

PEPESEC PROJECT

Contract No. EIE-07-179-S12.466281

Energy Planning in Oldham (UK)

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PEPESEC WP4 – Energy Planning

PEPESEC - Partnership Energy Planning as a tool for realising European Sustainable Energy Communities

Contract N°: EIE-07-179 SI2.466281

PEPESEC defines energy planning as the process practiced in Sweden, where the supply, distribution and use of energy within a defined area is understood and targets and interventions for CO₂ reduction identified and implemented. In other countries it may be included as part of a Climate Change Strategy or Programme.

Climate change action plan for Oldham , England, UK

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Responsible for leading the development of Oldham’s energy and climate change plans for the Boorugh.

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Summary

The Borough of Oldham has one of the lowest CO₂ per capita footprints in the UK at 5.4 tonnes per CO₂ (2007) per capita. This in part could be linked to a strong track record to reduce our CO₂ emissions and other wider metrics which include our below UK average car ownership, and our economic profile.

The wider partners within the Oldham Partnership family are working to develop an energy plan for the Borough as part of a joined up approach to climate change. The partnership has in the very short-term agreed targets for 2011 of a 12% reduction in CO₂ per capita. The partnership will be agreeing longer-term targets through the boroughs energy planning processes. The vision for Oldham is to be the greenest in the UK and the energy plan will help understand how this aspiration can be achieved at what cost who by and when.

Over the last two years the UK has seen a wealth of new legislation and policy drivers to support the transition to a low-carbon society.

Oldham is one of 10 municipalities that sits within the Greater Manchester City Region. Oldham energy plan will sit within the GM framework energy plan.

In Greater Manchester this has been supported with the development of new city-regional structures to better co-ordinate and deliver climate change programmes. A new Environment Commission came into being in 2009 which endorsed energy planning as a key work stream. A new Energy Group comprising high-level stakeholders from the utility companies, wider energy sector and municipalities, is in the process of being formed (Nov 09). It is hoped this new group will drive forward detailed energy plan development and programme implementation.

Focus on developing these new structures and processes for a city-region has formed an essential first step in the development of a framework city-regional energy plan.

Energy Planning at Greater Manchester level has involved an extensive programme and analysis of Greater Manchester's energy situation. For the first time in Greater Manchester's energy statistics have been utilised to produced accurate CO₂ emissions profile by sector. Supporting information from a wealth of stakeholders has provided a sound evidence base of current and planned interventions.

Oldham energy plan is under rapid development and will be ratified by the Oldham Partnership Executive on the 24th March 2010.

Step 1. Context of Energy Planning

National context

The UK's energy history is one of radical change over the last 300 years.

In 18th Century the industrial revolution saw the replacement of wood and charcoal with coal as a main fuel source. This expansion continued into the 19th century, with coal fuelling the domestic, industry and transport sectors. Gas from coal also fuelled a range of heating and lighting appliances.

Following overseas discovery of reserves in the late 19th / early 20th century, oil was widely exploited replacing coal for shipping and rail. By the 1950's new nuclear plants were providing a proportion of the UK's electricity. The discovery of north sea oil and gas in the 1960's led to rapid exploitation and depletion of nation resources. Domestic coal production had slumped by the early 1990's, replaced with the 'dash for gas' for electricity generation or coal imports.

With a focus on fuel security and reduction of carbon emission the UK is in 2009 committed to a radical transition to a low carbon economy over the next 40 years.

The **Department for Energy and Climate Change** is in charge of national energy programs.

Five year national carbon budgets have been set with royal assent of the **Climate Change Act** of Parliament (2008) and the establishment of the **Committee on Climate Change** to provide independent oversight. The primary delivery document driving delivery is the **Low Carbon Transition Plan** (2009).

Budgets have now been set that create a legal requirement to work towards a medium term target of 34% reduction against 1990 levels by 2020. The long term national target is for an 80% reduction by 2050.

It is likely that these targets will need to be, in part, devolved down to regional, sub-regional and district levels. The introduction of **National Indicators 185 and 186** under Local Area Agreements began this process, following on from recommendations in the **Local Government White Paper**, and local authorities together with the service sector will shortly be brought into the **Carbon Reduction Commitment** mechanism, which seeks to achieve sectoral reductions, with financial incentives for improvement and penalties for emission production.

The national **PPS1 supplement on Planning and Climate Change** (2007) covers a broad range of spatial planning issues relating to climate change mitigation and adaptation. Its central focus is on creating a policy framework to support delivery of the 2006 **Green Paper 'Building homes for a greener future'** and the **Code for Sustainable Homes** policy commitment to zero carbon homes, setting a target for new build homes to be zero carbon by 2016, and in the future a proposed new series of carbon reduction milestones for new non-residential buildings to make them zero carbon by 2019. The PPS1 supplement places a strong emphasis on the adaption of policies and targets to local opportunities, including the development of decentralised networks linking new and existing buildings, and describes a more pro-active 'criteria-based' approach to identifying opportunities for energy generation (as also covered in **PPS22: Renewable Energy** (2004)). It is possible to meet the target through the use a combination of on-site energy technologies and near site 'allowable solutions' which a building, or development, would source its energy from – either directly or indirectly over local energy networks.

With the depletion of indigenous fossil fuel resources and a projected national increase in reliance on fuel imports the **2007 Energy White Paper** emphasised the need to secure a future diversity of

energy and fuel sources. It described how energy security and tackling climate change should influence future decision making, with a focus on:

- Bringing forward further major on and offshore wind farm sites, to include further offshore sites in the North West;
- Licensing of new nuclear power stations on land adjacent to existing sites, to include Sellafield in Cumbria;
- Requirements for new gas fired stations to be designed and located to operate as Combined Heat and Power (CHP) plant, which includes the Carrington Power station proposal in Trafford;
- Requirements for new coal fired stations to install some form of carbon capture and storage.

Consultation on the new UK Renewable Energy Strategy and the Heat and Energy Saving Strategy has indicated a new focus on supporting the market for low carbon heat and higher levels of subsidy for more expensive technologies such as solar photovoltaics. Specific mechanisms are likely to include:

- A solar electricity ‘feed-in’ tariff’;
- A Heat Obligation which will support biomass heating;
- and a new development framework to promote CHP and district heating.

The enabling legislation for these mechanisms is likely to be put in place during 2010, following proposals and consultation on their scope and level of support.

The Department for Transport (DfT) Carbon Reduction Strategy: ‘**Low Carbon Transport: A Greener Future**’ sets out how the UK transport sector will meet its Carbon Budget to 2020 as part of the wider UK Government commitment to reducing carbon emissions by 80% to 2050 compared to 1990.

National Indicator 188 has been developed by the Government to measure progress in preparedness in assessing and addressing the risks & opportunities of a changing climate.

Local context

There are several strategies which address energy work in the region, including the ‘**Northwest Regional Spatial Strategy**’ (2008), written by the North West Regional Assembly, North West Regional Development Agency, Government Office for the North West, and the Environment Agency (2006) and the ‘**North West Sustainable Energy Strategy**’ (NWRA, 2006). The North West also has its own **Climate Change Action Plan** (2007-9), and conducted an ‘Assessment of Potential Carbon Savings Achievable in the North West Region by 2020’ (4NW, 2009). In addition there are **Regional Housing, Waste and Transport Strategies**, a **Greater Manchester Local Transport Plan** and **Greater Manchester Waste Strategy**.

Manchester was part of the **Low Carbon Cities Programme**, run by the national Energy Saving Trust and the Carbon Trust in 2008 to provide carbon saving guidance to selected cities. This involved engagement with other major public sector bodies (NHS, universities) and other major influencers of city carbon emissions such as housing associations, large businesses and appropriate consumer, community, faith and voluntary groups, regional governing bodies and energy suppliers.

The Association of Greater Manchester Authorities (AGMA), which unites 10 neighbouring districts/authorities including Manchester, is in the process of establishing a series of commissions which oversee energy work in the region – those already established of particular relevance are the **Commission for the New Economy**, the **Environment Commission** and **Planning and**

Housing Commission. AGMA has recently commissioned a **Decentralised Energy Study** for the region, which provides strategic recommendations for work on energy generation in the city region. Following the production of this study, a multi-sectoral **Energy Group** has been convened by the Environment Commission to continue this focus. The formation of a **Greater Manchester Climate Change Agency** has also been agreed, and this will be overseen by the Head of Low Carbon Economy within the Commission for the New Economy.

A rapid transition to a low carbon economy is positioned within the **Greater Manchester Strategy** (July 2009) as both a key priority and a precondition of economic success. The GMS identifies five objectives in delivering a rapid transition to a low carbon economy:

1. Establish Manchester city region as an internationally recognised research and consultancy centre in low carbon technologies and services and position firms as pioneers of low carbon business diversification.
2. Apply cross cutting sustainability principles to procurement, transport, spatial planning and investment activities, and prioritise the retrofit of existing domestic and commercial stock to underpin the transition to a low carbon economy, which is resilient to a changing climate.
3. Develop a robust understanding of critical infrastructure, strengthen accountabilities and improve the security of supplies and by investing in measures to make it fit for purpose for a low carbon, resilient and growing economy.
4. Enhance the role of transport infrastructure in enabling sustainable lifestyles, and develop an integrated approach to transport network and demand management across all modes that optimises use of the network, provides users with a full range of affordable low carbon transport options, and reduces their need to travel.
5. Develop pioneering approaches to solving key low carbon economy challenges via establishing low carbon economic areas.

The AGMA Environment Commission coordinates the delivery of this work between the 10 local authorities and is currently running a series of pilot projects.

In April 2009 the Chancellor of the Exchequer announced that the Manchester and Leeds City Regions had been selected as the two pilot statutory city regions.

The aim of the pilot is to see how Central Government giving groups of local authorities additional freedoms and flexibilities can help them better drive economic growth and contribute to sustainable development. It will help us to tailor programmes at a local level to meet our own economic, social and environmental needs and to have a direct and more dynamic hand in the future of our city region. The establishment of an Energy Board for Greater Manchester has formed an integral element of the forthcoming agreement.

Complementary to this, AGMA authorities have:

- In 2008, adopted a new constitution to reflect the ambition of the 10 authorities and provide a legal framework to manage strategic development and financial resources delegated from either a national or regional level;
- Over 2008-09, established 7 new thematic Commissions to co-ordinate strategic city-regional programmes, with the Environment Commission leading a trans-commission approach to energy;
- In 2009 published the Greater Manchester Strategy which sets out the vision and priorities to deliver economic prosperity, and achieve rapid transformation to a low carbon economy

- Put in place joint-administrative arrangements to co-ordinate a city-regional approach to tackling climate change under a climate change agency;
- In 2008 working with the Energy Saving Trust, established a single EST Advice Centre for Greater Manchester;
- Undertaken a city-region wide Distributed and Renewable Energy Generation Study to support the implementation of Planning Policy Statement 1 on Climate Change'

Most recently, AGMA has bid to Government to become a designated Low Carbon Economic Area (LCEA) for the Built Environment. This reflects Greater Manchester's ambition to achieve rapid transformation to a low carbon economy.

The Energy Group will be instrumental in turning this vision into reality.
At a local level within the municipality of Oldham we have

1. Calculated our **renewable energy resource**
2. developed a coherent **sustainable community strategy** and **local area agreement** that sets carbon reduction targets of 12% by 2011 using a 2007 baseline.
3. Developing energy planning policy to reduce carbon in major new develops above an existing threshold of 10% on site renewable energy requirements
4. Expanding our waste recycling above our 37% baseline to tie in with **Greater Manchester waste disposal authorities** municipal waste report projects (including energy from Biogas and refuse derived fuels)
5. Refreshing our existing Affordable warmth for all strategy
6. Achieved a 30% reduction in domestic energy efficiency 2 years ahead of Uk national government requirements
7. Installed over 5mw of renewable energy in the bororough

Description of the municipality's intentions of joining the PEPESEC-project.

- 1) Research and develop new approaches to energy planning
 - To integrate energy planning and socio-economic planning to shape the development of a vibrant low-carbon economy
 - Identify transferable / adaptable methodologies for multi-stakeholder strategy development
 - Identify critical success factors in the development and implementation of effective energy plans
 - Identify the knowledge and skills sets required across stakeholder groups required for effective energy planning
- 2) Increase key stakeholder understanding and capacity, required of to develop an effective Energy Plans
 - Improve understanding of the economic and social benefits from energy planning
- 3) Development of Energy Plan
 - Develop a comprehensive energy plan
 - Apply new methodologies adapted for local conditions
- 4) Evaluate and disseminate Energy Planning best practice guidance
 - Evaluate the adapted methodologies for energy planning development
 - Develop trans-nationally applicable best practice guidance for energy planning
 - Cascade learning from the project with participating countries and wider EU

5) Sustainable Energy Communities

- To support the emergence of European sustainable energy communities through increasing the use of local community planning for the efficient use of RES and conventional energy, demand-side management and associated mobility. And thereby contribute across Europe to

- Reducing atmospheric emissions of carbon dioxide, sulphur, nitrous oxide and hydrocarbons
- Reducing dependency on fossil fuels
- Increasing the use of renewable energy and biofuels
- Increasing energy efficiency and energy resource management
- Improving competitiveness.
- Enhancing the framework for the take-up of low carbon technologies

Ultimately the aim of the PEPESEC project was to provide impetus for establishing sustainable energy action planning as a recognised strategic work programme for the Association of Greater Manchester Authorities.

Greater Manchester consists of 10 municipalities and is therefore easily suited to the Covenant of Mayors initiative. Currently only Manchester City Council (one of the ten) has signed up to join the Covenant of Mayors.

Step 2. Design of local Energy Planning

Overview of the scope of Energy Planning

The body that makes the final decision on Greater Manchester's Energy Plan is the Association of Greater Manchester Authorities (AGMA) Executive. During 2008/09 AGMA has established a number of thematic Commission to better co-ordinate strategic activity and drive progress across the 10 constituent authorities.

This includes the Environment Commission which was formally established in March 2009, which co-ordinates strategic programmes on energy and climate change.

Greater Manchester's Environment Commission started work in 2009 with 19 board members co-ordinating with partner organisations to tackle climate change, energy, water, green infrastructure, transport, waste and other issues.

Vision: to move Greater Manchester from red brick to green brick; to build on our former industrial heritage to a future that is ever greener and cleaner.

Role: To:-

- prepare and co-ordinate the delivery of strategic plans and projects;
- work with organisations which impact on GM's environmental performance;
- help to co-ordinate and deliver an effective response to climate change;
- help to develop a comprehensive city regional sustainable waste management approach.
- provide a forum for the discussion and consultation on environmental matters of common concern and interest.
- channel views to the Local Government Association, central government and other bodies and organisations, and provide a means of contact and liaison with institutions of the European Communities, to advance the interests of Greater Manchester in Europe and elsewhere in the world.

Due to the cross-cutting nature of environmental issues, the Environment Commission works in collaboration with all AGMA Commissions and other organisations

In May 2009, the first full meeting of the Environment Commission approved the development of energy plan for Greater Manchester. This was later endorsed by the AGMA Executive in June 2009.

Oldham aspect of the plan will be signed off by the Oldham partnership steering group – an organisation made up of representatives from the whole municipality.

Links to other programmes and policy

In March 2009, Greater Manchester was named as one of 2 city-region pilots in the UK. The aim of the pilot is to see how Central Government giving groups of local authorities additional freedoms and flexibilities can help them better drive economic growth and contribute to sustainable development. It will help Greater Manchester to tailor programmes at a local level to meet our own economic, social and environmental needs and to have a direct and more dynamic hand in the future of our city region.

In 2009 AGMA Executive launched the Greater Manchester Strategy which positions Greater Manchester's priorities in terms of sustainable economic development. It contains a dedicated chapter on delivery of a low-carbon economy and an aspirational target a '30-50% cut in absolute emissions which contributes to economic growth and improves quality of life'.

The AGMA area has a Passenger Transport Authority/Executive with responsibility for co-ordinating the provision of public transport where the market does not provide sufficient cover. It also co-ordinates the production of the Local Transport Plan for the city-regional, with modular components for each of the 10 Authorities. It is a 5-year strategy for the management, maintenance, development and monitoring of the County's transport system. It forms a bid to central government for the resources required to implement the plan. The Greater Manchester Transport Unit assesses the CO2 impact from transport, as part of the Air Quality Management Plan process.

The AGMA area also strategically co-ordinates the disposal of municipal wastes under the Greater Manchester Waste Disposal Authority. In its Climate change Action Plan (2009) it has set annual targets to increase carbon emissions savings from approximately 80,000 (this would be 92,000 if waste reduction was included) tonnes of CO2 per annum in 2008/09 to approximately 370,000 tonnes in 2015 and approximately 400,000 tonnes in 2020.

This plan will link to Oldham emerging Climate Change Action Plan, each with its own set of metrics and targets. These are being mapped and assessed as part of the energy planning process. The common metrics associated with carbon management are National Indicator 185 (municipalities own emissions) and 186 (all municipality emissions per capita).

Overview of co-ordination of energy planning

Oldham Council and the Partnership steering group are the key stakeholder group responsible for agreeing actions and driving forward the energy plan. Oldham executive management board and Cllr Alcock are key leads for developing the Boroughs energy plan,.

Cllr Alcock also chairs the greater Manchester Energy group and this directly links to the GM framework energy plan that provide the overall coordination.

A group of representatives will be established once the plan is ratified to oversee the delivery of actions and allocated appropriate resources. (Currently Oldham's Economy and Enterprise Board)

Step 3. The Energy Planning Process

Participation and commitment

The detailed research and data gathering has been led by the small team (1 FTE on energy planning) based within Oldham Council. This has been supplemented with expert input from Consultants and Manchester Knowledge Capital.

Research and analysis

A wind resource map has been produced along with other renewable energy resource maps showing Oldham renewable energy potential. In addition land use is being mapped out to project housing growth and use for industrial development. This will help map energy needs going forwards

Oldham Council has also access a tool called **Vantage point** that will help the Borough use the information above to project what measures it needs to take to deliver the energy targets within the emerging energy plan.

In Greater Manchester in 2005 we consumed some 66 terawatt hours (TWh) of energy to meet our demand for heating / cooling, power generation, transport (excluding aviation) and industrial processes. In 2005, these inputs to our energy system resulted in emissions of 17 megatonnes carbon dioxide (MtCO₂). This is shown in graphical form overleaf in the resource flow diagramme.

Greater Manchester's 'energy balance' and resultant CO₂ emission (page 5) show that:

- Gas is the largest fuel source consumed, transport fuels are the second largest
- The fuel mix and methods for generating electricity are more carbon intensive than gas for heating / cooling
- The Domestic sector is the largest consumer of energy at 38.6% (excluding transport)
- The Industrial and Commercial sector consumes around 34.8% of energy (excluding transport)
- Transport (all sectors) accounts for 26.5% of energy consumed

The fuel mix for electricity generation and supply shows that:

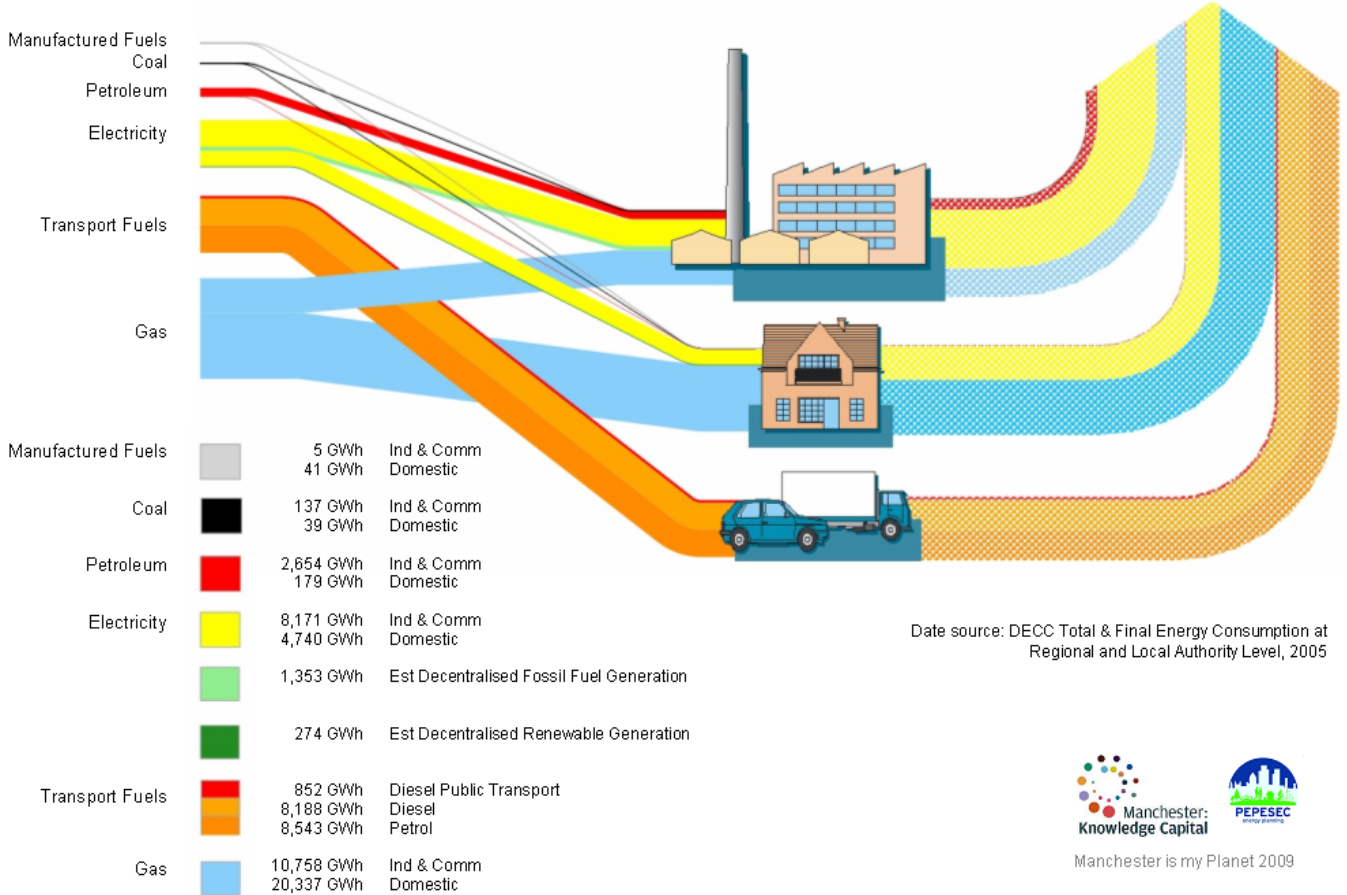
- The UK is currently heavily reliant on fossil fuels with gas supplying 37.7% of electricity and coal supplying 35.8%
- In 2005, the fuel mix and methods for generation consumed 1,257,290 GWh of energy, which supplied 365,067 GWh of electricity (29% of energy consumed in generation) and resulted in an overall heat loss of 897,222 GWh (71% of energy consumed in generation).

Oldham energy plan is also outlined below- a sub set of the GM energy Balance.

Greater Manchester's Energy Balance, 2005 Energy Supply and CO₂ Emissions

Energy Supplied: 66 TWh

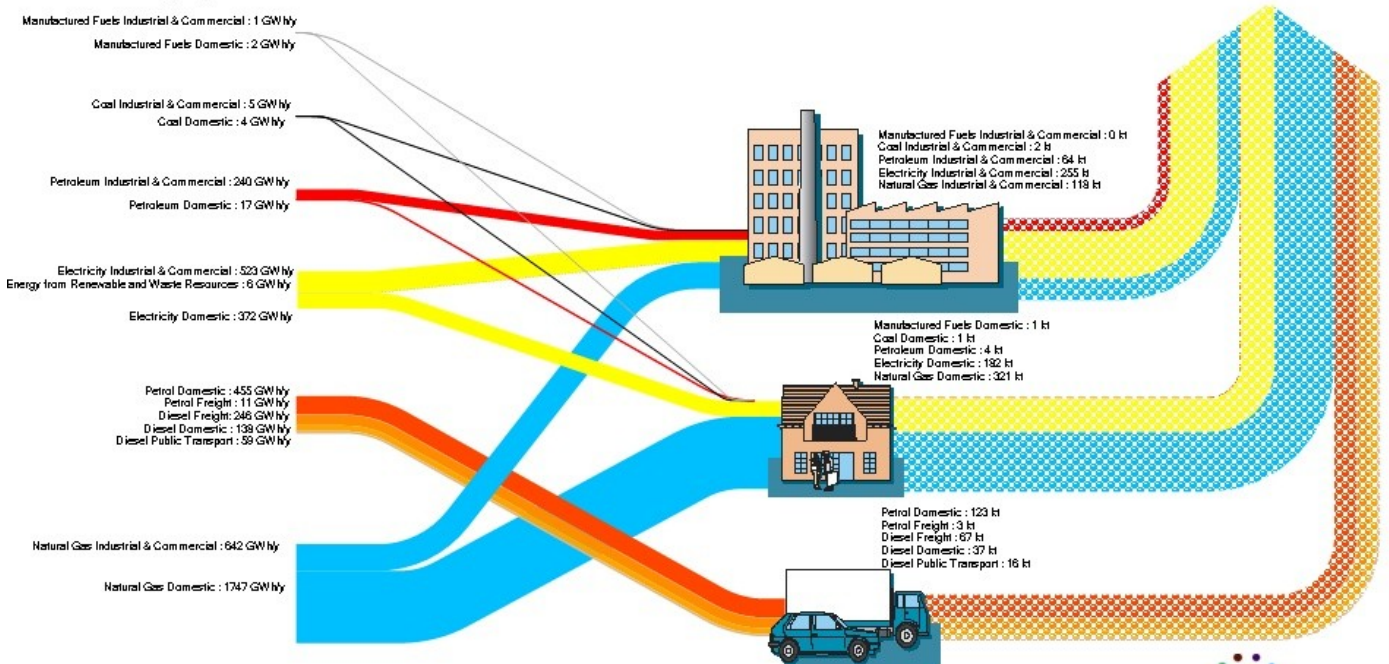
CO₂ Emitted: 17Mt



Oldham Energy Supply & CO₂ Emissions 2005

Energy Supplied: 4.5TWh

CO₂ Emitted: 1.2mt



Sources:
DECC Total and Final Energy Consumption at Regional and Local Authority Level (2005)
DEFRA Company Guidelines to DEFRA / DECC GHG's Conversion Factors for Company Reporting



Target Setting

For Oldham this is currently set at 12% CO₂ reduction per capita for 2011

15% by 2013

and longer term targets and goals will be developed as part of the energy planning processes

Actions identified within the energy planning process

The energy plan is seeking to identify high level (Oldham level) interventions. There will be links to GM actions.

Interaction between the different stakeholders of the programme

Research of the current energy situation

Over 100 people have been asked to help develop the plan so far. This will grow to approximately 200 before March 2010.

Scenario Development – Using Vantage point Jan/Feb 2010

Stakeholder Workshops – planned for January 2010

Citizen Consultation – Planned for February 2010

Step 4. Outcomes and results

Follow-up plan of set targets and actions

The targets that will be set out in the plan will be based on statistics published annually by the national government's Department of Energy and Climate Change. Progress against these statistics is monitored yearly.

The process for reporting of progress and monitoring will be defined by the newly forming Energy Group for Greater Manchester and the Environment Commission.

Dissemination of the set energy plan

The dissemination of the energy plan will be defined by the newly forming Energy Group for Greater Manchester and the Environment Commission and Oldham Partnership .

Performance indicators according to the PEPSEEC-contract

Energy plan ratified and agreed to action by senior decision makers (mayors or similar):
 Ratification by Energy Group / Environment Commission / AGMA Executive: *Expected May/June 2010.*

Targets until year 2020:	By 2020
CO ₂ savings in tonnes	TBC
CO ₂ savings in percent of total	20-50%
Potential renewable energy and targets in MWh per year	TBC
Potential renewable energy and targets in percent of total energy demand	TBC
Targets agreed for uptake of biofuels in percent	TBC
Potential energy savings targets in MWh per year	TBC
Potential energy savings targets in percent	TBC

References

- 'The UK Low Carbon Transition Plan', Department for Energy and Climate Change (2009)
- 'Northwest Regional Spatial strategy', Government Office for the North West (2008)
- 'Low Carbon Transport: A Greener Future', Department for Transport (2009)
- 'Rising to the Challenge: a Climate Change Action Plan for England's Northwest 2007-09', Northwest Regional Development Agency (2006)
- 'North West Sustainable Energy Strategy', North West Regional Assembly, Northwest Regional Development Agency, Government Office for the North West, and Environment Agency (2006)
- 'AGMA Decentralised Energy Study', AGMA, Urbed (Draft, 2009)
- 'Mini Stern': 'The Economic Impact of EU and UK Climate Change Legislation on Manchester City Region and the North West', Deloitte (2008)
- 'North West Climate Change Action Plan', 4NW (2007)
- 'Assessment of Potential Carbon Savings Achievable in the North West Region by 2020', 4NW (2009)
- 'Greater Manchester Strategy', Association of Greater Manchester Authorities (September 2009)

Attachments

Stakeholder letter and presentations (plus energy planning flyer)

Date: 3 December 2009



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Room 317, Civic Centre
West Street Oldham
OL1 1UG
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Dear Colleague

Re: Sustainable Energy for the Borough of Oldham

Help develop the Borough's first Climate Change Delivery Plan

The world's attention focuses next week on the UN climate change conference in the Danish capital, Copenhagen, where world leaders will work to agree a new deal to cut carbon emissions while ensuring that those worst off nations are supported to adapt to the effects of climate change.

Success in Copenhagen is vital to put the World on a low emissions growth path, but it's also essential that the work required is delivered at a community level by collective ownership and effort.

The Council and Oldham Partnership has for some time been working to create a more sustainable Oldham and are now reviewing the role 'sustainable energy planning' plays in setting the Borough on a low carbon pathway.

Oldham Council is helping facilitate the development of the plan with funding from Intelligent Energy Europe and input from key agencies and partners around the region.

This approach will see a coherent evidenced based and prioritised action plan produced that is needed to shape a more resilient energy system, better able to meet and manage today's demands for heating, electricity and transport with fewer emissions and reduced environmental impacts.

A substantial amount of work is already happening across every work area locally, sub regionally and nationally. What Oldham's plan will do is begin to pull these activities together to help identify, develop scenarios and prioritise our efforts for maximum benefit for the borough's residents and business community.

The enclosed presentation helps provide some background and outlines the scale of the challenge we all face locally while outlining how energy aspects of the work will be considered using a tried and tested European approach.



CLASP slides
Oldham.ppt



Energy Planning
Flyer reduced1.pdf

Your work and expertise in this area will be hugely valuable to help start the process of developing the Borough's plan.

You will shortly receive a short questionnaire from *Survey Monkey* to help begin the development of Oldham's Climate Change Delivery Plan¹.

Potentially you might receive a call from colleagues helping develop Oldham's plan from Association for Sustainable Change. Results from the survey and interviews will see the creation of an initial Partnership lead draft Climate Change Delivery Plan by mid January 2010. Further timetables and updates will be circulated in due course.

I very much welcome your contributions and look forward to working with you.

Yours sincerely

Justine Collins

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¹ If you wish to opt out of this process please email Justine.Collins@oldham.gov.uk