



# Work Package 2

Executive Summary:

D2.2 Gap and issue analysis for existing sustainable energy action plans

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## **Executive Summary**

### **Deliverable aims and objectives**

Deliverable D2.2, 'Gap and issue analysis for existing sustainable energy action plans', is a review of the current policies, programmes and energy related actions in the STEP UP partner cities' existing Sustainable Energy Action Plans (SEAPs). Partners have identified strengths, gaps, issues and opportunities in relation to their current SEAPs, and have also expanded this to understand the relevance of the wider context of city strategies and plans that SEAPs sit within, as well as regional, national and EU policies and strategies.

The analysis has been conducted by each city to understand, critique, and build on existing SEAPs, and to speed up and facilitate the development of enhanced SEAPs for each city. This analysis will also help ensure that future city plans contribute to wider EU climate, energy and smart cities goals.

### **City approaches**

In this gap and issue analysis, each partner city has developed a thorough understanding of the city itself, and the relevant policies and actions featured in the current SEAP and in other city plans and strategies. The impact of each city's current SEAP has been analysed, with a review of the forecast future business as usual (BAU) CO<sub>2</sub> emissions for the city, the feasibility and timescales of existing actions and policies, the estimated impacts of specific actions, and any key risks.

Cities have also assessed which sectors their current SEAPs address, and on what scale, as well as which sectors or ambitions are missing from current plans. A review of relevant new local, regional, national and EU policies and initiatives has also been conducted and, using this information, a set of opportunities that could potentially be pursued in the enhanced SEAPs has been developed.

Partner cities have taken different approaches towards this task, leading to a variety of results. For example, some partners have been able to analyse the expected CO<sub>2</sub> impact of the actions in their current SEAP, whereas others have not been able to access this data and have instead reflected progress against specific actions using red/amber/green indicators (RAG analysis).

### **Key findings**

Table 1 below gives some key facts about each of the four STEP UP partner cities, their current SEAP ambitions and focus, as well as each city's progress towards its 2020 targets.

**Table 1. Summary of city CO<sub>2</sub> emissions targets, progress and key SEAP actions**

	<b>Ghent</b>	<b>Glasgow</b>	<b>Gothenburg</b>	<b>Riga</b>
<b>CO<sub>2</sub> baseline year</b>	2007	2006	1990	1990
<b>CO<sub>2</sub> emissions at baseline year (tonnes)</b>	1,587,605	3,991,306	3,478,000	4,295,100
<b>CO<sub>2</sub> emissions reduction target for 2020</b>	-20%	-30%	-30%	-44%
<b>Current CO<sub>2</sub> emissions (tonnes) (most recent available data)</b>	1,438,578 (2011)	3,425,200 (2011)	3,702,799 (2010)	2,118,000 (2011)
<b>Main areas of focus of current SEAP</b>	Energy efficiency in buildings and public lighting, citizen behaviour, transport, green spaces	Local electricity production, energy efficiency in buildings, transport, district heating	Energy efficiency in buildings, transport, local renewable electricity production	Energy efficiency in buildings and public lighting, heat generation and transmission, transport, waste management

Whilst the partners found that their current SEAPs have been useful in setting a level of ambition and giving cities something to work towards, a thorough review of the actions in the current SEAPs and the relevant policy framework shows that there are gaps and issues in all four SEAPs, in terms of the sectors and specific actions covered, the approaches taken, and the ways they have been developed, implemented and monitored.

### *Ghent*

Ghent has found that despite the strong political will and ambition behind the current SEAP, as it was developed quickly and without sufficient baseline data monitoring, it has been difficult and many actions have not been followed through as a result. By conducting this analysis the city now recognises that its new SEAP must be developed over time, based on a CO<sub>2</sub> baseline emissions inventory, with measurable and financed actions, clearly allocated responsibilities, quality stakeholder engagement and an in depth understanding of the current policy context and existing city visions.

### *Glasgow*

In Glasgow the current SEAP is seen to be a good achievement, with strong political buy-in and a number of key actions that are being pursued. However, the city recognises that the SEAP has weaknesses in some key areas which need to be addressed in the enhanced SEAP. These include the need for better integration of the transport sector, improved engagement with stakeholders, detail



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on the financing of actions, clearer responsibilities for implementation and monitoring, and an improved methodology for data collection, monitoring and reporting that is in line with the requirements of the Covenant of Mayors. A key priority that has been identified for the enhanced SEAP is that, with electricity consumption as the main source of CO<sub>2</sub> emissions in the city, it should focus on projects which reduce dependency on carbon intensive electricity for residential heating.

### *Gothenburg*

Gothenburg's analysis has highlighted some areas where there has been progress, as well as some gaps in the current SEAP – including energy efficiency, local energy production, transport and consumption. However, the analysis has proved challenging as the current SEAP has not been seen as a key document for the city, and as a result specific actions have not been closely followed or monitored. The city's main energy and climate targets are set out and monitored in other policy and strategy documents, and at the same time Council departments do not feel they have the resource or knowledge to integrate energy and planning issues within their department's strategies and plans. This has highlighted the need to secure political support for the enhanced SEAP in the city, and to integrate the actions and ambitions in the enhanced SEAP with other existing city policies and plans.

### *Riga*

Riga has conducted a thorough analysis of certain aspects of its current SEAP, but only covering nine actions. Priority areas for Riga's enhanced SEAP have been identified as the energy efficient renovation of blocks of flats, the use of biomass in district heating supply systems, energy efficiency of municipal educational institutions, and biofuels for transportation. The challenge Riga recognises for its enhanced SEAP is to strengthen the focus on other areas aside from energy, improve the availability of data for a wider suite of actions, and to ensure that the SEAP is fully integrated with other city plans and wider EU smart city objectives.

### **Challenges and learning points**

Although both Ghent and Gothenburg's SEAPs were seen to be ambitious and forward thinking when published, the analysis has identified fundamental issues relating to the weight the SEAPs are given in these cities, how they fit in with other city plans and strategies, and the quality of the overall plans. In both cities, this has meant that the current SEAPs have not been closely monitored, making their impacts harder to assess. Furthermore, due to the issues highlighted above, in both cities an in-depth analysis of the sectors covered and progress against specific actions has not been conducted, as it was seen to be more valuable to learn from the issues identified and focus on building the new enhanced SEAP.



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In Glasgow and Riga the SEAP is seen to be a more useful document, with impacts and progress being monitored regularly. These cities have been able to assess the CO<sub>2</sub> impacts of all or some actions, and in Riga's case, how this could change depending on different funding scenarios. Glasgow and Riga have also been able to assess where the gaps in the current SEAP are, in terms of particular sectors or actions that have not been covered or are not sufficiently ambitious. Glasgow's approach towards this has been particularly thorough, as the SEAP has been checked against actions in related policies, and recommendations have subsequently been put forward for the enhanced SEAP.

Reviewing other policies, strategies and initiatives has helped the partners understand their relevance for the city and the development of its enhanced SEAP, as well as the importance of ensuring that various plans and strategies are integrated with each other in order to develop a comprehensive long term vision for the city. Again, some partners have conducted a more thorough assessment than others, with Glasgow using the information to form recommendations for the enhanced SEAP, and others predominantly listing related policies without assessing their relevance.

### **Key recommendations**

Some key recommendations have emerged from the gap and issue analyses conducted by the cities, which should serve as guidance for other cities analysing their existing SEAPs and developing enhanced SEAPs:

- Ensure availability of sufficient data from the start, with measurable actions and resources allocated for the regular monitoring of progress;
- Engage stakeholders throughout the development and implementation of the SEAP;
- Secure political commitment and will for the actions and targets set;
- Fully integrate the SEAP with existing plans and visions of the city, and with the aims of wider EU smart city policies;
- Ensure that actions are fully planned and financed;
- Develop a robust plan that is flexible in the face of changing circumstances.

### **Next steps**

The cities acknowledge that their enhanced SEAPs will need to include a new range of actions to reflect the identified gaps, the success or otherwise of existing SEAP actions, and the opportunities presented by any new local and national policy frameworks.

Whilst some opportunities resulting from the gap analysis of the existing SEAPs have been identified, they are unique to each city and in most cases the partner cities have not yet prioritised these. The



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prioritisation of these opportunities will be valuable in supporting the development of the enhanced SEAPs and ensuring that the most viable, high impact and well-supported actions are included. Therefore this will need to be completed later in the STEP UP project, for example when cities carry out an inventory and assessment of energy actions (D2.5), develop their enhanced SEAPs (D2.7), or build their understanding of common challenges and exploitable similarities around which innovative projects will be focused (D3.3).

Understanding, critiquing and building on existing SEAPs will aid with the facilitation and development of the enhanced SEAPs and the development of innovative projects in the cities, as well as helping other cities to learn from partners' experiences through the STEP UP learning network of cities or through wider dissemination of STEP UP approaches and outputs.

Beyond this, the gap and issue analysis and further work in the cities towards developing enhanced SEAPs will help the cities contribute to the EU's 2020 climate and energy goals and related smart city policies. Importantly, the STEP UP project shares the focus of the European Commission's Smart Cities and Communities European Innovation Partnership (SCC), which seeks to accelerate the deployment of innovative technologies, and organisational and economic solutions to significantly increase resource and energy efficiency, improve the sustainability of urban transport and significantly reduce greenhouse gas emissions in urban areas.<sup>1</sup>

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<sup>1</sup> European Commission, 2012, *Communication from the Commission: Smart Cities and Communities – European Innovation Partnership* (C(2012) 4701 final)