce Council carbon emissions for the current year (Appendix 1 to the report); the Council's Carbon Emissions Inventory (Appendix 3 to the report); work around landfill emission reductions; the current position in relation to fleet management (Appendix 2 to the report); officer responsibility for reading Utility metres in Council buildings and initial information in relation to the Local Area Agreement target (NI186) on County per capita carbon reduction.

On scrutinising the report the following principal points were noted:

- Noting the strong upward pressure in fuel prices, which put pressure on budgets across the Council and schools, the Committee appreciated that strategic consideration needed to be given to better use of energy efficiency measures. It was also questioned whether fuel price increases appeared on the Council's risk register.
- Following on from the energy theme above the Committee questioned progress on the Council's Accommodation Strategy as the Council's properties probably have a major bearing on its carbon emissions. In response the Director of Environment and Culture reported that the Council's Property Section were the main driver for the Accommodation Strategy. The Committee requested a report on how the Accommodation Strategy could assist with meeting the Council's carbon management targets. Concerns were voiced that, to show that the Council could lead by example, any new head quarters must be energy efficient and well designed.
- Director of Environment and Culture also reported that developments in ICT should enable more flexible and energy efficient ways of working e.g. home working or laptop use while on site.
- Responding to whether greater energy efficiency could be imposed through building regulation the Head of Planning and Transportation responded that local policy and Local Plans were ahead of the national legislation. Efforts were made through the planning policy, or by local negotiation with developers, to raise building energy efficiency levels. Greater success had been achieved with small local builders than with national companies. The

Cabinet Member (Environment and Strategic Housing) commented that while current development applications reached efficiency level 3 he expressed a wish to see level 4 being reached. He also commented that, while the initial capital outlay may be more expensive, he wished to see greater energy efficiency measures incorporated into affordable housing.

- The Committee noted that work on reducing emissions from homes, businesses and transport (target NI186) had been temporarily affected by the resignation of the Climate Change Officer. The Director of Environment and Culture reported that due to budget pressures the vacancy would be re-evaluated in the New Year.
- Questioned whether any penalties were imposed on contractors by their inefficient use of fuel the Director of Environment and Culture reported that it was in contractors own financial interests to ensure the efficient use of plant and materials. Fleet fuel efficiency will specifically be addressed in new contracts.
- Responding to questions on the figures in section '8.2 landfill emissions ....' Director of Environment and Culture reported that these were best estimates. The new flare at Stretton Sugwas was providing data and work was underway to see if energy generation was feasible.
- In relation to the waste contract the Committee noted that while enhanced collection rounds, through greater collection of recyclables, would increase the carbon footprint it was hoped that this would be offset by a more varied use of the vehicles.
- Questioned on the integrated use of Council generated transport e.g. education, social services etc, the Director of Environment and Culture reported that the management of the Council fleet was due to be reported to the Council's Joint Management Team.
- Comment was made that the level of 'school run traffic' increased the carbon emissions and radical thinking was needed to address this with questions being posed 'why do schools start at the same time' and 'can better use be made of school busses'? The Committee noted that this was a complex issue and the requirement of education was different from that of Social Services. However, where possible the various teams liaised before any contracts were let so that where possible services were co-ordinated. The Committee requested a report on how transport contracts for school/health/ social care/ public transport, including small fleet operators in the voluntary sector, were co-ordinated.
- The Interim Transportation Manager referred to statistics from the annual School Travel Survey which outlined changing patterns in travel to schools. The Committee requested that the statistics be forwarded to them.
- Questioned why the opportunity had not been taken to use a carbon neutral fuel for the new Minster College, Leominster, and no heat recovery system had been fitted to the new crematorium, Hereford, the Director of Environment and Culture reported that the Council's Property Section had considered the relevant specifications and the Cabinet Member (Environment and Strategic Housing) reported that this issues had been debated at Cabinet. The Committee registered its concern that long term energy efficiency / carbon reduction measures needed to be given high consideration when new building projects were planed.
- The Committee requested background information on why a proposal to set up an 'Invest to Save' mechanism that would enable investment in energy efficiency works, in partnership with West Midlands Supplies (WMS) had not been progressed by the WMS Board.
- Noting the position outlined in the report (paragraph 8) concerning the Council's fleet management and the work underway by the Energy Savings Trust the Committee requested that a more detailed report be made to a future meeting. Noting that the Council managed 28 mopeds on behalf of the

'Wheels to Work' scheme the Committee requested further background information on the scheme.

**RESOLVED: That:**

1. **Property Services be requested to report to the March meeting on how the Accommodation Strategy can assist with meeting the Councils carbon management targets and based on current information, the Committee are currently minded not to support the new Accommodation Strategy unless it is in line with the Council's 1.25% carbon reduction target.**
2. **a report on how transport contracts for school/health/ social care/ public transport, including small fleet operators in the voluntary sector were co-ordinated be added to the committee work programme for consideration at a future meeting.**
3. **when new building projects are planned that Property Services ensure that long term energy efficiency / carbon management issues are addressed.**
4. **the Committee be informed of the reasoning behind why WMS had not progressed the Invest to Save Mechanism proposal.**
5. **A more detailed report on the management of the Council's vehicle fleet and possible appointment of Fleet Manager be added to the Committee work programme for consideration at a future meeting.**
6. **further background information be provided on the 'Wheels to Work' scheme.**

The Committee adjourned for 5 minutes and resumed at 11.03am

**30. REDUCING ENERGY CONSUMPTION - STREET LIGHTING**

The Committee were informed of options for reducing the energy consumed and carbon dioxide generated through street lighting.

The Highway Network Manager presented his agenda report and highlighted: the current volatility in the energy market; the energy used for street lighting; that a number of initiatives or pilot schemes to reduce lighting levels were being trailed by other local authorities and described a range of possible options with an initial view of potential advantages/disadvantages to Herefordshire together with an indication of how quickly any benefits could be realised.

The Committee appreciated the informative report and requested that a further report, on reducing energy consumption by street lighting, including any indicative costings/savings for Herefordshire, be considered by the Committee when the results of street lighting reduction trials currently carried out by other authorities are known.

The Cabinet Member (Highways and Transportation) emphasised that any reduction in street lighting needed to be considered in the round as there may be consequential effects, for example on road safety and crime levels.

**RESOLVED: That a further report on reducing energy consumption by street lighting, including potential costings/savings, be included for consideration in the Committee work programme.**

**31. SERVICE DELIVERY REVIEW - UPDATE**

The Committee were informed of progress with the Service Delivery Review.

The Director of Environment and Culture reported that negotiations were progressing with Amey concerning improving the performance and value for money under the service delivery agreement. He anticipated that a full progress report would be made to Cabinet on 18th December 2008.

The Committee discussed: levels of worker supervision while on site, which was the responsibility of Amey; the possible imposition of stringent penalty clauses should targets not be met and the potential to lose valuable local knowledge through any loss of staff.

The Director of Environment and Culture emphasised that the focus would be on getting value for money based on outcomes rather than on rigid task specifications.

**RESOLVED: That the report be noted.**

**32. ON-STREET PARKING SCRUTINY REVIEW - UPDATE**

The Chairman of the On-Street Parking Review Councillor MAF Hubbard, briefly informed the Committee of progress with the review.

He reported that the Review Group had been investigating the range of issues set out in the terms of reference and he commented upon the complex and interlinked range of issues involved. He thanked all who had taken part in supplying information to the review and specifically thanked Alison Cook, Income and Recovery Manager, for providing a range of statistical information.

In view of the close relationship between the aspiration for on-street parking and the current uncertainties around the proposed Park and Ride scheme he was doubtful whether the Group would reach any significant recommendations concerning on-street parking charging. However, the Group were likely to make recommendations on Residential parking and parking in general. He anticipated that the Group would report to the March 2009 meeting.

**RESOLVED: That the report be noted.**

**33. CAPITAL BUDGET MONITORING**

The Committee were advised of progress of the 2008/09 Capital Programme for Environment within the overall context of the Herefordshire Council's Capital Programme.

The Committee were advised that the total of the Capital Programme had increased to £21,951,000 from the figure of £19,949,000 reported to the previous meeting. Brief details of the budget changes were set out in the agenda report together with a headline indication at Appendix 1 to the report.

On scrutinising the report the following principal points or comments were noted:

- The net increase of £3,284,000 on the Ross Flood Alleviation Scheme related to additional costs associated with tunnelling and shaft sinking works. The scheme was being funded by the Environment Agency and officers were actively pursuing the refund of these additional costs.
- Noting that minor changes had been made to the Local Transport Plan (LTP) budget schemes a view was expressed that the re-allocation of budget had not been made in accordance with the sustainable intentions of the LTP in that cycling and pedestrian schemes had not been progressed in favour of

car related schemes. The Cabinet Member (Highways and Transportation) highlighted that re-allocation had only happened where schemes were unable to proceed and that public rights of way; speed limits and the outer distributor road feasibility study had benefited from the re-allocation.

- The Interim Head of Highways reported that 60% of the LTP had been committed at September. Problems arose where for example support for the Rural Rail Scheme had still not been obtained from the rail operator. While this particular funding was for one year the scheme could be reprogrammed in the overall LTP.

**RESOLVED: That the report be noted.**

#### **34. REVENUE BUDGET MONITORING**

The Committee were advised of the financial position of the budgets covered by Environment and Regeneration Programme Area budgets for the period 30 September 2008.

The Director of Resources representative reported that the total budget for 2008/09 had increased to £25,347,000 from the amount previously reported. The increase of £296,000 was due to additional budget relating to job evaluation costs for staff transferred to Amey Wye Valley Ltd in September and £34,000 addition to Planning as part of the realignment following restructuring.

On scrutinising the report the following principal points or comments were noted:

- Questioned where the £429,000 from the government Restoration Fund (following the Floods in 2007) would be allocated, the Director of Environment and Culture reported that the income would be used to support the Directorate budget.
- Following on the theme of flooding, Director of Environment and Culture reported that, in consultation with the Director of Regeneration, they were investigating small scale schemes that may address local flooding problems. Little response had been received to letters sent to Town and Parish Councils requesting their input to local flood 'hotspots'. It was suggested that all Councillors on Herefordshire Council be requested to provide such information.
- The Cabinet Member (Highways and Transportation) reported that, together with key officers, he would be meeting with the Environment Agency to discuss a number of matters one of which would be small scale flood alleviation schemes.
- Reference was also made to a report by Herefordshire Voluntary Action concerning the effects of the flooding which the Committee requested sight of.
- On discussing the budget position for the Planning Section the Head of Planning and Transportation highlighted a number of budgetary pressures effecting the Service, particularly in relation to the use of the Planning and Housing Delivery Grant, and work needed on the Local Development Framework. The Committee referred to the overspend on legal and consultant costs of £63k and noted that this had primarily occurred due to defending planning appeals. The Committee requested an analysis of the costs for both pre and post May 2007 and by sub-committee.
- The Committee noted that the £125k grant for de-trunking the A465 represented a part year payment in accordance with the Department for Transport formula.

**RESOLVED: That**



- a) The report be noted and the Director widen the request for information on local flood hotspots to include Councillors on Herefordshire Council;
- b) The Herefordshire Voluntary Action publication on the effects of the flooding be circulated to Members;
- c) A report analysing the cost of planning appeals broken down by Sub-Committee pre and post May 2007 be presented to a future meeting;

**35. ENVIRONMENT AND CULTURE AND REGENERATION DIRECTORATES:  
PERFORMANCE FOR THE SIX MONTH PERIOD TO SEPTEMBER 2008**

The Committee received an update on progress towards the achievement of targets for 2008-09 relevant to the Environment Scrutiny Committee and contained within the Environment & Culture and Regeneration Directorates Plans.

The Improvement Manager reported that while a number of targets still lacked base line data, in general terms, there had been an improvement since the last report. There had also been an overall improvement in the direction of travel.

The Improvement Manager also reported that some of the services in both Directorates had had the benefit of regular monthly customer satisfaction surveys. Coverage had gradually increased in the Environment and Culture Directorate but only covered the Planning and Transportation Division in the Regeneration Directorate. The Directorates acted upon the comments made in the surveys, however, a clearer picture would be available when a full year of results was available.

In relation to obtaining a wider view of the Service from the public, the Committee noted that data from the 2nd year of the Pupil Level Annual School Census (PLASC) would be available and requested that the results of the PLASC survey be circulated.

**RESOLVED: that the report be noted and the committee be circulated with information from the PLASC report.**

**36. COMMITTEE WORK PROGRAMME**

The Committee considered its work programme.

Referring back to minutes No 28 (suggestions from members of the public on issues for scrutiny) the Member for Central Ward (Councillor MAF Hubbard) questioned why the County shouldn't take a new approach to curtailing vehicle speeds and suggested that consideration be given to a County-wide 50mph limit being imposed with 20pmh in very urban areas.

The Member for Frome Ward (Councillor PM Morgan) expressed concerns about the level of flooding both to roads and properties. While aware that some maintenance works had taken place she questioned what was being done to solve the problem. She suggested that a report be made to Committee outlining the situation throughout the County focusing on:

- the number of houses and roads that flood; the cost to business and the difference between rural and urban areas where substantial investment had been made in flood alleviation schemes;
- the long term prognosis with regards increased heavy rain fall and questioning whether the current drainage systems could cope or if the situation was likely to get worse;
- the financial and resource implications of improving the situation;

- whether the Council has the finance and resources to improve the situation and whether the Council had a plan to address these implications;
- what are the implications for the Council from The Pit Review: Learning Lessons from the 2007 Floods;
- the Council is not solely responsible for solving the flooding – what is the situation with regards other responsible parties and what could be done to improve working with the other responsible parties.

It was also commented that much of the damage to roads was a result of flooding caused by the lack of ditch/drain maintenance. It was suggested that the report should also tackle the question whether the current network of minor roads was sustainable in the long term or whether the Council should be ruthless and consider extinguishing those which were little used.

The Cabinet Member (Environment & Strategic Housing) informed the Committee that due to the tight time schedule a small Working Group had been formed to consider policy issues that would drive the Local Development Framework and he invited the Committee to put forward up to 4 members to assist on the Group.

The Cabinet Member (Environment & Strategic Housing) also informed the Committee that significant work was underway concerning the waste disposal contract. The process was at confidential negotiations stage but he hoped to make a report to the March 2009 meeting.

**RESOLVED: That**

- a) **subject to the inclusion of those issues identified earlier in the meeting and the above issues of County-wide speed restrictions and flooding the work programme be noted and reported to Strategic Monitoring Committee;**
- b) **the Chairman and Vice-Chairman consider the nomination of members to serve on the LDF Working Group.**

The meeting ended at 12.46 p.m.

**CHAIRMAN**

## CARBON MANAGEMENT PERFORMANCE

Report from: Director of Environment & Culture

### Wards affected

County-wide.

### Purpose

To introduce the national indicators on climate change and outline the major sources of carbon emission from the council and its contractors in order to inform sustained efforts to reduce emissions over the next decade and beyond.

### Financial Implications

1. There is a strong link between ongoing costs and carbon emissions, which mainly relate to use of fuel, electricity and gas. The Council spends significant amounts of money on energy and fuel. In 2007/08 (before the price rises) just under £2.4 million was coded to electricity, gas, oil, solid fuel, LPG and vehicle fuel for direct expenditure in council buildings (including schools) and vehicles. The major contributors were electricity £1.569million, gas £571K, vehicle fuel £114K, heating oil £110K. This is just under 1% of annual budgeted gross expenditure.

### Risk Management

2. Increased volatility in energy prices is expected to continue, making planning of budgets more difficult. The long term prediction is that globally energy prices will rise as demand rises and stocks dwindle.
3. The Council leads on the Herefordshire Partnership Local Area Agreement target to cut county carbon emissions by 4.9% over 3 years to March 2011. This means that there is likely to be increasing public interest in the council's management of its own emissions and its performance against its 2005 Nottingham Declaration target of a 20% reduction by 2020. This internal target works out at an average of 1.25% per year for its own emissions: this is lower than the reduction set by leading local authorities and lower than the LAA target for the county of Herefordshire (average 1.6% a year). As the Council prides itself on taking a lead, as agreed by the Joint Management Team, it would be more appropriate for the internal reduction target to be greater than the county target. However not meeting the targets set is also a risk to our reputation.
4. There is increasing international and national pressure to act swiftly to reduce carbon emissions because of the scientific consensus that deep cuts in carbon must be made urgently to avoid irreversible changes to our climate and environment. The Government is committed to achieving a 60% carbon emissions cut by 2050 and in October 2008 stretched this target to 80%.

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Further information on the subject of this report is available from Trish Marsh, Sustainability Manager on 1930

## Considerations

### 5 National Indicator set: the 3 climate change measures

The council currently has a self-set target, set in 2004/05, of a 20% reduction in carbon emissions by 2020. In the 5 years to March 2009 the council achieved a 10% reduction in the emissions for which it had data over this period (see Appendix 1 for details), so was ahead of schedule on its target.

We are now moving to recording our emissions on the new national indicator, NI185, 'Percentage CO2 reduction from LA operations'. The first return in this format will cover 2008/09 and will be submitted this July. This indicator set does not include landfill gas, which has contributed considerably to our reduction in emissions to date. However it will include considerable emissions that were not included in the 2005 calculations as they were not available at the time.

The new National Indicator set includes 2 other climate change indicators.

- **NI186: county carbon reduction per capita.** Herefordshire has signed up to an overall 13% reduction by April 2011 in emissions from transport, businesses and homes<sup>1</sup>. As an indication of the challenge, this means we are looking for a reduction equivalent to a reduction of 1320 kgs per person. Government recognise the challenge of achieving these targets and is looking for strong leadership from local authorities.  
See [http://www.herefordshire.gov.uk/docs/Herefordshire\\_Emissions\\_Graph\\_2005.pdf](http://www.herefordshire.gov.uk/docs/Herefordshire_Emissions_Graph_2005.pdf) for more information on Herefordshire emissions. The data sets for emissions are up to 2 years in arrears at present.
- **NI188: Planning to adapt to climate change.** The council recently completed a Local Climate Impact Profile (LCLIP), which will form the basis for work on this indicator. The LCLIP is posted on the council website at [http://www.herefordshire.gov.uk/docs/Local\\_Climate\\_Impact\\_Profile\\_Herefordshire\\_-\\_NI188.pdf](http://www.herefordshire.gov.uk/docs/Local_Climate_Impact_Profile_Herefordshire_-_NI188.pdf) More information on scoring on this indicator is provided at Appendix 2.

### 6 NI185: Percentage CO2 reduction from LA operations

"The public sector is in a key position to lead on efforts to reduce CO2 emissions by setting a behavioural and strategic example to the private sector and the communities they serve. The way in which the local authority delivers its functions can achieve CO2 emissions reductions.

The aim of this indicator is to measure the progress of local authorities in reducing CO2 emissions from the relevant buildings and transport used to deliver their functions and to encourage them to demonstrate leadership on tackling climate change.

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<sup>1</sup> 13.1%, of which the local authority influences 4.9%. The rest (8.2%) is to be delivered through national measures

Measurement against this indicator requires each local authority to calculate its CO2 emissions from analysis of the energy and fuel use in their relevant buildings and transport, including where these services have been outsourced.”  
(Defra national guidance)

NI185 includes all CO2 emissions from the delivery of local authority functions. This work covers both the powers and duties of the authority. It covers both an authority's own operations and outsourced services. Even where the services are being provided by an external body (eg a private company) they remain the function of the authority.

There is no exhaustive list of the powers and duties of an authority in legislation. However school and business travel are included. Social housing and employee commuting are excluded.  
(DEFRA national Guidance)

NI185 requires the following data

- Transport:
- Stationary sources:
  - Buildings
  - Street lighting

Our trial NI185 inventory for 2007/08 shows total emissions of around 22 million kgs of carbon dioxide (8 million transport, stationary sources 14 million) per year. This is nearly double the figure included in the 2004 - 2009 set at Appendix 1. Indicative figures for some activities have not yet been received so total emissions are more likely to go up than down. Our NI185 inventory for 2008/09 (due for submission in late July 2009) will be made up of more reliable figures and so will form a sound basis from which to determine priorities and approaches for reduction and to decide whether or not to change the council's 1.25% target.

These emissions mean that to achieve our current average carbon reduction target of 1.25% per year we need to reduce emissions from our transport by at least 100,000 kgs per year and from our stationary sources by at least 175,000 kgs each year over the next decade and beyond. Achieving this annual 275,000 kgs CO2 target will require long term planning.

The UK is now committed to reducing carbon emission by 80% by 2050. So carbon reduction targets for local authorities are likely to go up rather than down and sustained attention will be needed.

#### **6a Stationary sources (NI185)**

Estimates for the current year are as follows:-

- |  |                            |
|--|----------------------------|
| a. Property emissions (council owned/occupied) | 12.4 – 14.5 million kg CO2 |
| b. Contractor property emissions               | 3.5 million kg CO2 minimum |
| c. Street lighting emissions                   | 2 million kg CO2           |

This gives a target reduction of at least 175,000 kgs of CO2 per year to meet our current 1.25% reduction target.

A separate paper on the emissions from Property and answers the questions posed by the Committee in November 2008: Carbon Management - How the Accommodation Strategy can assist in meeting the Carbon Management Targets, is included in this agenda.

Arising from discussion at a previous meeting a further report on Street lighting energy useage is currently programmed to come to committee in June 2009.

The main contracted out functions from stationary sources relate to Environment & Culture (HALO) and Adult Social Care (various). HALO already has an active programme of energy management. HALO have secured Invest to Save funding through developing a business case for energy improvements, which also shows strong quantified carbon reductions. It is hoped that this may become a model for other area of the Council's portfolio. Adult Social Care have block contracts with several care providers and information relating to energy use in their main buildings is being sought.

### **6b Transport (NI185)**

This is a more varied set of emissions, including business mileage, mileage from in-house vehicles and contracted miles for schools and adult social care. Contractor mileage includes substantial distances relating to the work carried out by Amey and FOCSA and miles driven on Home Care contracts with Adult Social Care.

Target annual reductions for transport are 100,000 kgs of carbon dioxide a year to meet our current 1.25% target. This will require active management.

In November 2008 the Committee requested a report setting out, in terms of carbon management, 'how are transport contracts for school/health/ social care/public transport including small fleet operators in the voluntary sector co-ordinated'. Report on this is included in this agenda.

### **6bi Fleet management**

In November 2008 the Committee asked for the following information:

Carbon Management - Further report on Council's Fleet Management/Fleet Manager (No 29 -Nov 08): A more detailed report on the management of the Council's vehicle fleet and possible appointment of Fleet Manager be added to the Committee work programme for consideration at a future meeting.

Work on determining the impact of our own Council owned fleet is continuing. Business miles are already included in the inventory, where they form around 10% of the transport emissions currently identified. The other fleet vehicles, which are far fewer in number, are expected to form a small % of the emissions relating to transport – probably less than 2%.

The fleet review has not yet been submitted to the Energy Saving Trust (EST) as no mileage data has yet been obtained for many of the vehicles. The Sustainability Unit is working with vehicle owners across a large number of council teams and Amey, who service many of the vehicles, to obtain this information. Once this information has been received it will be possible to calculate the carbon emissions from the fleet with greater accuracy.

The data will then be submitted to the EST who will make recommendations. These are likely to include agreeing guidance about the specification of future vehicles bought by the Council: however as the vehicles bought are so varied this may not be simple.

The inventory currently shows the following:-

<b>Fleet Summary</b>		
	<u>No. of Vehicles</u>	<u>Comments</u>
Grey Fleet (cars owned by staff who claim business mileage)	2000+	Possible extra vehicles in Payroll system
Pool Fleet	5	
Team Cars	5	
Vans, Minibuses, 4x4s, mobile libraries	268	Includes school minibuses. Currently excludes gritters.
Lease Scheme	58	

*Figures taken from GFR Vehicle Fleet Data Template, Feb 09*

**6c Other factors**

In order to succeed with these ongoing carbon reduction targets, they will need to be considered in service design and when letting major contracts. The Council’s Joint Management Team recently resolved that :-

- All major projects and briefs to consultants should require calculation of lifetime carbon costs for options to enable better management of emissions
- Major contractors be required to show a commitment to environmental management as part of the Pre-qualification Questionnaire (PQQ) process and provide the Council with data for our carbon inventory so progress with our reduction target can be checked

Mechanisms for achieving these ends are currently being investigated. Carbon impact was one of the factors evaluated in the last round of capital bids. This process will be refined in future years.

In November 2008 the Committee asked for an oral update on the Waste Collection Contract.

This important 10 year contract will have a major effect on the council’s emissions and NI185 performance. Current estimates suggest that this service generates well over 20% of the current inventory of transport emissions. This is because of the necessarily high mileage of the service and because refuse trucks are classed as emitting more than 10 times as much carbon dioxide per kilometer as the average petrol car (DEFRA NI185 factors). It is therefore important that the contract process asks tenderers to estimate the carbon dioxide emissions for their tenders.

**7 Planning to adapt to climate change (NI188)**

This is a new national indicator. It aims to embed the management of climate risks and opportunities across all the levels of services, plans and estates. It is a process indicator, assessing progress of councils in:-

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Further information on the subject of this report is available from Trish Marsh, Sustainability Manager on 1930

- Assessing risks and opportunities
- Taking action in priority areas
- Developing an action strategy exhibiting leadership
- Implementing and monitoring action on an ongoing basis

The council is currently on level 0: government is expecting councils to move up by one level a year. A key part of scoring this indicator will be around leadership and innovation in adaptation. Outlines of the requirements for level 0 and level 1 are shown in Appendix 2. Local authorities play an important role as community leaders and demonstrating the ability to give strong leadership and work in partnership is highly rated.

In November 2008 the Committee asked for an update on the 'Local Climate Impact Profile' (National Indicator 188) and the impact of adverse weather on services. (No 20 - Sept 08).

The Council has completed a Local Climate Impact Profile, including a database of extreme weather events running up to summer 2008. The challenge is now to use this information to improve the county's resilience to future climate trends and extreme weather, both for our own services and for the wider county. See Appendix 2 for a summary of progress to date.

As part of the current service planning process services are already required to demonstrate that:

- they are aware of their environmental impacts, both through the provision of their service and as a contributor to corporate impacts, such as energy and paper use
- they are taking steps to control those impacts and to make improvements where possible, either by increasing positive impacts or reducing negative ones.

The Local Climates Impact Profile is now available to managers to inform that process.

## RECOMMENDATION

### THAT:

- (a) The report be noted, subject to any comments members may wish to make to the Cabinet Member, Environment and Strategic Housing.**
- (b) That the committee support both active efforts to reduce carbon emissions from the council's services and strong leadership in the wider county on climate change and carbon management.**

### Attachments

- Appendix 1: Carbon emission April 2004- March 2009
- Appendix 2: More information on NI188, planning to adapt to climate change

### Consultees

- Carbon Board members

### Background papers

Reports to Environment Scrutiny: September & November 2008



APPENDIX 1

Appendix 1: Herefordshire Council Carbon emissions April 2004- March 2009

Estimated Overall CO<sub>2</sub> Emissions 2004-09  
(kg)

Year	2004/5	2005/6	2006/7	2007/8	2008/9
	Actual	Actual	Actual	Actual	Modelled
<b>Category</b>					
<b>Landfill</b>					
Leominster	8,466,000	8,466,000	8,466,000	8,466,000	8,466,000
Strangford	2,270,000	2,270,000	2,270,000	2,270,000	2,270,000
Stretton Sugwas	18,528,000	18,528,000	18,528,000	18,528,000	14,366,000
<b>Subtotal - landfill</b>	<b>29,264,000</b>	<b>29,264,000</b>	<b>29,264,000</b>	<b>29,264,000</b>	<b>25,102,000</b>
<b>Transport</b>					
Social care transport (in-house)	51,099	49,051	48,080	49,927	49,927
HC business mileage	970,681	791,428	771,256	790,360	790,360
HC rail warrants	11,792	10,576	11,039	11,039	11,039
<b>Subtotal - transport</b>	<b>1,033,572</b>	<b>851,055</b>	<b>830,375</b>	<b>851,326</b>	<b>851,326</b>
<b>Property</b>					
Gas and electricity	11,138,846	10,247,747	11,001,563	10,301,056	10,301,056
Electricity - half hour use	760,680	760,680	1,427,572	1,615,134	1,615,134
<b>Subtotal - property</b>	<b>11,899,526</b>	<b>11,008,427</b>	<b>12,429,135</b>	<b>11,916,190</b>	<b>11,916,190</b>
<b>Estimated overall emissions</b>	<b>42,197,098</b>	<b>41,123,482</b>	<b>42,523,510</b>	<b>42,031,516</b>	<b>37,869,516</b>
<b>Change from baseline (2004/5)</b>	<b>0 (Base year)</b>	<b>-2.54%</b>	<b>0.77%</b>	<b>-0.39%</b>	<b>-10.26%</b>

This inventory of council emissions includes only data sets that we have for the whole period since the 2005 Carbon Management Plan was agreed.

It shows that over a 5 year period we achieved reductions of just over 10%, well above the 1.25% a year target set in 2005. This is largely due to the commissioning this year of the new flare at Stretton Sugwas, which is burning methane, a greenhouse gas 21 times more powerful than carbon dioxide.

This inventory includes landfill gas because this was included in the 2005 CMAP and associated target. Data for 2008/09 is included in the chart to show the effect of the landfill gas flare at Stretton Sugwas. For other data sets the same figures have been used as the 2007/08 data.

Emissions from landfill gas reduced due to natural decay over the period. However this reduction has not been included, as it did not result from action taken by the authority.

We now have data about many other Council services and their carbon emissions. The full data for 2008/09 will thus include more information and will be entered on the new NI185 template. This will be completed and submitted to DEFRA by July 2009.

## APPENDIX 2

### Appendix 2: More information on NI188, planning to adapt to climate change

#### SUMMARY OF LCLIP ACTIVITY AGAINST STUDY AIMS AND OBJECTIVES SET

<b><u>1.2.1 Aims of Herefordshire Councils Local Climate Impacts Profile:</u></b>	
To raise awareness of the impacts of extreme weather events as well as climate change in the wider context	Further work with managers needed in order to get issue integrated into future planning. Document mentioned as part of Business Continuity seminar in January 2008.
To assess the impacts of such events on the authority both from an operational and financial point of view	Undertaken as part of LCLIP for a sample of 6 events
To highlight these impacts in relation to future climate change scenarios	Requires further work with managers and meteorological data
To provide information and data that will help to inform future response to significant weather events and to help form effective adaptation/response strategies to them	Done - will need updating when the new UKCIP scenarios are released.
<b><u>1.2.2 Objectives:</u></b>	
To produce a catalogue of all significant weather events that have affected Herefordshire from April 1998 to April 2008 (Appendix A)	Done. Need to identify service to keep this database up to date.
To establish with key council personnel how their area was affected and how we may respond better in the future (Section 3)	Done
To highlight the cost and impacts of such events (Section 3)	Done as far as data allowed
To compare the events that have affected the authority to UKCIP02 scenarios (until UKCIP08 is published)	Not yet undertaken.
To identify some meteorological thresholds for response to such events	Requires input from other services
To produce recommendations that can be acted on by the authority to form the basis for increasing the authority's performance in respect to National Indicator 188 from level 0 to level 1 (Section 7)	Recommendations collected from interviewees but not yet actioned. These now need to be prioritised and adopted by lead services.

The information below is from the national guidance on this indicator.

1. As set out in the technical definition, we are looking for year on year improvement for this indicator. How far an LAA progresses each year will largely be dependent on local circumstances, but we are expecting the levels to be agreed to reflect the requirements of the LAA. As a minimum we are expecting 1 level per year but depending on circumstances, this could mean achieving 2 levels within a year.

2. A key part of this indicator will be around leadership and innovation in adaptation.

#### **Leadership**

Local authorities play a key role as community leaders and we want to encourage leadership in adaptation. As part of this indicator this could involve activities such as:

- Leading the establishment of an MAA(s) on adaptation
- Setting up, chairing or participating in adaptation networks or groups on common issues including LSP partners and other relevant bodies
- Presenting at conferences, workshops and other events to share knowledge and experience
- Pooling and transferring skills
- Undertaking research on specific issues and sharing the findings
- Securing the engagement of the private sector e.g. local business associations
- Building skills capacity on adaptation within the local authority and partners
- Promoting adaptation beyond the locality e.g. regionally, through a Beacon Council type initiative etc
- Working with local communities to promote adaptation e.g. small businesses

#### **Innovation**

As adaptation is at an early stage, we want to encourage innovation in both assessment of climate risks and opportunities and in the measures that are taken to adapt. As part of the indicator this could involve activities such as:

- Commissioning or undertaking research or other projects to help inform the adaptation impacts in their area (linking with local universities, research organisations and consultancies)
-

#### What does Level 0 look like ?

The baseline is about recognising and pulling together existing sources of risk assessment and adaptation related planning E.g. a community risk register, water resources plans, any existing coastal/flood risk management plans, climate change strategies, planning assessments, and identifying how and who will take the process forward.

At a basic level, this will be identifying a lead official, having discussions in the area as to how to approach 188 in partnership, and compiling a list of the documents that will support the risk assessment at the next stage.

#### Level 1: Public commitment and prioritised risk-based assessment:

##### What does Level 1 look like ?

The LAA has made a public commitment either through the Nottingham Declaration or an equivalent to managing the risks of climate change. Council leaders and senior management are aware of the commitment and the developing adaptation programme.

The aim at this stage will be to identify those vulnerabilities and opportunities that are significant to the LAA in order to prioritise its adaptation responses. This is likely to be some form of local climate impacts profile or an equivalent process.

The LA/LSP should be able to demonstrate that it has undertaken an impact assessment including both impacts covered by its existing risk management systems (e.g. flood risk plans, community risk registers etc) and the identification of new or emerging risks arising from projected climate changes.

We are aiming for adaptation to be embedded across all services although at this stage we are looking at prioritised assessment. Therefore, the LAA should be able to demonstrate that the vulnerabilities have been identified and these have been communicated to all relevant departmental/service heads.



## TRANSPORTATION MATTERS

**Report By: Director of Regeneration**

### Wards Affected

County-wide

### Purpose

1. To inform Committee about the coordination of transport services including those provided by the voluntary sector.

### Background

2. Public Transport Contracts

The Council has a duty under the Transport Act 1985 to ensure an adequate level of public transport within the county. Approximately 60% of public bus services are provided commercially by bus companies. The Council monitors this network, and changes to it, and secures such additional services as may be necessary to meet its definition of adequacy.

Subsidised bus services are secured with commercial bus operators by competitive tender and contracts are awarded for periods of up to 5 years, the period being limited by legislation.

There are currently 73 contracts with bus companies for the provision of bus services with an annual value in the region of £2M. Subsidised public bus services carried 1.3M passengers in 2007/8 and commercial services contributed a further two million. Subsidised buses covered 2.6M bus/kilometres in service. The average subsidy per passenger journey is £1.53.

Nine bus service contracts, with an annual value of £766,000, are "joint" contracts that cater for both the public service requirement and the needs of home-to-school transport. Approximately 210 transport-entitled students are carried on these contracts each day, representing an annual total of 79,800 journeys at a cost to the Children & Young Persons' Directorate of £159,000 per annum, which is paid to the Regeneration Directorate to offset contract costs, rather than to bus companies. The average cost per pupil per day is £3.98

A "Best Value Review" of transport in 2003 identified no benefits from further integration of the two Directorates' functions.

3. Home-to-School Transport

Home to School transport is provided by the Children and Young Persons' Directorate in furtherance of its duty under the Education Act 1944. Free transport is provided for children up to the age of 16 depending on their age, the school they attend and the distance travelled. Subsidised transport is also provided to children aged 16 to 19 attending post-16 education establishments.

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Further information on the subject of this report is available from  
Steve Burgess, Interim Transportation Manager on 01432 260968

Home to School transport services are secured by a combination of closed contracts secured with commercial bus operators and licensed taxi operators by competitive tender, "joint" contracts with the Regeneration Directorate, by which children travel on subsidised public bus services and by the purchase of season tickets for children to travel on commercial bus and train services.

The Children and Young Persons Directorate provides transport for approximately 6000 pupils and students by means of 218 closed contracts, 9 joint contracts and 8 ticket purchase arrangements. The annual budget for home-to-school transport provision is £5.4 million with an average cost of £4.74 per pupil per day.

#### 4. Social Care Transport

Adult Social Care provides transport for social care clients on the basis of individual need. It operates a fleet of 15 vehicles and contracts for services with commercial bus and taxi operators.

In 2007/8 a total of 350 clients was provided with transport, equivalent to 46,350 journeys per annum, at a cost of £648K per annum, with an average cost of £13.98 per journey.

The council-owned fleet is used in circumstances where it is cost effective to do so.

#### Opportunities for Integration

Joint contracts for education and public service needs are selected on one of two bases:

- a) Where the route of the subsidised public bus service passes, or can reasonably be changed to pass, a school and where buses can run at suitable times to carry transport-entitled children who live on the route.
- b) Where the Regeneration Directorate subsidises one or more off-peak services in rural areas and a suitable home-to-school contract run has been identified that can be combined to make a suitable package for tendering.

Additionally, where the route of a commercially-operated bus service passes a school or college and where buses run at suitable times transport-entitled children can be provided with season tickets to use on the service so as to eliminate the need for a separate vehicle.

The relevant managers in each Directorate are responsible for reviewing contracts and for identifying opportunities for joint working. In 2008/9 to date, one joint contract has been amended to allow the cancellation of a school contract, whilst two joint contracts were discontinued as it appeared that the bus company concerned would be prepared to operate them on a commercial basis. The savings from joint contracts are shared between the two directorates.

#### Barriers to Integration

- a) Where schools are located in areas where no suitable public bus service – commercial or subsidised – exists and where there would be no justification for providing one.
- b) Where the number of children entitled to free transport is such that the buses catering for them are full and there is no room to carry members of the general public.



c) Where there is a mismatch between the vehicle specifications for each type of service. For example, where the public service requires a 25 seat, low-floor wheelchair accessible bus and the school transport requirement is for a 53 seater coach with seat belts.

d) There is a legal requirement for all buses and coaches used for closed home-to-school transport for children aged 16 and under to be fitted with seat belts. When not employed on home-to-school work, the vehicles involved are often used for other work, such as excursions or private hire. This requirement does not apply to buses used on public service runs, but all NEW service buses and all buses used on 80% on Council bus service contracts are required to be wheelchair accessible, which does not apply to school contracts. As the public service bus fleet is replaced, in anticipation of a new legal requirement for 100% accessibility by 2015 the number of vehicles suitable to fulfil all requirements is diminished.

e) There is a certain degree of opposition from parents who have been used to having their children conveyed by closed home-to-school contracts to moving to buses which are open to the general public. This is sometimes expressed in terms of the absence of seat belts on public buses and sometimes in terms of “stranger-danger”. Both issues appear to be problems of perception rather than reality, but can give rise to unfavourable publicity.

### Voluntary Sector

The Regeneration Directorate has entered into Service Level Agreements with seven Community Transport providers throughout the county to provide a basic level of public transport in areas where no public transport exists and for people who are unable to use it.

As currently established, the providers do not have the appropriate licences or permits to operate public bus services and their operations take the form of social car or minibus schemes using volunteer drivers. The scale of the Community Transport providers and their reliance on volunteers make it unlikely that they can expand their operations significantly. Two schemes, in Leominster and Ledbury, do undertake work for Adult Social Care.

### Integration between Public Transport and Adult Social Care Transport

Public bus services, commercial and subsidised, follow fixed routes and timetables and cater for a wide variety of journey purposes. The routes and timetables are based on long-term demand for the service and cannot easily be adapted to meet individual needs.

Adult Social Care transport is provided directly to individuals and attempts to meet individual needs. The possibilities of contract integration were studied as part of the Best Value review in 2003 but were found to be extremely limited for the following reasons:

a) Most Social Care clients require door-to-door, escorted transport from home to their destination and return.

b) Many journeys provided by Social Care for their clients involve journeys to and from Day Centres which are not located on public transport routes.

c) Whilst attempts have been made to identify opportunities for creating integrated contracts whereby one vehicle undertakes social care and public transport journeys as part of a day's work in the way that has proved possible with education transport, this has not proved feasible in practice. The opening hours of Day Centres, the need for door-to-door transport and the collection and delivery of escort staff usually mean that there is insufficient free time within the operating day to provide an attractive bus service as part of the same operation.

d) The Social Care fleet is designed for the provision of specialist services and is not suitable for the operation of public bus services.

e) There is a perception, often shared by the clients themselves, that social care clients need specialist transport provision and are incapable of using public transport, even where accessible buses are provided.

## **RECOMMENDATION**

**That the contents of this report are noted.**

## **BACKGROUND PAPERS**

- None

## **A STRATEGIC APPROACH TO ASSET MANAGEMENT AND ITS POTENTIAL CONTRIBUTION TO THE ACHIEVEMENT OF LONG TERM CARBON REDUCTION TARGETS**

**Report By: HEAD OF ASSET MANAGEMENT & PROPERTY  
SERVICES**

### **Wards Affected**

County-wide

### **Purpose**

1. To advise members of the Environment Scrutiny Committee of the potential contribution that a strategic approach to asset management might make to the achievement of long term carbon reduction targets.

### **Financial Implications**

2. Potential savings are considerable and can be implemented in relatively short to medium term timescales. These savings however will require sustained investment over the long term and a whole organisation commitment to ensure delivery.

Examples of such savings:

North Yorkshire	20,000tCO <sup>2</sup> and £5m over five years.
Cornwall	14,000tCO <sup>2</sup> and £5m over eight years.
Bradford	24,000tCO <sup>2</sup> and £6.4m over five years.
Essex	21,000tCO <sup>2</sup> and £6.5m over five years.

3. There is currently no dedicated resource in council budgets other than those monies provided by Salix loans via the Carbon Trust available to meet the council's target for CO<sup>2</sup> reduction from local authority operations. Any improvements are met from diverting mainstream budgets to schemes that are identified through cyclical maintenance planning. Some schemes however are financed by devolved capital allocations to schools.

### **Background**

4. The pressures upon asset managers to critically evaluate their policies and practices in respect of carbon management have been progressively growing over the period of the last two Government administrations.
  - Kyoto/Burden Sharing Agreement requirement to cut greenhouse gas emissions by 12.5% by 2008-12 vs. 1990 base year.

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Further information on the subject of this report is available from  
Malcolm MacAskill, Head of Asset Management & Property Services on 01432 260227

- National Goal of a 20% CO<sup>2</sup> emission reduction by 2020 vs. 1990 as agreed under the Nottingham Declaration.
  - Energy White Paper ambition for a 60% cut in carbon emissions by 2050, with real progress on this target by 2020.
  - Budget 2008 announced Government's aspiration for all new non domestic buildings to be zero carbon or carbon neutral by 2019.
  - The Chancellor has also announced his ambition for all new public service buildings to be zero carbon from 2018.
  - 16 October 2008 the Energy and Climate Change Secretary committed the UK to cutting greenhouse gas emissions by 80% on 1990 levels by 2050 as a major contribution to a global deal on climate change.
5. These ambitions and commitments have been translated into a number of Government measures which impact upon how local Authorities conduct their business in respect of the management of their property assets. These include:
- Energy Performance of Buildings Directive 2002/91/EC which came into force on 4 January 2003. This introduced the legal requirement to produce Display Energy Certificates (DECs) and Energy Performance Certificates (EPCs).
  - Building Regulations – as part of an increasing focus on ensuring sustainable developments, energy efficiency requirements were introduced in 2005. In April 2006, Part L (fuel and power regulations) was amended to raise performance. There is anticipation that these will be reviewed every five years and incrementally updated.
  - Planning – PPS 22 was issued in 2004 allowing Authorities to mandate on site renewable energy production (typically 10%) as a condition of development.
  - National Indicators 2008 – NI 185: CO<sup>2</sup> reduction from Local Authority Operations and NI 186: per capita reduction in CO<sup>2</sup> emissions in the Local Authority area.
  - As part of the new Comprehensive Area Assessment framework (2008) the Key Lines of Enquiry (KLOEs), for the Management of Other Resources (natural resources), new criteria were introduced in the Organisational Use of Resources at levels 2 and 3. Level 2 criteria states – “The organisation is developing a strategic approach to reducing the organisation's impact on the environment including energy, fuel, water and raw materials; reducing waste, recycling etc.; reducing its greenhouse gas emissions; and increasing biodiversity. The organisation is identifying the significant environmental risks it faces, such as potential future changes in climate, and developing plans with key partners to mitigate and manage them.” Level 3 criteria states – “The organisation is improving the performance of its assets to provide buildings that mitigate adverse impacts on the environment and prepare for climate change”.
  - Carbon Reduction Commitment (CRC) – CRC is a cap and trade scheme, which will incentivise significant carbon abatement in non energy intensive sectors, delivering bottom line financial benefits. The council is likely to be entering this scheme, which provides another financial driver for carbon efficiencies as those performing below average will have to buy carbon credits.

Appendix 1 provides a list of some of the schemes we have managed which demonstrate our commitment to meeting these targets.

6. As an organisation there are six areas where local authorities can take action to reduce carbon emissions, namely new buildings, energy, procurement, water, waste and travel.
7. The above areas translate into a number of key themes:
  - Property and Asset Management playing a major part.
  - Measuring and monitoring – at the outset to provide a baseline and throughout a planned programme.
  - Whole life appraisal approach to include building specifications which use the Building Research Establishment Environmental Assessment Method (BREEAM) to set standards for new build and large scale adaptations e.g. the integrated back office solution.
  - Awareness/behaviour change. Good house-keeping education/training.
  - Other areas for property to have an impact – rationalisation/relocation/co-location can reduce reliance on transport.
  - Collaborative working.
8. Buildings have a major environmental impact:
  - Design of building.
  - Building systems.
  - Building users.
  - Nature of what takes place in the building or what it is used for.
9. New developments need a strategic whole life approach.
  - Construction.
  - Operation.
  - Re-use.
  - Demolition.

This presents a challenge to traditional financial thinking as it inevitably requires integrating capital and revenue budgets. The Carbon Trust have estimated that the approximate cost implications of low carbon buildings mean a marginally higher capital cost of approximately 3% but this cost can be significantly offset many times if a whole life approach is adopted.
10. The challenges of existing properties include:
  - Refurbishment and adaptation for new uses.

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Further information on the subject of this report is available from  
Malcolm MacAskill, Head of Asset Management & Property Services on 01432 260227

- Retrofitting of new technologies – e.g. swimming pools and sports halls.
  - Ownership and control – who's CO<sup>2</sup> is it? Currently energy costs are largely picked up by the Resources Directorate for corporate buildings. There are no financial incentives for occupying services to manage carbon emissions/energy use
11. The main consumers of energy in local authority buildings are –
- Motors and drives i.e. pumps on the boiler systems
  - Ventilation.
  - Boilers.
  - Space heating.
  - Lighting.
  - Hot water.
  - Air conditioning.
  - Office equipment including ICT.
12. Many of these major infrastructure asset consumers may have their impact mitigated by various types of renewable energy which include:
- Biomass.
  - Ground source heat pumps.
  - Air and water source heat pumps.
  - Wind turbines.
  - Solar photovoltaic cells (solar panels).
  - Voltage power optimisation.
  - Ventilation strategies.
13. In conclusion there are a number of messages that need to be endorsed and embedded within the whole organisation
- Properties do matter.
  - Significant savings and benefits can be achieved but only if sufficient and sustained investment is programmed over a long period of at least a decade.
  - Need to commit to mitigation and adaptation of assets.
  - Secure integration of technical and behavioural elements.
  - Needs to be led from the top

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- Don't wait for the big solution – small things add up.
- Think strategic.

#### 14. Managing reductions over the next decade

In order to meet the council's current carbon reduction targets (which are may well be raised) the Council need to reduce energy emissions by 1.25% per year for the next 11 years.

This means saving 180 tonnes per year across the Council's operations.

#### 15. In order to promote the use of sustainable materials and procedures the council and its partners work to the following standards:

##### Building Construction/Maintenance

- Use of reclaimed bricks, aggregate and concrete wherever possible.
- Use of FSC woods
- Use of Permeable paving
- Actively encourage the use of water based paints
- Use of insulating materials of low thermal conductivity

##### Mechanical/Electrical Equipment

- Installation of modular boilers
- Installation of low energy lighting (compact fluorescent units)
- Use of variable speed drives on all rotating equipment wherever appropriate

##### Energy Efficiency

- Selection of low carbon fuels as appropriate considering location of site etc.
- Use of time switches and PIR controls for lighting wherever appropriate.
- Installation of plant monitoring systems (BMS) where possible to enable central active management of energy use.
- Installation of PowerPerfectors on larger sites- can reduce use by up to 10% where continuous running times are a feature.

## RECOMMENDATION

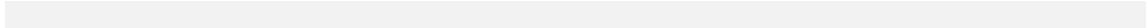
**THAT;**

- (a) **The report be noted.**
- (b) **Members consider the content and messages from the report in relation to future policy around asset management, Building Schools for the Future, accommodation and service planning, capital allocation policy, service co-location opportunities and collaborative working across the public sector.**

## BACKGROUND PAPERS

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Further information on the subject of this report is available from  
Malcolm MacAskill, Head of Asset Management & Property Services on 01432 260227

- All things carbon – CIPFA Property 2008.
  - Local Authority Carbon Management Programmes – Carbon Trust 2008.
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Further information on the subject of this report is available from  
Malcolm MacAskill, Head of Asset Management & Property Services on 01432 260227



## APPENDIX A

**ESTIMATED CO2 EMISSIONS FROM COUNCIL BUILDINGS****DATA**

The emissions calculations in this report are based on the data obtained from Accounts of the cost of services charged to the various cost centres for the financial year 2007/2008. The data for the Halo sites was obtained from the information gathered for the preparation of the DEC requirements for a 12 month period from October 2007 to September 2008.

**EXCLUSIONS**

This set excluded emissions from those properties that were owned/operational in 2007/008 but are not owned/operational now.(e.g. Brilley Primary School, LEA Pool etc). The energy used by, Countryside sites, Public Toilets, Landfill gas burning, Street Lighting, Car Parks and Travellers sites has also been omitted from this calculation.

**BASIS OF CALCULATION**

The energy consumption for each cost centre was calculated by taking the costs for each utility for that centre and dividing by the average cost of the utility during the period. Since the cost of each utility includes a fixed meter charge and may include a climate change levy charge this simple approach will tend to overstate our energy consumption and hence our carbon emissions.

Utility unit costs are based on the load taken by the site in question and there can be up to six differing charges per utility. The average cost of each utility is based on a view taken on the WMS charges. Again this will tend to overstate the consumption as sites purchasing energy outside WMS will usually be paying a higher unit cost.

Standard energy to co2 conversion factors have been used.

In order to provide a meaningful comparison across years the co2 emissions calculations should take into account the variation in energy usage due to changes in ambient temperature. This is accomplished by the use of Degree days, a measure of how many days the ambient temperature was below the standard temperature. Thus the number of Degree days in 2007/2008 was 2077 against the standard of 2462. Thus the actual co2 emissions from heating fuels will be increased by the factor  $2462/2077$ , an increase of 18.5%.

**RESULTS**

The estimated actual CO2 emissions from council property amount to 13,300 tonnes and when corrected to a standard degree day year the figure rises to **14,500** tonnes per annum.

## SCHEMES

Below are a list of some of the schemes we have managed which demonstrate our commitment to meeting carbon reduction targets:

- Specification of building materials from renewable sources for minor and major building works.
- Installation of grey water systems in new build establishments to store and re-use rainwater.
- Support to the community buildings programme to ensure that design and procurement are of a sustainable nature.
- Supporting the Eco-Schools initiative by providing advice and effecting improvements through devolved and other capital schemes.
- Advisory support to the community commons project.
- In house design and project management of eco-classroom for Lady Hawkins High School, Kington.
- Procuring local produce for school meals thereby reducing "food miles".
- Encouraging tenants of council owned farms to adopt biodiversity practices and engage in environmental stewardship initiatives.
- Supporting Halo to invest in energy saving initiatives via Salix fund investment.
- Reducing waste by supporting the GEM programme and offering training via the officer in charge network.
- The installation of a Trend Boiler Management system to 68 council properties.
- Installing power perfectors to the electrical mains on the larger sites which potentially reduces electricity consumption by up to 10%.
- The installation of more energy efficient light fittings and controls.
- Flat re-roofing schemes including considerably improved levels of insulation.
- Replacement of curtain walling systems with double glazed units, reduced areas of glazing and insulated panels.
- The use of bio-mass heating installations at a county High and Primary school sites. Also the considerable use of bio-mass on a number of major schemes for which feasibility work is being undertaken at present.
- The installation of more efficient flaming systems at a disused waste pipe that converts methane to CO<sup>2</sup> and water.
- The more efficient use of school transport planning resulting in the reduction of bus miles.

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Further information on the subject of this report is available from  
Malcolm MacAskill, Head of Asset Management & Property Services on 01432 260227

- Better controls on ventilation systems including variable speed controls and better zoning.
- The installation of a CHP plant at a leisure centre and the undertaking of a feasibility study to install one at a major building complex consisting of a school, leisure centre, swimming pool and hospital at Leominster.
- The installation of solar and photo-voltaic cells at a high school and primary school.
- The erection of wind turbines at a high school and four primary schools.

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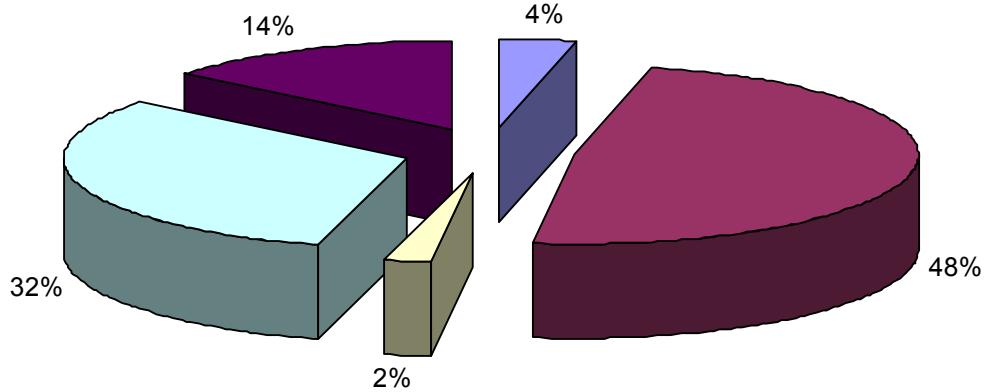
Further information on the subject of this report is available from  
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## Herefordshire Council

### Annual Building CO2 Emissions - tonnes

	Oil	Gas	Electricity	Solid Fuel	Lpg Bottled	Total by Directorate	% by Directorate	Degree Day Standardised	% by Directorate
CO2 kg per kWh	0.25	0.19	0.52	0.00	0.19				
Adult Services	0.09	225.72	267.81	0.00	0.64	494.26	3.72%	536	3.7%
Children & Young People (includes schools)	675.85	2,067.54	3,725.84	0.00	0.64	6,469.87	48.66%	6979	48.1%
Deputy Chief Exec Directorate	0.00	30.69	303.88	0.00	0.00	334.57	2.52%	340	2.3%
Environment & Culture (includes Halo sites)	0.00	3,139.90	875.90	0.00	0.00	4,015.80	30.20%	4598	31.7%
Joint Funding - Revenue	3.09	0.00	17.31	0.00	0.00	20.40	0.15%	21	0.1%
Regeneration	0.00	0.88	-1.64	0.00	0.00	-0.76	-0.01%	-1	0.0%
Resources (includes most corporate buildings)	0.00	385.89	1,576.15	0.00	0.00	1,962.05	14.76%	2034	14.0%
<b>Total</b>	<b>679.04</b>	<b>5,850.61</b>	<b>6,765.27</b>	<b>0.00</b>	<b>1.28</b>	<b>13,296.19</b>	<b>100.00%</b>	<b>14507</b>	

**Herefordshire Council Buildings  
Estimated % Annual Building CO2 Emissions by Directorate  
Standardised by Degree Day**



Please note: This chart excludes Joint Funding and Regeneration for clarity

- Adult Services
- Children & Young People
- Deputy Chief Exec Directorate
- Environment & Culture (includes Halo sites)
- Resources

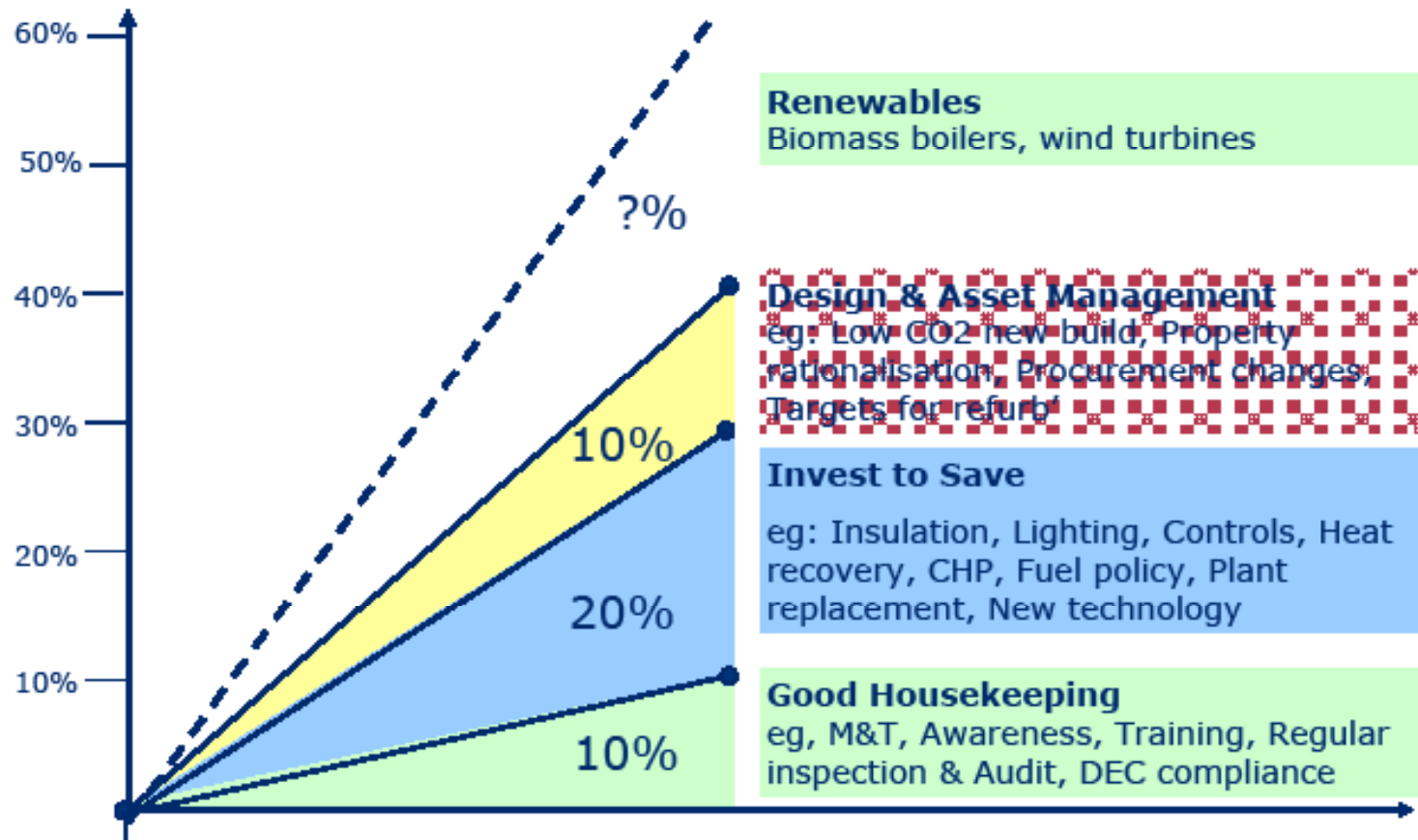


## **Top 10 Projects – No surprises**

- 1.) Heating controls & zoning**
- 2.) Lighting upgrade & controls**
- 3.) Voltage optimisation**
- 4.) Server virtualisation / rationalisation**
- 5.) Printer rationalisation**
- 6.) Variable speed drives**
- 7.) Cavity & loft insulation**
- 8.) Waste management & recycling**
- 9.) Fleet management & alternative fuel cars**
- 10.) Procurement policy; equipment & new build**

**Staff engagement campaigns / monitoring**

# How can targets be met?







## ENVIRONMENT SCRUTINY COMMITTEE WORK PROGRAMME

Report By: Assistant Chief Executive - Legal and Democratic

### Wards Affected

County-wide

### Purpose

- 1 To consider the Committee work programme.

### Financial Implications

- 2 None

### Background

- 3 In accordance with the Scrutiny Improvement Plan a report on the Committee's current Work Programme will be made to each of the scheduled quarterly meetings of this Scrutiny Committee. A copy of the suggested Work Programme is attached at appendix 1.
- 4 The programme may be modified by the Chairman following consultation with the Vice-Chairman and the relevant Director in response to changing circumstances.
- 5 A number of other possible issues for consideration have been logged and depending on the Committee's future instruction may be added to the programme as it is further developed. The issues are listed at the foot of the programme.
- 6 Should any urgent, prominent or high profile issue arise, the Chairman may consider calling an additional meeting to consider that issue.
- 7 Should Members become aware of any issues they consider may be added to the scrutiny programme they should contact either the Director of Environment and Culture, the Director of Regeneration or the Democratic Services Officer to log the issue so that it may be taken into consideration when planning future agendas or when revising the work programme.

### RECOMMENDATION

**THAT subject to any comment or issues raised by the Committee the Committee work programme be approved and reported to Strategic Monitoring Committee.**

#### BACKGROUND PAPERS

- None identified.



**ENVIRONMENT SCRUTINY COMMITTEE WORK PROGRAMME**  
for consideration by Committee on 2nd April 2009

<b>9.30am Monday 23 March 2009</b>	
Agenda items	<ul style="list-style-type: none"> <li>• County-Wide Speed Limit restrictions</li> <li>• Revenue Monitoring - Planning Services overspend on legal and Consultancy costs</li> <li>• Flooding of roads and properties in Herefordshire – various aspects.</li> <li>• Waste Disposal PFI - Update</li> <li>• Service Delivery Review – update.</li> <li>• Capital Budget Monitoring</li> <li>• Revenue Budget Monitoring.</li> <li>• Report on Performance Indicators.</li> <li>• Committee Work Programme.</li> </ul>
Reviews underway	<ul style="list-style-type: none"> <li>•</li> </ul>
	<ul style="list-style-type: none"> <li>•</li> </ul>
<b>20 April 2009 at 2.00pm</b>	
	<ul style="list-style-type: none"> <li>• The findings of the On-Street Parking Review.</li> <li>• The findings of the Planning Services Review.</li> <li>• Clean Streets – to consider performance against targets.**</li> </ul>
	<ul style="list-style-type: none"> <li>•</li> </ul>
<b>8 June 2009</b>	
Agenda items	<ul style="list-style-type: none"> <li>• Reducing Energy Consumption – Street Lighting – Update</li> <li>• Capital Budget Monitoring</li> <li>• Revenue Budget Monitoring.</li> <li>• Report on Performance Indicators.</li> <li>• Committee Work Programme.</li> </ul>
Reviews underway	<ul style="list-style-type: none"> <li>•</li> </ul>
<b>14 Sept 2009</b>	
Agenda items	<ul style="list-style-type: none"> <li>• Good Environmental Management (GEM) – End of year report.</li> <li>• Capital Budget Monitoring</li> <li>• Revenue Budget Monitoring.</li> <li>• Report on Performance Indicators.</li> <li>• Committee Work Programme.</li> </ul>
Reviews underway	<ul style="list-style-type: none"> <li>•</li> </ul>

<b>23 Nov 2009</b>	
Agenda items	<ul style="list-style-type: none"> <li>• Capital Budget Monitoring</li> <li>• Revenue Budget Monitoring.</li> <li>• Report on Performance Indicators.</li> <li>• Committee Work Programme.</li> </ul>
Reviews underway	<ul style="list-style-type: none"> <li>•</li> </ul>

Items for consideration as the programme is further developed:

- The effect on Herefordshire of changes to the Single Farm Payments system (e.g. hedge cutting, drainage ditch clearance)
- Any specific issues arising from Council Strategies or Plans.
- Contribute to policy development of LTP3.
- Consideration of revised/reviewed Flood Defence Policy.
- Safety on the A49 and A465 trunk roads – the Director will update the Committee as appropriate.

\*\*It was suggested at Strategic Monitoring Committee on 16 February that an item be considered by this Committee on Clean Streets namely the cleaning targets and enforcement. The Chairman has considered the work programme and decided to add the item to the agenda for 20th April 2009.