

Bristol City Council
**Mayor's Climate
Emergency Action Plan**
2019





Introduction

Bristol City Council is a leading voice in the UK's local authority-level response to the Climate Emergency. We were the first council to declare a Climate Emergency, the first to embed leadership of the New Green Deal in our Cabinet structure, the first to review our progress against the United Nations Sustainable Development Goals and the driver of a motion to the Local Government Association which saw 435 councils declare a Climate Emergency.

These public commitments are matched with firm action, from setting a ground-breaking ambition for a carbon neutral and climate resilient city by 2030 to driving forward a £1bn programme of investment in cleaner, greener energy, to progressing 90% of the actions requested of councils by Friends of the Earth.

We are committed to telling the truth about the Climate Emergency we face and tackling it in concert with the linked challenge of social justice.

This Action Plan builds upon many years of achievement and environmental innovation, underlined by Bristol's status as the UK's first European Green Capital in 2015. It addresses the urgent challenge faced by the council and the city; one which is made harder because, compared to most places, Bristol has already completed the 'quick wins' and picked the 'low hanging fruit'. This means that moving forward at pace to achieve our targets will require significant investment of time, money and energy from the council, the government, our city partners and citizens. This is a shared challenge, and this Action Plan reflects our approach to grasping this and acting with urgency as a city, not just as a city government.

This plan should be read alongside the existing One City Plan and the council's Corporate Strategy 2018-2023, the latter of which will be updated in 2020 to reflect many of the aspirations and actions from this plan. Because we are acting urgently, we will not wait for this review of our overall strategy and will continue to act boldly on climate change in the meantime.



¹ We use Carbon Neutral as short hand for Net Zero Greenhouse Gas emissions, taking into account our direct emissions in the city from energy use and transport but also our total indirect emissions which includes aviation and the consumption of goods and service produced elsewhere.

Our Key Actions

We will:

- Call on government for increased powers and resources and to lead through national policies, taxation etc
- Develop and deliver a One City Climate Strategy, working with City Office Partners
- Deliver a climate change public engagement programme
- Call on government to review the societal impacts of achieving net-zero carbon
- Urge all public sector organisations in Bristol to commit to at least 30% of their fleet using non-fossil fuel by 2026
- Commit to the Council being carbon neutral for our direct² emissions by 2025
- Quantify the Council's indirect³ emissions
- Train city leaders, councillors and council staff in climate change to enable them to respond to the climate emergency in everything they do
- Deliver significant low carbon energy infrastructure in the city

² Direct emissions refers to Scope 1 and 2 emissions in the Greenhouse Gas Emissions protocol and include the use of electricity and gas and local transport emissions.

³ Indirect Carbon emissions refers to Scope 3 emissions in the Greenhouse Gas Emissions protocol and include the use of international transport and emissions from the production of goods and services consumed in the city but produced elsewhere.

⁴ Scope 1 refers to emissions from sources located within the city boundary (e.g. transport); scope 2 refers to emissions occurring as a consequence of the use of grid-supplied electricity, heat, steam and / or cooling within the city boundary (e.g. the electricity we use in our homes); scope 3 refers to all other that occur outside the city boundary as a result of activities taking place within the city boundary (e.g. services imported into the city)

A national climate emergency has been declared by Parliament, and we are clear that the government must hear the voices of local authorities in its response.
The Government has set a new national statutory target – for net zero greenhouse gas emissions before 2050.

With this in mind, in November 2018 Bristol City Council unanimously passed a motion to:

- 1 Declare a climate emergency;**
- 2 Pledge to make the city of Bristol carbon neutral by 2030, taking into account both production and consumption emissions [Nb. referred to in this plan as Direct and Indirect emissions];**
- 3 Call on Westminster to provide the powers and resources to make the 2030 target possible;**
- 4 Work with other governments (both within the UK and internationally) to determine and implement best practice methods to limit global warming to less than 1.5°C;**
- 5 Continue to work with partners across the city and region to deliver this new goal through all relevant strategies and plans;**
- 6 Report to Full Council within six months with the actions the Mayor / council will take to address this emergency.**

The full text can be found on the council's website and the Mayor presented his action plan in July 2019. That document forms much of the basis of this document, which is a formal addition to the council's Strategy and Policy Framework.



The challenge

In 2018, the Intergovernmental Panel on Climate Change (IPCC) published a report which advised that global warming must be limited to 1.5°C, as opposed to the previous target of 2°C. The IPCC's review of over 6,000 sources of evidence found that, with a rise of 1.5°C, there would be risks to health, livelihoods, food security, water supply, human security and economic growth. A rise to 2°C would be even more catastrophic. It warned that there are 12 years within which to take the serious action required to avert this crisis and avoid the worst impacts.

As well as being impacted by the global effects, the city of Bristol will be directly affected by climate change impacts. Bristol City Council is working with the MetOffice to produce headline projections for Bristol using the latest climate information available (UKCP18).

Climate change is likely to have significant direct impacts on Bristol:

- An increase in extent, depth and frequency of flooding within the city from surface water, rivers and the sea due to sea level rise, storm surges and increasing intensity of rainfall. Although the trend is for drier summers, intense storms will also increase.
- Hotter summers will also lead to increased heat stress, particularly on vulnerable members of the community such as the elderly
- Impacts will also be felt on the supply of food, medicine and other necessary goods and services into the city region.

Our response so far.....

Bristol has a reputation as a global leader in sustainability and place leadership. We have been actively trying to reduce the city's carbon emissions since 2004 when we adopted our first climate strategy. Since 2005, Bristol has seen a 37% reduction in its carbon emissions from energy and transport in the city and is in line with the adopted targets.

In December 2016, Bristol published its Resilience Strategy. This was a globally benchmarked piece of work giving a tailored, systems approach to having a resilient Bristol. Our Resilience Strategy comprises a 50-year vision, resilience pillars, goals and transformative actions. The Climate Emergency Action Plan and One City Climate Strategy builds on this important piece of work.

As well as becoming the UK's first European Green Capital and the first UK city to declare a climate emergency, Bristol was also the first UK city to publish a Voluntary Local Review of implementation of the United Nations' Sustainable Development Goals (SDGs). The SDGs are a framework to help countries achieve a better and more sustainable future for all. There are 17 SDGs which address the key global challenges we face relating to poverty, inequality, the environment, prosperity, and peace and justice. As a city, Bristol is signed up to the SDGs and the actions in the One City Plan have been mapped against them. We recognise that our climate emergency actions, as well as the work we are doing on SDGs, should feed into future council strategies. The table at the end of this document outlines some of the actions that Bristol City Council is taking to address the climate emergency. Each action has been mapped to which of the SDGs it relates to.

In July 2019, the Mayor led a motion at the Local Government Association (LGA) conference to declare a climate emergency which was unanimously endorsed by 435 councils. The declaration was moved as an amendment to a motion on supporting the SDGs. As part of the declaration, the LGA called on Government to explore supporting domestic implementation of the SDGs through funded partnership roles within each local authority area.

Any climate-related action in Bristol will always relate to the regional, national and global context the city operates within. At a regional level, the West of England Combined Authority (WECA) published its Local Industrial Strategy (LIS) in July 2019. The LIS outlines the region's proposals to establish a Global Centre of Innovation Excellence to raise the profile of the West of England as a world leader in innovation in order to attract research and development investment, for example into the region's green tech and low carbon sectors. This Global Centre of Innovation Excellence will provide strategic direction and coordination across a range of different sectors. It will provide the platform for designers, engineers, researchers, scientists, creatives and entrepreneurs to come together and work on a range of complex challenges including reducing carbon emissions.

The council is contributing to national processes on climate action via the UK Core Cities network and the LGA. We are also feeding into international processes via the United Nations Framework Convention on Climate Change through global city networks such as the C40 Cities Climate Leadership Group, the International Council for Local Environmental Initiatives and the European Green Capital Network.

In response to the IPCC findings in 2018, Bristol City Council took the following action:

- In November 2018, Full Council passed a motion which declared a climate emergency. Similarly the University of Bristol, the West of England Combined Authority and others have also declared a climate emergency.
- Since the motion was passed, the council has been working closely with a wide range of stakeholders to develop a 'one city approach' to addressing the climate emergency. In January 2019, the council commissioned a report which analysed the city's current emissions and projected emissions by 2030 if no new action is taken. The second phase of this report is now underway, which will set out the actions needed to achieve carbon neutrality, to inform the One City Climate Strategy
- In March 2019, the council co-hosted an event with Bristol Green Capital Partnership to explore how carbon reduction work in the city can be accelerated and inviting city stakeholders to commit to action.
- In July 2019, the One City Environmental Sustainability Board held its first meeting, and this board will lead the development of a Climate Strategy for Bristol.
- At the request of the council, our universities have established the Bristol Advisory Committee on Climate Change to provide technical expertise to organisations in the city, and linking with the national Committee on Climate Change which is the statutory advisor to Government.
- The Mayor has announced £250k of funding to develop the new One City Climate Strategy, carry out public engagement and train city colleagues about climate change.

- In July 2019 the Mayor: updated Full Council on the activity that had taken place since November 2018; set out additional new proposals; formally adopted the goal of Bristol becoming a carbon neutral city by 2030; and announced the new ambition for Bristol City Council to be carbon neutral for direct emissions by 2025.
- The City's One City Plan, which sets out timelines of activity for every year up until 2050, is to be refreshed for January 2020, with the timescales for carbon neutrality and associated activity refreshed in accordance with 2030 target.

Achieving a carbon neutral and climate resilient city cannot be achieved by any one organisation – it will require transformative action by many organisations, locally and nationally.

New city groups have been created to manage the climate emergency as part of Bristol's One City Approach to tackling complex, city-wide issues.



A One City Approach to the Climate Emergency



The council's actions will form a key contribution to a new **One City Climate Strategy for Bristol**; a strategy to be shaped and recommended by the Environmental Sustainability Board. This Board is co-chaired by the Mayor and will lead the environmental and climate change aspects of Bristol's One City Plan. The first meeting was held on 10th July 2019. The Environmental Sustainability Board includes representatives from the following city partners:

- Avon Wildlife Trust
- Bristol City Council
- Bristol Energy
- Bristol Green Capital
- Bristol Waste
- Bristol Water
- Centre for Sustainable Energy
- Environment Agency
- Future Economy Network
- Jacobs
- Life Cycle UK
- Natural History Consortium
- North Bristol NHS Trust
- University of Bristol
- Wessex Water

The creation of the One City Climate Strategy will not be the sole responsibility of the Environmental Sustainability Board; it will need all six of the One City Boards to contribute and the wider network of businesses, public sector and third organisations in the city, as well as councillors and citizens.

The Journey to Carbon Neutrality and Climate Resilience

- We want to ensure that our actions are based on evidence. We have already commissioned a two-phase technical assessment of how Bristol can become a carbon neutral city. The first phase assessed current plans and scenarios – locally and nationally – to understand how close they will bring us to achieving carbon neutrality for our direct emissions as a city. This includes the electricity and gas we use in our buildings and the fuel that we use in our vehicles. The second phase will consider what additional action is needed to close the gap between these existing scenarios and carbon neutrality for our direct emissions. The first phase is complete and the second phase will report in the autumn of 2019. The council is now exploring a third piece of work on the indirect emissions – of the goods and services we purchase – that are produced outside the city and this work will be completed later in the year.
- The One City Climate strategy will set out how we will reduce the city's carbon emissions to achieve carbon neutrality but also how we will improve the resilience of the city to the impacts of climate change. The University of Bristol and the University of the West of England have been asked to create the Bristol Advisory Committee on Climate Change will support and advise the One City boards.
- Achieving the targets set out in the Action Plan will be a challenge and the council will need to be able to quantify its carbon emissions and understand the impacts of all new major plans, policies and projects. This is known as a carbon budget. The council will therefore create a Carbon Impact Budget, setting out the carbon impacts of all major projects. This budget will be considered alongside the council's financial budget. This is not a new allocation of funding for climate projects but a way of ensuring that the council knows the cumulative climate consequences of its decisions and its progress towards its carbon neutrality goal.

- Citizens have clearly demonstrated their concern about climate change; this has been seen in the Youth Strikes for Climate Change and more widely, through the Youth Council's adoption of climate change as one of its priorities. The council will work with the Youth Council to involve young people in creating the future plans for the city. A key challenge will be engaging a wider demographic of young people, from all schools and colleges across the city, particularly recognising the urgent need to listen to the voices of the lowest income households.
- The transition to a carbon neutral economy will be a big challenge for our businesses but an even bigger opportunity. The UK Committee on Climate Change has set out the opportunities that this creates for the UK economy as a whole and notes that the low carbon sector is growing much more quickly than the wider economy. This is especially true in Bristol which has a large low carbon sector.

What the council is doing

The Mayor's Climate Emergency Action Plan is a document that sets out the climate emergency actions that the council will take. As stated earlier, the response to the climate emergency will require actions from across all sectors of the city, including citizens. The actions in the Mayor's Climate Emergency Action Plan are those which are within the council's control and which can be met within the council's existing resources and powers.

The Plan also sets out how the council will continue to work with a wide range of partners in the city in order to deliver the scale of change needed. Nationally, the council is working alongside the Core Cities group to present a clear case to government in order to secure the necessary national actions and powers to achieve the goals that are not within the council's remit and powers.

All council services and parts of the business will be integrating our response to the climate emergency into their planning this year, using this paper as a driving force to move our approach to the climate emergency forward at pace.

The Plan, in summary:

- Provides an assessment of the city's emissions and their sources and explores likely future emission scenarios for the next decade (scope 1, 2 and 3)⁴
- Shows the progress made since 2005 and sets a goal for the city to be Carbon Neutral for direct and indirect emissions by 2030.
- Sets a clear target for Bristol City Council to be carbon neutral for its direct emissions from energy and transport by 2025 (scope 1 and 2)
- Demonstrates how this crisis is being addressed through partnership with the city's universities and other organisations via the Environment Sustainability Board and the Bristol Advisory Committee on Climate Change
- Highlights our commitment to work with the whole community in responding to the climate emergency and to work with other cities and partners to share learning and knowledge
- Sets out the existing and new actions that will be taken to:

Create low carbon jobs and businesses

Build and retrofit homes

Provide for clean and sustainable travel

Generate clean, renewable energy

Reduce the carbon footprint of our consumption

The Mayor will report annually to Full Council on the progress made with the implementation of the Climate Emergency Action Plan.

Key Actions form the Mayor's Climate Emergency Action Plan

Bristol City Council's vision is to play a leading role in driving a city of hope and aspiration where everyone can share in its success. The table below provides an insight into how the key actions from the Mayor's Climate Action Plan align to the four themes in the council's existing Corporate Strategy 2018 - 2023. This will ensure that the climate emergency actions we are taking are fit for purpose and contribute to the overall vision of the council and do not work at cross-purposes. The Corporate Strategy is due to be reviewed in mid-to-late 2020, at which point it will take account of this Action Plan and other sources in refreshing the council's priorities.

The actions below form part of Bristol City Council's contribution to the One City Climate Strategy for Bristol. An outline of the full strategy will be published in March 2020.

The following actions also include some related to the improvement of air quality.

Theme 1: Empowering and Caring

The Mayor is committed to the delivery of a climate change public engagement programme to engage and empower citizens (SDG 17)

City leaders have been invited to join a climate change training course, which will also be rolled out to senior managers, key staff and councillors (SDG 17)

The council will raise public awareness of – and enforce – the existing smoke control legislation in licenced premises to reduce the illegal burning of wood and solid fuels (SDG 3)

Theme 2: Fair and Inclusive

The council will work with Business West and approach the Economy Board to help businesses to develop low carbon business models and to secure investment to enable them to reduce their own carbon footprints and build climate resilience (SDG 13)

We will work with the West of England Combined Authority and neighbouring councils to align the existing funding for employment, training and skills to ensure that everyone is able to benefit from the opportunities of a low carbon economy (SDG 4)

We will lobby Government to review the impacts which achieving net-zero will have across society and put in place effective measures to ensure that the UK has a fair transition to net-zero (SDG 10)

The council will deliver the City Leap Project to attract £1bn of investment in the city's energy system and contribute to creating new jobs in the city, insulating homes and installing new renewable energy (SDG 11; SDG 7)

The council plans to run a small trial with Bristol Energy to better understand the financial business case for solar panels in social housing (SDG 7)

Theme 3: Well Connected

We will ensure that the council accounts for its own emissions and the city's emissions to internationally recognised standards. The council will also assess vulnerability to climate change and this information will be published openly through the Carbon Disclosure Project (SDG 13)

We will continue to reduce emissions from the Council's own operations and commit to being carbon neutral for direct emissions (energy and transport) by 2025 (scope 1 and 2). We will also quantify our indirect emissions (scope 3), for example by organisations providing services and goods and by tenants who occupy our residential and commercial properties. (SDG13)

35 new electric vehicle charge points will be established in Bristol by 2020 (SDG 7)

A long-term, flexible City Leap Energy Partnership will be established, to develop, co-ordinate, deliver and facilitate low carbon, smart energy infrastructure that supports Bristol on its pathway to carbon neutrality (SDG 7; SDG 9)

The Mayor has asked all public sector organisations in Bristol to commit to at least 30% of their fleet using non-fossil fuel by 2026 as agreed in the One City Plan (SDG 13)

The council will continue the feasibility work for a mass transit system for the city region (SDG 9; SDG 11)

The council will continue to explore a wide range of technologies. For example, the council is currently undertaking a feasibility study into heat extracted from old mine workings in the Bedminster and Easton areas of the city (SDG 9)

Theme 4: Wellbeing

The council will design and implement a traffic clean air zone to reduce nitrogen dioxide pollution to legal levels as quickly as possible (SDG 3)

We will improve monitoring of nitrogen dioxide pollution levels throughout the city and openly publish all that data (SDG3)

We will deliver significant low carbon energy infrastructure in the city, including expansion of the district heating network to provide heat to buildings around central Bristol from low carbon sources (SDG 9)

The council will call on government to grant us increased powers and resources to reduce particulate emissions, particularly from industrial and domestic uses, including from private wood burners (SDG 3)

The council will develop an action plan to phase out single use plastics as quickly as possible across council activities, for example in parks, markets and events (SDG 12)