Public Document Pack

Democratic Services Section
Legal and Civic Services Department
Belfast City Council
City Hall
Belfast
BT1 5GS



31st October 2025

MEETING OF THE CLIMATE AND CITY RESILIENCE COMMITTEE

Dear Alderman/Councillor,

The above-named Committee will meet in the Lavery Room - City Hall on Thursday, 6th November, 2025 at 5.15 pm, for the transaction of the business noted below.

You are requested to attend.

Yours faithfully,

John Walsh

Chief Executive

AGENDA:

- 1. Routine Matters
 - (a) Apologies
 - (b) Minutes
 - (c) Declarations of Interest
- 2. Schedule of Meetings 2026 (Pages 1 2)
- 3. Restricted Item
 - (a) Use of Plastics Policy and Implementation Action Plan (Pages 3 28)
- 4. Notice of Motion Update Fossil Fuel Non-Proliferation (Pages 29 32)
- 5. <u>Consultation on setting of Northern Ireland's Fourth Carbon Budget</u> (2038/42) (Pages 33 40)

Agenda Item 2



CLIMATE AND CITY RESILIENCE COMMITTEE

Subject:	Committee Schedule Report		
Date:	6th November 2025		
Reporting Officer:	Louise McLornan, Committee Services Officer		
Contact Officer:	Louise McLornan, Committee Services Officer		
Restricted Reports			
Is this report restricted?	Yes No x		
	ption, as listed in Schedule 6, of the exempt information by virtue of med this report restricted.		
Insert number			
 Information relating to any individual Information likely to reveal the identity of an individual Information relating to the financial or business affairs of any particular person (including the council holding that information) Information in connection with any labour relations matter Information in relation to which a claim to legal professional privilege could be maintained Information showing that the council proposes to (a) to give a notice imposing restrictions on a person; or (b) to make an order or direction Information on any action in relation to the prevention, investigation or prosecution of crime 			
If Yes, when will the repor	t become unrestricted?		
After Committee Decision After Council Decision Sometime in the future Never			
Call-in			
Is the decision eligible for Call-in?			

1.0	Purpose of Report or Summary of main Issues			
	To advise the Committee of the dates and times of the meetings of the Climate and City Resilience Committee between January and December, 2026.			
2.0	Recommendations			
	The Committee is requested to approve the schedule of meetings for the Climate and City Resilience Committee as outlined.			
3.0	Main report			
	Key Issues			
3.1	The monthly meeting of the Client and City Resilience Committee is normally held at 5.15 p.m. on the 2nd Thursday of each month.			
3.2	However, due to holiday periods and the timing of the monthly Council meetings and, in order to assist with the decision-making process, it has been necessary on occasions to move some of the meetings to later in the month.			
3.3	Accordingly, the following dates have been identified for meetings of the Climate and C Resilience Committee for the period from January to December, 2026:			
	 Thursday 15th January at 5.15 pm Thursday 12th February at 5.15 pm Thursday 12th March at 5.15 pm Thursday 16th April at 5.15 pm Thursday 14th May at 5.15 pm Thursday 11th June at 5.15 pm Thursday 13th August at 5.15 pm Thursday 10th September at 5.15 pm Thursday 8th October at 5.15 pm Thursday 12th November at 5.15 pm Thursday 10th December at 5.15 pm Thursday 10th December at 5.15 pm 			
3.4	Financial and Resource Implications			
	None associated with this report.			
3.5	Equality or Good Relations Implications / Rural Needs Assessment			
	None associated with this report.			
4.0	Appendices – Documents Attached			
	None associated with this report.			

Agenda Item 3a

By virtue of paragraph(s) 3 of Part 1 of Schedule 6 of the Local Government Act (Northern Ireland) 2014.

Document is Restricted



By virtue of paragraph(s) 3 of Part 1 of Schedule 6 of the Local Government Act (Northern Ireland) 2014.

Document is Restricted



Agenda Item 4



CLIMATE AND CITY RESILIENCE COMMITTEE

Subject:	Notice of Motion response – Fossil Fuel Non-Proliferation		
Date:	6th November 2025		
Reporting Officer:	John Tully, Director of City and Organis	sational Strategy	
Contact Officer:	Debbie Caldwell, Climate Commissione	er .	
Restricted Reports			
Is this report restricted?	Is this report restricted?		
Please indicate the description, as listed in Schedule 6, of the exempt information by virtue of which the council has deemed this report restricted. Insert number 1. Information relating to any individual			
 Information relating to any individual Information likely to reveal the identity of an individual Information relating to the financial or business affairs of any particular person (including the council holding that information) Information in connection with any labour relations matter Information in relation to which a claim to legal professional privilege could be maintained Information showing that the council proposes to (a) to give a notice imposing restrictions on a person; or (b) to make an order or direction Information on any action in relation to the prevention, investigation or prosecution of crime 			
If Yes, when will the report become unrestricted?			
After Committee Decision			
After Council Decision Sometime in the future			
Never			
Call-in			
Is the decision eligible for Call-in?			

1.0	Purpose of Report/Summary of Main Issues	
1.1	To respond to the Notice of Motion referred to this Committee by the Standards and Business Committee on 22nd May 2025 in relation to Fossil Fuel Non-Proliferation Treaty and the request to investigate cost implications made at Climate and City Resilience Committee on 12 th June 2025.	
2.0	Recommendation	
2.1	Members are asked to note that, in accordance with Standing Orders, Notices of Motion which commit the Council to expenditure or fall within the remit of a particular Committee must be referred to the appropriate committee for consideration and report.	
	At this time Members are asked to note the outline consideration of the Notice of Motion and potential cost implications.	
3.0	Main Report	
3.1	The following Motion was referred to the Climate and City Resilience Committee at its meeting on 12 June 2025	
	Motion: Fossil Fuel Non-Proliferation Treaty "Recognising Northern Ireland's commitment to achieve net zero by 2050, (and Belfast City Council's previous motion recognising a climate emergency), Belfast City Council will endorse the Fossil Fuel Non-Proliferation Treaty, an initiative to secure an international and legally binding treaty to phase out fossil fuels, and will write to the Northern Ireland Executive as well as the Prime Minister and Secretary of State for Energy Security and Net Zero urging them to support this initiative."	
	Proposer: Councillor Anthony Flynn Seconder: Councillor Brian Smyth	
3.2	The Motion calls upon the Council to endorse the Fossil Fuel Non-Proliferation Treaty and to write to the Northern Ireland Executive, the Prime Minister and Secretary of State for Energy Security and Net Zero urging them to support this initiative.	
3.3	<u>Consideration of the Notice of Motion</u> The Notion of Motion to endorse the Non-Proliferation of Fossil Fuel Treaty has been considered by officers within the Climate team in terms of its effectiveness and potential cost implications.	
3.4	Endorsing the Treaty means supporting the three central commitments:	
	 ending the expansion of fossil fuel production; setting and equitable path to phase out existing coal, oil and gas; and ensuring a just transition for communities and workers affected by the energy shift. 	
3.5	Under The treaty, as a developed economy, Northern Ireland will be expected to phase out faster than less developed countries. The commitments in the Treaty compliment the obligations in the Paris Agreement. As of October 2025, sixteen countries and more than 130 cities (including 8 UK cities) and sub-national governments have officially endorsed the Treaty. The UK and Ireland have not officially endorsed the Treaty.	
3.6		

The Notice of Motion is aligned with the Council's ambition of achieving Net Zero emissions by 2050. The ending of fossil fuel expansion is considered to be highly beneficial for the global climate and efforts made by nations, governments and organisations to decarbonise their activities with renewable technologies at the forefront of moving toward net zero. Aside from their impact on climate change, there are other significant co-benefits associated with a move away from fossil fuels as their continued use contributes significantly to air pollution and associated human health impacts, water quality (from spills, wastewater discharges etc), land degradation, and the displacement of communities.

3.7

Implications of endorsing the Treaty

Endorsing the Treaty signals support for a global phase-out of fossil fuel production and a just energy transition. The implications are mostly political, reputational and advocacy based rather than legal and financial.

Politically, endorsement places Belfast among other cities advocating for rapid climate action and builds pressure for the UK government to endorse the Treaty. It also signals to local communities the Council's commitment to social justice and an equitable transition. Endorsement would increase global visibility and help to build momentum for the phase out of fossil fuels.

3.8

Potential financial and legal implications

As the Council's existing climate ambitions align with the Treaty no additional Council resources, reporting or legal changes will be required. There are therefore no direct financial or legal obligations as the Treaty aligns with ongoing local climate ambitions. However, there could be higher costs for BCC and City residents as the NI economy transitions away from fossil fuels. Members should be aware that there are cost implications to decarbonisation, both to Council operations, especially where fossil fuels are still used by the Council's fleet and to heat its buildings, and at city level as transport and heating are increasingly electrified.

3.9

There may be some indirect cost implications for the Council through staff time for writing additional briefing notes, stakeholder engagement, communications or policy alignment checks. There may also be cost implications for bringing the wording or principles of the treaty into the procurement, strategies or plans of the Council.

Next steps if Council decides to endorse the Treaty

3.10

Endorsing the Treaty is essentially an advocacy gesture and there is no requirement to take any further action after endorsement. However, members may wish to consider the following possible actions:

- Publish the endorsement and make a public announcement through the BCC website and local media.
- Use the financial planning and rate setting processes as an opportunity to review and strengthen commitment to climate-related policies and those plans which prioritise fossil fuel phase out and adoption of renewable energy (e.g. Sustainable Procurement, decarbonisation of BCC estate and operations, installation of EV chargers, Bolder Vision etc.)
- Advocate for an increase in the level of financial support available to enable vulnerable households to improve the energy efficiency of their homes and transition to low carbon heating solutions.
- Support renewable energy projects and community energy schemes including an assessment of the suitability of Council assets to host renewable energy and community energy schemes.

4.0	Financial and Resource Implications	
4.1	There is no immediate resource or financial ask of the Council.	
5.0	Equality or Good Relations Implications	
5.1	There are no immediate implications regarding equality, good relations and rural needs aside to say that the cost of transitioning from fossil fuels will be disproportionately more challenging for low-income households.	
6.0	Appendices	
	None.	

Agenda Item 5



CLIMATE AND CITY RESILIENCE COMMITTEE

Subje	ect:	Consultation on the setting of Northern Ireland's Fourth Carbon Budget (2038-2042)		
Date:		6 th November 2025		
Repo	rting Officer:	John Tully, Director Organisational and City Strategy		
Conta	not Officers	Debbie Caldwell, Belfast Climate Co	mmissioner	
Conta	act Officers:	Brenda Roddy, Project Officer, Clima	ate Team	
Restri	icted Reports			
Is this	report restricted?		Yes No X	
	If Yes, when will the	e report become unrestricted?		
	After Committ	ee Decision		
	After Council Decision			
	Some time in the future			
	Never			
Call-ir	n			
Is the	decision eligible fo	r Call-in?	Yes X No	
1.0	Purpose of Repor	rt/Summary of Main Issues		
1.1	The purpose of this report is to inform members about the proposed response to the public consultation on Northern Ireland's Fourth Carbon Budget and request approval to submit this response to DAERA.			
2.0	Recommendation			
2.1	I. Members are asked to note the proposals set out in the consultation document and to approve the draft Council response as attached at appendix 1. Subject to approval by Council, the response will be submitted to DAERA via their online consultation platform.			
3.0	Main Report			
3.1	Background			

The Climate Change Act (Northern Ireland) 2022 committed the country to reducing its greenhouse gas (GHG) emissions to net zero by 2050, with a series of five-year carbon budgets set to ensure steady progress from the outset.

The Climate Change (Carbon Budgets 2023-2037) Regulations (Northern Ireland) 2024 were approved by the Assembly in December 2024, setting the first three carbon budgets for Northern Ireland, which are:

- <u>First Carbon Budget</u>: The carbon budget for the 2023-2027 budgetary period is an annual average of 33% lower than the baseline;
- <u>Second Carbon Budget</u>: The carbon budget for the 2028-2032 budgetary period is an annual average of 48% lower than the baseline; and
- <u>Third Carbon Budget</u>: The carbon budget for the 2033-2037 budgetary period is an annual average of 62% lower than the baseline.

The UK Climate Change Committee (CCC) is an independent, statutory body established to advise the UK and devolved governments on emissions targets and adaptation to climate change. In March 2025, the CCC provided an advice report "Northern Ireland's Fourth Carbon Budget", to the Northern Ireland Executive, recommending that the Fourth Carbon Budget is set at an annual average reduction of 77% in emissions across the period (against the 1990 baseline). In its report, the CCC sets out "The Northern Ireland Net Zero Pathway", detailing how the carbon budget can be delivered and met. It will, however, be up to the NI Executive to decide on and agree the specific policies, and proposals that will be taken forward in NI to deliver each of the carbon budgets.

3.2 **Draft Council Response**

The proposed budget is largely welcomed,

- We agree that an annual average reduction of 77% aligns with the legislative requirements and provides a clear trajectory toward achieving net zero by 2050. This ambitious target is essential to mitigate the impacts of climate change and ensure N. Ireland contributes to global efforts to limit warming to 1.5°C.
- We agree with all of the considerations listed, recognising the need to balance ambition in reducing emissions with other economic and social considerations. The transition to a low-carbon economy must be fair and inclusive. Equity among sectors is critical to prevent disproportionate burdens being placed on specific industries. Investment in low-carbon innovation can drive economic growth and create green jobs while addressing climate change. Additionally, prioritising environmental and public health benefits will improve the quality of life for all citizens and could reduce the risk of public backlash to climate policies. Maintaining alignment with national and international targets will ensure Northern Ireland does its fair share to contribute to the national and global effort to combat climate change.
 - Financial Impacts: Whilst there may be upfront costs associated with transitioning to low-carbon technologies (e.g. the electrification of home heating) these or other investments will lead to long-term savings for citizens (e.g. through energy efficiency) and reduced reliance on imported fossil fuels. It is expected that the long-term financial savings will offset the upfront investment costs. Additionally, research demonstrates that the economic costs of climate inaction and resulting damages substantially exceed the costs of decarbonising the economy (e.g. Stern, 2006; IPCC, 2022).
 - That said, we note that significant investment will be required to meet the Fourth Carbon budget and query how central government can support local government initiatives e.g. the Council's Physical Programme. Government sourced match funding would significantly aid implementation of councils' capital programme projects that seek to mitigate GHG emissions or increase climate resilience emissions

- opportunities for job creation in renewable energy, sustainable agriculture, and green infrastructure. Research suggests that investments in renewable energy and energy efficiency have the potential to generally create more jobs than comparable investments in gas, oil or coal generation including considerations of job quantity, quality, and required skillsets (Job creation in a low carbon transition to renewables and energy efficiency: a review of international evidence, 2024) and NI Green Skills Action Plan.
- Social Impacts: Reducing emissions will improve air quality and public health, particularly in urban areas. However, climate policies and supporting financial measures must ensure that vulnerable communities are supported during the transition.
- Rural Impacts: Rural areas can benefit from renewable energy projects, such as solar farms, but care must be taken to protect rural incomes from abrupt shifts in agricultural models, and preserve natural landscapes and biodiversity.
- Equality Impacts: Policies must address inequalities to ensure all communities, including low-income and marginalised groups, benefit from the transition and that the transition doesn't exacerbate any existing socioeconomic tensions.
- Impact on Children and Young People: Achieving the Fourth Carbon Budget will safeguard the future for younger generations, ensuring they inherit a sustainable and liveable planet.
- Public engagement and education in achieving the Fourth Carbon Budget is very important. Raising awareness about the benefits of emissions reductions and involving communities in decision-making will foster a sense of ownership and commitment to the targets, rather than viewing climate targets as a threat. Priority should be given to nature-based solutions, such as peatland restoration and tree planting, which provide co-benefits for biodiversity and carbon sequestration as well as tourism and recreation. We note from the draft Climate Action Plan that DAERA will establish clear monitoring and reporting mechanisms to track progress. This is important as it will ensure accountability for each carbon budget.

The consultation relates to the percentage level at which the Fourth Carbon Budget should be set, with the policies and proposals that will be selected to deliver on the Budget have still to be decided

4.0 Financial and Resource Implications

4.1 There is no immediate resource or financial ask of the Council to respond to this public consultation.

5.0 Equality or Good Relations Implications/Rural Needs Assessment

Consideration of equality, good relations and rural needs was embedded in the consultation document questions by DAERA and in Belfast City Council responses.

6.0 Appendices

I - Council Public Consultation Response

|| - Link to Draft NI Fourth Carbon Budget



Draft response to DAERA consultation on the 4th Carbon Budget – 13/10/25 <u>Link to consultation main document and annexes</u>

Contact: Brenda Roddy, Climate Team, 07932 193247, roddy.brenda@belfastcity.gov.uk

Questions	Combined officers response	
Q1. Do you feel this would provide	We agree that an annual average reduction of 77% aligns	
the necessary trajectory to reduce	with the legislative requirements and provides a clear	
Northern Ireland emissions and meet	trajectory toward achieving net zero by 2050. This	
the legislative requirements?	ambitious target is essential to mitigate the impacts of	
the legislative requirements:	climate change and ensure N. Ireland contributes to global	
Strongly agree / Agree / Neither agree	efforts to limit warming to 1.5°C.	
nor disagree / Disagree / Strongly	Chorts to with warming to 1.5 C.	
disagree. Please provide your reasons		
and any alternatives		
and any alternatives		
Q2. Whilst DAERA must set carbon		
budgets in line with the targets in the	Equity among sectors x	
Act, what considerations/factors are	- this means	
important to you?	ensuring that all	
important to your	sectors of our	
Select all that apply	economy play their	
Please provide your reasons and any	part and none are left	
alternatives	behind.	
atomativoo	Fairness for citizens – x	
	including our children	
	and young people	
	and across regions	
	and communities.	
	Innovation and x	
	Technological	
	readiness.	
	Economic x	
	opportunities	
	including green jobs.	
	Environmental and x	
	public health benefits.	
	Maintaining alignment x	
	with UK, Ireland, and	
	global emissions	
	reduction targets.	
	Taking account of x	
	scientific advice and	
	the particular	
	circumstances of	
	Northern Ireland.	
	Fairness to future x	
	generations.	
	Other, please specify.	
	We agree with all of the considerations listed, recognising	
	the need to balance ambition in reducing emissions with other	
	economic and social considerations. The transition to a low-	
	carbon economy must be fair and inclusive. Equity among	
	sectors is critical to prevent disproportionate burdens	
	being placed on specific industries. Investment in low-	
	carbon innovation can drive economic growth and create	

green jobs while addressing climate change. Additionally, prioritising environmental and public health benefits will improve the quality of life for all citizens and could reduce the risk of public backlash to climate policies. Maintaining alignment with national and international targets will ensure Northern Ireland does its fair share to contribute to the national and global effort to combat climate change.

Q3. Do you have any views on the potential impacts (positive and negative) that will be realised in Northern Ireland reducing its emissions to meet the proposed Fourth Carbon Budget?

You may wish to consider the impacts /benefits in the categories below:

- A) Financial impacts
- B) Economic impacts
- C) Social impacts
- D) Rural impacts
- E) Equality impacts
- F) Impact on children and young people

Please provide comments:

Financial Impacts: Whilst there may be upfront costs associated with transitioning to low-carbon technologies (e.g. the electrification of home heating) these or other investments will lead to long-term savings for citizens (e.g. through energy efficiency) and increased fuel security and decreased reliance on imported fossil fuels. It is expected that the long-term financial savings will offset the upfront investment costs. Additionally, research demonstrates that the economic costs of climate inaction and resulting damages substantially exceed the costs of decarbonising the economy (e.g. Stern, 2006; IPCC, 2022).

That said, we note that significant investment will be required to meet the Fourth Carbon budget and query how central government can support local government initiatives. Government sourced match funding would significantly aid implementation of councils' capital programme projects that seek to mitigate GHG emissions or increase climate resilience emissions

Economic Impacts: The shift to a green economy presents significant opportunities for job creation in renewable energy, sustainable agriculture, and green infrastructure. Research suggests that investments in renewable energy and energy efficiency have the potential to generally create more jobs than comparable investments in gas, oil or coal generation - including considerations of job quantity, quality, and required skillsets (Job creation in a low carbon transition to renewables and energy efficiency: a review of international evidence, 2024) and NI Green Skills Action Plan.

Social Impacts: Reducing emissions will improve air quality and public health, particularly in urban areas. However, climate policies and supporting financial measures must ensure that vulnerable communities are supported during the transition.

Rural Impacts: Rural areas can benefit from renewable energy projects, such as solar farms, but care must be taken to protect rural incomes from abrupt shifts in agricultural models and preserve natural landscapes and biodiversity.

Equality Impacts: Policies must address inequalities to ensure all communities, including low-income and marginalised groups, benefit from the transition and that the transition doesn't exacerbate any existing socioeconomic tensions.

Impact on Children and Young People: Achieving the Fourth Carbon Budget will safeguard the future for younger generations, ensuring they inherit a sustainable and liveable planet. Q4. We appreciate your feedback on Public engagement and education in achieving the Fourth the questions above. This comments Carbon Budget is very important. Raising awareness box is to provide you with the about the benefits of emissions reductions and involving opportunity to add anything further communities in decision-making will foster a sense of that you have not already had an ownership and commitment to the targets, rather than opportunity to do so regarding the viewing climate targets as a threat. Priority should be given Fourth Carbon Budget. to nature-based solutions, such as peatland restoration and tree planting, which provide co-benefits for biodiversity Please provide any additional and carbon sequestration as well as tourism and comments you wish to make recreation. We note from the draft Climate Action Plan that DAERA will establish clear monitoring and reporting mechanisms to track progress. This is important as it will ensure accountability for each carbon budget.

