

## Bath & North East Somerset Council

MEETING/ DECISION MAKER:	<b>Climate Emergency &amp; Sustainability Policy Development &amp; Scrutiny Panel</b>	
MEETING/ DECISION DATE:	<b>7 June 2021</b>	EXECUTIVE FORWARD PLAN REFERENCE:
		<b>E 9999</b>
TITLE:	<b>Climate Emergency: Area Carbon Footprint and Performance Monitoring</b>	
WARD:	All [or list specific wards]	

### AN OPEN PUBLIC ITEM

**List of attachments to this report:**

Please list all the appendices here, clearly indicating any which are exempt and the reasons for exemption

- **Climate & Ecological Emergency Progress Report to Special Council, 21 January 2021**
- **Local authority spheres of control and influence, 'onion' diagram by Centre for Sustainable Energy, referred to in the UK Climate Change Committee report, Local Authorities and the Sixth Carbon Budget, December 2020**
- **B&NES Annual Emissions and Action Report, flow chart**

## 1 THE ISSUE

1.1 The report provides an overview of the first annual review of the area-wide carbon footprint and the 2030 net zero carbon pathway using the SCATTER (Setting City Area Targets and Trajectories for Emissions Reduction) greenhouse gas reporting and modelling tool, within the context of the Climate and Ecological Emergency Progress Report to Special Council on 21 January 2021.

1.2 The report explains the learning from this first annual review and outlines a new way to review carbon emissions and monitor performance, both quantitatively and qualitatively, to measure action in future years against the Climate Emergency leadership commitments made in October 2019.

## **2 RECOMMENDATION**

### **The Panel is asked to:**

- 2.1** Note the action taken against the 2019 commitments, summarised in the January Special Council report, attached, as well as the development of a new Climate and Ecological Emergency Performance Monitor, embedded into the Council's mainstream Integrated Reporting Framework.
- 2.2** Note the Council's leadership role across a range of spheres of influence in Bath and North East Somerset to enable action by others in achieving the 2030 goal.
- 2.3** Note the limitations of local authority carbon footprint and pathway modelling, which we have learnt as a pioneer council in this work, and the development of alternative methods.
- 2.4** Note that for future annual progress reports, the focus will be on measuring action to reduce area carbon emissions through improved energy efficiency in buildings (including net zero new build), renewable energy development and the shift to sustainable transport (the priority areas for action), using a combination of in-house quantitative and qualitative monitoring and reporting tools, including the emerging Climate and Ecological Emergency Performance Monitor, through the following lenses:
  - a) Council's direct and Bath and North East Somerset area-wide emissions reporting/monitoring;
  - b) Action from within key Council services;
  - c) Action as a result of place-based partnership working, action planning and delivery;
  - d) Action as a result community engagement and facilitation.

## **3 THE REPORT**

### **3.1 October 2019 Outline Action Plan: Strategic Enabling Actions Progress**

- (1) To develop place-based partnership working to drive action across the area: See section 3.2 (1) to (11) of the January Special Council report (attached) for detail on the development of the B&NES Economic Recovery & Renewal Board, which is a new partnership set up to respond to the current crisis and to ensure a green recovery and the delivery of the 2030 net zero carbon target, starting with the development of One Shared Vision;
- (2) To embed action within key Council services: See 3.2 (12) of the January report for a run-down of action taken across corporate services such as procurement, performance management and organisational development and across the place-based services against the specific commitments made in October 2019;
- (3) To commission further specialist work to enable further action planning: See 3.2 (12), h) and i) of the January reports for commissioning updates;
- (4) To engage with the community: See 3.2 (13) for a run-down of the wide range of community engagement work completed, despite Covid restrictions, over the past year.

### 3.2 First Annual Update of Bath and North East Somerset Carbon Footprint and 2030 Trajectory (2020-21)

- (1) Carbon foot-printing at local or regional level is in its infancy, with data, modelling methods, scope and assumptions still evolving and likely to continue to do so;
- (2) The carbon footprint and 2030 trajectory work in Bath and North East Somerset undertaken by Anthesis using their new SCATTER tool in 2019 was only the second use of the tool in the UK after Greater Manchester. This year's update is one of the first updates to be done by local authorities using the tool, with many local authority areas having only just carried out their first emissions inventory exercise. There is no other recognised modelling tool for local and regional carbon emissions at present;
- (3) The energy use data, which is a key input to the modelling, is produced by the Department of Business, Energy and Industrial Strategy (BEIS) several years in arrears. This means that the 2019 carbon footprint was based on 2016 data for our area and this year's update on 2017 data. The 2017 data shows a slight increase in carbon emissions from 2016. This time lag also means that the emissions inventory update cannot quantitatively account for the impact of action taken locally since the climate emergency was declared in 2019. This is an unavoidable aspect of carbon emissions monitoring for all local authorities, as this is the main data source;
- (4) Data updates within the SCATTER tool and amendments to its methodology also means that the emissions profiles from 2016 and 2017 are not directly comparable;
- (5) Anthesis have made a number of further methodological updates to the SCATTER Pathway's tool since 2019, such as changes to data, technology assumptions, emissions factors and less front-loading of actions, which means that it isn't possible to compare a pathway produced by the model this year with the 2030 pathway produced in 2019;
- (6) We will continue to monitor the development of pathway modelling at local authority level, along with many other local authorities, in order to keep under review the usefulness of such modelling in the future, but will not be conducting annual pathway reviews across the area for the time being;
- (7) In addition, further work needs to be done within the models on the potential for nature-based carbon sequestration, such as tree planting and ecosystem restoration, not covered in the modelling so far, and on how to measure area Scope 3 emissions (also known as consumption emissions, referring to indirect and outsourced carbon emissions from goods and services) at a regional and local level;
- (8) Local authority practice, policy and partnerships can directly shape or influence around a third of the area's carbon emissions, with the transition to a fully net-zero future reliant on national government policy and action. As recognised by the UK Climate Change Committee in their 2020 report: Local Authorities and the Sixth Carbon Budget<sup>1</sup>: 'However, these levers alone are not sufficient to deliver local authorities' Net Zero ambitions, due to gaps in key powers that prevent systems-scale or holistic approaches, policy and funding barriers.....'.
- (9) Further, whilst many local authorities have set a 2030 net zero carbon target, national government's target date is 2050, which affects the modelling, with government policy that is essential to local action geared towards 2050, not 2030.
- (10) This year's update using the SCATTER tool and pathway model by Anthesis has been useful in confirming that the priority areas for action in Bath and North East Somerset

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<sup>1</sup> Climate Change Committee, December 2020, Local Authorities and the Sixth Carbon Budget, Available at: <https://www.theccc.org.uk/publication/local-authorities-and-the-sixth-carbon-budget/>

(energy efficiency, renewable energy and transport) remain the same as in 2019, with the overall nature and scale of measures outlined in the October 2019 Council report also remaining the same.

- (11) To conclude, the learning from running the SCATTER tool and model this year is that it is useful in monitoring area carbon emissions and in checking that the broad areas for action continue to make sense and that we understand the nature and scale of action needed. However, annual review of the pathway modelling to 2030 doesn't help us, as the model is unable to compare pathways from one year to the next and is unable to monitor the impact of local action in reducing local carbon emissions. This is the case for any local authority using these modelling tools.

### **3.3 Partnership, Influencing, Performance Monitoring**

- (1) As the October 2019 Council report explained, delivery of the 2030 net zero target for Bath and North East Somerset requires leadership across all sectors. Apart from achieving net zero in our own operations by 2030, the Council's key role is to influence and enable others who are also responsible, by convening and enabling local partnership working. This has begun with the formation of the Bath and North East Somerset Economic Recovery & Renewal Board described above in 3.1 (1);
- (2) The UK Climate Change Committee's recent report, Local Authorities and the Sixth Carbon Budget reinforces this point, i.e. that local authorities only have direct control of a small percentage of the area's emissions – in our case less than 1% generated by our own estate and operations. However, we can influence a great deal more through setting the right planning policies, through procurement and commissioning policy and practice, and through bringing people and organisations together through partnership working and involving even more local people in developing local action through community engagement, see 'onion diagram', attached. The Council is acting on all these levers of influence;
- (3) A new Climate and Ecological Emergency Performance Monitor is being developed as part of the Council's new Integrated Reporting Framework and will be used to record and monitor the Council's own actions to reduce operational emissions to net zero and service actions that enable reduction of community emissions. This will provide consistent, transparent and regular reporting on the action within the Council's power, reflecting tackling the Climate and Ecological Emergency as a Core Policy. Development of the specific indicators for each service is a work in progress and will evolve as more data becomes available;
- (4) So whilst both this performance monitor, and the SCATTER Inventory and Pathways tool are useful for measuring some aspects of the action plan and the Councils' commitments, they cannot measure the significant influencing and partnership work identified in our action plan and by the UK Climate Change Committee, that is vital to enabling action by key players and organisations across our community;
- (5) Given this and the limitations of the Pathways model, in future years, the SCATTER Inventory data, which has to be submitted to the Carbon Disclosure Project (CDP – transparent global carbon disclosure system for companies and cities to help them to monitor their impact) annually, will be compiled in-house, now that we have developed the capacity, alongside a summary of council climate action and action taking place in the wider community, including by the public sector, business and the universities (see B&NES Annual Emissions and Action Report flow chart attached);
- (6) The new approach to annual progress reporting, which will be used for the next annual report due in late 2021, will monitor action in relation to the three priority areas of

action to reduce area carbon emissions, i.e. energy efficiency, renewable energy and transport, using a combination of quantitative and qualitative reporting, including the new Climate and Ecological Emergency Performance Monitor, through the following lenses:

- a) Council direct and area-wide emissions reporting/monitoring;
- b) Action from within key Council services;
- c) Action from place-based partnership working, action planning and delivery;
- d) Action from community engagement and facilitation.

## **4 STATUTORY CONSIDERATIONS**

4.1 This report is in line with the expectation on local authorities to take local action in the Climate Change Act 2008 and in the UK Climate Change Committee recommendations; and with the 2018 UN Inter-governmental Panel on Climate Change.

## **5 RESOURCE IMPLICATIONS (FINANCE, PROPERTY, PEOPLE)**

5.1 The activity referred to in this report is staffed and funded by the Climate Emergency budget approved in the Council's February Budget.

## **6 RISK MANAGEMENT**

6.1 A risk assessment related to the issue and recommendations has been undertaken, in compliance with the Council's decision making risk management guidance.

## **7 EQUALITIES**

7.1 The 2019 climate emergency research programme included a study on per capita carbon emissions analysed by income decile. This informs the Council's work and ensures support is directed towards lower income and vulnerable residents such as the Housing Service's work on home energy efficiency and fuel poverty.

## **8 CLIMATE CHANGE**

8.1 This report relates solely to the delivery and performance management of the Council's Climate Emergency Action Plan.

## **9 OTHER OPTIONS CONSIDERED**

9.1 None.

## **10 CONSULTATION**

10.1 The report has been reviewed and signed off by the Director and Lead Member.

<b>Contact person</b>	<i>Jane Wildblood 01225 477685/07580 263293</i>
<b>Background papers</b>	<i>List here any background papers not included with this report, and where/how they are available for inspection.</i>
<b>Please contact the report author if you need to access this report in an alternative format</b>	