

Collective Leadership for a Low Carbon Economy



March 2011

FOREWORD

Cllr John Calway, Chair of the West of England Partnership

From its beginnings in 2004 the Partnership has been concerned to address the challenge of making the West of England more sustainable and has been pursuing action to reduce carbon emissions and adapt to climate change.

Since 2004 this challenge has become more pressing and we have welcomed the opportunity to collaborate with Forum for the Future to reassess our planned actions to ensure that the Partnership, within the scope of its agreed functions, is providing the appropriate leadership in tackling these very difficult issues.



The Partnership's main areas of activity have been:

- Planning, housing and infrastructure
- Strategic transport planning
- Joint work to minimise waste and maximise recycling
- Skills and competitiveness.

The Partnership has sought to ensure that its strategies and plans provide for appropriate action to preserve and enhance our environment and to adapt to climate change.

Jonathon Porritt, Founder Director, Forum for the Future

Our world is looking for leadership.

The dilemmas we face are grave. A perfect storm of growing energy, food and water and demands from an increasing population, against a backdrop of accelerating climate change. We urgently need to find new ways of living prosperously within the Earth's finite resources.



The UK has passed the world's first long-term, legally binding legislation to tackle climate change. The Climate Change Act 2008 sets a legally binding target of at least an 80% cut in greenhouse gas emissions by 2050, and a reduction in emissions of at least 34% by 2020 (against a 1990 baseline). It also confers specific responsibilities on our Councils to adapt for the effects of climate change.

The West of England is a leading environmental technology centre, and Bristol aspires to be the UK's 'Green Capital'. The Partnership area is home to over 300 world-class companies in renewable energy, waste management, recycling, energy control, sustainable transport, environmental consultancy and specialist services.

The West of England Partnership and the area's new Local Enterprise Partnership (LEP) are well placed to provide leadership with an over-arching narrative for a prosperous low carbon future that provides the strategic drivers required to get there, making the connections between global systems and national policy to our Councils and each one of us.

Much of the work will of course fall to the four local Councils who make up the West of England, but the over-arching role of the Partnership and the LEP will be crucial to success in the common leadership needed between all four to create prosperous communities with good transport and growing green jobs.

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1. INTRODUCTION

1.1 Our homes, transport and businesses account for the majority of carbon emissions in the West of England. There is a well-documented need to reduce emissions to play our part in limiting the extent of dangerous climate change ('climate change mitigation') and to improve our resilience to decreasing fuel security and energy price rises (targets set nationally through the Climate Change Act 2008 require an 80% cut in greenhouse gas emissions by 2050 and a 34% cut in CO₂ emissions by 2020 against 1990 baselines). This reduction can be achieved by decreasing the energy intensity of our activities and by developing renewable and low carbon energy to meet our energy needs.

1.2 In addition, the legacy of past greenhouse gas emissions is expected to result in progressively warmer, wetter winters, hotter, drier summers and more extreme weather events, and we need to adapt to these changes.

1.3 The transition to a low carbon and resilient future provides significant economic opportunities which have the potential to play a key role in the economic recovery, resilience,

competitive advantage and marketability of the West of England economy.

1.4 This report sets out existing activities and initial Action Plans to guide activities at the West of England level which aim to:

- Decrease the energy intensity of the domestic, transport and business sectors
- Accelerate the development of renewable and decentralised energy infrastructure
- Stimulate growth in the Low Carbon and Environmental Goods and Services (LCEGS) Sector.

1.5 The Action Plans are supported by the West of England Partnership, as well as providing a key early reference document for the new LEP.

2. OUR COLLECTIVE VISION

2.1 The West of England Partnership brings together the area's four local Councils – Bath & North East Somerset, Bristol City, South Gloucestershire and North Somerset – to tackle joint cross boundary issues like the economic, spatial, infrastructure and transport planning.

2.2 The Partnership has long reflected the common ambitions of all four Councils for the area to be low carbon economy leader. The West of England's vision for 2026 states: 'In 2026 the area will have ... success secured in ways that are energy efficient, protect air quality, minimize and manage waste... A carbon





neutral sub-regional economy that has reduced household, transport and commercial energy consumption, increased renewable energy generation and adapted to climate change and rising sea levels.'

2.3 Tackling climate change is a key part of the West of England's Multi Area Agreement (MAA), including commitments to:

- Provide support and co-ordinate activity to achieve low and zero carbon new development by 2016 (housing) and 2019 (non domestic sector)
- Stimulate the increased installation of renewable energy technologies
- Bid for investment for schemes that support carbon reductions and demand management from local multi-modal transport
- Embed long term carbon management and resource efficiency in business planning and investment and economic development
- Comprehensively assess the risks and opportunities of changes in our climate and respond to priority issues such as flood risk.

2.4 One pressing action for the West of England is to promote a strong vision in the emerging LEP to support the area becoming the UK's leading low carbon economic centre.

3. OUR COLLECTIVE ACTION

3.1 This section sets out existing activities being progressed in the West of England to address the challenges and opportunities of climate change – in relation to spatial planning, housing, sustainable transport, decarbonising economic activities and developing the Low Carbon Environmental Goods and Services sector (LCEGS).

3.2 The following documents, which all support the aim of addressing the challenge provided by climate change, give the policy context for action by the Partnership and its members authorities:

- Joint Local Transport Plan
- Joint Waste Core Strategy
- Joint Supplementary Planning Document
- Development and Infrastructure Investment Plan
- Local Economic Assessment for the Partnership area
- Multi-Area Agreement.

3.3 This report focuses on actions which are currently the responsibility of the West of England Partnership. There is also other joint work carried out in support of the low carbon economy by the four authorities; an example is included in the Annex.

Planning for prosperous communities

3.4 Spatial planning has a pivotal role to play in tackling climate change through:

- addressing the energy needs of communities and reducing their greenhouse gas emissions by ensuring new development is energy efficient and incorporates renewable and decentralised energy
- strategic planning for decentralised energy infrastructure
- helping ensure people and property will not be vulnerable to risks arising from a changing climate in the future
- providing appropriate sites / premises for the LCEGS sector.
- The four local authorities are leading on tackling climate change at the West of England level in the following areas:
- Integrating climate change adaptation and mitigation policies into core strategies and other policy guidance including supplementary planning documents;
- Gathering evidence on issues such as flooding, energy, biodiversity, employment, housing and waste, to underpin strategies and policies;
- Setting high standards and targets for sustainable development in masterplans and design codes;
- Supporting the development of renewable and low carbon energy



infrastructure, including identifying appropriate sites;

- Promoting green building designs and carbon reduction technologies as part of new development;
- Managing development proposals to minimise their impact on the environment and maximise their contribution towards sustainable development;
- Coordinating investment in the delivery of housing, jobs and infrastructure to maximise energy efficiency and use of decentralised energy;
- Working in partnership with the development industry, statutory bodies and utilities to create the right conditions for supporting sustainable growth in the green economy;
- Monitoring climate change indicators and targets and analysing trends to feed into policy revisions.

3.5 Through a Joint Supplementary Planning Document (JSPD) the Partnership is promoting a positive and flexible delivery framework to encourage development at the most

sustainable locations. It will support the delivery of the Councils' Core Strategies and direct investment in infrastructure in order to maximise growth in homes and jobs at priority locations, such as south Bristol. The document will also explain why ad-hoc or piecemeal development does not contribute to the specific vision and leads to low quality environments.

- 3.6 The Partnership is finalising a joint Green Infrastructure Strategy. Through this the Partnership is developing a cohesive vision and principles to promote and support Core Strategies in maintaining, as resources permit, multi-purpose networks of green space, particularly where there is currently limited access to natural green space or where connectivity between these places is poor. It will also seek to integrate green infrastructure provision within existing and new development, particularly within

major development and regeneration areas.

- 3.7 The West of England's Delivery and Infrastructure Investment Plan, agreed with Government, includes reducing the impacts of climate change and safeguarding and enhancing the natural environment amongst its objectives.

Delivering sustainable transport

- 3.8 In 2008, vehicles on the West of England's motorways and local roads represented 32% of CO2 emissions in the Partnership area compared to 26% nationally. The West of England Partnership has a key role in the delivery of low carbon and resilient transport infrastructure in the West of England area. A low carbon and resilient transport system will be integral to the future economic buoyancy of the West of England.



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- 3.9 The West of England has made significant progress in providing and promoting alternatives to the car, and planning for provision of an improved public transport network. The West of England's Joint Local Transport Plan 3 (JLTP3) is based around five key transport goals, including the reduction of carbon emissions and the improvement of quality of life and a healthy natural environment.
- 3.10 The JLTP3 chapter on carbon reduction looks at ways to reduce greenhouse gas emissions by focusing on the provision of improvements to sustainable transport modes, promotion of lower carbon travel choices, providing alternatives to the car, influencing travel behaviour and managing demand.
- 3.11 In Low Carbon transport: A greener future (DfT July 2009), the national strategy is to achieve a 14% decrease in road transport emissions between 2008 and 2022 through:
- Market mechanisms such as taxes and duty (action mainly by Government);
 - New technologies and alternative fuels (focus on EU vehicle standards and Government action); and
 - Promoting lower carbon travel choices.
- 3.12 Modelling undertaken as part of the West of England DaSTS (Delivering a Sustainable Transport System) study (May 2010) predicted a 16% reduction in CO2 emissions from local road traffic (excluding motorway traffic) in the West of England urban area by 2020 from a 2006 base. This prediction was based on the implementation of the proposed major transport schemes, 'smarter choices', fleet measures and national forecasts and measures, as well as new transport movements arising from predicted housing and employment growth. In addition to the joint work, Bristol City Council has adopted a local target of 40% reduction of CO2 emissions from 2005 to 2020.
- 3.13 JLTP3 has been approved, but with current uncertainty over funding it has been agreed to undertake a refresh in Autumn 2011, together with the production of a 3 year Delivery Plan including indicators/targets.
- 3.14 Recent consultation on the draft Joint Local Transport Plan 3 (JLTP3) resulted in over 4,500 responses. Although the largest group (41%) wanted a focus on supporting economic growth in the first 3 years of the Plan, when asked what was most important for the future, the largest group (31%) said reduce carbon emissions. When asked where they thought investment should be focused, the largest response (27%) was for public transport.
- 3.15 Each of the four councils is acting to adapt to the impact of climate changes by increasing the transport network's resilience to extreme weather events and seasonal changes.

Decarbonising economic activity and creating green jobs

3.16 It is important to distinguish between:

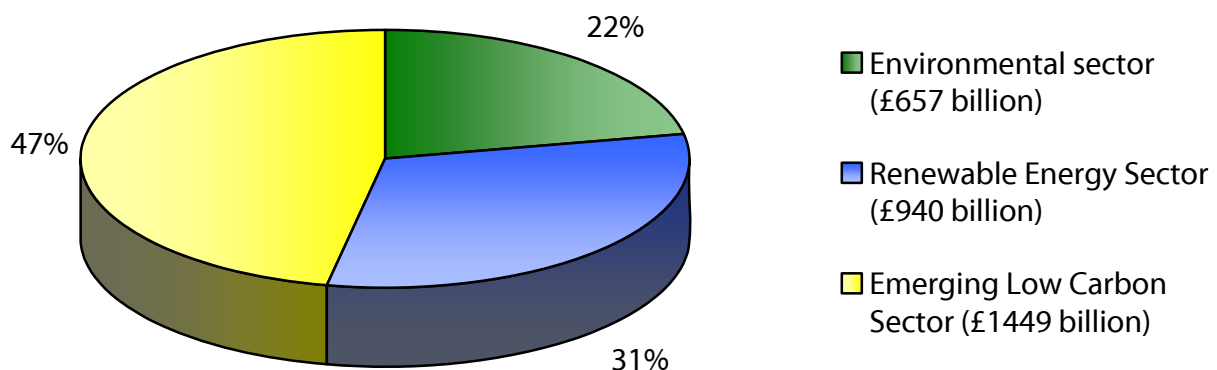
- Decarbonisation of existing economic activity in the West of England to increase its competitive advantage and resilience; and
- Growing technologies and services in the West of England which will benefit from the low carbon transition.

3.17 Nonetheless these two aspects are related and the West of England Partnership, and LEP and other organisations can play a key role in coordinating activities to develop local supply chains and skills corresponding to the demand for technologies and services created by decarbonisation of existing economic activities. Delivering the low carbon transition represents the biggest business opportunity of the 21st century. The Government's analysis of the Low Carbon and Environmental Goods and Services industry in 2009 is as follows:

3.18 Major global businesses are now investing heavily in this market, and economic development competition from other areas around the UK is fierce. An important question for the West of England is whether there is the vision and commitment in the area to succeed in becoming the UK's leading low carbon economic centre.

3.19 Bristol City Council is already promoting and acting on the vision of a world class digital infrastructure, emphasising better use of communications technology and greener business practices.

3.20 The Partnership is working with further and higher education partners to promote new qualifications and training opportunities, seeking ways to support skills development within SMEs in our area's vibrant and growing Environmental Technologies sector.



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4. OUR COLLECTIVE NEXT STEPS – TURNING WORDS INTO DEEDS

Planning for prosperous communities

4.1 This section of the report sets out proposed next steps at the West of England level to achieve a low carbon and resilient future with a thriving Low Carbon Environmental Goods and Services Sector.

4.2 Work at the West of England level adds value to spatial planning work being undertaken by the unitary authorities, demonstrating where there is potential for and facilitating strategic and joint work.

Measures	Examples of actions	Outcomes	Timescale
Joint Waste Core Strategy			
Provide a sound spatial strategy for the Partnership Area	<ul style="list-style-type: none"> • Public consultation and engagement • Sustainability • Appraisal of options • Gathering evidence to underpin the policies • Monitoring indicators and targets and analysing trends to feed into policy revisions 	<ul style="list-style-type: none"> • Ensuring that the West of England is resource efficient with waste generation minimised and operating a sustainable waste management infrastructure • Prevent waste generation • Recycle 50% of all waste by 2020 • Recovering value from waste by energy generation • Reducing reliance on landfill (and generation 	Apply the Core Strategy over the plan period 2010-2026
Joint Supplementary Planning Document (JSPD)			
Support delivery of core strategies by directing investment in infrastructure and phasing development towards priority locations	Reinforce principles which underpin sustainable development	<ul style="list-style-type: none"> • A balanced and sustainable pattern of development with growth focussed on urban areas and the green belt protected • Value of investment in infrastructure is maximised • Development occurs in most sustainable locations • Greater certainty and consistency in the handling of large scale proposals • Improved collaborative working with development industry 	Apply the JSPD over the plan period 2010-2026
Promotes balanced communities and sustainable travel patterns across the Partnership area			

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Measures	Examples of actions	Outcomes	Timescale
Delivery and Infrastructure Investment Plan			
Work with the development industry and business to prioritise investment	Utilise UA, HCA and RDA assets to enable development	Sustainable growth in new homes and jobs supported Direct value in new housing products within area	Current Plan 2010 - 2015
Green Infrastructure (GI) Framework			
Develop a cohesive vision and framework for cross boundary working	Identify a strategic West of England wide GI network	Support Core Strategies in maintaining and enhancing strategic GI Support collaborative working between partners Maximise the benefits of potential GI funding opportunities.	Apply the Framework over the period 2010 – 2026, in line with Core Strategies
Local Economic Assessment			
Carry out an economic assessment for the Partnership area	Defining a low carbon and resilient economy for the West of England	A strategic approach to delivering a low carbon economy Embed long term carbon management and resource efficiency in business planning and investment and economic development	Evidence base at 2011 to inform, subject to periodic review, priorities
Work with government and its agencies			
Work with: Environment Agency Highways Agency Natural England Developers DEFRA	Plans for delivery of infrastructure as part of new development Generate a common evidence base to support delivery	Delivery of infrastructure as part of new developments Working in cross-sector partnerships to address major sustainability issues and showcase best practice solutions	As set out in Memorandum of Understanding and Action Plans

Delivering Sustainable Transport

4.3 Work at the West of England level will be critical in ensuring that the JLTP3 fulfils its role in promoting sustainable travel patterns, reducing emissions from transport and creating a resilient and adaptable transport system. With an area as diverse as the West of England the approach will vary between major urban area, town and rural community.

4.4 We can learn from the best initiatives in other areas around the world to improve sustainable transport modes and further influence travel behaviour.

4.5 The Joint Local Transport Plan 3 sets out the Partnership's vision and strategy for the area's transport network up to 2026. The table below shows this in more detail.

Measures	Examples of actions	Outcomes	Timescale
Provide alternatives to the car			
Increase walking & cycling	Promotion of cycling and walking		Ongoing
	Implement Rights of Way Improvement Plans	Increase in walking and cycling as alternatives to use of the car, resulting in reduced congestion and emissions	Next plan: 2011-2016
	Local Sustainable Transport Fund Bid		2011 - 2015
	Cycling City		By spring 2011
	Bath Public Realm & Movement Strategy		Strategy approved 2010
Improve public transport	Introduce Bus Quality Partnership Schemes		<ul style="list-style-type: none"> Improved bus services, leading to increase in bus journeys 10% increase in bus patronage
Improve public transport	Deliver rapid transport network	<ul style="list-style-type: none"> Connecting people and jobs Further significant reduction in car dependency 	Bid in September 2011, ongoing
	Work with the rail industry through MOU/Action Plan to increase capacity and improve services and access to stations	Greater use of rail for journeys, rather than the car	Ongoing

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Measures	Examples of actions	Outcomes	Timescale
Integrate travel modes	Interchanges linking up bus, rail, cycling, walking and car trips	<ul style="list-style-type: none"> Easier transfer between transport modes Promotion of public transport and reduction of car dependency 	Up to 2026
	Increase the provision of Park and Ride services	Reduced congestion/emissions on urban roads	Ongoing
Influence travel behaviour			
Smarter choices campaigns: Continue to work with businesses, the health sector, schools, FE & HE to help them to reduce their vehicle trips	Introduce smart travel card and integrated ticketing	Increased use of public transport and other alternatives to the car, resulting in reductions in emissions and congestion and speeded-up journey times	2012 (smartcard)
	Workplace, school and personalised travel plans		Ongoing
Encouraging use of more efficient vehicles	<ul style="list-style-type: none"> Car clubs Car sharing Electric and hydrogen charging points Lower carbon freight vehicles and buses Explore options for hydrogen powered public transport 	Reduced emissions	Ongoing
Measures to reduce the impact of freight transportation	Freight consolidation schemes for Bristol and Bath	Reduced emissions and congestion	By 2011
	Encourage transfer of freight from road to rail		Up to 2026
Measures to reduce emissions	Encourage eco-driving by all road users, eg by targeted training for freight drivers and bus drivers	Reduced emissions	Ongoing

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Measures	Examples of actions	Outcomes	Timescale
Manage demand			
Parking controls and management, and changes to the road network	<ul style="list-style-type: none"> • Use pricing of parking to influence travel • Introduce residents parking schemes • Make Park and Ride services more attractive • 20mph limits in residential areas 	Discourage car travel in urban areas, resulting in reduced congestion and emissions; encourage cycling and walking,	Ongoing
Exploring other demand management options	Considering workplace parking levy, initially in Bristol	Discourage car use, resulting in reduced congestions and emissions	Ongoing
Improved digital infrastructure	Introduction of high-speed broadband to enable increased home working and increased tele/video/web-conferencing	Reduce the need to travel, resulting in reduced congestion and emissions	Ongoing
Adapt to climate change			
Manage and reduce vulnerability of the transport infrastructure to weather and climate	Identify areas of transport network most vulnerable to extreme weather and develop a programme of measures to manage and reduce this vulnerability	Transport infrastructure better able to cope with adverse weather conditions, eg floods	Continue to develop these actions up to 2026

4.6 Work on the provision and promotion of additional sustainable choices and demand management will continue beyond the JLTP3 period, i.e. beyond 2026.

4.7 As we have noted above, our transport infrastructure is vulnerable to flooding and increased storms, and this will increase over time. The JLTP3 provides a key opportunity to reduce this vulnerability and ensure that investment is made on a sound basis. To do this the Partnership will need to coordinate the work of the Councils to assess the vulnerability of the existing and proposed transport infrastructure and identify measures to manage and reduce vulnerability.

Decarbonising economic activity and creating green jobs

4.8 As resources for investment in skills are likely to be very limited in the immediate future, it will be important to focus on the unique jobs growth opportunities which this Partnership area can deliver. All regions will be capable of growing employment in the low carbon economy. The drive to reduce energy costs and stimulate people and businesses to develop their own energy generation capacity will ensure that this forms part of the agenda of all LEAs. This region has the potential to develop a major cluster of businesses which serve and exploit this new market, from specialist consultancies to niche manufacturers.

4.9 It will be important in this context to promote the Partnership area as a low carbon business leader in the UK, as the area of choice for businesses looking to invest in a clean low carbon environment and enjoy an

enviable life-style. Bristol and Bath represent a formidable brand in terms of attracting green businesses. There is an urgent need to develop positioning USP statements to highlight this area's strengths to feed into sector and promotional work.

4.10 With approximately 480,000 homes across the West of England, we need to develop a substantial skills training programme for housing retrofit and microgeneration installation training and assessing the energy efficiency/carbon emissions of existing buildings. The package of training would cover the construction, construction services and engineering skills sectors and would include skill areas such as cavity-wall insulation, super-efficient boilers and micro-renewable provision solar/wind/biomass.

4.11 Resource efficiency and carbon reduction are key products in the Solutions for Business portfolio promoted by Government and provided by Business Link. There is a need for an enhanced and simplified the Green Business Support Offer as part of our "post- Business Link" strategy.

4.12 The West of England Economic Assessment will provide a basis for developing a strategic approach to delivering on this commitment and help to create a low carbon economy.

