



Oversight and Governance

Chief Executive's Department Plymouth City Council Ballard House Plymouth PLI 3BJ

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CABINET – Supplement Pack One

Monday 16 December 2019 9.30 am Council House, Plymouth

Members:

Councillor Evans OBE, Chair
Councillor P Smith, Vice Chair
Councillors Haydon, Coker, Dann, Lowry, Penberthy, Jon Taylor, Laing and Kate Taylor.

Members are invited to attend the above meeting to consider the items of business overleaf.

This meeting will be webcast and available on-line after the meeting. By entering the Warspite Room, councillors are consenting to being filmed during the meeting and to the use of the recording for the webcast.

The Council is a data controller under the Data Protection Act. Data collected during this webcast will be retained in accordance with authority's published policy.

Please find additional information for your consideration in relation to agenda items 8, 9 and 10 overleaf.

For further information on attending Council meetings and how to engage in the democratic process please follow this link - Get Involved

Tracey Lee Chief Executive

Cabinet

8.	Pledge Update	(Pages I - 6)
9.	Declaration on Climate Emergency	(Pages 7 - 40)
10.	Bereavement Services - Legal Structures and Arrangements	(Pages 41 - 52)

Cabinet



Date: 16 December 2019

Title of Report: Completed Pledges Report

Lead Member: Councillor Mark Lowry (Cabinet Member for Finance)

Lead Strategic Director: Giles Perritt (Assistant Chief Executive)

Author: Andrew Loton (Senior Performance Advisor)

Contact Email: Andrew.loton@Plymouth.gov.uk

Your Reference: P2019/16DEC

Key Decision: No

Confidentiality: Part I - Official

Purpose of Report

The administration continues with its four year programme to deliver against the 100 pledges, by March 22, for a better, greener and fairer Plymouth. Following the completion of pledge 22 in November, the total number of pledges completed is 61 of the 100.

The following "pledge on a page" overview has been prepared for each pledge:

■ Pledge 22: We will back the campaign for upgrades to the A38 within Plymouth and support the long-term aspiration for the M5 to be extended to Plymouth. As part of this, we want to see improved noise reduction measures adopted where the A38 Parkway is close to residential areas.

To see a full list of pledges completed please visit our on-line pledge board.

Recommendations and Reasons

1. Cabinet are invited to note the completion of pledge 22 in November 2019, bringing the total for completed pledges to 61.

Alternative options considered and rejected

N/A

Relevance to the Corporate Plan and/or the Plymouth Plan

The 100 Pledges and manifesto priorities continue to inform development and delivery of the Corporate Plan and therefore have been adopted by the Council as part of delivery of the Corporate Plan.

Pledge 22 specifically helps to deliver towards the Plymouth Plan Policy; HEA6 (PP) - Delivering a safe, accessible, sustainable and health-enabling transport system.

Implications for the Medium Term Financial Plan and Resource Implications:

All resource implications have been considered and incorporated within the MTFP and Service Business Plans.

Carbon Footprint (Environmental) Implications:

Pledge completions complement the Council's existing policy framework with respect to the above. However, where potential environmental implications are identified from the implementation of any new activities arising from pledge delivery, assessments will be undertaken in line with the Council's policies.

In relation to Pledge 22, the Government's yet to be published Roads Investment Strategy 2 setting out its investment plans for 2020-2025 will include an appraisal of carbon reduction measures as part of the Government's "Road to Zero" strategy, including reductions based on improved traffic flow and reduced congestion.

Other Implications: e.g. Health and Safety, Risk Management, Child Poverty:

* When considering these proposals members have a responsibility to ensure they give due regard to the Council's duty to promote equality of opportunity, eliminate unlawful discrimination and promote good relations between people who share protected characteristics under the Equalities Act and those who do not.

Where potential implications are identified from the implementation of any new activities arising from pledge delivery, assessments will be undertaken in line with the Council's policies.

Appendices

Ref. Title of Appendix		Exemption Paragraph Number (if applicable) If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.								
		I	2	3	4	5	6	7		
A Completed Pledge: Ple	edge 22									

Background papers:

Please list all unpublished, background papers relevant to the decision in the table below. Background papers are <u>unpublished</u> works, relied on to a material extent in preparing the report, which disclose facts or matters on which the report or an important part of the work is based.

Title of background paper(s)	Exem	Exemption Paragraph Number (if applicable)							
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Sign off:

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Originating Senior Leadership Team member: Giles Perritt, Assistant Chief Executive

Please confirm the Strategic Director(s) has agreed the report? Yes

Date agreed: 06/12/2019

Cabinet Member signature of approval: [electronic signature (or typed name and statement of 'approved by email') on Cabinet member approval only]

Councillor Mark Lowry

Date: 06/12/2019

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FOR KEEPING PLYMOUTH ON THE MOVE Pledge 22 – Back the campaign for upgrades to the A38

What we said we would do: We will back the campaign for upgrades to the A38 within Plymouth and support the long-term aspiration for the M5 to be extended to Plymouth. As part of this, we want to see improved noise reduction measures adopted where the A38 Parkway is close to residential areas.

What we wanted to achieve: The A38 is an important lifeline for Plymouth and in its current state it just cannot cope with forecast demand. The A38 from Exeter to Bodmin received no funding for enhancements from Road Investment Strategy One (RIS1; 2015 to 2020). Improving and modernising the A38 puts safety first by reducing the frequency and severity of accidents; providing better journeys through reduced journey times; increasing reliability; strengthening resilience; and moving towards motorway standard. This would support economic growth with improvements, generating £885 million of productivity growth and inward investment. A number of Noise Important Areas (NIAs) have been identified along sections of the A38 through Plymouth and we seek the introduction of noise reduction measures.

What we have done: The Council has been engaging, along with our neighbouring highways authorities in the South West, with the Secretaries of State since 2018. It is vital for local authorities and politicians alike to get behind the campaign to secure investment in the A38. In 2018, we officially launched the A38 Case for Action in Westminster with the then Secretary of State for Transport, Chris Grayling. The Case for Action is a joint study, commissioned by Cornwall Council with contributory funding from Plymouth City Council. In addition, Plymouth City Council:

- is pro-actively engaging with the Department for Transport (DfT) and Highways England to raise the profile of the A38;
- has undertaken an A38 performance study for Plymouth to highlight problem areas;
- is undertaking an A38 Economic Impact Assessment;
- is raising the A38 profile by engaging with MPs, local councillors, councils, businesses, developers, haulers, industry, etc.; and
- has submitted our Road Investment Strategy Two (RIS2) consultation response.

In October, Councillor Coker wrote to the Secretary of State, Grant Shapps, about the need to reduce exposure to noise amongst residential areas adjacent to the A38 in Plymouth. In his reply, the Secretary of State, while listing the eight resurfacing schemes that Highways England has undertaken on the A38 since 2015, stated that there are no further resurfacing schemes in the current capital forward programme covering the NIAs and Highways England, as the relevant highway authority, continues to monitor the situation.

What's next: The new government will need to publish its RIS2, which will shape all investment decisions on the Strategic Road Network between 2020 and 2025. Plymouth City Council, as one of the five local authorities making up the Peninsula Transport Shadow Sub-National Transport Body, will work with the DfT to shape strategic transport priorities, including the A38 and M5, as it prepares a comprehensive future transport strategy for the region identifying where investment is needed.

Find out more!

Here is a news story about our work to deliver the pledge:

 $\underline{\text{http://plymouthnewsroom.co.uk/delegation-meets-secretary-state-transport-a} \textbf{38/}$



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Cabinet



Date of meeting: 16 December 2019

Title of Report: **Declaration on Climate Emergency**

Lead Member: Councillor Sue Dann (Cabinet Member for Environment and

Streetscene)

Lead Strategic Director: Anthony Payne (Strategic Director for Place)

Author: Paul Barnard, Service Director for Strategic Planning & Infrastructure

Kat Deeney, Head of Environmental Planning, Strategic Planning &

Infrastructure

Contact Email: Kathryn.deeney@plymouth.gov.uk

Your Reference: 191216 Climate Emergency Report Cabinet

Key Decision: No

Confidentiality: Part I - Official

Purpose of Report

To update Cabinet prior to submission of plans to Council on progress with the Motion on Notice agreed at the meeting of Council on 18 March 2019 in relation to the declaration on climate change:

- I. Declare a 'Climate Emergency'.
- <u>2.</u> Pledge to make Plymouth carbon neutral by 2030, and commit to working with other councils with similar ambitions.
- 3. Request the Leader to write to the Secretary of State for Environment, Food and Rural Affairs to provide the powers and resources to make the 2030 target possible; and commit to working with other councils with similar ambitions.
- 4. Work with other governments (both within the UK and internationally) to determine and implement best practice methods to limit Global Warming to less than 1.5°C.
- <u>5.</u> Continue to work with partners across the city and region to deliver this new goal through all relevant strategies and plans.
- 6. Report to Full Council within six months with a climate emergency action plan and new corporate carbon reduction plan.
- 7. Request the Leader to write to the Chancellor of the Exchequer stating the concern of the Council with respect to the above, the likely national impact on the economy and on the wellbeing of citizens, and requesting Government funding be made available to implement swift appropriate actions in response.

Recommendations and Reasons

It is recommended that Cabinet:

- I. Note the progress that has been made since the declaration on climate emergency.

 Reason: To acknowledge that action has already been taken by the City Council and its partners since the Motion on Notice agreed at the meeting held on 18 March 2019 (Minute 89 refers).
- 2. Approve the Corporate Carbon Reduction Action Plan 2019-2024 and recommend to Full Council to support and endorse.

<u>Reason</u>: To set the direction of travel for the decarbonisation of City Council services and activities, encourage the submission of funding bids to deliver the commitments set out in the plan, and to facilitate stakeholder engagement for further revisions to the plan.

3. Approve the 2019 Climate Emergency Action Plan and recommend to Full Council to support and endorse.

<u>Reason</u>: To set the direction of travel for the decarbonisation of Plymouth, encourage the submission of funding bids to deliver the commitments set out in the plan, and to facilitate stakeholder engagement for further revisions to the plan.

- 4. Recommend to Council that the provisions of the Corporate Carbon Reduction Plan 2019-2024 and 2019 Climate Emergency Action Plan are incorporated into the next revisions of the Corporate Plan and Medium Term Financial Plan.
 - <u>Reason</u>: To ensure that the commitments set out in the Corporate Carbon Reduction Plan 2019-2024 and 2019 Climate Emergency Action Plan are reflected as strategic commitments in the Corporate Plan and Medium Term Financial Plan.
- 5. Recommend to Council to review the Corporate Carbon Reduction Plan 2019-2024 and 2019 Climate Emergency Action Plan every year and review the Climate Emergency work as part of the annual reporting on the Plymouth Plan.

 Personn To hold the Cobinet to account for the delivery of the commitments in the Corporate.

<u>Reason</u>: To hold the Cabinet to account for the delivery of the commitments in the Corporate Carbon Reduction Plan 2019-2024 and 2019 Climate Emergency Action Plan in a manner that is consistent with the wishes of the City Council in its declaration on climate emergency.

- 6. Refer the Corporate Carbon Reduction Plan 2019-2024 and 2019 Climate Emergency Action Plan to the Brexit, Infrastructure and Legislative Change Overview and Scrutiny Committee.

 Reason: To enable a detailed review of the commitments and actions contained in the Corporate Carbon Reduction Plan 2019-2024 and 2019 Climate Emergency Action Plan by the Brexit, Infrastructure and Legislative Change Overview and Scrutiny Committee with a view to making recommendations to the Cabinet for its yearly review of each plan.
- 7. Delegates implementation of the Corporate Carbon Reduction Plan 2019-2024 and 2019
 Climate Emergency Action Plan to the Director of Place as the appointed Senior Responsible
 Officer but integrated across every Council department through a Climate Emergency Board led by
 Corporate Management Team members that meets bi-monthly.

<u>Reason</u>: To ensure that the delivery of the action plans are coordinated across all City Council departments and that there is a single responsible senior manager who is accountable for implementation.

Alternative options considered and rejected

<u>To not prepare a report in response to the Motion on Notice</u> – This was rejected because this would not meet the expressed wishes of the City Council in approving the Declaration of Climate Emergency Motion on Notice agreed at the meeting held on 18 March 2019.

To delay preparation of a report in response to the Motion on Notice – This was rejected as the document will continually evolve over time and although further work is necessary to undertake business planning and identify the resources needed to implement all the the commitments set out in the Corporate Carbon Reduction Plan and the Climate Emergency Plan any delay in continuing to take action would itself be inconsistent with the expressed wishes of the City Council in approving the Declaration of Climate Emergency Motion on Notice agreed at the meeting held on 18 March 2019.

Relevance to the Corporate Plan and/or the Plymouth Plan

There are a total of 14 references to climate change in the Plymouth Plan. The Plymouth Plan includes "A Green City" theme which contains numerous references to topics of relevance to the climate emergency, and sets a clear golden thread setting out the agenda to run through the whole plan. Climate Change issues are already embedded within the Plymouth Plan, including references in the "Growing City" theme showing that the plan is attempting to balance growth with climate emergency. Bearing in mind that the Plymouth Plan is a plan which was designed to be short and succinct, summarising strategic approaches to key issues, it is notable that there is a whole policy devoted to climate change: "Policy GRO7 - Reducing carbon emissions and adapting to climate change" which sets out a range of measures based around the aim to halve carbon emissions on 2005 levels by 2034. Given the Declaration of a Climate Emergency, as the Climate Emergency Action Plan is developed further to reflect the desire to move towards carbon neutrality by 2030, this may necessitate considering an early review of the Plymouth Plan and/or Plymouth and South West Devon Joint Local Plan.

The actions being proposed in this report are consistent with the themes and values of the Corporate Plan 2018-2022.

Implications for the Medium Term Financial Plan and Resource Implications:

The Corporate Carbon Reduction Plan and Climate Emergency Action Plan both set out the strategic direction and necessary focus for the Council and its partners in relation to climate change issues for the LI years of the emergency, with a detailed focus on the next two years. As both the documents are strategic in nature the finance and resourcing implications will be assessed against each individual action as they are progressed. As the Corporate Plan starts to take shape the Council will need to consider the financial implications arising from the delivery. Budgets will need to be reassessed and capacity released to enable delivery. It is proposed to set aside a small sum in next year's budget to be used to fund some of the start up work not already funded. It should be noted that a number of the actions are already in place with funding secured either through the use of existing budgets or externally generated.

Carbon Footprint (Environmental) Implications:

Plymouth's greenhouse gas (GHG) emissions in 2016 were 1,164 ktCO $_2$ e. Between 2008 and 2016 emission fell 26%. However, much of the reduction was in the power sector which benefits from national renewable electricity production. If the power sector is excluded, GHG emissions fell 3% between 2008 and 2016 but emissions and rose 4% between 2011 and 2016. The dominant sectors in 2016 (83% of emissions) were buildings (31%), transport (28%) and power (23%). Projections show that in the absence of any carbon reduction policy GHG emissions in Plymouth would rise 19% (to 1,385 ktCO $_2$ e) in 2050.

Climate science is clear that to a close approximation, the eventual extent of global warming is proportional to the total amount of carbon dioxide that human activities add to the atmosphere.

So, in order to stabilise climate change, CO2 emissions need to fall to zero. The longer it takes to do so, the more the climate will change. Emissions of other greenhouse gases also need to be constrained. In the Paris Agreement, governments agreed to keep global warming 'well below' 2 degrees Celsius, and to 'make efforts' to keep it below 1.5°C. The UN Environment Deputy Executive Director Joyce Msuya stated - "The science is clear; for all the ambitious climate action we've seen – governments need to move faster and with greater urgency.

The Corporate Carbon Reduction Plan and the Climate Emergency Action Plan will drive the efforts to ensure Plymouth is playing its part in meeting net zero carbon by 2030 and will therefore have a very positive environmental outcome.

Other Implications: e.g. Health and Safety, Risk Management, Child Poverty:

The report recommits the City Council to promote a fairer, more equal Plymouth by investing in communities, putting citizens at the heart of decision making, promoting independence and reducing health and social inequality. By embedding this commitment within the next Corporate Plan the City Council is acknowledging the importance of ensuring all communities have an opportunity to thrive in a zero carbon world.

Appendices

*Add rows as required to box below

Ref. Title of Appendix		Exemption Paragraph Number (if applicable) If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.									
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Α	Declaration on Climate Emergency – Briefing										
В	Climate Emergency Action Plan										
С	Corporate Carbon Reduction Plan										

Background papers:

Please list all unpublished, background papers relevant to the decision in the table below. Background papers are <u>unpublished</u> works, relied on to a material extent in preparing the report, which disclose facts or matters on which the report or an important part of the work is based.

Title of any background paper(s) Exemption Paragraph Number (if applicable									
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Carbon Neutral Plymouth - Centre For Energy And The Environment, University of Exeter (October 2019)									

^{*}Add rows as required to box below

Sign off:

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Originating Senior Leadership Team member: Paul Barnard, Service Director for Strategic Planning & Infrastructure

Please confirm the Strategic Director(s) has agreed the report? Yes

Date agreed: 20/11/2019

Cabinet Member approval: Approved by Councillor Sue Dann and Councillor Mark Coker

Date approved: 27/11/2019



PLYMOUTH CLIMATE EMERGENCY ACTION PLAN 2019

Moving Towards

Carbon Neutrality by 2030

Plan I of II
16 December 2019

We are facing a climate emergency

On 18 March 2019, City of Plymouth councillors voted unanimously to declare a climate emergency, we committed to meeting the most significant challenge facing our city and our planet.

The enormity of what we must achieve cannot be understated and it will not be an easy journey but the reason we cannot fail is clear: we must leave a positive legacy for our children and our grandchildren. The City Council cannot solve climate change alone, we must all play our part. As others have shown, small actions to drive change can have global consequences.

This Climate Emergency Action Plan is the developing journey of the council and the city to be carbon neutral. This document is not just words on a page. This document seeks to drive change, inspire action and change mind-sets. It has already helped best practice to be shared within Plymouth and put pressure on the Government through lobbying for increased action to stabilise our climate.

The words and actions in the plan are not driving change, the commitment, resolve and sheer determination of the people who have contributed to its development and those that are already delivering against this agenda are making the difference. This document sets out actions and timeframes, but its biggest role is a call to action. As a City Council, we can't achieve this alone. But if all organisations and individuals in the city come together, then we have a real fighting chance of achieving something we can all be proud of.

Together, we will deliver more of the things we already do well faster, we will reduce emissions and identify new and innovative ways to reduce energy use and have cleaner energy, we will use our collective influence and power to ensure that government gives us more tools and resources to help stabilise our climate on our accelerated timeframe.

Even with a challenge of such enormity, we must still press forward with a sense of optimism, as that is when innovation and new thinking emerges. Plymouth has a long and proud history of being pioneering and achieving things people said were impossible. We can show people that a change of this magnitude can be achieved without leaving anyone behind and that each of us individually can make a difference.



Our journey is just beginning – we have much to learn with many of the answers we need still to be found. All I can ask is that you come on this journey with us. We do not want to look back at this time and think "I could have done something more, but I didn't".

Allow us to say to the children and young people of this city with honest hearts that we are doing all we can to protect their futures, this is about the health and wellbeing of all who live in the city.

Sue Dann Cabinet Member for Environment and Street Scene, Plymouth City Council

Plymouth's Climate Emergency Action Plan

This document sets out how we intend to respond to the city-wide climate emergency. It explains why we need the Climate Emergency Action Plan and why the 2030 target is so imperative to tackling climate change. The Action Plan assesses Plymouth's current carbon emissions and outlines the challenges associated with this ambitious 2030 target. It sets this against the timescale of current national policy, recognising that not all the solutions to tackling climate change currently exist. For the purpose of the declaration of a climate emergency, and this Climate Emergency Action Plan, we are defining carbon neutrality as the point when we achieve a net zero carbon budget by getting as close to zero greenhouse gas emissions as possible by 2030, and then offsetting any residual emissions via other credible initiatives.

The Action Plan also lays down the emergency response strategy that the city will implement to respond to the climate emergency. It sets out the objectives we aim to reach, the types of actions that we will prioritise in the first phase of the response and the specific interventions that the city will deliver over the next two years. This Action Plan has been produced under the leadership of Plymouth City Council, but its successful delivery requires collective action from across the city, from organisations and individuals. A city-wide collaborative effort is required if we are going to meet this enormous challenge head on and leave a positive legacy for our city.

Collectively we can deliver more of the things we already do well, faster, to reduce emissions and identify new and innovate ways to do more. We also need to use our collective power to ensure that government gives us more tools and resources to help stabilise our climate on our accelerated timeframe.

Plymouth cannot solve global climate change, but we are committed and determined that we will fully play our part. We will think big and act quickly. We owe that much to future generations.

This Action Plan provides a framework for taking action, securing further funding and lobbying national government.

The need for declaring a climate emergency

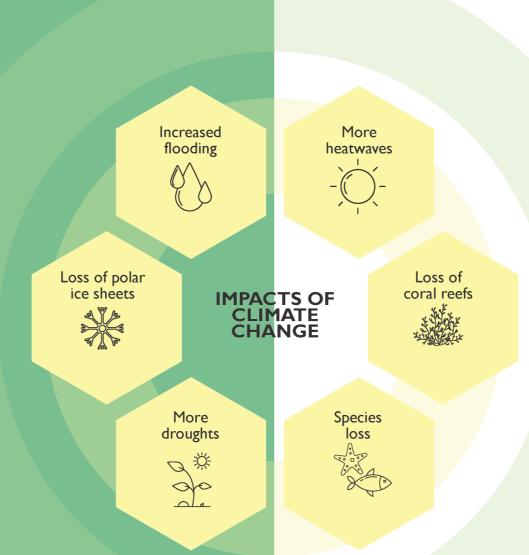
The earth is close to 1°C warmer than it was 100 years ago and without action this could increase to 3°C, which will be catastrophic for our society and the natural world. As a result of climate change people in Plymouth can expect to experience rising sea levels and heavier rain storms.

There is overwhelming evidence that the changes we are experiencing in our climate, predominantly in the form of global warming, are caused by human activity. Governments have agreed to take action to limit the global temperature rise to well below 2°C above preindustrial levels and to pursue efforts to limit it even further to 1.5°C. The UK government has committed to reducing greenhouse gas emissions to zero by 2050.

It is our belief in Plymouth, and now also that of over 50% of other Local Authorities and organisations across the country, that current government commitments do not go far enough, nor quickly enough, to successfully address the existential issues for our society in relation to climate change. The emergency status is now needed to prompt rapid action at a local, national and international level.

We are also clear that we cannot do it alone. The climate emergency needs to be responded to at every level from the global, to the individual. In Plymouth we need to respond at a city-wide level and as such organisations and individuals from across the city need to come together to find solutions and ensure substantial change happens quickly. This is the ethos we are embedding within the suite of actions set out in this Action Plan.

It is also embedded in Plymouth City Council's Corporate Carbon Reduction Plan which will drive change within the City Council and it is hoped it will be adopted by organisations across the city as they develop their own plans for how they will reduce their own emissions.



Why carbon neutral by 2030?

The latest report by the Intergovernmental Panel on Climate Change is very clear that limiting global warming to 1.5°C by 2030 is necessary to prevent significant global worsening of floods, drought and extreme heat. The report also makes it clear that urgent and unprecedented action needs to be taken in order to meet this target.

Cities have an opportunity to lead the de-carbonisation agenda, providing local vision and delivery. As such, we need to have a target that reflects what the science tells us.

A target that did not reflect the science and the need for urgent action would fail to acknowledge both the responsibility and the capability that the city has to tackle climate change. The scale of the challenge is huge, requiring technological changes, policy changes and changes in how we live.

We see this Action Plan as a dynamic, living document that will be updated and reviewed annually. That is why it is Plan No.1 of 11 we will produce over the course of the period that we have declared as a climate emergency. It will be used to instigate action with partners and stakeholders coming together to do more, helping to inspire and give confidence that we can all respond to the imposing threat of climate change. Ultimately, we want this Action Plan to help facilitate a city-wide conversation, inspire rapid local action and create bottom up pressure on government so that we can reach our 2030 ambition.



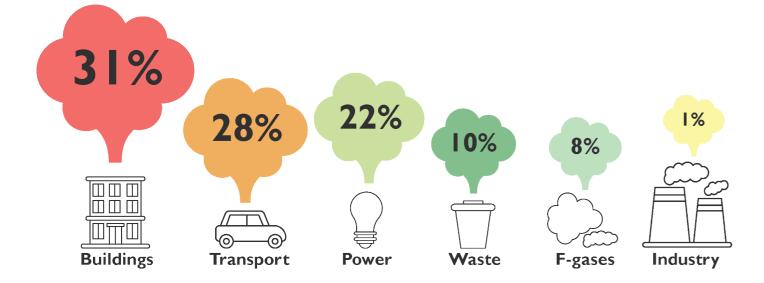
The city's current annual emissions

To understand the city's current emissions, the City Council commissioned the Centre for Energy and Environment at Exeter University to provide forecasts to support our 2030 net zero carbon target.

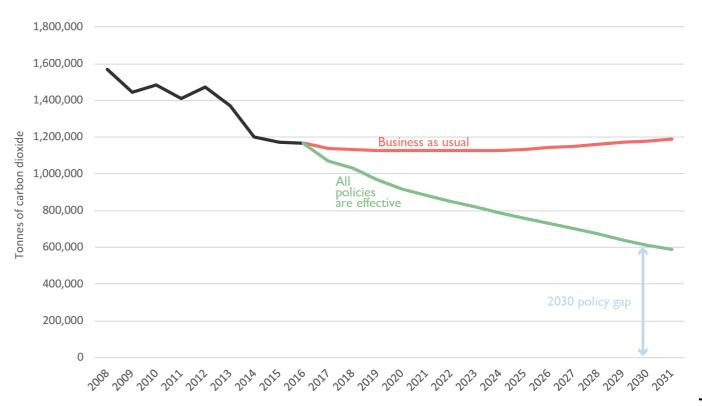
The diagram below illustrates the breakdown of the city's greenhouse gas emissions. Buildings and transport make up nearly 60% of all emissions and are the two sectors which require the greatest change and input at a local level.

Emissions from the power sector are mostly determined by policy at a national level, for example the closure of coal fired power stations and the construction of offshore wind farms. Waste contributes 10% of emissions, whilst F-gases, including emissions from industrial refrigeration and electrical switchgear, are at 8%.

Emissions of 1% from industry only account for industrial processes that release emissions, such as asphalt or concrete production. The emissions that arise from manufacturing, for example, are counted within the power or buildings figures.



Trajectory of Plymouth's emissions forecast



The diagram above shows the trajectory of Plymouth's emissions forecast to 2030 for two different scenarios:

Business as usual charts emissions if no national policies were implemented between now and 2030, with emissions beginning to rise steadily as population grows.

All policies are effective charts emissions if all current government policies and aspirations are successfully implemented.

The 2030 policy gap the remaining annual emissions of greenhouse gases that still need removing if all current policies and government aspirations are successful.

For Plymouth to achieve its 2030 target we need to act three times faster than envisaged by the current government policies.



The challenges

There are numerous challenges associated with the ambitious 2030 target.

Even in the best case of national policies being implemented successfully, there is still a huge gap to reach the net zero target by 2030. Moreover, national policy is aligned to a target of achieving net zero carbon emissions by 2050 and for Plymouth to achieve its 2030 target we need to act three times faster than envisaged by the current government policies.

Delivering ahead of national policy is not an easy task, but it is not impossible. As an example, some technologies that will have an impact by the 2050 target are unlikely to be viable by 2030, but with collective pressure we could encourage research and development to be accelerated. Similarly, current powers held by organisations across Plymouth are not yet sufficient to enforce the necessary actions across all sectors to meet the 2030 target, so we need to push for changes.

Resources required and costs

We want our city to lead the way in transforming how cities function in the future and we fully appreciate the scale of the challenge. It is also recognised that we need to start delivering city-wide action immediately, even though we do not yet have all the answers. This Action Plan provides a framework for engagement, for taking action, securing further funding and lobbying national government.

At this stage it is not possible to detail the full costs of Plymouth becoming carbon neutral by 2030. Some high level work has been completed on costs by Exeter University, which suggests that reaching carbon neutrality in Plymouth by 2030 would cost 5.8% of the city's GDP. This equates to approximately £442m, or £1,625 per household. However, the cost of not taking action to tackle climate change far outweighs the cost of taking action now. This is because the impact upon people, buildings and infrastructure in Plymouth as a result of unchecked climate change will be far worse – in both economic terms but also social and environmental terms. Doing nothing, or continuing as we have as a society is therefore no longer an option.

Recognising that additional resource is required to tackle the climate emergency, the City Council is committing revenue and capital budget to support the delivery of the outcomes and actions identified in both this Climate Emergency Action Plan and its own Corporate Carbon Reduction Plan. Other organisations across the City are also committing resources to tackle their own emissions and contribute to the city-wide programme of change. We will also need to maximise funding from other sources — including developers and government.





Emergency response strategy

This climate emergency response needs to deliver three key objectives:

- Facilitate a city-wide conversation
- Inspire rapid local action
- Create bottom up pressure on government

To do this we need to bring together the activities happening across the city that are helping to reduce carbon emissions. We also need to be able to respond quickly to opportunities and technical advancements. The Action Plan is therefore a dynamic document that will be updated annually, recording the actions being undertaken and those planned, so that others can see opportunities for collaboration and making similar changes themselves. We have therefore committed to producing an Action Plan every year through to 2030 so that everyone can see what we have done and the progress we are all making by working more collaboratively together.

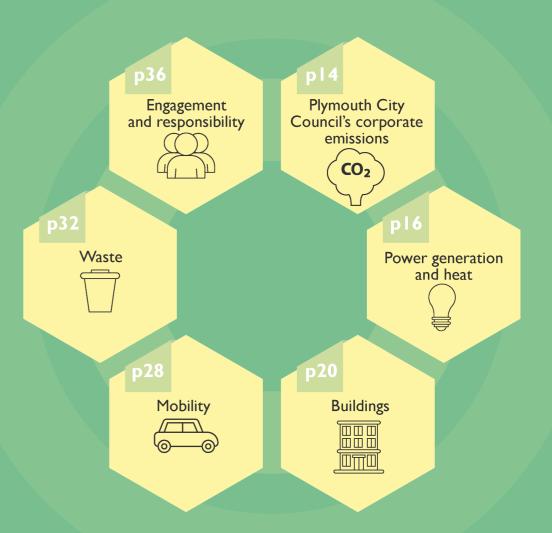
In responding to a climate emergency we must be mindful that some of the solutions to becoming carbon neutral by 2030 are yet to be invented. So too will the context in which we are responding change as new policy approaches, new funding allocations and wider societal behaviours begin to change. As such the approach to tackling the climate change is structured as three interrelated phases between now and 2030, as detailed in the following page.

This first Action Plan focuses on delivering the Emergency response phase. This stage, from 2019-2021, focuses on implementing actions that will rapidly and credibly reduce carbon emissions as well as driving changes needed to rapidly increase the rate at which we reduce our carbon emissions, and ultimately reach carbon neutrality. This provides a credible response to the climate emergency and avoids spending time preparing longer term plans which may become out-dated quickly in a rapidly changing environment.

A city approach that supports national and global change Everyone plays their part No one gets left behind Climate emergency values Acceleration phase 2023-30 **CLIMATE EMERGENCY ACTION PLAN** Journey towards net zero carbon STRATEGIC APPROACH Transitional phase 2021-23 Emergency response phase 2019-21 Facilitate city-wide conversation Inspire rapid local action Create bottom up pressure on government Climate emergency purpose



Focus of the Climate Emergency Action Plan



The following sections provide an overview of actions that will be taken in Plymouth to tackle the climate emergency. The focus is upon those sectors that are responsible for the majority of emissions, the importance of engaging people and organisations in taking action, and highlighting the role of leading by example. The actions are grouped according to whether they are:

- I. Immediate Actions that have received the required approvals and commitment to go ahead, or can be rapidly mobilised.
- 2. Requiring assessment for practicality, impact and cost, where further thought and research is required before deciding whether they will be implemented. There are many potential solutions that can feed into tackling the climate emergency, but we need to ensure the actions we take will have significant impact.
- 3. Requiring resources, new powers and/or change at a national level, as they sit outside of the direct control of organisations within Plymouth. As such, we may need to lobby government, or other organisations to implement these.



The City Council's corporate emissions

The City Council recognises that our response to the climate emergency must involve the rapid reduction of our own corporate emissions. We want to lead by example in our efforts to reach carbon neutrality by 2030. As such, we have developed a Corporate Carbon Reduction Plan to sit alongside this city-wide Climate Emergency Action Plan.

As an organisation, Plymouth City Council's emissions account for approximately 1% of the city's overall greenhouse gas emissions. Whilst the Council's emissions have been reducing year-on-year, the pledge to make Plymouth carbon neutral by 2030 has accelerated the work to do more, more quickly to reduce the Council's own emissions. The Corporate Carbon Reduction Plan sets out actions that will be taken focusing upon the activities that are under the direct influence of Plymouth City Council as part of our business such as buildings and fleet. The plan also outlines actions that relate to policies, governance and behavioural changes that contribute to the City Council's carbon emissions that need to be addressed.

City Council's Corporate Carbon Reduction Plan

The City Council's Corporate Carbon Reduction Plan describes the greenhouse gas emissions and significant energy uses within Plymouth City Council's estate, including:

- All City Council buildings used to deliver the Council function.
- Vehicles and transport.
- Roads and street furniture, including lighting and traffic lights.
- Staff and Councillor travel.
- Waste that is generated by the City Council.
- Communal areas owned by City Council.

And the document also outlines changes that will take place within Plymouth City Council covering:

- Governance.
- Behaviours.
- Engagement.
- Finance, including strategic investment policy.

Plymouth City Council is developing a district heating and cooling system utilising low carbon heat pump technology.

PV SOLAR PANELS

Plymouth City Council is installing PV solar panels with a total capacity of around 600kWp on roofs at the following locations:

- Ballard House
- Materials Recovery Facility at Chelson Meadow
- Roofs at Prince Rock depot
- Expanding the existing roof top PV at The Box, Plymouth City Museum and Art Gallery

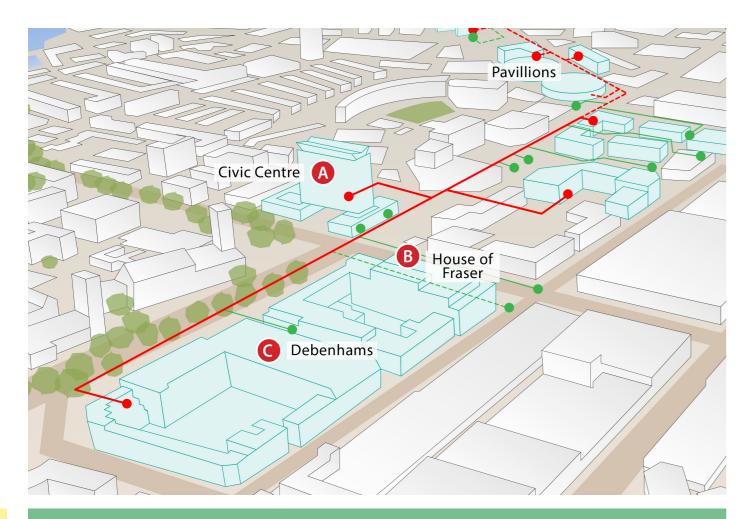
The new solar PV installations will contribute to bringing down the Council's electricity based carbon emissions and increase the amount of renewable energy in Plymouth. These projects will have minimum impact on the landscape of Plymouth as they will be installed on existing rooftops.



Power and heat

Carbon emissions resulting from electricity consumption in the city have reduced significantly since 2005. This has been largely changed at a national level due to an increase in the contribution of new renewable energy projects that make up the energy mix.

The production of power is largely outside the control of organisations within city, with the majority of the city's power coming from outside Plymouth. Nevertheless there are opportunities to generate low and zero carbon power and heat within the city. Both the marine environment and southern location of Plymouth bring a wealth of opportunities for renewable energy. And our city receives some of the highest levels of solar energy in the UK, enabling solar installations to form part of the future solution for Plymouth.



DISTRICT HEATING

The City Council has recently drilled bore holes in the city centre to assess the viability for a low carbon heat network. By linking buildings using heat pipes, both heating and cooling can be provided in a more efficient way and a range of heat sources can be utilised, including combined heat and power, renewable sources and waste heat.

Action plan for power and heat

Immediate actions

- Install renewable ground source heat solutions to support the low carbon regeneration of the city centre and Millbay.
- Work with stakeholders to continue expansion of district energy networks to supply low carbon heat and cooling in suitable areas across the city.
- Work with partners to increase the roll out of heat pumps across the city, and explore innovative lease models that combined solar/heat pump technology.
- Review how the integration of new technology and innovative public purchasing arrangements can help to bring forward new community owned solar farms.
- Work with stakeholders to identify land and roof space for new renewable energy installations with a focus on community owned solutions.
- Promote through the Plymouth and South West Devon Supplementary Planning Document that all new buildings be connected to the electricity network via three-phase supplies.
- Identify opportunities for smart energy infrastructure that helps to balance local supply and demand.
- Collaborate with major utilities and infrastructure providers through the Plymouth Infrastructure Forum to improve coordination and encourage the alignment of planned works with the objective of making Plymouth carbon neutral by 2030.

Assessed for practicality, impact, and cost

- Complete an up-to-date review of potential for renewable energy in Plymouth with a primary focus on PV.
- Develop a renewable heat strategy for the city by appraising the potential for low carbon heat networks, heat pumps and hybrid boilers, including identifying current potential funding models and barriers to uptake.
- Identify options for how smart renewable heat, power generation and storage could be considered when the Plymouth Plan and Plymouth and South West Devon Joint Local Plan are reviewed.

Requiring resources, new powers and/or change at a national level

- Lobby government to extend the Renewable Heat Incentive Scheme beyond its current end date of 2021, and expand the support available through the Heat Networks Investment Project.
- Lobby government to set ambitious new targets for deployment of new renewable power generation and for the removal of VAT on solar and battery storage technologies.

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Currently the city consumes 910 Gigawatt hours of electricity per year. Approximately 15% of this total is generated within the city from renewable and waste related sources (142 GWh).

The potential for renewable and waste related generation is estimated to be 279 GWh, which in part includes an additional 34,000 solar installations on the available south facing roofs.



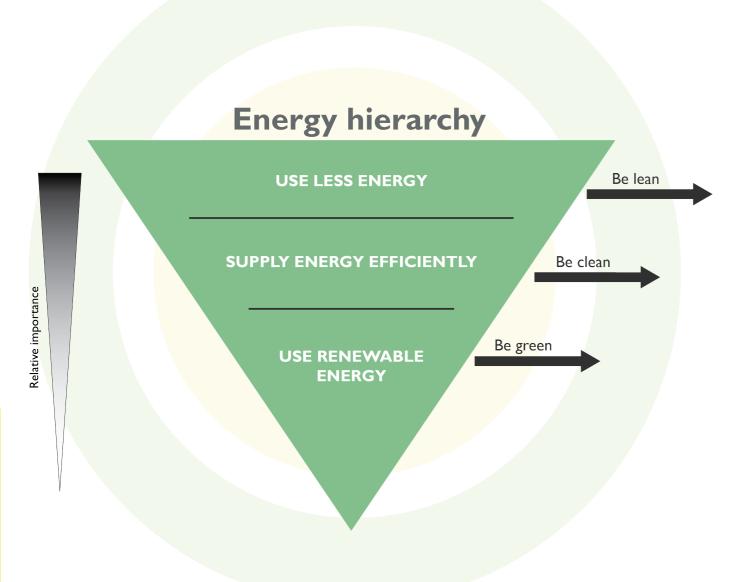


Buildings

Most of the buildings that will exist in 2030 have already been built and as such we need to consider how we can best aid the improvement of energy efficiency in both the domestic and non-domestic sectors.

The guiding principle in reducing emissions from buildings is the energy hierarchy:

- Reducing the need for energy in the first instance is always the most effective way of cutting emissions in housing terms this would involve insulating properties.
- The efficient supply of energy is next this might mean having an efficient heating system and installing LED lightbulbs.
- Finally, the use of renewable energy completes the hierarchy this could be solar panels on the roof of homes.





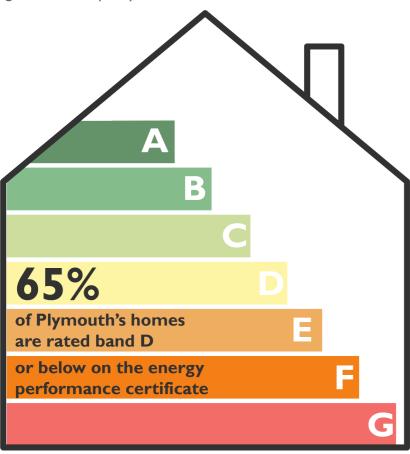
total.



Domestic sector

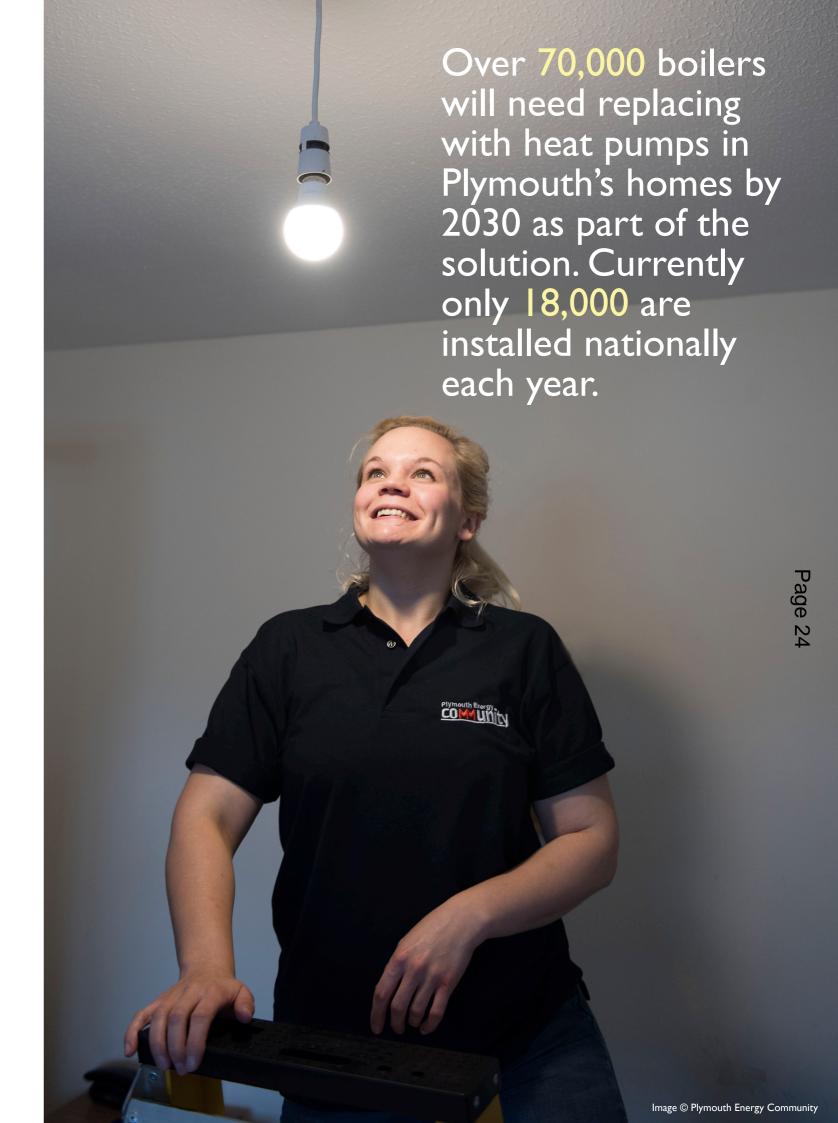
There are approximately 120,000 homes within Plymouth. Two-thirds of these are currently rated as band D or below on the energy performance certificate. The UK government's Clean Growth Strategy suggests every home needs to be a band C by 2035 if it is to meet its 2050 zero carbon target. This clearly shows the increase in pace needed locally, compared to nationally, to meet the challenge by 2030 in Plymouth.

The City Council is experienced at delivering domestic energy efficiency schemes, utilising a range of funding streams and a raft of different measures. The scale of the climate emergency means that in terms of domestic properties the 2030 target will only be met with a significant increase in government funding and an accompanying change to national policy.



CLIMATE ACTIVE NEIGHBOURHOODS

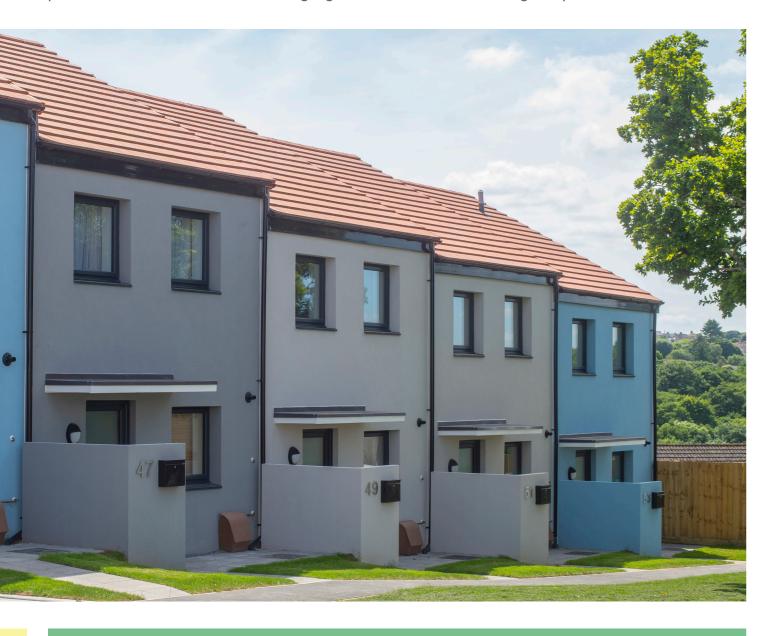
The City Council's award winning Climate Active Neighbourhoods project has contributed towards Plymouth becoming more climate resilient. I,000 homes received bespoke energy advice along with a follow up report. The package also included the installation of energy-efficient LED light bulbs, draught excluders, hot water cylinder jackets, heating controls and energy monitors. This suite of measures saved households an average of £200 per year, and across the I,000 households the project has reduced carbon emissions by 650 tonnes per year.





New homes

New homes will also need to form part of the solution, with Plymouth having a strong growth agenda to build at least 19,000 homes within the Plymouth Policy Area by 2034. The Plymouth and South West Devon Joint Local Plan already contains policies which seek to ensure that new housing is as energy efficient as possible in line with the current building regulations and National Planning Policy Framework.



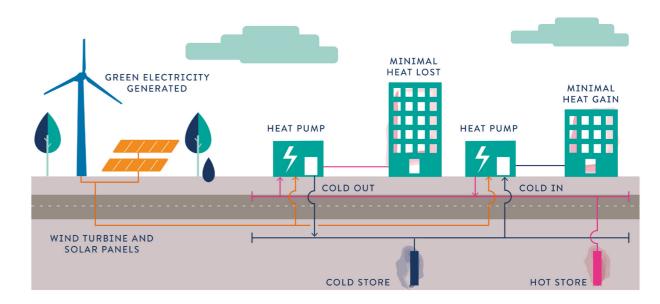
PRIMROSE PARK PASSIVHAUS

The City Council enabled the Primrose Park Passivhaus scheme through its Plan for Homes. A total of 72 affordable family homes have been built certified to Passivhaus Institute standards which provides a rigorous, voluntary standard for energy efficiency in a building, resulting in ultra-low energy buildings that require little energy for space heating or cooling.



Plymouth will not be able to decarbonise our homes without a significant increase in support from government. This needs to take the form of both funding to support changes to the existing housing stock and a shift in policy to provide new local powers to ensure that new homes contribute to Plymouth achieving carbon neutrality.

In some parts of the city a low heat network is being developed to provide heating to local businesses.





Non-domestic sector

Improving the energy efficiency of Plymouth's non-domestic buildings will be an essential part of the climate emergency solution.

The UK government has set minimum energy efficiency standards for rented non-domestic properties. In order to let a property, landlords must ensure that it is a minimum of band E on the energy performance certificate, though these standards are in no way sufficient to meet a carbon neutral target of 2030.

Increasing these standards will require a significant policy change by government. Where organisations in the city have control over non-domestic buildings it is hoped that they will deliver above national standards to support the 2030 target. Plymouth City Council in its existing business parks and new developments on its land, will place an emphasis on reducing the carbon emission from these buildings.



BROADLEY PARK WORKSPACE SCHEME

The workspace has been built and designed with the following features to help tackle the climate emergency:

- Solar PV
- LED lighting
- Natural ventilation
- High levels of natural lighting
- Solar reflective glass
- Energy efficient heating linked to the solar PV
- EPC rating of A
- High levels of insulation
- Reduced running costs to benefit occupiers
- Showers to promote green methods of transport (cycling, running and walking)
- Cycle storage

Action plan for buildings

Immediate actions

- Enable housing opportunities for the delivery of more Passivhaus, modular, Modern Methods of Construction homes and carbon free homes.
- Review opportunities within the Plan for Homes 3 Programme to develop a flagship zero carbon development.
- Ensure all vacant homes brought back into use benefit from energy efficiency upgrades.
- Improve the energy efficiency of heating systems in at least 200 fuel poor households.
- Work with Plymouth Energy Community to provide energy advice to 500 homes.
- Undertake an up to date, bottom-up assessment of opportunities for insulation within existing dwellings by tenure.

Requiring assessment for practicality, impact, and cost

- Investigate the feasibility of establishing a loan fund for owner occupiers to improve the energy efficiency of their homes.
- Proactively enforce the Minimum Energy Efficiency Standards (MEES) which apply to all privately rented dwellings and non-domestic buildings.
- Build on the success of the Climate Active Neighbourhood project and provide simple energy efficiency measures to private households across the city.
- Develop a Climate Change Adaptations Programme fund, to fund the retrofitting of existing properties and explore ways it could provide loans to low income households to enable adaptation works to go ahead.

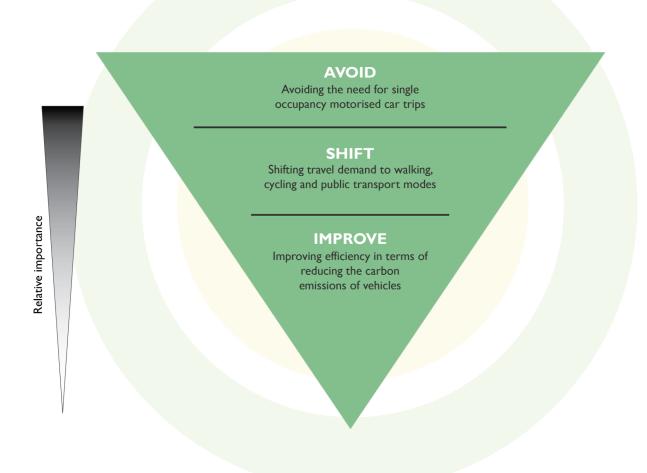
Requiring resources, new powers and/or change at a national level

- Lobby government to change the building regulations quickly to prevent existing planning permissions being implemented to older design standards.
- Lobby government to update the National Planning Policy Framework and associated guidance to planning inspectors, to ensure future Development Plan Documents recognise the importance of tackling climate change to enable carbon neutrality by 2030.
- Lobby government to make changes in planning regulations to allow councils who have made declarations on climate emergency to be able to fast-track reviews of their local plans to accommodate new climate emergency policies.
- Lobby government to make energy efficiency in existing buildings a national infrastructure priority, targeting support at the fuel poor.
- Look at the requirement to submit a planning application for cooling devices.
- Lobby government to bring forward the commitment to a Future Housing Standard to ensure that all new homes and commercial buildings are net-zero carbon from 2025.
- Create an award for mortgage lenders and developers that do the most to support buyers who take into account the future costs of energy in a home prior to purchase.

Mobility

The population of Plymouth and the surrounding area is predicted to grow over the coming decade, which will increase the demand for travel. It is therefore imperative that our transport network provides viable, attractive alternatives to the private car in order for the increased travel demand to be managed in line with our efforts to reduce carbon emissions. Increasing travel choice, managing demand and improving journey time reliability for sustainable modes are needed to deliver a seamless, integrated transport network, to meet the needs of the community regardless of age, gender, wealth and physical mobility.

Mobility hierarchy



Sustainable transport reduces the environmental impact of more carbon intensive travel by offering people an alternative method of travel which is more sustainable:





transport



clubs



sharing







Low carbon vehicles

Walking

Transport accounts for 28% of Plymouth's emissions, amounting to 331,000 tonnes CO, per year. A combination of technological and behavioural changes will be required to reduce these emissions. With the ban on the sale of petrol and diesel vehicles from 2040, electric vehicles will become commonplace, requiring the development of a comprehensive network of charging infrastructure across the city.

With the right infrastructure and incentives some of the journeys that are taken by car could be avoided. Whilst heavy goods vehicles will be hard to tackle, possible technological solutions include the use of bio-methane, hydrogen, or electrification and the distance travelled by freight could be reduced by improvements to logistics.



Passenger numbers through Plymouth railway station have risen 52% in the last decade and further growth will result from the 'Plymouth Metro' enhanced rail services for local commuters. The modernisation of Plymouth railway station as part of a new £48 million gateway development will make rail travel an even more attractive option.

ELECTRIC VEHICLE CHARGE POINTS

Plymouth City Council has installed 24 electric vehicle charge points, including at Derriford Hospital, Mount Gould Hospital, Cumberland and Thornberry Centres and City College Plymouth.

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Action plan for mobility

Immediate actions

- Install up to 100 new electric vehicle charging points in work places across the City before April 2020.
- Install up to 6 new electric vehicle charging points in public car parks before April 2020.
- Create during 2020 up to 9 new public electric vehicle charging hubs including over 50 new innovative pop up charge points.
- Install new electric ferry charging infrastructure at the Barbican by April 2020.
- Bid for funding to develop 30 multi-modal transport hubs including an additional 300 public EV charge points, 400 electric bikes and the establishment of an electric car club between 2020-23.
- Commit to promoting a Car-Free Day across Plymouth during 2020.
- Deliver phase I of Transforming Cities Fund sustainable transport investments, this will include: improvements to the passenger concourse at Plymouth train station, 2 new and 5 refurbished bus shelters, 26 new real time passenger information displays, and 7 new web departure boards at locations across the city.
- Deliver Eastern Corridor and Northern Corridor Strategic Cycle Network improvements, as part of the Sustainable Transport capital programme, this will include: 4.7 km of off-road cycle network to connect Southway to the Northern and Eastern Corridor growth areas; new off-road cycle lanes plus the use of quiet roads from Crownhill Road to the A38 and improved access to Shakespeare Primary School; improvement works between North Cross and The Hoe; improvements between the Barbican and Laira Bridge for pedestrians and cyclists along National Cycle Network (NCN) route 27.
- Complete a review of all current transport programmes to ensure opportunities to support the net zero by 2030 target are maximised in all projects.

Assessed for practicality, impact, and cost

- Create a network of mobility hubs that will offer a low carbon multi-modal network for travel throughout Plymouth and the surrounding area. To complement public transport, encourage low carbon transport and to reduce the number of people who own second cars.
- Investigate options for the social prescription of a bike share scheme to allow GPs to prescribe free or heavily reduced bike share memberships to those in need, helping to promote health and wellbeing.
- Assess options to help less affluent neighbourhoods to access electric vehicles and investments that improve air quality will be prioritised.
- Investigate the feasibility of replacing bus fleet with ultra-low or zero emission vehicles by 2025.
- Complete feasibility and business case development for the establishment of an exemplar EV Car Club by 2023.
- Investigate options for delivering a bike hire scheme at a minimum of 10 key interchange hubs in the city by 2023.
- Develop a city-wide Local Walking and Cycling Infrastructure Plan.

- Investigate the feasibility of all significant City Council and developer delivered highway improvement schemes to be subjected to non-motorised road user audits, as recommended by The Design Manual for Roads and Bridges (DMRB).
- Investigate initiatives that make effective use of pricing to incentivise options that support zero carbon travel in line with the mobility hierarchy encouraging walking, cycling and public transport, with individual car use at the bottom of the hierarchy.

Requiring resources, new powers and/or change at a national level

Plymouth will need to seek much greater government support for initiatives that enable a more rapid implementation of low/zero carbon transport solutions by 2030. To achieve this we will need to:

- Lobby government for changes to current transport scheme appraisal tools to ensure the criteria prioritise positive climate emergency outcomes, such as walking, cycling and bus priority measures.
- Lobby government for initiatives that improve mechanisms and incentives for the rapid uptake of Ultra Low Emission Vehicles.
- Lobby government to review the impact of the UK's international aviation and shipping emissions.



Waste hierarchy



As the landfill site has closed, and the city's waste is now recycled or used for energy recovery, the emissions from the landfill site will decline steadily over time.

Waste

Greenhouse gas emissions from waste account for 10% of Plymouth's emissions, amounting to 118,000 tonnes of CO_2 per year. The avoidance of waste and the effective management of the remaining waste plays a critical role in reducing greenhouse gas emissions.

Within Plymouth the City Council's municipal waste management strategy provides a road map to improving the sustainability of waste management to 2030. It recognises that waste is a resource and the importance of supporting the development of the circular economy which aims to gain maximum benefit from materials and products by keeping resources in use for as long as possible and then recovering material value at the end of life.

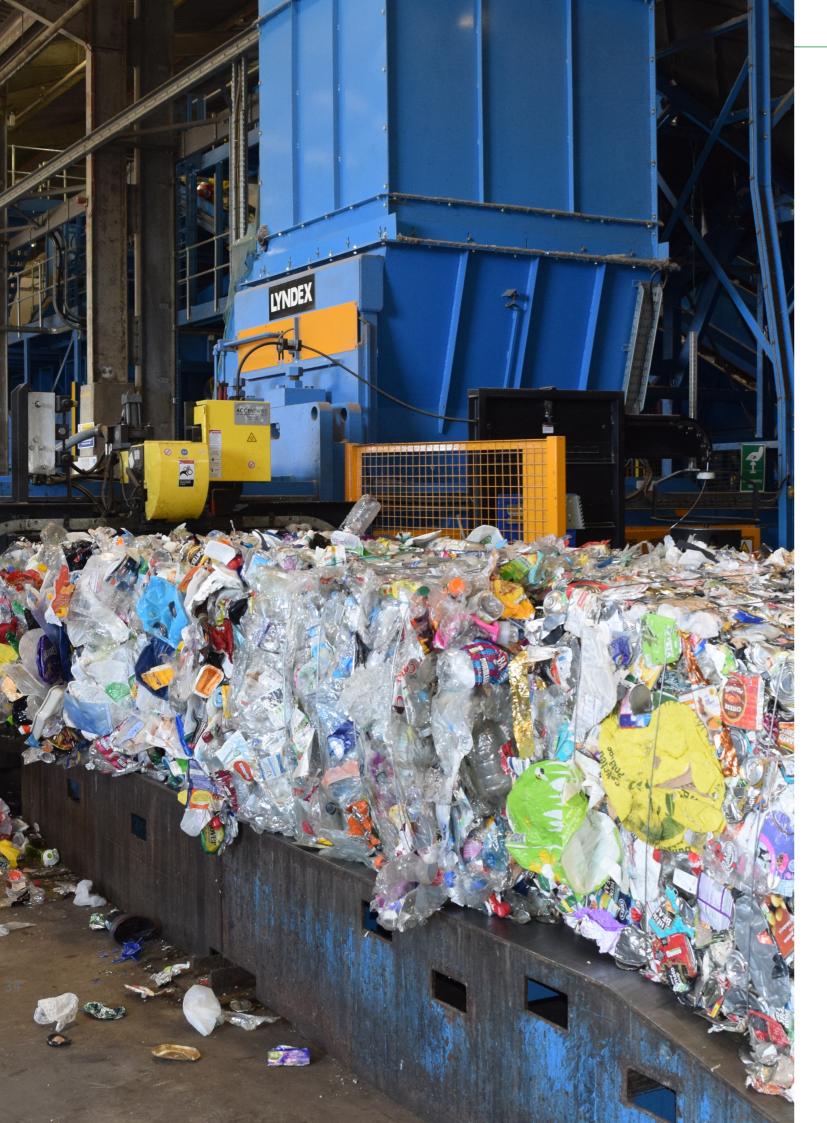
To help achieve this outcome it is important that we all follow the waste hierarchy, which prioritises the avoidance of waste and deals with any waste created in accordance with the best environmental option by seeking firstly options for reuse, then recycling, followed by treatment that recovers energy from the waste, and with disposal being the final option when no other treatment is available.

In recent years there has been a significant change in societal attitudes and behaviours are changing, particularly in relation to single use plastics. Public awareness of the need to reduce waste, reuse where possible and to recycle is widespread. Changes in waste management to support carbon reduction is an area where everyone in Plymouth can have a positive benefit. One source of emissions that is often overlooked is the energy used to make the goods that we consume. This is another area where as a city we can make a difference.

MANAGING WASTE

The City Council has invested in strategic sustainable waste management practises and has facilities that create green energy, including:

- The energy-from-waste facility at Devonport, which produces energy in the form of steam and electricity from the treatment of the city's waste. The energy primarily supplies Devonport Naval Base, with any surplus electricity being fed into the national grid. Less than 0.2% of the city's municipal waste stream cannot be treated at this facility and is sent to landfill.
- The Material Recycling Facility (MRF) at Cheslon Meadow, which enables a comprehensive range of materials to be recycled, including glass, paper card, metal cans and a wide range of plastics, including black plastic trays.
- The City Council's landfill site at Chelson Meadow closed in 2008 and has undergone initial restoration to contain landfill gases. Methane gas from the site is collected and is used to generate electricity which is fed into the national grid.



Action plan for waste

Immediate actions

- Launch campaign to reduce waste generation (especially food waste) by 25% by 2025.
- Launch campaign to increase Plymouth's household and municipal recycling rates from 39% to 65%.
- Increase the number of recycling bins in high footfall areas.
- Initiate review of all legacy and recent landfill sites and assess opportunities for additional methane capture and energy production.
- Ensure that all recyclable material under Plymouth City Council's control is recycled in the UK.

Requiring assessment for practicality, impact and cost

- Review of waste management service provisions to ascertain a reduction in carbon emissions from the handling, transportation, treatment of waste and recycling.
- Identify processing gaps in wider South West region waste recycling and treatment facilities and make appropriate provision for particular materials where gaps are identified.
- Work with others to investigate how to achieve the required levels of reduction in CO₂, methane and N₂O emissions from waste operations by 2030.

Requiring resources, new powers and/or change at a national level

Lobby government to ensure its new Resource and Waste Strategy fully supports the need to address ω the climate emergency and provides local authorities with the powers and resources needed to increase recycling targets, food and garden waste management and additional measures to reduce the environmental impact of resource use and the creation of waste.





Engagement and responsibility

For the city to be effective in addressing the climate emergency we need a city-wide conversation about how people and organisations can take action to reduce emissions, with everyone playing their part. The conversation needs to be honest and open, and crucially it needs to lead to an understanding of the impact that individuals and organisations can make. Understanding our impact, opportunities and limitations is a vital first step to reducing our emissions.

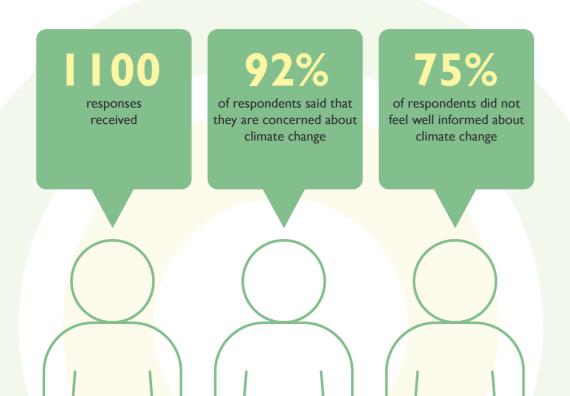
Plymouth City Council is working with the Devon Net-Zero Task Force in order to ensure that actions taken within the city are integrated into a wider strategy being taken by other organisations across Devon.

Public consultation

The City Council has an important role to play in facilitating city-wide conversations and engagement. In September 2019 a public consultation was held which sought responses from citizens around the climate emergency.

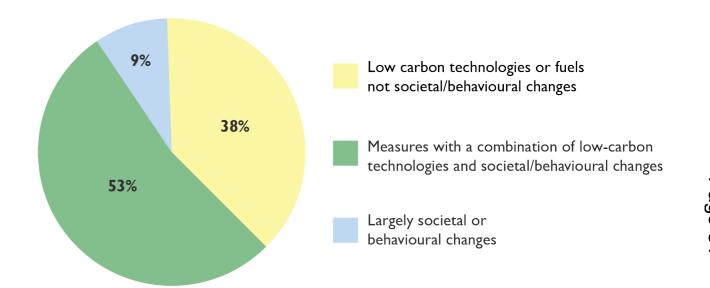
Over 1,100 responses were received with 92% of people expressing concern about climate change. However, 75% of respondents did not feel that they were well informed about the issues.

The City Council recognises that it needs to play a central leadership role working with others across the city to raise awareness and understanding around climate change. Importantly we need to ensure everyone understands what part they can play in addressing the climate emergency.



Behaviour change

Making changes in our own lives is a vital component of the solution to climate change. Without significant shifts in the way we think, act and make decisions we will not be able to achieve the level of impact needed to address the issue. The UK's Committee on Climate Change predicts that societal and behaviour change will play a part in over 60% of actions needed to reduce carbon emissions, highlighting that local grassroots action and engagement will have central part to play in achieving net zero by 2030.





City-wide conversation

The 2030 carbon neutral target will only be met through collaborative working between individuals, communities and organisations across Plymouth and beyond. Organisations across the city are already commencing work to support Plymouth's 2030 target and the case studies below highlight some of the current work in the city that will be rapidly expanded. The city has some outstanding natural infrastructure, with award winning green spaces and a recently established National Marine Park. And Plymouth's Plan for Trees includes a three phase delivery programme for increasing tree cover in Plymouth to 2034. As well as the role that this will play in capturing carbon, these spaces are important from a wider environmental and bio-diversity point of view and are a focus for engaging people with climate change and how they can support efforts to tackle the problem.

UNIVERSITY OF PLYMOUTH

- Declared a Climate Emergency
- Adopting a net zero emissions target for 2025

"Achieving net zero emissions is essential, but adapting to future climates is also crucial. As a university, we must get our own house in order in terms of carbon emissions and we are doing so. At the same time, we are committed to transforming lives and responding to the climate emergency. Generating the knowledge and skills that will drive future adaptation and sustainable living are at the heart of our mission." *Judith Petts, Vice Chancellor*

NHS

"The climate emergency is a health emergency. In order to provide the best possible quality healthcare for our patients we must increase our efforts to mitigate climate change and our resilience to cope with the effects of a changing climate. This is why our Trust has declared a climate emergency and supports Plymouth City Council's 2030 net carbon zero target."

Ann James, Chief Executive, University Hospitals Plymouth NHS Trust

PLYMOUTH MARJON UNIVERSITY

"We are committed to achieving a net zero campus and are already engaged in master planning work to achieve this. We have solar power already installed on our university's rooftops, and currently all the electricity being purchased comes from low carbon generation. The university will be campaigning and working to reduce waste of all kinds, including electricity, with sustainability being a focus in all future development plans."

John Bailey, Director of Estates and IT Infrastructure, Plymouth Marjon University

In light of the climate emergency and with input from the Marjon community, the university will be creating new sustainability policies. It has already started to implement strategies to improve sustainability and reduce carbon emissions. It is in the process of improving its waste services, energy efficiency and green transport facilities, for example with planned additions for electric vehicle infrastructure. Solar power has been installed on one of the university's rooftops, and currently all the electricity being purchased comes from low carbon generation such as renewable technology. The university will be campaigning and working to reduce waste of all kinds, including electricity, with sustainability being a focus in all development plans for the campus.

Action plan for engagement and responsibility

Immediate actions

- Organise a programme of "climate conversations" to bring together key stakeholders from across Plymouth to review strategic options for delivering net zero by 2030.
- Undertake a rapid review of the city's growth strategy to ensure it supports our aim to achieve net zero carbon by 2030.
- Organise community and school events to harness grassroot enthusiasm to take action to tackle climate change. Including, but not limited to:
 - Support Plymouth Energy Community.
 - Establish a community tree nursery at Poole Farm.
 - Carry out an i-Tree Eco survey and report to understand the value of Plymouth's Urban Forest.
 - Initiate a Plymouth Tree Challenge for people across the city.
 - Create a climate change resilient showcase arboretum in Central Park.
 - Invest in tree planting and rewilding corridors.
- Complete a review by June 2020 of how City Change Fund could enable climate emergency focused community projects with a focus on the climate emergency.
- Promote a Car-Free Plymouth day during 2020.
- Support key stakeholders to develop 'bottom up' carbon foot prints for priority high emitting sectors, encourage sharing of best practice and support the accelerated delivery of actions to reduce emissions.
- Continue to work with other councils with similar ambitions, sharing best practice.
- Launch a city-wide climate emergency communications programme.
- Identify large emitters of greenhouse gases and encourage them in their carbon reduction activities.
- Develop a Flood Risk Improvement Programme by working with the Environment Agency to align capital investment to manage flood risks in communities across Plymouth.
- Implement a biodiversity net gain approach that supports climate emergency actions and ensures high quality environmental outcomes in all developments.

Requiring assessment for practicality, impact and cost

- Investigate and maximise opportunities to leverage funds for tree planting.
- Investigate options for alternatives to fossil fuel-based products for the management of Plymouth's green spaces.

Requiring resources, new powers and/or change at a national level

- Liaise with other Councils across the South West to develop a peninsular approach (a South West Climate Change Peninsula Task Force) which sets out our asks to Government.
- Lobby government to encourage changes to laws, taxation, and investment in infrastructure, to make low carbon living easier.

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Climate change is the biggest challenge facing our city's future and without rapid action the consequences will be severe on society, the environment and the economy. Plymouth cannot resolve global climate change alone, but we can play our part by participating fully in a climate emergency response.

This Action Plan is the first significant step in directing action that will reduce carbon emissions across Plymouth and set us on a path to meet our net zero carbon ambition by 2030.

The Action Plan gives an overview of the work that will be undertaken in the next two years as part of the emergency response to the climate crisis. The whole document will be reviewed and updated in one year's time.

CALL TO ACTION

Everyone can play a role in combating climate change and helping Plymouth to become carbon neutral by 2030. Action needs to be taken at all levels, with governments, local authorities, businesses and individuals all needing to play their part.

Responding to climate change not only protects our future environment, economy and culture, but it also provides lots of opportunities for making a better, fairer city.

In order to help change mindsets and open up opportunities for cooperation between organisations, Plymouth City Council will help to facilitate a city-wide conversation on climate change which has at its focus a need to initiate action. Conversations with business leaders will be arranged to bring together senior managers from organisations across the city to inspire cooperation and the exchange of ideas to ensure that transformative initiatives can be replicated and delivered across the city and beyond.

We would like to hear about what you are doing to tackle climate change and support the 2030 ambition. We would also be interested in any suggestions that you may have on how to encourage others to support this crucial initiative.



CONTACT

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CORPORATE CARBON REDUCTION PLAN 2019 – 2021

December 2019



Introduction

The decision by Council on the 08 March 2019 to declare a Climate Emergency produced a number of key actions. These included a pledge to make Plymouth carbon neutral by 2030 and to produce a Climate Emergency Action Plan and a new Corporate Carbon Reduction Plan. This report sets out a draft Corporate Carbon Reduction Plan for 2019-2021.

Strategic Objectives

The Plymouth Plan

The draft Corporate Carbon Reduction Plan (2019-2021) is guided by the overarching Strategic Plan for the city and Plymouth City Council, "The Plymouth Plan" with strategic objectives including:

- Declaration of a City Climate Emergency
- To be a carbon neutral city by 2050 and halving carbon emissions by 2034
- Increasing the proportion of energy from local renewable, decentralised and low carbon sources.

Plymouth City Council – Corporate Plan

Corporate carbon reduction as a concept has been included into a number of Corporate Plans between 2011- 22 with ambitions to:

- Reduce the corporate CO₂ emissions and to "deliver the Council's Carbon Management plan"
- A green, sustainable city that cares about the environment

Background

Corporate CO2 emissions have been successfully monitored and performance managed for many years, mainly focussing on a small number of very specific measurable indicators. The previous Corporate Carbon Reduction Plan (2011-2016) successfully reduced corporate carbon emissions by 20% over this period. Areas of greatest achievement include significant CO2 reductions in: Street lighting; Building heating upgrades ie Guildhall, Ballard; Introduction of Electric Vehicles; Mobile working meaning less business travel and developing Green Champions. The Council is signed up to the Carbon Disclosure Project, a global carbon monitoring programme to help organisations work together and monitor their reduction of emissions and actions on climate change. This draft Corporate Carbon Reduction Plan has also been designed to complement the developing draft Climate Emergency Action Plan.

Purpose

Plymouth City Council contributes circa 1% towards the city's overall carbon emissions. As a leading public sector organisation, we have a track record of leading by example. We already have aspirational targets in place to reduce emissions and whilst our contributions have been reducing year on year, the pledge to make Plymouth carbon neutral by 2030 has fundamentally accelerated the need to review and where necessary develop local polices and plans to meet this challenge. This Corporate Carbon Reduction Plan sets out how we can work towards meeting that goal.

Prioritisation and timescales and link to Climate Emergency Action Plan

The proposed Corporate Carbon Reduction Plan seeks to accelerate reduction of carbon emissions produced by Plymouth City Council over the period to 2030. In line with the strategic timeline of the Climate Emergency Action Plan each of the themes are set against one of the three phases. (Emergency response phase (2019-21), Transitional phase (2021-23) or Acceleration phase (2023-30))

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Boundary and scope.

The scope of this plan is to reduce the carbon emissions from the Plymouth City Council estate and its operations. The plan is focussed on areas that demonstrate significant carbon emissions and energy uses which are in the direct influence/control of Plymouth City Council. However, the plan also seeks to go beyond these 'hard' initiatives and challenges: policy; governance; behavioural processes and decisions which have carbon emission contributions to the Council's CO₂ emissions. The following themes will be addressed in the new Plan:

- A. Emissions and significant energy uses within the Plymouth City Council estate.
- B. Engagement, behavioural change and governance arrangements in Plymouth City Council.

Themes

A. Emissions and significant energy uses within the Plymouth City Council Estate

- Review all Council (operational and commercial) buildings (existing and new)
- Vehicles/Fleet/Transport
- Evaluate Roads and street furniture including lighting and traffic lights.
- Staff and Councillor travel/Travel at Work (i.e. business travel/staff owned cars used to conduct council business).
- Waste minimisation (Council generated).

B. Engagement, Behavioural change and Governance in Plymouth City Council

- Governance
- Decisions
- Behaviours
- Engagement
- Finance strategic investment policy and procurement

Carbon Neutral by 2030 - Baseline, terminology and measurement

Good practice requires the establishment of baselines from which to monitor progress, the outcome is to achieve zero carbon emissions by 2030. To help us define our baseline carbon footprint the Greenhouse Gas Protocol places an organisations emissions into 3 categories.

Scope I – are the Direct Emissions from the activities of an organisation or under their control. Including fuel combustion on site such as gas boilers, fleet vehicles and air-conditioning leaks.

Scope 2 – Indirect Emissions from electricity purchased and used by the organisation. Emissions are created during the production of the energy and eventually used by the organisation.

Scope 3 – All Other Indirect Emissions from activities of the organisation, occurring from sources that they do not own or control. These are usually the greatest share of the carbon footprint, covering emissions associated with business travel, procurement, waste and water.

Appendix I shows our current understanding of the extent of our scope I and 2. This work is being updated and work is in progress to understand the scale and boundaries of our scope 3 emissions.

The emphasis therefore is to determine, for each of the identified activities, their respective CO₂ outputs. Appendices I and 2 below sets out both the terminology, scope, measuring mechanism and baseline for each specific activity. Baselines will be developed for each theme and each individual activity within the Corporate Carbon Reduction Plan and will have their output measure and own target.

Draft Corporate Carbon Reduction Plan 2019 - 2021

Foreword

Local authorities are going into battle in the war on climate change. Figures published by the Carbon Trust show that local authorities in the UK spend around £750 million on energy and account for around 7 million tonnes of carbon dioxide emissions annually through their own activities. Plymouth City Council is no exception and the target of cutting our baseline carbon emissions by 2030 poses real challenges for every part of the Council.

Plymouth City Council has declared a climate emergency. As part of the response to this, the council has committed to ensuring that its operations are carbon neutral by 2030. This plan describes the actions we will take to achieve this goal and how we will measure our progress.

Plymouth City Council is committed to tackling climate change and ensuring environmental sustainability becomes a priority for the authority, both as a service provider and figurehead employer in this area. This Plan is the result of cross-departmental actions to identify opportunities to reduce consumption in energy, water, and fuel, minimise waste production, and to embed carbon management as a fundamental part of working life in Plymouth City Council.

The UK Committee on Climate Change recently highlighted local authorities' significant role in delivering national carbon targets. It recognises that councils' can drive and influence emissions reductions in their wider areas through the management of their estate, the services they deliver, their role as social landlords, community leaders and major employers, and through their regulatory and strategic functions.

The City Council is aware of the importance of its role and this is reflected in the Council's Strategic planning framework. We were previously working towards a target of 30 per cent reduction by 2020 compared to 2005 carbon emissions. The council has made significant progress in reducing carbon emissions over the last 9 years, by reducing energy use, improving the energy efficiency of our buildings, and reducing vehicle use. However, to achieve the 2030 target we will have to go further.

The actions set out in our plan identify the initial opportunities we have identified to reduce carbon emissions relating to the council's operations but this is only a starting point. The council will engage staff, contractors and stakeholders to expand the plan and the range of actions that help us to meet our target.

<u>Draft Corporate Carbon Reduction Plan 2019 – 2021</u>

Draft Corpo	rate Carbon Reduction Plan 2019 – 2021						
A. <u>Emissions</u>	A. Emissions and significant energy uses within the Plymouth City Council Estate						
Area of focus	Activities						
Review all Council (operational and commercial) buildings (existing and new)	 Invest in a decarbonisation programme covering PCC estate; Review the councils corporate and commercial estate. Complete a full audit of energy use within all PCC occupied buildings Review the baseline use of energy and evaluate the carbon emissions from each building. Identify the network of metering across the estate to quantify each building use. Complete dynamic modelling of main PCC Buildings. Incorporate zero and low carbon technologies including fabric retrofit at every appropriate council site. Review purchasing zero or low carbon sourced energy. Complete full audit of water use across the PCC estate. Review the Council's procurement strategy and considering including a climate emergency statement and requirements in all suppliers. PCC will make endeavours to develop a district heating and cooling system utilising low carbon heat pump technology. 						
Evaluate Vehicles/Fleet/ Transport/ Equipment	 Invest in a decarbonisation programme covering PCC's vehicle fleet; Review the total number of vehicles in the PCC fleet, including consideration of alternative fuels which would reduce carbon emissions if viable. Review plant/tools which produces CO₂ emissions looking at potential alternative fuels or different mechanisms to undertake the purpose. Fleet replacement of existing end of life diesel cars/small vans to electric alternatives. Review zero emission alternatives for the HGV vehicles, which take advantage of new technologies becoming available to the general market. 						
Roads and street furniture including lighting and traffic lights	 Scope carbon and financial savings that can be achieved through improved control and management of street lighting using CMS - Energy, CO² emissions, Night Scout Requirements and Pre-emptive intervention (faults). Reduction of illuminated Bollards and O/H Sign Lights following TSRG 2016 amendments-Energy, CO² emissions, maintenance liability, reduction of risk activity. Roll out of LED Traffic Light Units - Energy, CO² emissions, maintenance visits (current stock shows 48% of Junctions and 73% of Ped Crossings have HI lamps) TCF2 bid and S106/278 projects will replace 6% of these. 						
Staff and Councillor travel/Travel at Work - Reducing unnecessary travel	 Undertake a Grey fleet review. Reduce Car Travel by looking at car club initiatives for PCC Staff. Support and encourage more sustainable methods of travel such as walking, cycling, bus, train and care sharing. Identify and reduce unnecessary travel at work also including council vehicles. Undertake an accommodation review including staff parking. 						
Waste minimisation which is Council generated	 Review and optimise the number of individual providers currently commissioned. Examine and standardise waste capture across the estate. Reduce overall waste. Ensure that anything that can be reused is reused. Put in place mechanisms to Recycle more and encourage staff to use recycling facilities. 						

B. Engagement B	ehavioural change and Governance
Area of Focus	Activities
Governance	 Review all existing Corporate Council policies in light of the Climate Emergency. E.g. procurement, commissioning. Identify any conflicting policies and assess implications. Develop a structured timetable with Scrutiny Management to ensure that activities within the Corporate Carbon Reduction Plan are regularly reviewed by Performance, Finance and Customer Scrutiny Board. Review all existing programmes in the light of the Climate Emergency. Set carbon budgets for those departments in which it would be beneficial to use this approach to reduce emissions. Consider embedding an environmental performance management system into the PCC structure including training ISO14001. All City Council capital investments will be assessed for their impact on climate change, with immediate effect by incorporating carbon emissions impact assessments into the approvals process. Review 'carbon footprint implications' impact assessment questions on Main Committee and CMT Template.
Behaviours	 Employ a Behavioural change programme – targeted at high end energy users and leadership. Implement The Way We Work programme with a focus on the climate change emergency on each of the following: Working from home Working practices Reducing staff travel Greater use online meetings Travel between city buildings
Engagement	 Develop a PCC communications strategy on the climate change emergency. Providing regular news items and communication on tackling climate change for staff to raise awareness. Update the Green Champions Plan to ensure that it reflects the changes within this plan. E.G Reduce the amount of energy we use Reduce the amount of resources we use and increase waste that is recycled Reduce the amount of water we use Lower our carbon footprint Promote green travel such as walking and cycling Continue to work with other councils, and city wide stakeholders (PU, NHS, Marjon etc) with similar ambitions, sharing best practice and encouraging take up of the inclusive growth charter.
Finance – strategic investment policy and procurement	 Review Investment fund and debt policy. Make it a standard condition that partners and suppliers in future procurement activities provide their company Carbon emissions (Over the term of the contract). Seek to review the Construction Charter to ensure that suppliers in future procurement activities have Carbon reduction targets. Give due consideration to Social Value outcomes for all our contracts in respect of sustainable procurement for, goods, works and services More programmes to reduce emissions and lower carbon footprint Less air pollution from direct and indirect transport

Appendices I

Terminology

There are various statements that relate to Energy use and Carbon emissions. The following are regarded as the meaning of the following terms:

- I. Carbon Neutral, (this has the same meaning as Net Zero Carbon), this is the state where used energy (that results in a discharge of carbon directly or indirectly) by a process or system, has that energy (and therefore the carbon released) offset by the production (generation) of an equivalent amount of energy by some form of renewable energy production. An example of this would be where a building uses electricity for space heating during the winter but photovoltaic cells (PV) on the roof produce an equal number of kilowatt hours of electricity as was used for heating, measured over a defined time period, usually one year.
- 2. Energy, this is what does the work, usually measured in kilowatt hours (kWh), (the rate of energy converting would be in kilowatts (kW).
- 3. Carbon emissions. Carbon dioxide is released to the atmosphere when fossil fuel is used to do work. Examples of work are; heating a building using a gas or oil fired boiler, driving a vehicle, treating leachate, illuminating an office or boiling water in an electric kettle. In direct fired process, e.g. gas or oil fired water heater/boiler or gas cooking, carbon is released at the point of use, in the case of electrical equipment the carbon is released at the point of generation of that electricity.
- 4. For one kWh of energy "used" to do work the carbon emission will depend on the source, this will be different for gas, oil or grid supplied electricity. (The Department for Business, Energy and Industry Strategy recommend the following conversion rates Natural Gas -0.20428 (kgC0₂/kWh), Oil -0.25974 (kgC0₂/kWh), UK Grid Electricity -0.2556 (kgC0₂/kWh), other organisations may use other conversion factors.)
- 5. Embodied (or embedded) Carbon, this refers to carbon dioxide emitted during the construction of a building and the construction/manufacture of building materials, and all processes of the construction of that building including transport, design and site activities etc. together with end of life emissions that would be emitted during demolition and processing of the arising of that demolition.

Appendices 2

Baseline Scope

All activities will require to set out their baselines and understand their contributions to the overall Plymouth City Council contribution.

The current known energy sources that produce emissions are listed below with their respective % of contributions. Overall it is estimated that in 2019, Carbon emissions are circa 16.5 Million kg/ CO_{2e} annually. This is currently split as:

Theme	kg CO ₂	Percentage
Buildings	8,698,955	52.6%
Fleet	1,859,955	11.3%
Street Lighting	5,713,000	34.6%
Business Mileage	260,000	1.6%
Other – unknown at this stage	Unknown	Unknown

Cabinet



Date of meeting: 16 December 2019

Title Of Report: Bereavement Services - Legal Structures and Arrangements

Lead Member: Councillor Sally Haydon (Cabinet Member for Customer Focus and

Community Safety)

Lead Strategic Director: Ruth Harrell (Director of Public Health)

Author: David Northey, Head of Integrated Finance

Contact Email: david.northey@plymouth.gov.uk

Your Reference: DIN.12/2019

Key Decision: No

Confidentiality: Part I - Official

Purpose of Report

The Council is embracing financial challenges in driving up revenue, reducing cost, utilising the full range of its resources and assets whilst ensuring customers receive high quality services and value for money.

Creating a new legal structure and arrangements for the Bereavement Service will achieve the primary objective of securing the operation of bereavement services for the city that are high quality, provide sufficient capacity to meet demand and are for the public benefit. Specialist legal and tax advice has set out a pioneering solution that will be compliant, tax efficient and benefit from reduced operating costs. The solution will provide the ability to secure external funding and donations to further enhance provision, the green estate and public health objectives as well as exploration of how to support or enable fundraising for families struggling with funeral costs.

The purpose of this report is to recommend setting up a flexible, scalable, and not for profit company. This will allow the Council to take advantage of innovative solutions to a broad range of financial challenges it currently faces and may well face in the future. It is proposed this would be a company limited by guarantee with charitable status (the "**Charity**").

There is a desire to apply co-operative principles to the company structure to reflect the Council's Corporate Values, which are:

"We are Co-operative: We will work together with partners to serve the best interests of our city and its communities"

The charitable objects (aims and objectives) of the Charity have been designed to focus on public amenities (cemeteries and crematoria), health and environmental protection. The charitable objects have been determined as part of the implementation phase and collaborative work undertaken with Co-operatives UK (Co-ops UK) and it is clear that there are a range of well-established charitable purposes of relevance to the pursuit of the delivery of bereavement services and the wider green estate and public health objectives of the Council.

Recommendations

Cabinet is recommended to

- I. Approve the creation of a Company Limited by Guarantee with Charitable Status
- 2. Endorse the proposed name of the entity as Plymouth Crematoria
- 3. Approve the Business Case for the creation of the new entity, including the approval of the leasing of the bereavement estate (the "assets") from PCC to the new entity.
- 4. Nominate the Service Director for Finance (S151 Officer) as Member Representative of the Charity and to exercise all voting rights on behalf of the council (subject to Key Decisions being reserved to the Leader/Cabinet) and bring back a future Report to Cabinet setting out the detailed governance arrangement required to protect, safeguard, and effectively manage the council's interest in the new bereavement model.
- 5. Note the endorsement from Co-ops UK that confirms that the proposed new legal entity will be eligible for membership as an Associate Member of Co-ops UK.

Alternative options considered and rejected

Do nothing. This would prevent appropriate contractual arrangements being made for the opening of the new bereavement facility.

Relevance to the Corporate Plan and/or the Plymouth Plan

A Democratic Council - The Council continues to adopt a pioneering approach to find flexible and innovative solutions to the challenges it faces, some of which are technical finance issues whilst others will resolve operational challenges to ensure best value for customers and the citizens of Plymouth. Adopting a strategic forward thinking approach will also ensure the company is set up to adapt, flex and ensure scalable solutions. Protecting the investment in co-operative assets will also assist with creating a more financially sustainable model.

Implications for the Medium Term Financial Plan and Resource Implications:

There will be direct and indirect implications relating to the setting up of the company:

- I. A new legal entity will be created; a Charitable company with the purpose of receiving charitable donations, sponsorship and fundraising and pay outgoings and expenses and execute documents and do all things required in connection with the use, maintenance, upkeep, expansion, alteration or improvement of the Crematoria in the City of Plymouth, including the existing cemeteries and crematoria owned by the authority;
- 2. The cost of setting up the company will be in the region of £80k covering all legal and tax advice and leases/licences which can be contained within existing service budgets.

Carbon Footprint (Environmental) Implications:

Creating a sustainable model for the Bereavement Service will safeguard the future of service delivery for the bereaved as well as contributing to the Council's Growing City priority of being a green, sustainable city that cares for the environment i.e. ensuring the continued care and maintenance of the cemetery and closed churchyard estate. In these latter years of operation if the existing facilities, the maintenance costs and down time will increase with gas consumption already significantly higher than modern equipment and manual tooling required to replace parts. Environmental regulations currently

require 100% of all new cremators to be abated and issued a requirement for Local Authorities to achieve a minimum of a 50% reduction in emissions (Plymouth currently is part of a burden sharing scheme to meet this requirement in the absence of abatement equipment). It is expected that by the end of 2020 100% abatement will be required; if this requirement does take effect then the service will have to make investment or cease operation.

Other Implications: e.g. Health and Safety, Risk Management, Child Poverty:

The Trustee Directors of the new legal entity will be responsible for all aspects of Health & Safety and Risk Management associated with the management of the city's crematoria although all such aspects are expected to be delivered by the Council on the company's behalf. There will be no impact on child poverty.

Appendices

Ref. Title of Appendix		Exemption Paragraph Number (if applicable) If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.						
		I	2	3	4	5	6	7
Α	Cooperatives UK Membership Criteria					·		

Background papers:

Please list all unpublished, background papers relevant to the decision in the table below. Background papers are <u>unpublished</u> works, relied on to a material extent in preparing the report, which disclose facts or matters on which the report or an important part of the work is based.

Title of any background paper(s)	Exemption Paragraph Number (if applicable)						
	If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.						
	ı	2	3	4	5	6	7
Briefing note: Business Case							

Sign off:

Fin	pl.19. 20.1 84	Leg	MS/2 6462	Mon Off	MS/264 62	HR		Assets		Strat Proc	
Origina	Originating Senior Leadership Team member: Ruth Harrell, Director of Public Health										
Please	Please confirm the Strategic Director(s) has agreed the report? Yes										
Date a	Date agreed: 10/12/2019										
Cabinet Member approval: Councillor Sally Haydon (approved in briefing meeting)											
Date approved: 09/12/2019											

Introduction

- 1.1 The Council is embracing financial challenges in driving up revenue, reducing cost, utilising the full range of its resources and assets whilst ensuring customers receive high quality services and value for money. The purpose of this report is to recommend setting up a flexible, scalable, not-for-profit Company. This will allow the Council to take advantage of innovative solutions to a broad range of financial challenges it currently faces and may well face in the future. It is proposed this would be a company limited by guarantee with charitable status (the "Charity").
- 1.2 Officers have engaged the services of highly respected external QC and legal professionals to consider the most appropriate legal form the new entity should take. Analysis has reviewed the following company structures, comparing the various Co-operative models (1-4) in addition to an approach similar to CATERed where co-operative values and governance principles are applied to a company structure (5). Number 5 has been identified as being able to achieve the financial, legal and tax objectives for the potential future operating model of bereavement services (5).

I. Consortium	2. Co-Op Multi-	3. Co-Op	4. Co-Op	5. Charitable
Co-Op	Stakeholder	Community	Charitable	Company Limited
	Company Limited	Interest	Community	by Guarantee
	by Guarantee	Company	Benefit Society	with Co-Op
				Governance
				Principles
				(6
(Governed by	(Governed by	(Governed by	(Governed by	(Governed by
Rules)	Articles)	Articles)	Rules)	Articles)

- 1.3 Officers also engaged the support of Co-ops UK in the form of a half-day, on-site workshop. As per the brief, Co-ops UK provided valuable support and advice to enable the Project Aims and Outcomes to be met and provided clarity on:
 - The co-operative elements to be integrated into the articles of the company, membership options and charitable purposes.
 - Achievement of a majority of the co-operative principles to achieve Co-operatives UK Associate Membership.
- 1.4 Co-operatives operate according to the recognised International Co-operative Alliance's Values and Principles.
- 1.5 Co-ops UK has established criteria that determines whether an organisation can be identified as a co-operative against the International Co-operatives Alliance Values and Principles. This criteria is the guidelines by which co-operatives put the Values and Principles into practice.
- 1.6 **Appendix A** sets out how the new entity will apply these principles or implement a workable compromise.
- 1.7 The seven cooperative principles are:

Cooperatives UK Membership Criteria	Met	Not Met	Work around
I. Membership		Х	√
2. Democratic Control		Х	√
3. Economic Participation		Х	Х
4. Autonomous and Independent	✓		
5. Education	✓		
6. Cooperation between Cooperatives	✓		
7. Community	✓		

The Company Solution

- 2.1 The company will need to deal with the following range of potential challenges and opportunities
 - Technical Financial Solutions
 - Cost Reduction Initiatives
 - Revenue generation
 - Trading potential
 - · Potential to perform activities more effectively and efficiently
 - Technical Employment Solutions
 - Tax efficiency in both the cost base and the efficient collection of income and donations
 - Supporting the delivery of the full bereavement service objectives
- 2.2 The company solution is not an off the shelf model so there will be some set up costs to ensure the company is scoped to deal with the range of needs of the full bereavement offer. The set up costs are estimated in the region of £80k which will include the tax and legal advice and the company registration.
- 2.3 The new legal entity will be a charitable company which will support the vision for education and outreach and to receive donations on a tax efficient basis.
- 2.4 The primary activities of the charity at this early stage will be establishing its governance arrangements.
- 2.5 The proposed legal entity will fulfil four of the seven cooperative UK principles in full, with agreed work around for the other three.
- 2.6 Whilst not eligible to be recognised as a co-operative, the proposed legal entity will be eligible for Co-ops UK Associate Member status. Co-ops UK recognises the co-operative nature of the proposed legal entity's governance arrangements and operations and the intention to behave in a co-operative manner and adopt a collaborative and co-operative approach wherever possible and where it is not possible to adhere wholly to the ICA Values & Principles. Co-ops UK is supportive of this approach and confirms that an application for Associate Member status would be accepted.
- 2.7 This Associate Membership category is open to organisations that are not co-operatives but that have an interest in the ideals of a co-operative and strive to support and operate in a co-operative and collaboration way.

Appendix A

Co-ops UK Membership Criteria	Delivery Options and Recommendation	Compliance
Ist Principle: Membership Membership is clearly defined as users of the cooperative. Typically: consumers, workers, service users, or a community of interest. Membership is clearly stated as voluntary and non-discriminatory.	 The responsibility for the management and administration of the charity operating company sits with the Trustee Directors who are all volunteers. The charity operating company will operate without discrimination as the law requires. However membership will be by invitation only and there will not be a wider membership other than the Trustee Directors 	Pure co-operative principle not met as opportunity for membership restricted. However, the charity will establish one or more Stakeholder Committees to advise the Trustees and will be designed to enhance the service provision as a result of collaboration and consultation. Although they are not Members, the company's Articles will recognise the importance of the stakeholder voice, including a 'requirement to consult' on certain matters; for example certain stakeholder groups having powers and rights on proposing to the Board how some funds are utilised.
2nd Principle: Democratic control For primary co-operatives, one member one vote or equal voting is clearly stated. If there is weighted voting by member class there must be maximum differentials.	 The Trustee Directors will be appointed by PCC The Membership Voting Structure operates entirely democratically i.e. typically one member one vote. The normal day to day running of the organisation is the responsibility 	Compliant on the assumption of restricted membership.

		PLTMOUTH CITT CO
The majority (51-75%) of positions on the Governing Body are elected / appointed from the "user" members. There are provisions for active membership opportunities: General meetings etc	of the executive team, not the trustee directors who are all non-executive.	In addition, there will be consideration of inviting stakeholders to be a Trustee Director if they hold the necessary skills etc.
If the organisation is owned indirectly via a trust or other body; there are clear democratic ownership and control channels to the membership.		
3 rd Principle: Economic participation		
Members contribute to and democratically control the capital. Typically via: direct share ownership or liable as guarantors. Payment of interest on share capital is limited.	 The Charity is wholly and exclusively focussed on delivering public benefit rather than financial benefits to members. There are no shares and no ownership by individuals but rather a corporate structure designed to deliver overarching common good. 	Not compliant – the focus is not on money making.
Members directly engage in and benefit from the activity of the organisation.		
4th Principle: Autonomous & independent The organisation is not a subsidiary of another organisation and non-user / investor members are 25% or less of the membership. Non-member Director places on the Board are limited to 25%	 The Charity will establish one or more Stakeholder committees designed to enhance the service provision as a result of collaboration and consultation. The overriding requirement to deliver public benefit facilitates a clear focus on much wider stakeholder interests than merely members of an organisation. 	Not fully compliant, but strengthened by the Stakeholder engagement

- There will be a requirement for the Council to keep some level of ownership and control over certain aspects which means autonomy will always be limited.
- These stakeholders include:
 - Church / Clergy
 - Citizens of Plymouth
 - Armed Forces bereavement office
 - Shekinah mission
 - Registry office
 - Funeral Directors
 - Staff visiting the Crematorium for training from local charities / Hospices / Care Homes re assurance when supporting 'end of life' care
 - Medical referees
 - Monumental Masons
 - Ford Park cemetery
 - Supported Internships
 - Environmental permitting
 - Public funerals
 - Visitors and history of existing PCC cemeteries
 - Compassionate Plymouth
 - Baby gardens
 - Coroners offices
 - Environmental Protection: Air Quality
 - Street Services
 - Memorialisation
 - Emergency excess death planning
 - Little Things & Co
 - Commonwealth War Graves Commission
 - Book of Remembrance
 - Ministry of Justice
 - Garden of Remembrance
 - Voluntary Groups
 - Schools

5th Principle: Education

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There is a provision to offer education and training to members, directors and workers within the cooperative.

- The Co-Op educational focus is quite narrow i.e. those directly party to the organisation and most specifically members.
- Compliant plus much more.
- The Charity is keen to educate all of its stakeholders about the nature of the services; possible enhancement and to collaborate to do better. This is a many-fold wider class of persons/entities.

6th Principle: Cooperation between co-operatives

There is a clause on dissolution that any assets can be transferred to another co-operative or the co-operative movement.

By applying for membership of Co-operatives UK an organisation implies adherence to this principle.

- Charities exist purely for the public benefit. The Charity will liaise actively with charities or other with similar or related focus who will be part of the relevant stakeholder group.
- This type of activity is already being carried on by the existing service team.
- The drop in event held on 4
 November 2019 (details below) is
 a good example of the
 collaborative and co-operative
 approach being adopted towards
 the ongoing development of the
 services to be operated from the
 new facility.
- On Monday 4th November between 3pm and 7pm at the Future Inn, the Bereavement Service held a drop in session so their service users could catch up on the latest developments of Plymouths new crematorium and share some details on the internal design and finishing. To represent the project the drop in session was attended by:

Compliant as a matter of parallel principle

- I. Bereavement Service Manager
- 2. Business and Customer Manager
- 3. Project Manager
- 4. Architect
- 5. Strategic Director, Public Health
- 6. Portfolio Holder

We had excellent attendance from a cross section of our service users, this included Funeral Directors from national companies and independent family owned companies from both inside the city and outside, Clergy, Celebrants and organists.

The Project Team were able to talk attendees through the latest plans, show interior designs layouts and also see the types of materials that would be used in the building of the Crematorium.

The feedback from all the attendees was positive and some of their initial concerns had been addressed with some changes of the plan. The event was a great success with stakeholders excited about the building of the new crematorium. Further positive feedback has continued to arrive since the event about the opportunity of engagement with relevant stakeholders which had been provided.

7th Principle: Community

The activity of the cooperative is of benefit to society as a whole.

- This is explicit in the proposed Charitable Objects which require operation exclusively for the public benefit.
- We plan to operate using a collaborative and co-operative approach through the involvement of stakeholders.

Compliant

Bereavement Services - Legal Structures and Arrangements

Briefing Paper



Purpose of briefing

This briefing contains further details to support the Cabinet Decision to create a new service delivery model for bereavement services provided by the Council. The model involves the creation of new legal structures and arrangements for the service which are designed to achieve the primary objective of securing the operation of bereavement services for the city that are high quality, provide sufficient capacity to meet demand and are for the public benefit.

This briefing will provide detail on the reason for the recommended decision, how this aligns with the corporate plan, the alternatives considered, any financial, legal and risk management implications and the proposal legal structures and arrangements themselves.

Reason

The Council continues to face and therefore to embrace external challenges to its finances and increasing demand for its services. At the same time the development of the sector in which the Bereavement Service operates means there is a need to improve quality and capacity to ensure the city can meet customer expectations and predicted future demands.

The purpose of this report is to allow the Council to take advantage of the technical solutions available to it by creating a new service delivery model for the Bereavement Service that address its specific challenges, meet the service's objectives and where possible enhance the green estate and public health objectives of the Council.

Specialist legal and tax advice has set out a solution that will be compliant, tax efficient and benefit from reduced operating costs. The solution will also provide the ability to secure external funding and donations to further enhance the provision, the green estate and public health objectives as well as opening opportunities to explore ways to support families struggling with funeral costs either directly or through partners.

Corporate Plan

The Council continues to spend money wisely by finding flexible and innovative approaches to the challenges it faces. Some solutions, of which this is one, are about optimal technical legal and finance structures which enable the Council to deliver more and better whilst also ensuring best value for customers and the citizens of Plymouth. Technical solutions of this nature have no negative implications for service delivery to the customer and instead provide greater efficiency and open up other opportunities for public benefit.

Adopting a strategic forward thinking approach will also ensure legal structures are set up to adapt, flex and ensure scalable solutions.

Creating a sustainable model for the service will safeguard future delivery for the bereaved as well as contributing to Council's Growing City priority of being a green, sustainable city that cares for the environment i.e. ensuring the continued care and maintenance of the expanding cemetery and closed churchyard estate.

Alternatives considered

Detailed analysis by specialist legal and tax advisors determined two alternative options and after consideration of all relevant known underlying facts and the relevant legal and tax constraints as applied to those facts one solution is being proposed.

Implications for financial, legal and risk management

There are no material risks associated with the creation of the legal structures and arrangements proposed. Specialist professional advisors have been engaged to ensure all appropriate measures and mechanisms are used to mitigate identified risks.

Legal structures and arrangements

It is proposed in broad terms to set up an independent non-profit legal entity. This would be a company limited by guarantee with charitable status (the "**Charity**").

The charitable objects (aims and objectives) of the Charity can be designed to focus on public amenities (cemeteries and crematoria), health and environmental protection. The charitable objects will be determined as part of the implementation work and it is clear that there are a range of well-established charitable purposes of relevance to the pursuit of the delivery of bereavement services and the wider green estate and public health objectives of the Council.

The Council will be a Member of the Charity.

The Council will define the skill sets required of the Trustee Directors of the Charity.

The Council will appoint all Trustee Directors of the Charity (and appoint replacements on rotation) consistently with the required skill sets.

Council Officers can be appointed Trustee Directors.

The Council family of companies will provide relevant lease arrangements of assets.

The Council family of companies will provide relevant services on a VAT free basis.

The Council will supply employees providing bereavement services.