Council	Agenda Item 55
16 December 2010	Brighton & Hove City Council

Subject:		**Overview & Scrutiny Report: Climate Change Adaptation**		
Date of Meeting:		**16 December 2010**		
Report of:		**Strategic Director, Resources**		
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Wards Affected:	All			

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

1.1 The Council's Constitution requires that the findings of scrutiny panels, together with the executive response, be submitted to Full Council for information.

1.2 This report presents a summary of the Climate Change Adaptation Scrutiny Panel findings and recommendations (Appendix 1) along with the Executive response (Appendix 2).

2. RECOMMENDATIONS:

2.1 That Member's note Appendices 1 and 2.

3. BACKGROUND INFORMATION

3.1 The Council's Overview and Scrutiny Commission (OSC) resolved to establish a panel to investigate what work that needs to be done to make good progress in planning for a changing local climate.

3.2 Evidence from a range of witnesses to the Panel stressed that while this is a vital issue for the whole world, there is a need to develop local solutions.

3.3 While preparing to adapt may require significant resources, research has found that the financial consequences of failing to adapt could be significantly higher.

3.4 The panel made 13 recommendations as outlined in Appendix 1.

3.5 The full scrutiny panel report along with the evidence base is available in Members rooms and on the overview and scrutiny webpages.

3.6 The Executive response to the Scrutiny recommendations is attached as Appendix 2.

4. CONSULTATION

4.1 No formal consultation has been undertaken in relation to this report. The Scrutiny Review undertook extensive consultation with interested parties.

5. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

5.1 No specific implications as this report is purely for the Council to note.

Legal Implications:

5.2 As indicated in paragraphs 1.1 and 2.1 above, and in accordance with the council's procedure rules on overview and scrutiny, this report is purely for Council to note. There are no further legal implications arising directly from the report.

Lawyer consulted: Oliver Dixon Date: 25 November 2010

Equalities Implications:

5.3 No specific implications as this report is purely for the Council to note.

Sustainability Implications:

5.4 No specific implications as this report is purely for the Council to note.

Crime & Disorder Implications:

5.5 No specific implications as this report is purely for the Council to note.

Risk and Opportunity Management Implications:

5.6 No specific implications as this report is purely for the Council to note.

Corporate / Citywide Implications:

5.7 No specific implications as this report is purely for the Council to note.

SUPPORTING DOCUMENTATION

Appendices:

1. Summary of the climate change adaptation scrutiny review.
2. Executive response to the scrutiny recommendations.

Documents in Members' Rooms:

1. Full Scrutiny Panel report and evidence base

Appendix 1

Climate Change Adaptation Scrutiny Review Panel Summary

1. Background

1.1 The terms of reference for the Panel

1. To gain an understanding of the climate change threats and opportunities facing Brighton & Hove and the impact these will have
2. To review the current preparedness of BHCC and its partners to adapt to the foreseeable consequences of a changing local climate
3. To identify through a gap analysis risks that need to be addressed through improved adaptation planning
4. To develop a timetable for this work to be undertaken
5. To consider the best means through which to monitor progress made in reaching level 4 of NI188

1.2 What is climate change adaptation? The breadth of the issue is shown in the following description of adapting to climate change:

'… the process of building resilience and preparing households, businesses, infrastructure, public services and vulnerable parts of our society to cope with the impacts of climate change, and to take advantage of any new opportunities that result.'

1.3 Why is adaptation important to the city? Evidence to the Panel stressed that while this is a vital issue for the whole world, there is a need to develop local solutions. Brighton & Hove because of its location by the sea, as well as other characteristics, is vulnerable to wide range of risks which could result from a changing climate and more extreme weather. These include:

- Flooding
- Heat waves
- Coastal erosion

The city also needs to prepare for the opportunities that can be created by a changing climate, such as:

- Increasing tourism
- Growing business opportunities for environmental industries

1.4 While preparing to adapt may require significant resources, research has found that the financial consequences of failing to adapt could be significantly higher.

1.5 The 'Mini-Stern for Manchester' report by Deloitte concluded that *'a failure to adapt'* scenario could result in the Manchester region losing an estimated **£20 billion** over the next 12 years to 2020.

1.6 Witnesses whom gave evidence to the panel:

Name	Title	Organisation
Chris West	Director	UK Climate Impacts Programme
Chris Wick	Operational Manager	Environment Agency
Barry Luck	Sewerage Strategy Manager	Southern Water
Jorn Peters	Regional Planner	South East England Partnership Board
Tony Whitbread	Chief Executive	Sussex Wildlife Trust
Graham Tubb	Head of Energy Policy	SEEDA and Climate South East
Justin Butler	Managing Director	Ambiental
Meyrick Gough	Water Planning Strategy Manager	Southern Water
Mark Prior	Head of Sustainable Transport	Brighton & Hove City Council (BHCC)
Martin Eade	Coast Protection Engineer	BHCC
Martin Randall	Assistant Director – City Planner	BHCC
Paula Goncalves	Senior Planning Officer	BHCC
Matthew Lipson	Assistant Scientist	Committee on Climate Change (Adaptation Sub-Committee)
Gary Ferrand	Assistant Chief Fire Officer	East Sussex Fire and Rescue Service (ESFRS)
Keith Ring	Borough Commander	ESFRS
Thurstan Crockett	Head of Sustainability and Environmental Policy and Environmental Policy	BHCC
Angela Dymott	Assistant Director, Property & Design	BHCC
Robin Humphries	Civil Contingencies Manager	BHCC
Jackie Algar	Risk & Opportunity	BHCC

	Manager	
Paolo Boldrini		Climate Connections Project
Carolyn McKenzie	Head of Sustainability and Climate Change	Kent County Council
Dominic Kniveton		Sussex Centre for Migration, University of Sussex
Tom Scanlon	Director of Public Health for Brighton & Hove	
Jane Simmons	Head of Commissioning and Partnerships	BHCC

2. Findings

2.1 The Panel received a substantial amount of evidence on the potential impacts of climate change and how best to adapt to such changes.

- The city, like the rest of the UK, is finding it challenging to cope with the existing levels of extreme weather, such as the 09/10 winter snow
- Brighton & Hove City Council (BHCC) could learn from the good practice of other local authorities, such as Kent and Hampshire, who have successfully taken on the 'civic leadership' role in relation to adaptation
- While some BHCC services are making good preparations for adaptation, a questionnaire sent out to the Council's service heads highlighted the '*variability*'[1] in how well these services understood adaptation issues and the actions they were taking to prepare
- The Council is currently not making the expected rate of progress in the national indicator 188 (NI188) - which is a process based indicator designed to measure the progress of a local area in assessing and addressing the risks and opportunities of climate change
- The potential for harnessing community resources to prepare for a changing climate
- Preparing to adapt to the possible climate changes is a continual process and currently there is a need to focus on **building capacity** to prepare for these changes

The updated UK climate projections (UKCP09) set out the best available local projections for how the climate may change in the future. These

[1] Assessment of the returns from the adaptation questionnaire sent out to all service heads in BHCC

projections suggest that broadly there will be warmer, drier summers and warmer wetter winters in the UK by the end of the century.

According the Climate Change Adaptation Sub-Committee (ASC):

'… different studies do show some consistent trends in future UK climate. Among these are:

- *sea level rises in coastal areas;*
- *more frequent extremes of flooding, heat waves and drought;*
- *a reduction in frost days and snow cover;*
- *milder, wetter winters…*
- *hotter, drier summers, with potential rainfall decreases in the South East; and*
- *greater average warming in the South…'*

2.4 Climate change projections tend to present a range of scenarios, because:

'We should not prepare to adapt to just one future, but a range of futures – as it was not possible at present to tell which one would happen.'

The 2006 Climate Change Action Plan for B&H focussed on mitigation and council services. Since then it has been recognised that there needs to be both adaptation and mitigation responses to the changing climate. The evidence from this review shows that the most effective way is for the city to plan to adapt together. Like BHCC, a wide range of partners in the city are planning to adapt, but are making progress at varying levels and could benefit from closer co-working.

Evidence given to the Panel, backed up the findings of a report commissioned by Defra, which identified these key barriers to adaptation:

- Too much duplication
- A lack of resources
- A lack of relevant skills

2.6 The Panel believe that a city wide approach is needed, facilitated by bodies such as the Brighton & Hove Strategic Partnership and BHCC. This could make it possible to avoid, or minimise, these difficulties which many local authorities are experiencing as they prepare to adapt.

3. Conclusions

3.1 Adapting to a changing climate is a complex issue. There are significant levels of uncertainty and not yet known resource implications. Despite increasing awareness of this issue and much

positive work on mitigation; the city has not yet progressed, or prioritised, adaptation to the same extent as some other localities.

3.2 The Panel believes that improved partnership working, leadership, and monitoring could help to take this issue forward significantly in B&H. It has developed 13 recommendations aimed at developing the **capacity of the city** to:

- Generate and use knowledge about climate change adaptation
- Use the knowledge of the key threats and opportunities presented by extreme weather to determine how it needs to adapt
- Build sufficient capacity to continually adapt to climate change
- Build and strengthen partnerships to deliver adaptation
- Enable its community to prepare for extreme weather
- Identify the resources needed to adapt
- Commission and deliver services that are adapting to climate change
- Embed and implement climate change adaptation
- Meet the requirements of National Indicator 188

4. Recommendations

1. The Panel recommends that a more prominent role is given to the risk management of climate change adaptation and preparing for extreme weather. To reflect this, a Cabinet Member should be identified as being both responsible for the issue and accountable for the implementation of the Panel's recommendations.

2. The Panel welcomes the identification of resources to undertake a Local Climate Impact Profile (LCLIP). The Panel believes that resources also need to be identified to carry out an analysis of the implications of the UK Climate Projections data (UKCP09) for the city of Brighton & Hove.

3. The Panel welcomes the development of a revised Climate Change Action Plan (CCAP), which addresses both mitigation and adaptation in the city. The Adaptation Section of the Plan should be based on the work of this Scrutiny Panel. The Panel recommends that the Brighton & Hove Strategic Partnership monitors the progress of the outcomes of the CCAP.

4. The Panel recommends that the Climate Change Action Plan is monitored on a biennial basis (every 2 years), including an assessment of where we are and how well the city is adapting. This would include a report back to the Cabinet Member who is responsible for climate change adaptation (see recommendation 1).

5. The Panel believes National Indicator 188 (NI188) is a worthwhile indicator, because it can effectively measure the progress of local areas in assessing and addressing the risks and opportunities of climate change. The Panel recommends continued use of the process outlined in NI188, even if the National Indicators and Local Area Agreements (LAAs) are changed or scrapped, unless a better method of assessing progress replaces it.

   The Panel recommends that NI188 is placed within the LAA, if it continues post 2010/11. This would demonstrate the importance of this issue to the city. It would also provide a focus on the need to set, and meet, a challenging timetable for taking the city through the stages of the indicator as it pro-actively prepares to adapt to climate change.

6. The Panel believes that the challenges of adaptation cannot be met by statutory agencies alone. The Panel recognises the importance of existing mechanisms such as Local Area Action Teams and the voluntary sector, to develop the capacity of communities to adapt to increasingly extreme weather in the city. A learning and development programme needs to be produced to assist these champions. This work could be linked to the Climate Connections project.

7. The Panel recommends that climate change resilience and business continuity needs to be a high level outcome which is built into the new Intelligent Commissioning Model.

8. The Panel recommends that an Adaptation Test should be developed for publicly commissioned services. These services would be required to use the test to demonstrate how they are planning to face the challenges of adaptation.

   This test could contain a set of questions, such as:

   'Have you identified the possible range of impacts of climate change on the activities and responsibilities of your institution or business, and their timescales?

   The Panel believe it would also be useful to encourage other businesses in the city to use this test.

   (Please note: The panel members discussed this recommendation and while three of panel members approved it, Councillor Tony Janio wanted to record his dissent on this particular recommendation).

9. The Panel welcomes Planning proposals to ensure that developments can adapt to future climate changes. This will be achieved by implementing planning policies which require that new developments in

the city must demonstrate that they can adapt to climate change through addressing such issues as flooding, overheating, rain events, storm surges and other climate related impacts. Any new planning documents will be fully informed by relevant studies about climate impacts now and in the future.

10. The Panel recommends that BHCC, and the Brighton & Hove Strategic Partnership, approach neighbouring local authorities and other bodies to identify areas of good practice, undertake a peer review and identify potential areas for cross working.

11. The Panel recognises that the universities and colleges in the city could be used as a valuable resource in building up knowledge about adaptation and engaging with the community. The Panel recommends that this be further explored.

12. The Panel welcomes the awarding of funds for BHCC to develop a Surface Water Management Plan (SWMP). It recommends that the work on the SWMP is developed as a matter of urgency and used, where possible, to bid for funding in this vital area.

13. The Panel believes that it is essential that sufficient resources are identified to be able to carry out the work recommended in this report.

    On completion of the work recommended by the Panel, if further resources are needed to address adaptation these should be reported in any further revisions of the Climate Change Action Plan or other relevant strategy documents.

Appendix 2 – Executive Response

Rec #	Recommendation	Comments	Date
1	The Panel recommends that a more prominent role is given to the risk management of climate change adaptation and preparing for extreme weather. To reflect this, a Cabinet Member should be identified as being both responsible for the issue and accountable for the implementation of the Panel's recommendations.	Agreed in principle. Emergency Planning, business continuity and strategic risk management for the council are based on comprehensive risk assessment; the Council will look closely into the local climate impact projections for the city and at whether this means widening the depth and reach of assessment to more service areas. Given the extensive potential impacts across a broad range of services and functions it makes sense for the Cabinet Member for Central Services to take on this responsibility.	September 23, 2010
2	The Panel welcomes the identification of resources to undertake a Local Climate Impact Profile (LCLIP). The Panel believes that resources also need to be identified to carry out an analysis of the implications of the UK Climate Projections data (UKCP09) for the city of Brighton & Hove.	Agreed in principle. It may be possible to undertake this work in partnership – for example, with East Sussex County Council – though the work could be achieved with the resources identified through LPSA funding as part of the Local Climate Impacts Profile work. We have made a start on the LCIP and these external funds have been secured for an officer for six months, to develop this further, starting in early October.	January 31, 2011

3	The Panel welcomes the development of a revised Climate Change Action Plan (CCAP), which addresses both mitigation and adaptation in the city. The Adaptation Section of the Plan should be based on the work of this Scrutiny Panel. The Panel recommends that the Brighton & Hove Strategic Partnership monitors the progress of the outcomes of the CCAP.	Agreed, though the final decisions on this will rest with the City Sustainability and Strategic partnerships.	December 31, 2010
4	The Panel recommends that the Climate Change Action Plan is monitored on a biennial basis (every 2 years), including an assessment of where we are and how well the city is adapting. This would include a report back to the Cabinet Member who is responsible for climate change adaptation (see recommendation 1).	Agreed	December 31, 2012

5	The Panel believes National Indicator 188 (NI188) is a worthwhile indicator, because it can effectively measure the progress of local areas in assessing and addressing the risks and opportunities of climate change. The Panel recommends continued use of the process outlined in NI188, even if the National Indicators and Local Area Agreements (LAAs) are changed or scrapped, unless a better method of assessing progress replaces it. The Panel recommends that NI188 is placed within the LAA, if it continues post 2010/11. This would demonstrate the importance of this issue to the city. It would also provide a focus on the need to set, and meet, a challenging timetable for taking the city through the stages of the indicator as it pro-actively prepares to adapt to climate change.	Agreed in principle. The council will need to see what changes to the use of national indicators are introduced by the Government, but we accept the principle that the climate change adaptation process in NI 188 is a good one to use in the meantime.	November 30, 2010

6	The Panel believes that the challenges of adaptation cannot be met by statutory agencies alone. The Panel recognises the importance of existing mechanisms such as Local Area Action Teams and the voluntary sector, to develop the capacity of communities to adapt to increasingly extreme weather in the city. A learning and development programme needs to be produced to assist these champions. This work could be linked to the Climate Connections project.	Agreed in principle. Climate change adaptation should include a strong element of community engagement to ensure that local people and communities are able to respond and adapt to the issues – this would also strengthen volunteer and self help activity, all of which can provide low cost, more sustainable solutions. External funding is being explored to start this work.	March 31, 2011
7	The Panel recommends that climate change resilience and business continuity needs to be a high level outcome which is built into the new Intelligent Commissioning Model.	Agreed in principle. The new Director of Place will be asked to consider this.	January 31, 2011

8	The Panel recommends that an Adaptation Test[1] should be developed for publicly commissioned services. These services would be required to use the test to demonstrate how they are planning to face the challenges of adaptation. This test could contain a set of questions, such as: *'Have you identified the possible range of impacts of climate change on the activities and responsibilities of your institution or business, and their timescales?*[2] The Panel believe it would also be useful to encourage other businesses in the city to use this test. (Please note: The panel members discussed this recommendation and while three of panel members approved it, Councillor Tony Janio wanted to record his dissent on this particular recommendation).	Agreed in principle, for high level use. It may make sense to adapt this test for use at strategic commissioning level only, and this will be explored, while ensuring that the reporting burden does not get passed down the chain to front-line service providers and their organisations. The test is not suitable for lower tiers, as for them it would be over-prescriptive and could over-burden service delivery units, especially small, local businesses competing for contracts.	June 1, 2012

9	The Panel welcomes Planning proposals to ensure that developments can adapt to future climate changes. This will be achieved by implementing planning policies which require that new developments in the city must demonstrate that they can adapt to climate change through addressing such issues as flooding, overheating, rain events, storm surges and other climate related impacts. Any new planning documents will be fully informed by relevant studies about climate impacts now and in the future.	Agreed. Key Planning documents will be updated to take into account latest science and projections.	September 23, 2010
10	The Panel recommends that BHCC, and the Brighton & Hove Strategic Partnership, approach neighbouring local authorities and other bodies to identify areas of good practice, undertake a peer review and identify potential areas for cross working.	Agreed. Officers are involved in a Sussex Sustainability Network and there are also strong connections to build on in shoreline management, planning and other disciplines.	October 31, 2010
11	The Panel recognises that the universities and colleges in the city could be used as a valuable resource in building up knowledge about adaptation and engaging with the community. The Panel recommends that this be further explored.	Agreed. The council will continue to develop its relationships with both Universities, in particular, to ensure that we make the most of opportunities to share knowledge and its practical application.	December 31, 2010

12	The Panel welcomes the awarding of funds for BHCC to develop a Surface Water Management Plan (SWMP). It recommends that the work on the SWMP is developed as a matter of urgency and used, where possible, to bid for funding in this vital area.	Agreed. We have made a start on the Surface Water Management Plan work and have made contact with the Environment Agency. Next steps include formation of a working group with the EA, adjacent local authorities, and Southern Water etc. The Plan will help inform the City's needs, so there may be potential to use it as the basis of a bidding document - though DEFRA and the agency have given no guarantees of any future funding streams for SWMP works. Brighton and Hove is one of 77 authorities receiving additional funding from DEFRA to support the development of surface water flood risk management plans and other early actions and our allocation is the second highest behind Birmingham. An allocation totalling £275,000 has been given to support the additional burden necessary to develop a surface water management plan for Brighton and Hove and other surface water management risk actions. Payment will be made over two financial years with £180,310 allocated for 2009/2010 and £95,000 allocated for 2010/11. The funding will be included as part of the Area Based Grant (ABG) administered by the Department for Communities and Local Government (CLG).	September 23, 2010

13	The Panel believes that it is essential that sufficient resources are identified to be able to carry out the work recommended in this report.	Agreed in principle. The resource implications need to be understood in more detail and integrated into the budgeting process. External funding sources are also being explored.	September 30, 2011
*	Monitoring of these recommendations: On completion of the work recommended by the Panel, if further resources are needed to address adaptation these should be reported in any further revisions of the Climate Change Action Plan or other relevant strategy documents.	Agreed. This role should be picked up by the City Sustainability and Strategic Partnerships.	December 31, 2010

[1] An example of an Adaptation test and 10 indicative questions can be found in The Royal Commission on Environmental Pollution's report 'Adapting Institutions to Climate Change' (2010) http://www.rcep.org.uk/reports/28-adaptation/documents/adaptation_final_report.pdf

[2] Ibid, page 111