



Committee Report

PURPOSE: Final Decision Report

KEY OR NON-KEY DECISION: Key decision affects 2 or more wards

COMMITTEE: Homes and Housing Delivery Committee

DATE: 04 April 2025

TITLE: Reducing the carbon footprint of Bristol's homes: Bristol's Warm Homes Plan

Ward(s): Citywide

Officer presenting the report: Alex Minshull

Job title: Sustainable City and Climate Change Service Manger

Committee Chair: Cllr Barry Parsons

Executive Director lead: John Smith: Executive Director for Growth & Regeneration

Proposal origin: BCC Staff

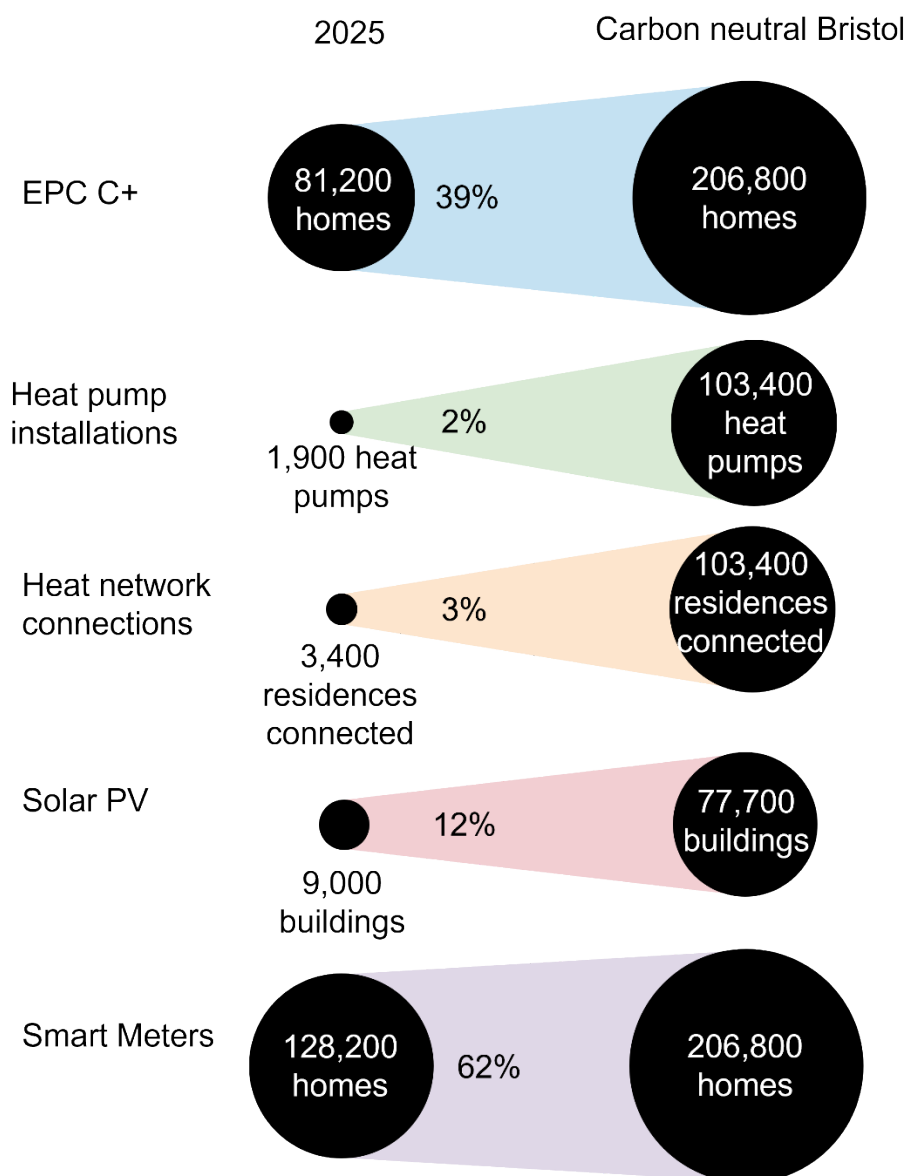
Purpose of Report:

1. To inform the committee of the breadth and scale of action being taken by Bristol City Council and the Bristol City Leap partnership to improve the energy efficiency and reduce the carbon emissions of homes in Bristol.
2. To inform the committee of the actions which the City Council wishes to undertake but does not yet have resources to undertake.
3. To seek approval of the Bristol City Council action plan - Bristol's Warm Homes Plan: A Bristol City Council and Bristol City Leap Joint Action Plan for Decarbonising Homes.

Evidence Base / Options to consider:

1. Homes are the second highest emitter of greenhouse gases in the City of Bristol, after transport. This is predominantly from burning natural gas for heating with a smaller amount of gas used for providing hot water and cooking. In total, gas use in homes makes up just over a fifth of the city's greenhouse gas emissions (hereafter referred to as carbon emissions). A further 8% of the city's carbon emissions are from burning fossil fuels to generate the electricity used in homes.
2. The One City Climate Strategy sets out the ambition for Bristol to become a carbon neutral city. Further reducing carbon emissions from homes is vital to achieve this local goal and contribute to the national statutory climate targets. Improving the energy efficiency of homes also has other important benefits for Bristol residents as homes will be warmer, more comfortable and cheaper to heat.
3. There are approximately 206,800 homes in Bristol. Since 2005 gas use has reduced by a third and resultant carbon emissions have reduced from 512,000 tonnes to 330,000 tonnes. This is mainly due to increased efficiency of heating systems and improved insulation.

4. Also since 2005, electricity use has reduced by a quarter. However, the carbon emissions of electricity use has been reduced by two thirds (from 417,000 to 129,000), as a result of increased renewable energy generation supplying the electricity grid nationally.
5. The Bristol One City Climate Strategy includes six objectives that set out what needs to happen to the city's homes to reduce their carbon emissions. These include:
 - improving energy performance of homes to minimise heat demand,
 - replacing individual gas boilers with either individual heat pumps or connections to heat networks
 - building new homes to have zero carbon emissions when in use
 - adopting smart electricity solutions to improve the efficiency of electricity use
 - maximising renewable electricity generation.
6. The following figure shows the number of key measures in 2025 and the numbers of each measure needed for the city's homes to be carbon neutral. The split between heat pumps and heat network connections is indicative but gives an indication of the scale of the change. In the figure EPC C+ refers to the energy efficiency rating of homes in the city and the % which are rated C or better, as an indication of the overall efficiency of homes and their suitability for the low carbon heating solutions.



7. The Bristol One City Climate Action Plan and Investment Plan sets out the headline actions needed

to achieve this level of change and outlines the following areas of action and the scale of investment needed to achieve the changes and these are set out below.

- a. Implement a programme to install or encourage/incentivise installation of heat pumps in homes in the city, including planning and delivering projects in social housing, trialling community scale solutions, engaging citizens and providing access to funding and finance. The estimated implementation cost of this is £1.5bn for homes and non-domestic buildings.
 - b. Expand the heat network and connect more buildings to the network, including engaging with citizens, providing access to funding and finance for connections and demonstrating low-rise residential retrofit connections. The estimated implementation cost of this is £1.9bn for homes and non-domestic buildings.
 - c. Implement a city-wide programme for housing retrofit to reduce heat demand and integrate renewable generation, including planning and delivering projects in social housing, trialling whole street retrofit approaches, engaging citizens and providing access to funding and finance. The estimated implementation cost of this is £800m for homes and non-domestic buildings.
 - d. Put in place an inclusive training and skills programme for heat pump installation, heat network construction, retrofit and renewable energy generation.
8. The draft action plan that the city council has developed (Appendix A) describes the roles that Bristol City Council and Bristol City Leap can play to accelerate progress towards Bristol's homes becoming carbon neutral in use.
9. The plan looks at our roles across:
- a. Social housing (including homes owned and managed by Bristol City Council and other social housing providers)
 - b. Private housing (including private rented homes and owner-occupied homes)
 - c. New build housing
 - d. Heat network development and energy planning
 - e. Skills and supply chain
 - f. Coordination, governance and citizen involvement
10. Some of these roles include delivering decarbonisation projects on our own housing stock, developing the city's district heating network or delivering projects in certain sectors of private housing. However, the council also has important roles which indirectly lead to action by other stakeholders and households in the city, through planning, showcasing, coordinating and engaging.
11. The plan articulates how we want to respond to this challenge, following best practice with a focus on:
- a. A Just Transition – e.g. through maximising delivery of bill-saving measures to low-income households and ensuring there are improved and inclusive skills pathways into jobs in this sector.
 - b. Good quality work – e.g. through upskilling tradespeople and commissioners, monitoring outcomes and ensuring households have access to good advice.
 - c. Inclusive engagement – e.g. through upskilling BCC and BCL staff on inclusive engagement and ensuring we are continuously learning how best to engage with our council tenants on retrofit programmes.
 - d. Holistic and place-based approaches – e.g. at ward or street level through linking delivery programmes across housing tenure, working with local community organisations and supporting local upskilling opportunities.
12. The action plan links to the council's plans for energy efficiency in council owned homes and those plans are scheduled to be considered by the Committee in 2025.
13. The action plan sets out a wide range of actions for the next 5 years:
- a. Some of these are already planned and funded, for example Action 2.10 *Deliver grant funded*

programmes for retrofit of private homes occupied by households on low incomes. This action recently received £13.5m of funding from the Government 's Warm Homes Local funding programme.

- b. Other actions will require the securing for future funding from national government and other sources. The government is increasing funding in this policy area and it is hoped that further funding can be secured to benefit the people of Bristol.

Officer Recommendations: -

That the Committee for Homes and Housing Delivery

1. Notes the breadth and scale of action being taken by Bristol City Council and Bristol City Leap to improve the energy efficiency and reduce the carbon footprint of homes in Bristol.
2. Notes the actions in the plan which the City Council wishes to undertake but does not yet have resources to undertake.
3. Approves the Bristol City Council action plan for decarbonising Bristol's homes.
4. Authorise the Executive Director of Growth and Regeneration, in consultation with the Chair of the Homes and Housing Delivery Committee and S151 Officer, to seek those resources from appropriate external sources, make funding bids as appropriate, accept and spend such funding and to implement projects in line with the Action Plan, including any funding and projects which may be over the key decision threshold.

Corporate Strategy alignment:

1. ENV1 Carbon Neutrality: This action plan addresses the second largest emissions sector in the city.
2. HC2 Low and Zero Carbon Homes: This action plan seeks to create healthier, low and zero carbon housing.

City Benefits:

1. The proposal supports the Council and Bristol City Leap's efforts to accelerate decarbonisation of homes and towards a carbon neutral city in line with the One City Climate Strategy.
2. The action plan proposes actions which will support a fair transition to a carbon neutral city: homes will be warmer, healthier and cheaper to heat leading to health and wellbeing benefits, as well as bringing people out of fuel poverty. The transition also has the potential to create jobs for local people and the proposed actions support this.

Consultation Details:

1. We have consulted and engaged internally through workshops, involving around 14 different service areas as well as Bristol City Leap, including Vattenfall. Alongside this there has been ongoing engagement with relevant teams to ensure the roles and actions in the plan are a realistic reflection of what Bristol City Council and Bristol City Leap can do to decarbonise homes and that the actions listed will add value.
2. We have engaged key external organisations, including West of England Combined Authority, South West Net Zero Hub, Centre for Sustainable Energy, The Green Register, Ramboll, UK Green Building Council, Bristol Energy Network, National Grid Electricity Distribution and Wales and West Utilities.
3. The plan responds to the recommendations of the Bristol Citizens' Assembly where the question "How do we rapidly reduce the impacts of Bristol's homes on climate change?" was posed. The plan also responds to the Community Climate Action Plans developed by communities as part of the

project led by Bristol Climate and Nature Partnership.

Background Documents:

One City Climate Strategy

<https://www.bristolonecity.com/wp-content/uploads/2020/02/one-city-climate-strategy.pdf>

One City Climate Action and Investment Plans

<https://democracy.bristol.gov.uk/documents/s101075/7.2.3%20Appendix%20A3%20-%20One%20City%20Climate%20Action%20Plan.pdf>

<https://democracy.bristol.gov.uk/documents/s101082/7.2.4%20Appendix%20A4%20-%20One%20City%20Climate%20Investment%20Plan.pdf>

Bristol Citizens’ Assembly Final report

[Bristol's Citizens' Assembly Final report | Ask Bristol Consultation and Engagement Hub](#)

Revenue Cost	£	Source of Revenue Funding	
Capital Cost	£	Source of Capital Funding	
One off cost <input type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	If yes - existing or new saving? N/A OR Income generation proposal <input type="checkbox"/>

Professional comments section:

1. Finance Advice: This report requests approval for the council’s draft action plan to decarbonise homes across the city. There are 78 actions in the action plan at Appendix A which are led by various groups across the council and Vattenfall. A number of the actions are currently not funded to be delivered meaning that progress cannot be made until a funding source is identified. Otherwise the actions represent work funded within existing resources.

Finance Business Partner: Ben Hegarty, Finance Business Partner Growth and Regeneration, 7 February 2025.

2. Legal Advice: There are no specific legal implications arising from this report. The action plan will support the Council to meet the objectives of the One City Climate Strategy. Individual actions which require a key decision should be brought to the relevant Committee to seek approval.

Legal Team Leader: Husinara Jones, Team Manager/Solicitor 17 January 2025

3. Implications on IT: I can see no implications on IT regarding this activity.

IT Team Leader: Alex Simpson – Lead Enterprise Architect – 16 January 2025

4. HR Advice: There are no HR implications evident

HR Partner: Celia Williams, HR Business Partner, 5 February 2025

APPENDICES

Appendix A – Further essential background / detail on the proposal

YES

There are two appendices A.1 is the full action plan document including background. A.2 is a spreadsheet of the actions.

Appendix B – Equality Impact Assessment (EqIA)	YES
Appendix C – Environmental Impact Assessment	YES
Appendix D – Decision Risk Assessment	NO
Appendix E – Exempt Information	NO
Appendix F – Details of consultation carried out - internal and external	NO
Appendix G – Options appraisal matrix	NO
Appendix H – Business case / financial analysis	NO