



Leicester
City Council

WARDS AFFECTED: All

Cabinet

24 April 2006

**ECO-MANAGEMENT AND AUDIT SCHEME (EMAS)
Progress for 2004/05, Proposed Action for 2006/07**

SUPPORTING INFORMATION

Report of the Corporate Director, Regeneration and Culture

1. Background

- 1.1 The Eco-Management and Audit Scheme (EMAS) is the European Union's own environmental management system, similar to the international standard ISO 14001. It is currently a voluntary scheme, which organisations can adopt to manage and improve their environmental performance. Leicester City Council pioneered the adoption of EMAS by local authorities and was one of the largest organisations in Europe to register in 1999.
- 1.2 Maintaining EMAS registration and meeting EMAS improvement targets is measure B2 of Leicester City Council's corporate plan.
- 1.3 The European Commission's recent communication "Towards a thematic Strategy for the Urban Environment" makes it a requirement for all municipalities in Europe, over 100,000 inhabitants, to adopt an environmental management plan and recommends the use of an EMS such as Leicester's for implementation. Leicester is quoted in the Communication as an example of best practice for others to follow.
- 1.4 Leicester City Council continues to pioneer the way with EMAS by inviting Leicester schools to participate in EMAS and join our registered system. Approximately £400,000 leverage has been obtained from the Neighbourhood Renewal Fund to fund the EMAS in schools project. The project is key to Leicester City Council's Corporate Plan, as it seeks to deliver a joined-up approach to both of the council's strategic objectives:
- "To raise educational standards and skills irreversibly so that all schools are good schools and individuals are committed to learning throughout life"*
- "To improve our environment to make local neighbourhoods and the city centre places for people to be proud of."*
- 1.5 The system drives improvements in environmental performance, reduces the risk of breaching environmental legislation and demonstrates a level of performance management that has been viewed favourably in several inspections and awards

(e.g. Comprehensive Performance Assessment, Beacon Status for a Quality Environment).

1.6 Achieving some of the targets should produce financial benefits. For example £29,582 would be saved by meeting the EMAS water reduction target.

1.7 This is an annual report to Cabinet to tell members about the Council's progress towards our corporate environmental improvement targets. These targets are a key element of the EMAS system. The EMAS action programme for 2006/07 shows those actions intended to deliver the EMAS targets (appendix 3 – *in draft*). A monitoring exercise informed the eighth annual EMAS public statement (appendix 2). This statement is a requirement of the EMAS regulation.

2. Progress towards existing targets

2.1 On March 24th 2003 Cabinet agreed 21 environmental improvement objectives covering both city-wide environmental issues and the direct environmental impacts of Leicester City Council (LCC) operations. Twelve of those objectives currently have associated targets and monitoring systems in place. Work to develop further targets and monitoring systems is ongoing (see section #).

2.2 The Council is able to demonstrate that 4 targets are successfully on track to be met. In addition 5 other targets have progressed positively during the year, (but without being able to conclude that the target is on track). Progress towards 1 target is neutral or inconclusive. There are 2 targets showing a negative trend which are described in more detail in the supporting information (paragraphs 4 and 5). A detailed review of our overall progress towards all the objectives and any changes since last year is given in appendix 1. A summary of progress is given in table 1.

Table1 Summary of progress towards corporate environmental improvement objectives

Target No.	Environmental Improvement Objective (with associated target in brackets)	Change Since Last Year	Overall Progress Towards Target	Additional Explanation
12.1	To improve the cleanliness of the city centre (Cleansing Index – PSA measure – in the city centre to be 75% or above by 2004/05)	+ve	Achieved, further target proposed	This target was achieved two years ahead of schedule and in 2003/4 exceeded it by 10.6%. The index remained high during 2004/5. A new target is proposed to reflect BVPI199, which sets a target that no more than 25% of street should fail a street cleanliness inspection. Our EMAS target will be set at no more than 15% of streets to fail, by 2007/8 when it will reviewed again.
7.1	Reduce potable water used in council buildings (5% reduction of 2000 levels by 2005/06)	+ve	On track	During 04/05 water used in Council buildings fell by 1% again, indicating that the target will be met. Despite the increase in water demand from Braunstone Leisure Centre, the intelligent metering system identified significant efficiency savings across council buildings.
9.1	Ensure key aspects of natural environment on council-owned	+ve	On track	Progress has been made on management plans during the year

	land are sustainably managed (<i>develop management plans for parks, open spaces, riverside trees and woodland by 2005/6</i>)			which would indicate that the target of 100% completion by 2006 is achievable.
10.1	Ensure that the council continues to provide Leicester people with publicly accessible green space (<i>publicly accessible green space owned by the council covers at least as much land in 2020/21 as it did in 1994 = 863 hectares</i>)	+ve	On track	0.3 hectares of publicly accessible green space were acquired by the Council during 2004/05 (at St David's Road Kirby Frith and the Riverside Walk at Aylestone), taking the total to 903.4 ha.
1.3	Reduce the fuel used by staff vehicles at work (not commuting) (<i>5% reduction of fuel used in 2000/01 by 2005/06</i>)	+ve	Not conclusive (Proposed amended wording)	It is proposed to improve this target and to report in future on a) liters of fuel used by the fleet and b) miles claimed by staff. Using this wording, over the past 3 years each of these targets has shown an apparent improvement – 8% for fleet and 14.6% for staff mileage. More detailed investigation of these figures is now required.
4.2	Reduce morning rush hour car trips to the city centre (<i>return to 2000/01 levels by 2006/07 and a 1% decrease by 2010/11</i>)	+ve	Not conclusive	During 04/05 monitoring was carried out in abnormal weather conditions. However, proxy indicators suggest a slight decrease again this year.
4.3	Reduce car travel at schools with travel plans (<i>25% reduction in car travel by 2011</i>)	+ve	Not conclusive	Changes were made to the wording of the target last year reflecting improvements in data collection. This means only two year's of data has been collected. Since last year, car travel has reduced by 5.6% indicating good progress towards the new target, but too soon to declare a trend.
6.1	Increase recycling of household waste (<i>40% of household waste collected in 2005/06 to be recycled</i>) <i>Proposed amended wording: (40% of household waste collected in 2005/06 to be recycled or composted)</i>	+ve	Not conclusive (Proposed amended wording)	The wording of the target is recommended for amendment to reflect the government's requirement to report on recycling and composting. In 2004/5 the recycling rate was 13.59%. Repairs to the Bursom mill took longer than expected and the processing capacity was only around 50% throughout the year. For the couple of months data during which the ball mill was fully operational, data does indicate that we can get this target back on track.
9.2	Ensure prime ecological sites are retained (<i>The area of land covered by council-owned Sites of Importance for Nature Conservation to be maintained at 1999 levels and managed according to their schedules</i>).	+ve	Not conclusive	It is known that several SINCs have improved in quality. However, the required condition surveys were not carried out due to staff shortages and so the target has not been able to be measured.
4.1	Improve air quality within the city (<i>To achieve national air quality objectives for nitrogen dioxide by 2005</i>)	neutral	Not conclusive	It is not possible to establish a clear trend from the data collected from the 9 air quality monitoring stations so we aren't able to conclude whether this target has been met. It is proposed to roll forward this target to 2010. Road traffic is one of the major contributors to poor air quality in Leicester.
1.1	Reduce the council's total building energy consumption (<i>to 50% of the 1990 level by 2025/26</i>)	-ve	Not conclusive	Energy consumption in council buildings in 2004/05 was 11.7% higher than in the previous year, which represents an increase of 1.2% from the base year 1990. Some of this

				increase is attributable to the inclusion of new buildings such as Braunstone Leisure Centre and the Depot on Rutland Street, which highlights the need for a more rigorous council process for delivering low carbon buildings in future. In addition the CHP boiler at St Matthews was out of action for much of the year. However, further investigation is needed to explain this increase in full. We will also look for comparator data from other local authorities to look at how our energy use compares to other similar authorities.
1.2	Increase the council's use of renewable energy (<i>from 0% in 1997 (Mar) to 20% of energy requirement in 2020/21</i>)	-ve	Not on track	In 04/05 22.8% of electricity used in council buildings was renewable – this has not changed over the year, and as a proportion of total energy, it has fallen due to the overall increase in energy consumption.

2.3 The council's use of energy in its own buildings and the recycling of household waste are the main concerns identified from the review of progress and they are discussed below in greater detail.

3. Energy used in council buildings

3.1 Energy consumption in council buildings in 2004/05 was 11.7% higher than in the previous year, which represents an increase of 1.2% from the base year 1990.

3.2 Some of this increase is attributed to an expansion of some services and the inclusion of new buildings such as Braunstone Leisure Centre, Leycroft Road and the Depot on Rutland Street. Consequently, a further exercise now needs to be carried out to "normalise" the data to take into account of changes in total floor area. However, to keep the EMAS target on track, the council needs to have a mechanism to ensure that all new buildings are as low energy as possible. It is recommended that Members receive a further paper which provides information to help Members decide on such an appropriate mechanism. For example, the council could consider the specification of BREEAM standards of at least "very good" for all new council buildings in future (Building Research Establishment Environmental Assessment Method). This standard is regarded by the design and construction industry as the measure of best practice in environmental design and management and is widely adopted. BRE have estimated the additional capital cost of meeting the very good standard to be only 0.2% for an air conditioned office and a saving of 0.3% for a naturally ventilated office. Members should note that within the Building Schools for the Future programme, new build schools are required to meet BREEAM "excellent" standards.

3.3 The second reason for the increase is attributed to the combined heat and power plant at St Matthews being out of action for most of the year. This meant that the council had to buy in electricity to compensate for the lost renewable electricity, which would have been generated by the plant.

3.4 Finally, the timing of receipt of major bills (upon which the figures are based) for facilities such as St Marks and St Matthews District Heating Schemes have

“skewed” the results. Further work now needs to be carried out to improve the quality of the billing information included in the target figure. (For example, St Marks received a bill during 2004/05 that included 7 months of energy use from 2003/04.)

- 3.5 We will investigate the availability of comparator data from other local authorities to look at how our energy compares with other similar local authorities.
- 3.6 When reviewing the delivery of services from council buildings attention should be paid to the energy savings that could be achieved by co-locating services in buildings.
- 3.7 Actions proposed to bring this target back on track are given in appendix 3. Council sites linked to the Intelligent metering service have more than doubled during the current financial year and this will be our key mechanism for identifying and driving down energy use. In addition the Local Authority Energy Finance Programme (LAEF) is financing a programme of detailed energy surveys of council buildings.

4. Council’s use of renewable energy

- 4.1 The Council’s use of renewable energy as a percentage of total energy use has fallen from 5.1% in 2003/04 to 3.5% in 2004/05.
- 4.2 The amount of renewable energy consumed by the Council has not changed but the amount of renewable energy as a proportion of the total energy consumption has fallen. This is due to the above increase in overall energy consumption of the Council during 2004/5.
- 4.3 If this target is to get back on track the proportion of ‘green energy’ purchased by the Council will have to increase and/or an increase in on-site renewable energy generation will have to be achieved. With the significant rises in energy prices the Council has recently decided to extend its energy contracts with existing suppliers for 12 months from June 2006 for financial reasons. Due to the huge costs increases involved (i.e. a 50% rise) cost savings have had to take precedence over purchasing a higher proportion of ‘green energy’. No major on site renewable projects are currently being proposed due to the lack of up front capital costs. Potential exists to increase our own renewable energy production through an Energy Services Company and opportunities provided through major projects such as the CLABs review.

5. Further Development of Targets and Monitoring Systems

- 5.1 The system of environmental improvement objectives and targets, and associated monitoring systems, is still developing. Three objectives already have targets but monitoring systems are still being put in place and targets are currently being developed for a further six objectives (see table 5).

Table 5 Summary of progress with the development of targets and/or monitoring systems for corporate environmental improvement objectives

Target no.	Environmental Improvement Objective (with associated target in brackets where developed)	Progress with development of data collection monitoring system and/or target
5.1	Reduce the amount of council waste going to landfill (<i>40% of City Council waste to be recycled by 2005</i>)	Data collection monitoring system currently being developed. From 2005/6 there will be a requirement for the authority to submit

		this information to DEFRA annually.
8.1	Reduce consumption of paper (<i>5% reduction in the quantity of paper purchased in 2000, by 2003</i>)	Monitoring paper consumption requires all paper to be purchased through Creativity Works or, if purchased elsewhere, the quantity of paper reported to Creativity Works. Unfortunately, a lot of paper is purchased from external organisations and not reported to Creativity Works making it impossible to obtain reliable data on paper use. See section 6 of the main report.
8.2	Increase the use of recycled paper (<i>98% of the paper purchased in 2003 to be 100% recycled post consumer waste</i>)	Monitoring the use of recycled paper requires all paper to be purchased through Creativity Works or, if purchased elsewhere, the recycled content of the paper reported to Creativity Works. Unfortunately, a lot of paper is purchased from external organisations and not reported to Creativity Works making it impossible to obtain reliable data on recycled paper use. See section 6 of the main report.
2.1	Reduce the energy consumption of homes within the city i.e. increase SAP rating of houses	Target development is ongoing. Home energy data for the whole of the city is currently being collected and a target will be developed in 2006/7.
3.1	Reduce vehicle emissions from fleet and lease cars	Target development is ongoing. Investigations are underway, in partnership with the vehicle fleet manager, to establish the best technology available to reduce vehicle emissions
6.2	Reduce the amount of construction waste going to landfill	A planning application has been submitted for a construction and demolition waste recycling facility. The target will be developed once the facility is operational.
9.3	Develop measurable indicators of ecological quality and complete the first monitoring programme by 2010	Development of the target is on hold pending recruitment.
11.1	To create a sustainable built environment within the city	Target development is ongoing. The Better Buildings project officer is in post and is developing a target based around the adoption of the Better Buildings guidance within the planning process.
13.1	To improve awareness of environmental issues amongst Leicester residents	A new target is now proposed (see appendix 4). Baseline data has now been collected through the Leicester Residents Survey for 2005. The target proposed is to increase the percentage taking action by the next Residents Survey in 2007

5.2 Amended wording for 5 targets is proposed in appendix 4.

6. Progress with the issues raised in the EMAS Cabinet Report 2005 Paper

6.1 Monitoring paper use and recycled content was a concern raised in the report to Cabinet in April 2005. These targets are on hold due to the inability to collect accurate data. Some progress has been made, but the review of Creativity Works has held up our ability to start actively monitoring these targets again.

6.2 The policy requires all paper to be purchased through Creativity Works or, if purchased elsewhere, the quantity and recycled content of the paper reported to Creativity Works. This is so that accurate paper consumption figures can be reported. The purchasing of paper other than “100% post consumer waste” has to be justified as an exception. Unfortunately a lot of paper, possibly up to a quarter of all paper used by the authority, is purchased from external organisations and not reported to Creativity Works. This makes it impossible to monitor implementation of the paper policy. Active promotion of the policy in 2003 did not resolve the situation.

6.3 During 2005/6 the following action was undertaken:

- Following the procurement efficiency reviews and the benchmark review of ESPO, non-contracted suppliers of paper were deactivated from the FMIS system. If subsequently orders are placed with off-contract suppliers this will be highlighted at either the time of order or payment (depending upon the system used).
- A new contract procurement rule now clearly states that “in house providers” must be used (unless they have insufficient capacity) (Section 2 , 1.1). In the case of the EMAS paper target, this will mean that Creativity Works will be printing and recording the volume and type of paper used within the EMAS system. This should dramatically reduce the unrecorded paper consumption in outsourced printed documents.

6.4 Once the review of Creativity Works is completed, we anticipate being able to start monitoring the EMAS paper targets again.

Transport

6.5 In 2005, we raised the target relating to car journeys in the city as a possible concern, although there was no clear trend established. During 04/05 monitoring was carried out in abnormal weather conditions so the data is not considered reliable. However, proxy indicators also suggest a slight decrease so that we may be able to identify a trend in next year’s report.

6.6 Regarding staff travel, in previous years this has been reported as a combined figure of the fuel used by the vehicle fleet and an estimate of the fuel used by staff in their own vehicles (based on the number of miles claimed).

6.7 The vehicle fleet element has historically included the fuel used by SITA and Biffa in the vehicles used for to collect domestic waste. Biffa no longer refuel at he city council’s depot. To be able to report accurately in the future we have normalized the data for the past 3 years and removed SITA and Biffa fuel from totals. The normalized data indicates an 8% reduction in fuel use, although it is too early for a trend to be identified. More detailed investigation is needed to determine whether the current reduction is maintained in future years and whether this is due to the increased fuel efficiency of the fleet vehicles.

6.8 Regarding staff private mileage, it is proposed to improve the accuracy of this element of the target by in future reporting on miles claimed by staff, rather than fuel usage. This will remove a level of inaccuracy in the data, as the fuel used was based on crude estimates of fuel efficiency. In addition, “miles travelled” is felt to have more resonance with staff than a volume of fuel used. Using this new data, over the past 5 years the staff mileage element of the target also appears

to show improvement of 14.6%. This figure now requires further investigation and normalizing to account for fluctuating staff numbers.

Sites of Importance for Nature Conservation

- 6.9 The deterioration in the quality and protection of Sites Important for Nature Conservation (SINCs) was reported as a concern during 2003/04. It was anticipated that the increased investment made in the City's parks over the last year would have positive benefits for nature conservation. It is known that several SINCs have improved in quality. However, the required condition surveys were not carried out due to staff shortages and so the target has not been able to be measured this time.

Reviewing EMAS targets

- 6.10 A review of the EMAS objectives and targets was proposed to be undertaken to reflect the recent Leicester Environment Strategy. However, it is now proposed to undertake this review once the Local Area Agreement is finalized. The scope of the review will now include 3 documents: the Leicester Environment Strategy, the Local Area Agreement and the Community Strategy.

7. Proposed EMAS Action Programme for 2006/07

- 7.1 Appendix 3 (draft) reports on progress towards the 2004/05 actions and recommends their continued inclusion in the 2006/07 action programme. In addition new actions have been suggested where appropriate. Together the 2004/05 actions recommended for retention and the new actions constitute the draft EMAS action programme for 2006/07.

8. The text for the eighth EMAS Environmental Statement

- 8.1 EMAS requires us to keep the public informed of the City Council's environmental progress. We do this by publishing an annual EMAS public statement. The text is checked for its accuracy by the external EMAS Verifier before being made available to the public.
- 8.2 The proposed draft text for the eighth annual statement is attached at appendix 2. The statement reports progress towards the EMAS targets during 2004/05. The statement also provides a commentary on the key issues influencing our progress and presents some of the important future actions. We have used a format that places emphasis on graphical presentation and case studies.

9. Next Steps

The next steps are as follows:

1. The proposed action programme will be implemented from 1st April 2006.
2. External re-verification of EMAS will take place during May 2006, including the validation of the public statement.
3. The eighth EMAS public statement will be published following validation.
4. Members will receive the next annual report on progress towards the targets in March 2007.

10. Conclusions

- 10.1 Progress towards the EMAS targets was generally positive during 04/05. Current concerns relate to the apparent increase in energy consumption in council buildings and the low household recycling rate during the period in which the Bursom Plant was not fully operational.
- 10.2 Actions proposed in the 2006/07 action programme should promote further progress towards the targets.
- 10.3 The draft text for the 8th EMAS Public Statement should be agreed so that publication can take place following the next EMAS verification (May 2006).

FINANCIAL, LEGAL AND OTHER IMPLICATIONS

1 Financial Implications

- 1.1 EMAS is managed by the staff in the Environment Team and is financed through the Team's budget. The team budget for 2005/6 is £216.1k . This covers the verification costs and all associated printing of documents required for the process, including publication of the annual public statement. Members of the Sustainable City Officers Group (SCOG) and several other individual officers from across the authority are involved in the implementation of EMAS. The implementation of the proposed 2005/06 action programme will be met from resources that are already committed (e.g., through the Local Transport Plan).

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2 Legal Implications

- 2.1 The corporate environmental policy commits the organisation to "fulfil our statutory environmental responsibilities". A prosecution for breaching the relevant legislation would result in automatic removal from the EMAS register. The Council does take effective measures to ensure that its contractors comply with the EMAS obligations by ensuring it is an evaluation criteria in the procurement process and including clauses requiring compliance within all standard and bespoke contract terms.

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3. Other Implications

3.1

OTHER IMPLICATIONS	YES/NO	PARAGRAPH REFERENCES WITHIN SUPPORTING PAPERS
Equal Opportunities	No	
Policy	Yes	EMAS is the management system we use to implement the corporate environmental policy
Sustainable and Environmental	Yes	EMAS is the management system we use to implement the corporate environmental policy

Crime and Disorder	No	
Human Rights Act	No	
Older People on Low Income	No	

3.2 Risk Assessment Matrix

Risk	Likelihood L/M/H	Severity Impact L/M/H	Control Actions (if necessary/or appropriate)
1 – Failure to take corrective action necessary to meet our EMAS targets Meeting the EMAS targets is not a requirement of the EMAS regulation, but progress needs to be reviewed regularly and corrective action taken as necessary to improve performance.	L	L	Progress is reviewed annually by members at Cabinet and corrective action agreed through the review of the EMAS Action Plan. The process of closing out non-compliances raised by internal EMAS audits provides another mechanism for taking corrective action.
2 – Failure to maintain an EMAS Action programme The EMAS action programme is a requirement of the EMAS regulation. Without this EMAS registration could not continue.	L	H	Env Team have work instructions in place to review the action programme every 6 months and to report annually to members.
3 – Failure to produce a verifiable public statement The EMAS public statement is a requirement of the EMAS regulation. Without this EMAS registration could not continue.	L	L	The text of the Public Statement is presented to members at Cabinet for agreement and subjected to checking by internal audit prior to verification taking place.

L - Low
Low M -
M - Medium
Medium H - High
H -
High

4 Background Papers – Local Government Act 1972

- Reviewing EMAS (Eco-Management and Audit Scheme). Cabinet, 24th March 2003.
- The Leicester Environment Strategy. Cabinet, 7th March 2004.
- The Leicester Energy Strategy.
- The Transport Efficiency Review. Cabinet, 17th May 2004

5 Consultations

Consultee	Date Consulted
Individual officers named in the action programme (appendix 2)	Nov to Dec 2005
Sustainable City Officers Group	20 February 2006
Regen And Culture Directorate	8 March 2006
Corporate Directors Board	4 April 2006
Arts Leisure & Environment Scrutiny	12 April 2006

Appendices (available in the Members Library)

- Appendix 1 – Progress Towards EMAS Targets 2004/05
- Appendix 2 – Environmental Statement April 2004–March 2005
- Appendix 3 – Proposed EMAS Action Programme 2006/07
- Appendix 4 - Proposed Amendments to EMAS Targets 2005/06