



## Bristol City Council Communications Plan – Clean Air Zone (CAZ)

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## 1. Introduction / background

Pollution from traffic is a serious problem in Bristol and other major UK cities. Our own reports have calculated that deaths of around 300 Bristol residents can be attributed to air pollution each year. The Council's Corporate Strategy outlines a vision for Bristol that includes leading the way on tackling the damaging impact of air pollution, alongside a pledge to develop an air quality action plan and work with bus operators to explore and invest in new fuel technologies to help reduce air pollution overall<sup>1</sup>.

On Clean Air Day in June 2019, the Mayor made a series of environmental commitments to protect the most vulnerable from harmful pollution and ensure the city is playing its part in tackling global climate challenge environmental commitments<sup>2</sup>.

Bristol is also part of Core Cities, a united voice for the UK's ten major cities. The network is designed to promote the role of great cities in creating a stronger, fair economy and society. Making our air cleaner is a key objective for the Core Cities and our Mayor continues to push this agenda in his role as Core Cities UK Cabinet Member for Low Carbon, Energy and Resilience.

In July 2017, the Government formally directed 24 local authorities, including Bristol City Council, to take action on air pollution. The council developed a plan around the following topics:

- strengthening land use planning policies
- reducing impacts of freight
- improving bus and taxi fleets
- encouraging adoption of electric vehicles
- working with Government to secure investment for the city, considering the contribution to air pollution from non-transport sources
- improving traffic management
- various options for a Clean Air Zone(CAZ)

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<sup>1</sup> <https://www.bristol.gov.uk/documents/20182/1188753/Corporate+Strategy+2017-2022+D5/c545c93f-e8c4-4122-86b8-6f0e054bb12d>

<sup>2</sup> <https://news.bristol.gov.uk/news/embargoed-until-speech-delivered-mayor-of-bristol-commits-to-protect-most-vulnerable-from-pollution>

Following this direction ongoing work began in the city about awareness raising on clean air. Details of this engagement are set out in appendix OBC 36 / M which lists all engagement activity between September 2017 and November 2018.

In March 2018, Bristol City Council's Cabinet agreed to submission of a Strategic Outline Case (SOC) to the Joint Air Quality Unit (JAQU). The SOC included five shortlisted options to tackle air pollution from traffic and was approved by Government:

- A package of 16 complementary measures
- A medium sized Clean Air Zone C (charging vehicles excluding cars) with 12 complementary measures
- A medium sized Clean Air Zone D (charging vehicles including cars) with 11 complementary measures
- A small sized Clean Air Zone C (charging vehicles excluding cars) with 12 complementary measures
- A small sized Clean Air Zone D (charging vehicles including cars) with 11 complementary measures

Thereafter, work began on engaging with the public and city stakeholders to raise awareness around poor air quality and the potential five options.

Technical work was carried out at the same time. The results of this exercise produced two 'preferred options', based on the year they would likely reach legal compliance.

In July 2019, these two options went out to consultation with a view to finalising a preferred option and meeting the programme deadlines. The council recognised that consulting at this point would be before all the technical information was received. However, consultation was required at this time in order to meet with the timelines directed by government.

The 2 options consulted on in detail were:

### **1.1 Option 1: Clean Air Zone (private cars not charged)**

- A charging zone where more polluting buses, coaches, taxis, heavy (HGVs) and light goods vehicles (LGVs) would be charged for each day they are driven in the zone. Taxis and LGVs would be charged £9 per day. HGVs, coaches and buses £100. Note private cars not charged.

Option 1 also included additional measures to deal with the worst polluted streets:

- A 24-hour a day, seven day a week HGV weight restriction on the worst polluted routes
- A diesel car ban on Upper Maudlin Street and Park Row running from St James Barton roundabout to Park Street between 7am and 3pm, seven days a week (this would not apply to taxis/private hire or emergency services)
- Bus and local traffic changes in the most polluting areas including an inbound bus lane on the M32, an inbound bus lane on Cumberland Road and using existing traffic signals to control the amount of traffic entering congested areas with poor air quality
- A scrappage scheme (up to £2,000) for diesel cars. This would provide a grant towards a newer cleaner vehicle or an alternative mode of transport (e.g. bus travel or purchasing a bike).

## 1.2 Option 2: Diesel car ban

- Banning all diesel cars from driving in a specific central area (small zone) from 7am to 3pm, seven days a week (this would not apply to taxis/private hire or emergency services). Other measures, including a scrappage scheme, could also be included.

## 1.3 The subsequent Hybrid option developed during and after consultation.

During the consultation further analysis of the modelling work was published which suggested compliance at 2028 and 2029 for the two options out for consultation. The council continued alongside the consultation, to undertake further detailed technical analysis to try and further reduce times to compliance. This included modelling of a CAZ D benchmark (medium area charging zone to include private cars and additional measures similar to the CAZ C option) and a hybrid option that combined both the CAZ C and the small area diesel ban.

The 'hybrid' option is a mixture of Options 1 and 2:

- A charging zone where more polluting buses, coaches, taxis, heavy (HGVs) and light goods vehicles (LGVs) would be charged for each day they are driven in the zone. Taxis and LGVs would be charged £9 per day. HGVs, coaches and buses £100.
- Banning all diesel cars from driving in a specific central area (small zone) from 7am to 3pm, seven days a week (this would not apply to taxis/private hire or emergency services). Other measures, including a scrappage scheme, could also be included (this small area diesel ban would encompass Upper Maudlin Street and Park Row running from St James Barton roundabout to Park Street that is referenced in Option 1)

Extra measures are also included to deal with the worst polluted streets:

- A 24-hour a day, seven day a week HGV weight restriction on the worst polluted routes
- Bus and local traffic changes in the most polluting areas including an inbound bus lane on the M32, an inbound bus lane on Cumberland Road and using existing traffic signals to control the amount of traffic entering congested areas with poor air quality
- A scrappage scheme (up to £2,000) for diesel cars. This would provide a grant towards a newer cleaner vehicle or an alternative mode of transport (e.g. bus travel or purchasing a bike)

## 2. Engagement aims and objectives

This document seeks to provide an overview of activity undertaken to date and the intended future focus of engagement and consultation (on the details of implementation) with residents and city stakeholders during the upcoming stages of preparation, ahead of implementation of the traffic Clean Air Zone in March 2021. A more detailed plan, based on the outcomes of the consultation and the key milestones for implementation is to be developed.

Bristol City Council recognises that engagement with the public and stakeholders is a crucial part to the development of our preferred options for a Clean Air Zone. This process began with pre-engagement in autumn 2018 and continued during the consultation on the initial options during summer 2019.

This work remains ongoing, with the vision for this communications plan that all residents and stakeholders in Bristol:

- Have an increased awareness of the city's wider clean air plan and the detrimental effects of poor air quality on people's health and our environment

- Understand the proposed measures to improve air quality and are well-informed about the implications for local and individual travel choices
- Feel engaged with the decision making process, including the priorities cities are working to with national government

Bristol continues to have deprivation ‘hot spots’ that are amongst some of the most deprived areas in the country. Our preferred options have been developed to reduce toxic fumes in the shortest possible time, and they also aim to do so in a way that mitigates the impact on vulnerable groups and those with lowest incomes or widen inequality.

Our communications and engagement activity will include ensuring there is understanding among our most vulnerable groups and stakeholders who may directly or indirectly be affected by the proposed traffic changes in the city. Our overall engagement programme will also be seeking to encourage and enable the public and key stakeholders to adapt their travel behaviour to improve the health of the city overall, enhancing Bristol’s reputation as a leading environmental city.

## 2.1 Engagement Risks

As the Mayor noted at the launch of the consultation in July, *“we cannot do this alone as individuals. We must come together to take action”*. The council acknowledge that there are risks associated with poor engagement and not speaking sufficiently to the public and our key city stakeholders:

- Failure to provide opportunities for engagement creates a risk that the public, stakeholders and local politicians feel isolated from the decision making process of which they are a part
- This would increase the risk of opposition to the scheme, that could be alleviated through clear and consistent engagement and information at relevant stages of the project
- The level of technical and preparatory work required for implementation and the dates of March 2021 also require a long-term engagement approach, delivered in an effective and timely way to avoid information fatigue and/or uncertainty among residents and city stakeholders
- There will need to be further consultation as part of the implementation process.

## 2.2 Stakeholders

Detailed below is a summary of the wide range of engagement activities including the formal consultation that has been carried out to date.

## 2.3 Key messages:

- Air pollution affects everyone in Bristol. Whether you drive a car, cycle or walk, you are exposed to high levels of pollution which can cause breathing problems like asthma, plus other lung and heart problems, ultimately shortening lives
- Nitrogen dioxide (NO<sub>2</sub>) is one of the most harmful pollutants and is currently at illegal levels in cities across the UK, including Bristol
- The Council is wholly committed to enabling clean air in the city and to achieving this as quickly as possible See above
- We along with other authorities have been directed by Government to take forward the option that delivers compliance against the NO<sub>2</sub> legal limits within In line with legal obligations. Initial options proposed raised concerns they would not address the city's air quality issues within an acceptable time limit and would potentially have an adverse impact upon communities
- Protecting the most vulnerable from pollution is central to our plans and following technical analysis of a number of options, two were identified as enabling compliance in the shortest time and not having a disproportionate impact on low income
- The preferred option recommended to Cabinet includes a CAZ C+ (a charging scheme for non-compliant buses, taxis, HGVs and LGVs) and a small area diesel ban – a 'hybrid' option. This option is ambitious and demonstrates our commitment to tackling air pollution. Bristol will be the first local authority to implement such a combination of clean air measures.
- This bold approach demonstrates both our commitment to clean air and wider commitment to tackling climate change; both of which require step changes to tackle this challenge
- We recognise we cannot do this alone as individuals. We must come together to take action
- As part of the Full Business Case, there will be direct engagement and consultation with all businesses and residents affected to help manage implementation, including details of mitigations measures and exemptions
- Engagement continues and is a vital part of implementation – the Council is working with bus operators, taxis, business groups and other stakeholders. We recognise that certain groups may need some support during the transition period and we are working to develop a range of proposals
- We are making decisions to help secure the long term health of our city, acknowledging the challenge but recognising there is lot that we can all do as a city to help reduce poor air quality to legal levels.

### 3. Overview of engagement – Strategic Outline Case/ Outline Business Case

Between 1 July and 12 August 2019, the council consulted on two options for a traffic Clean Air Zone designed to achieve compliance with legal NO<sub>2</sub> limits in the shortest possible time. The options were:

- Option 1: Clean Air Zone (private cars not charged)
- Option 2: Diesel car ban

The consultation asked respondents how concerned they are about the health impacts of poor air quality in Bristol and it sought feedback from citizens, businesses and other stakeholders on the two options.

The consultation report describes the consultation methodology and the feedback received which was taken in to consideration when developing the preferred option and will be considered by Cabinet before they make a decision on a preferred Clean Air Zone option to present to government as part of an Outline Business Case.

#### 3.1 Engagement tools

Below is a summary of the engagement undertaken:

Online - The survey was available online at the council's Consultation & Engagement Hub. Paper copies of the survey with Freepost return envelopes were available in all libraries, the Citizen Service Point, at drop-in sessions and other events and on request by email and telephone from the council's Transport Projects team.

Face to face - There were also seven drop-in sessions, as well as a programme of interview surveys in order to increase overall response rates and responses from wards and groups which are often under-represented in providing feedback to consultations; specifically people living in areas with high deprivation, black, Asian & minority ethnic (BAME) citizens, Muslim citizens and people aged under 18 years. Eleven locations were selected in wards which provided low response rates to city-wide consultations during 2017 and 2018 and which are also areas with high deprivation and/or high populations of BAME and/or Muslim citizens.

Key groups - There were also meetings with specific stakeholder groups, such as Business West, Bristol Youth Council and the Taxi Forum.



Publicity - All of Bristol City Council's communication channels were utilised including Our City e-newsletter, Ask Bristol e-bulletin and the Citizen's Panel. There was also media engagement and wider advertising.

A Communications Toolkit was also shared with more than 600 partner organisations, including primary and secondary schools, trade associations, GP practices and builders merchants.

## 3.2 Demographics

The consultation received responses from a wide range of groups and residents. Overall, the survey received 5,034 responses, of which 4,835 (96%) were self-completed online, 110 (2%) were completed online as interview surveys or at drop-ins or events and 89 (2%) were self-completed using paper surveys.

Geography - 3,512 responses (70%) were received from postcodes within the Bristol City Council area, 342 (7%) responses were from South Gloucestershire, 175 (3%) were from North Somerset, and 46 (1%) were from Bath & North East Somerset (B&NES). A further 22 (less than 1%) were from unspecified locations within the four West of England authorities and 84 (2%) responses were from further afield.

Deprivation - The home location of respondents in Bristol was compared with nationally published information on levels of deprivation across the city to review if the responses received include a cross-section of people living in more deprived and less deprived areas. The comparison looked at levels of deprivation in 10 bands (known as 'deciles') from decile 1 (most deprived) to decile 10 (least deprived). The response rate from the most deprived third of Bristol (deciles 1, 2 and 3) is less than the proportion of citizens living in those areas. The proportion of respondents in deprivation deciles 4 and 5 closely matches the proportion of Bristol citizens living in deprivation deciles 4 and 5. Response rates from the least deprived half of the city (deciles 6 to 10) are higher than the proportion of Bristol citizens living in those areas.

Although, the more deprived areas are under-represented as a proportion of the population, the large number of responses in all deciles enables meaningful comparison of the views of people living in the most deprived and least deprived areas.

Age - The most common age of respondents was 35-44 years (29%), followed by 25-34 (21%) and 45-54 (20%). The proportion of responses in the age categories 25-34 years, 35-44, 45-54, 55-64 and 65-74 was higher than these age groups' proportion of the population in Bristol. Survey responses from children (under 18), young people aged 18-24 and people aged 75 and older were under-represented. In each age category, the proportions of all respondents and Bristol respondents were very similar; the greatest difference being in people aged 45-54 which made up 20% of all respondents and 18% of Bristol respondents.

Sex - 45% of all responses were from women (47% for Bristol respondents) and 54% were from men (52% for Bristol respondents). 0.7% were from people who identified as 'other' (0.8% for Bristol respondents).

Disability - The proportion of disabled respondents (8%) and disabled Bristol respondents (8%) matched the proportion of disabled people living in Bristol.

Ethnicity - The proportions of White British respondents (87%) and White British respondents from Bristol (86%) are higher than the proportion of White Bristol people in the Bristol population. The response rates from White Irish (2%) and Other White respondents (7%) were also higher than the proportion of these groups living in Bristol. The response rate from Gypsy / Roma / Traveller people (0.1%) closely matches proportion of these citizens in the Bristol population.

All other Black, Asian and Minority Ethnic respondents were under-represented in the response rates compared to the proportion of BAME citizens living in Bristol, despite targeted efforts to increase participation in areas with high BAME populations.

Religion/faith - People with no religion (69% of respondents and 70% of Bristol respondents) responded in higher proportions than people of no religion in Bristol's population. Christians (26%), Muslims (0.6%), Hindus (0.2%) and Sikhs (0.1%) were under-represented compared to the proportions of these faiths living in Bristol. The proportion of Jewish respondents (0.2%) closely matches the Bristol population. Buddhists (1%) and people of other faith (2%) responded in greater numbers than the proportions of these faiths in the Bristol population.

### **3.3. Feedback**

Level of concern: There was a high level of concern about the health impacts of poor air quality among respondents, and health concerns were higher still among Bristol respondents. Of all respondents, 85% (4226 respondents) were very concerned or moderately concerned, with 61%

(3027 respondents) stating they were very concerned and 24% (1199 respondents) being moderately concerned. A higher proportion of Bristol respondents (88%) are very concerned or moderately concerned, with 66% being very concerned and 22% being moderately concerned.

There was a high proportion (at least 61%) of respondents in Bristol who were very concerned about health impacts in all deprivation deciles and the proportion of very concerned respondents is at least as high in more deprived areas as in the least deprived; the highest proportion (71%) is in decile 2 (the second most deprived 10% of the city) and the lowest proportion is in decile 2 (the least deprived 10%).

Specific options proposed: Respondents were asked if they agree or disagree with each of the following statements:

- Option 1: Clean Air Zone (private cars not charged) is a good way to improve air quality in Bristol;
- Option 2: Diesel car ban is a good way to improve air quality in Bristol

**For Option 1**, more than two thirds of all respondents (69%; 3,414 respondents) agreed or strongly agreed that Option 1 is a good way to improve air quality (39% strongly agree and 32% agree). This was more than three times the 21% (1,018) of all respondents who disagree or strongly disagreed whilst 11% neither agreed nor disagreed. Bristol respondents also shared similar views to all respondents, with slightly higher proportions agreeing or strongly agreeing compared to all respondents. 71% of Bristol respondents agree or strongly agree, 19% disagree or strongly disagree and 10% neither agree nor disagree that Option 1 is a good way to improve air quality.

**For Option 2 (diesel car ban)**, more than half of all respondents (55%; 2,717 respondents) agreed or strongly agreed that Option 2 was a good way to improve air quality (32% strongly agreed and 23% agreed). This was more than one and a half times the 34% (1,702) of all respondents who disagreed or strongly disagreed. 11% (534 respondents) neither agree nor disagree (the same proportion as for Option 1). Bristol respondents also viewed the Option 2 diesel car ban more favourably than all respondents - 59% of Bristol respondents agreed or strongly agreed, whilst 11% neither agree nor disagreed that Option 2 is a good way to improve air quality.

#### **4. Engagement plan – Full Business Case and implementation**

Following the submission of the Outline Business Case (OBC) in November, the next stage of the project will be the Full Business Case (FBC) to be submitted in February 2020. This stage will:

- Take forward a final scheme –dependent on the OBC and the decision of Cabinet Members;
- Finalise proposals and clarify logistical details around the operation of the scheme (including costs)

The traffic Clean Air Zone will continue to evolve based on stakeholder feedback. A more detailed engagement plan is to be produced that responds to the outcomes from the consultation (specific areas of concern for example) and aligns to the key milestones for the Full Business Case production and as part of developing the details for implementation.

#### **4.1 Aims and objectives**

The future engagement focus will be on:

- Raising awareness of the chosen CAZ option
- Continuing to raise awareness of the need for action around air quality in Bristol
- Aiding the general public to understand their role in tackling air pollution – advising them on how to reach compliance, change their travel habits etc.
- Supporting, preparing and advising people before implementation
- Ensuring rules and laws are adhered to
- Consultation on implementation

The final key messages will mainly reflect those cited as we engage the public and city stakeholders with the option that Cabinet decides on. Our messaging during the Full Business Case and implementation period will particularly focus on the timeframe, as well as practical measures the public will need to take in order to prepare for the Clean Air Zone. Another key focus here will be the health improvements to be gained by improving air quality levels across the city.

#### **4.2 Engagement tools**

During this stage we will utilise messaging to raise awareness of implementation dates, circulate the available channels of support from Bristol City Council, and continue to focus on health messages. We will share these via our website and social media campaigns from the @BCC\_Clean\_Air account, as well as the general BCC social media accounts.

We will prioritise our communication and engagement efforts towards groups who need support with transitioning. We may also circulate detailed logistics on measures that will be brought in such as signage. Key aspects of our overall engagement approach here will include:

- Drop in sessions
- Face to face meetings
- Collaborating with other BCC departments on travel plans and initiatives
- Prepare regular newsletter for subscribers and stakeholders to keep them updated.

Via these channels we will provide advice and insight on key issues linked to CAZ including:

- Timeframes
- Clarifying which vehicles will be eligible for a charge
- Scrappage schemes
- Vehicle purchase
- Alternative modes of travel

#### **4.2.1 Summit**

To supplement the engagement activities outlined above, Bristol City Council will be hosting a stakeholder summit on Monday 18<sup>th</sup> November 2019. The objectives of this are to:

- Encourage stakeholders to come forward with 'pledges' of how we can promote clean air in Bristol
- Give stakeholders a voice and understand their views
- Encourage stakeholders to promote the campaign and effectively advertise for us
- Promote CAZ a from 'a city' rather than simply 'Bristol City Council' perspective
- Promote the CAZ 'story' and demonstrate how addressing clean air is our priority
- Discuss mitigations, answer queries and alleviate worries
- Further inform our approach to communication and engagement during the Full Business Case stage

## Appendix A. Stakeholder list

Below is a sample of the main stakeholders for this project – this remains a live document and continues to be updated:

Stakeholder	Category
AA	Transport
Action Greater Bedminster	Campaign or Community
Ambition Lawrence Weston	Campaign or Community
Ambulance Service	Health/NHS/Emergency Services
Arup	Business/Other
Association of Plumbing and Heating	Business/Other
Avon and Somerset Police	Health/NHS/Emergency Services
Avon Wildlife Trust	Campaign or Community
Bath and North East Somerset	Local Government/Political
Bristol & West of England Initiative	Business/Other
Bristol Ageing Better	Campaign or Community
Bristol Airport	Transport
Bristol City Council – Internal (Directors, Staff)	Local Government/Political
Bristol City Council Cabinet Members	Local Government/Political
Bristol Community Ferry Boats	Transport
Bristol Disability Equality Forum	Campaign or Community
Bristol Energy	Business/Other
Bristol Green Capital Partnership	Business/Other
Bristol Homes Board	Business/Other
Bristol Judiciary	Business/Other
Bristol Older People’s Forum	Campaign or Community
Bristol Port	Transport
Bristol Waste Company	Business/Other
Bristol Water	Business/Other

Bristol Women's Commission	Campaign or Community
Bus Users UK	Transport
Business Improvement Districts	Business/Other
Business West	Business/Other
Cabot Circus	Business/Other
CDP	Campaign or Community
Centre for Sustainable Energy	Campaign or Community
City Centre Revitalisation Group (CCRG)	Business/Other
City of Bristol College	Business/Other
Client Earth	Campaign or Community
Core Cities	Local Government/Political
Destination Bristol	Business/Other
Department for Environment, Food and Rural Affairs	HM Government
Department for Transport	HM Government
Electrical Contractors' Association	Business/Other
Environment Agency	Business/Other
Federation of Plastering and Drywall Contractors	Business/Other
Fire Brigade	Health/NHS/Emergency Services
First Bus	Transport
Freight Consolidation Centre	Transport
Freight Transport Association	Transport
Gatehouse Centre, Hartcliffe	Campaign or Community
Great Western Railway	Transport
Highways England	Transport
HM Treasury	HM Government
Housing Associations	Business/Other
Jacobs	Business/Other
Joint Air Quality Unit	HM Government
Local Delivery Companies (TBC)	Transport

Local Government Association	Local Government/Political
Locality	Campaign or Community
Media (Bristol Post etc.)	Media
Members of Parliament (Bristol)	Local Government/Political
MHCLG	HM Government
National Federation of Builders	Business/Other
North Somerset Council	Local Government/Political
Network Rail	Transport
NHS Bristol, North Somerset & South Gloucestershire CCGs	Health/NHS/Emergency Services
North Bristol Trust - NHS	Health/NHS/Emergency Services
Plumbers Trade Association	Business/Other
Primary Schools Association	Schools
RAC	Transport
RADE	Campaign or Community
Road Haulage Association	Transport
Secondary Schools Association	Schools
SLR Consulting Limited; City Funds	Business/Other
South Gloucestershire Council	Local Government/Political
Stagecoach/Bus Operators	Transport
Sustrans	Transport
Taxi Forum	Transport
Taxis Operators	Transport
The Buzz (Gainsborough Square)	Campaign or Community
The Future Economy Group	Business/Other
Transport Focus	Transport
TravelWest	Transport
TUC	Business/Other
Uber	Business/Other
UK100	Campaign or Community



Unicef	Campaign or Community
Unite the Union	Business/Other
University Hospital Bristol	Health/NHS/Emergency Services
University of Bristol/UWE	Business/Other
Up Our Street	Campaign or Community
UWE	Business/Other
UWE Air Quality Resource Management Centre/ClairCity	Campaign or Community
Voscur	Business/Other
We The Curious	Business/Other
Wessex Water	Business/Other
West of England Combined Authority	Local Government/Political
Youth Mayors	Local Government/Political