Winchester City Council Carbon Neutrality Action Plan 2020 - 2030

This WinACC Discussion Paper looks at the reports to Winchester City Council Cabinet meeting on **23 December 2019**. We welcome them as the first steps in an extremely difficult and justifiably ambitious process.

We suggest that future iterations of the Carbon Neutrality Action Plan need a clearly delineated path showing what actions will result in emissions reductions that achieve the two targets – net-zero emissions for the City Council by 2024; net-zero emissions for Winchester District by 2030.

This requires:

- identification in detail of where the greatest emissions occur
- concentration on where actions can have the greatest impact[1]
- an increase in the range and number of initiatives
- an increase in the scale of the proposals
- more details on how to secure public commitment and action – including a clearer and simpler layout for the plan that dispenses with overlap and repetition

The main documents this briefing refers to can be downloaded from:

- https://democracy.winchester.gov.uk/documents/s9222/CAB3203%20Carbon%20Neutrality%20Action%20Plan.pdf
- https://democracy.winchester.gov.uk/documents/s9223/CAB3203%20-%20Appendix%201%20-%20Winchester%20Carbon%20Neutrality%20Action%20Plan.pdf
- https://democracy.winchester.gov.uk/documents/s9224/CAB3203%20-%20BACKGROUND%20DOCUMENT%202019_07%20cfp%20appraisal%20report%20winchester%20city%20council%20v1%201%201.pdf
- https://www.winchester.gov.uk/climate-change-and-energy/climate-emergency-what-we-are-doing-now/council-energy-and-carbon-management

[1] See WinACC's suggestions for priorities for action, February 2021. https://www.winacc.org.uk/wp-content/uploads/2021/02/winchester-climate-emergency-priorities-2021_02_03.pdf

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Executive Summary

The Carbon Neutrality Action Plan

We hope that the next iteration of the Plan will **concentrate more on a strategic approach to reducing all emissions associated with the district** and **less** on emissions from the WCC estate and services, which are less than 0.5% of the emissions associated with all activity in the whole district.

Even though emissions from electricity consumption for estate and services have reduced considerably, the City Council's **emissions from other energy use is increasing worryingly** and it is hard to see how the 2024 target will be met.

We would like the council's Carbon Footprint Report to **relate current emissions more clearly to the 2024 target.**

We would like the Carbon Neutrality Action Plan to **align its grouping of data** more clearly to the BEIS data groupings, for greater transparency, simplicity, and easier benchmarking.

We would welcome an **elimination of repetition, and more consistency in presentation**. There is scope for considerable simplification in the structure of the Carbon Neutrality Action Plan that would make space for more detail.

We hope that future versions can **focus more clearly on emissions** and adopt the structure of the BEIS data in order to do this. A much simpler initial exposition of the BEIS emissions data for the district would leave more room for setting out programmes, timetables, carbon reduction targets, and details of a wide selection of initiatives.

We would like to see the **inclusion of more on imported consumption emissions** and on how they can be reduced.

Ideas to consider

Many **good ideas for initiatives are available** from a variety of sources, which suggest ways in which this plan can be made even better. We include (page 22) **WinACC's ideas for initiatives** that could help this plan succeed. In summary:

Overall approach

1. Apply a zero emissions lens to every City Council project and decision.
2. Position the City Council as a leader on tackling global heating.
3. Integrate climate crisis measures into all strategies and policies.

Internal City Council processes

4. Decarbonise pension fund investments.
5. A global heating perspective on all investments.
6. Low-carbon procurement procedures.
7. Use procurement to create a greener local economy.
8. A better exploitation of national sources of funding and exploiting more vigorously ways of raising funds for climate emergency action.
9. Raise funds for carbon reduction such as Green Bonds.
10. Lobby central government for support, policy change and funding.
11. A Citizens' Climate Assembly.
12. Work with community climate groups.

Transport

1. Maximise the carbon reduction benefits of HCC's Local Transport Plan 4.
2. Press Hampshire to transfer funds from road schemes to active transport and public transport schemes.
3. Integrate transport carbon reduction measures into the Local Plan.
4. Movement strategies explicitly focussed on CO_2 emission reduction for towns throughout the district.
5. Rail-connected freight distribution centres.
6. E-cargo bikes for last-mile distribution.
7. A high-frequency, high-quality bus network as proposed by the government in Bus Back Better.
8. Set up community bus route partnerships along key bus routes.
9. Free bus travel.
10. Better use of the rail network.
11. New rail stations.
12. Revive station travel plans.
13. Local active travel passenger distribution networks from key district bus stops.
14. Traffic-free streets outside schools.
15. Speed-limit reduction.
16. Introduce workplace parking levies.
17. Introduce congestion charging.
18. No more airport expansion.
19. No increase in motorway capacity, and no widening.
20. Focus more on particulate matter emissions with more stringent standards.
21. Manage expectations on battery-electric cars.
22. A car-parking strategy focussed on reducing emissions.

Buildings

23. Replace domestic heating using fossil fuels with systems fuelled by zero-carbon energy.
24. Retrofit energy inefficient buildings.
25. Develop a comprehensive programme of deep retrofit support.
26. Promote passivhaus building standards for new build.

Energy generation and use

27. Revisit options for local combined heat and power schemes.
28. Promote zero-carbon energy production in new developments.
29. Identify sites for wind and solar power and facilitate commercial development in suitable locations.

Natural environment

30. Disseminate good practice on land use and regenerative agriculture.
31. Enable and promote small-scale food producers.
32. Buy from local food businesses.
33. Rewild open spaces.

Business and green economy

34. Support the revival of the Hampshire Bank.
35. Retrain workers in the fossil fuel industry for green jobs.
36. Redesign the local economy as a circular economy.
37. Encourage low-carbon economy businesses.
38. Provide premises for low-carbon start-ups.
39. Green existing businesses.

Air quality

40. Identify links with poor health.
41. Adopt more stringent standards.

Living well

42. Create fifteen-minute communities.
43. Support Winchester Food Partnership.
44. Encourage street parties and play streets.

Planning

45. Use the Local Plan to allocate locations for renewable energy, tree-planting, carbon sequestration, and to ensure that new housing developments are located near transport, work, shops and schools.
46. Prescribe zero carbon building standards.
47. Increase density.

Emissions from the City Council estate and services

The **Winchester City Council Carbon Footprint Report** contains much useful material about the council's own emissions. It is of course essential that the council reduce its own emissions to net-zero, and it is impressive that the council has a target of 2024 to achieve this. The council is one of the largest organisations in the district. However, this should be seen in context. Compared with territorial[2] emissions for the district as a whole, which the City Council wants to reduce to net-zero by 2030, the council's emissions are very small:

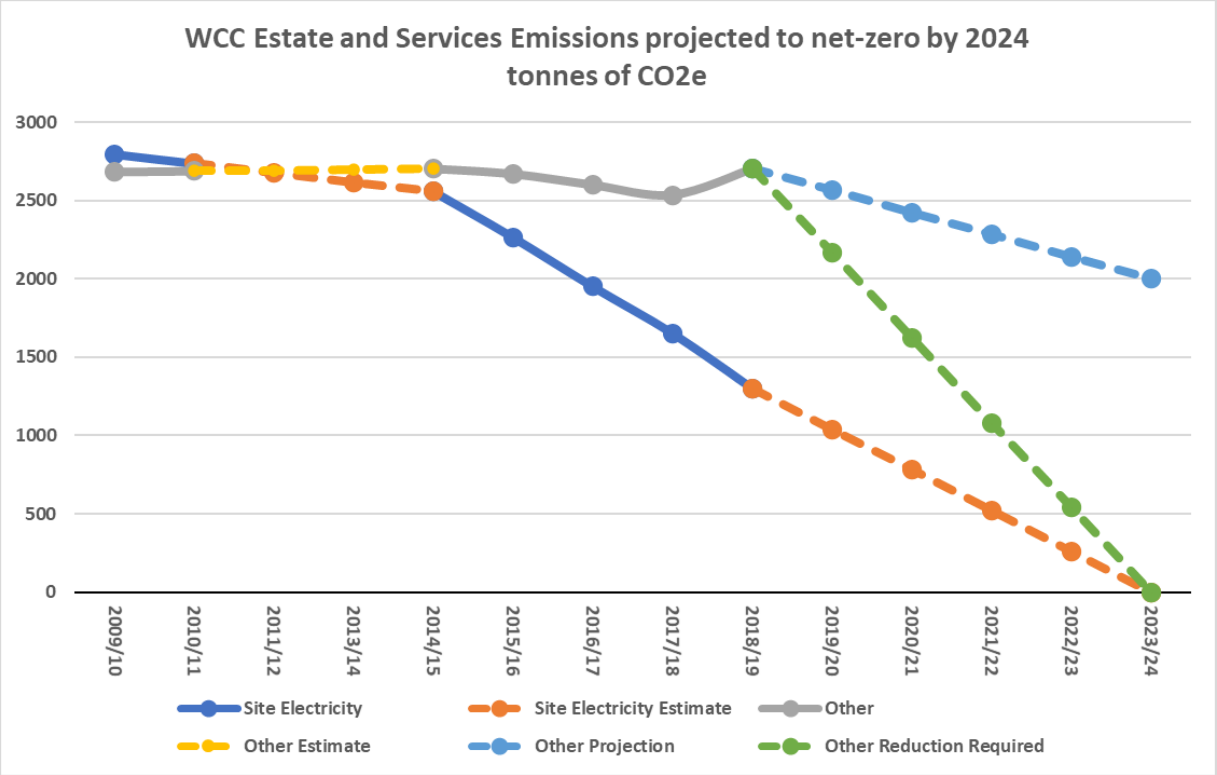
	$ktCO_2e$
• City Council emissions 2018/9	4.19
• BEIS territorial emissions Winchester District 2018	818.8
1 as % of 2	0.49%

Given that leisure centres contribute 38% of the Council's own internal CO_2e emissions, it is a particular difficulty that the new leisure centre will increase these.

The year-on-year reduction is encouraging, but nearly all of the reduction seems to be a reflection of the national decarbonisation of electricity. The report does not refer to the recent increase in emissions from fuels other than electricity; it is a major problem that needs to be addressed.

The graph below gives cause for concern. It shows that the reduction in site electricity emissions has disguised a considerable increase in all other emissions. While electricity emissions are declining at a rate that, projected, will reduce to net-zero by 2024, other emissions are increasing and will need to be drastically reduced if the target is to be reached. Otherwise, emissions associated with energy other than electricity could still be above 2000 tCO_2e in 2024.

[2] The term used by the government to describe emissions directly produced as a result of activity that takes place within a geographical area, in this case Winchester District. This is to distinguish them from 'consumption emissions' that are emissions produced anywhere to meet the demand for goods and services in a specified geographic area. Currently consumption emissions data are available only at national level.



The report was produced in June 2020, after the Declaration of Climate Emergency, and after the publication of the Carbon Neutrality Action Plan. It is still retrospective, looking primarily at emissions reduction since 2009/10.

A 2024 focus for future Carbon Footprint Reports

We believe the reference year for the report should move from 2009 to 2024. Although historic background is still important, it would now be appropriate to refocus future reports on the carbon reductions needed to meet the 2024 target, when and by how much, with forecasts for alternative scenarios. It would help focus analysis if periods of time in both the Carbon Footprint Report and the Carbon Neutrality Action Plan were aligned. If reporting of emissions by financial year is a carbon reporting requirement, it would be helpful to include calendar year reporting in parallel to facilitate links with the Carbon Neutrality Action Plan.

Radical changes will be needed to continue progress after the low-lying fruit of electricity decarbonisation and LED lighting have been absorbed. We would like greater focus on the initiatives that will bring about the greatest reduction most quickly. In particular, it is difficult to see how targets can be achieved without early major programmes to:

- **Decarbonise all City Council transport**, with the aim of using the smallest possible amount of energy and ensuring that all that energy is green, starting with the roll-out of electric bikes or road scooters. A solution for

waste collection HGVs is a particular challenge, and will require some significant urgent research. Battery-electric vehicles are already advertised with a specification capable of meeting the City Council needs. Conversion should be considered for the new diesel fleet.

- **Replace park-and-ride buses** with battery-electric buses (or direct-electric (trolley?) buses or trams), ideally fuelled with locally produced green electricity.
- **Replace natural gas and oil/LPG heating systems** with zero-carbon heating systems and increased production of zero-carbon energy locally.

The recommendations in the report are all good ones. The authors are right to concentrate on the major sources of carbon emission. We look forward to the expanded better carbon accounting procedures recommended. There is a pressing need to apply them to every aspect of the new leisure centre. It is not clear whether scope 3 emissions for the leisure centre include service-user transport emissions, but, whether or not, a plan needs to be made to reduce these emissions, and the emissions associated with leisure centre water consumption.

The Carbon Neutrality Action Plan

The baseline

The data used appears to be derived from BEIS data tables with a reference to 'WinACC' (probably Greenhouse gas emissions in Winchester District: Part X: Estimates and trends (2005-2018)).

Data have been regrouped in a slightly confusing way. For example, 'Agriculture' has been taken out of 'Industrial and Commercial' and net LULUCF has been wrongly labelled 'Forestry'. It would be good to revisit this reclassification and explore the reasons for it, especially since the latest BEIS data has usefully expanded the LULUCF section to give more detail. It would be simpler and more accessible to use the BEIS categories, using sub-categories where this helps inform the action programme.

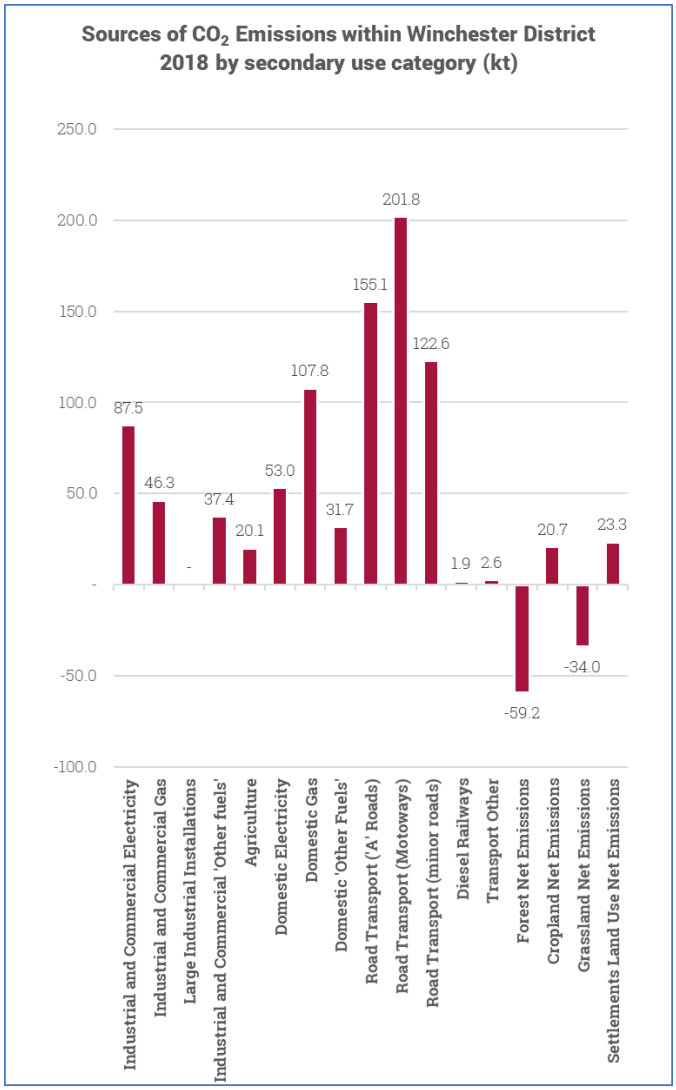
One particular reclassification deserves more debate. Motorway emissions have been excluded from the main data on transport, demoted to a bracketed addition, on the basis that motorways are 'a national infrastructure and will require a national response.' The City Council has direct control of only 0.5% of the territorial emissions in the district; all other emissions are subject to decisions made by other bodies and individuals. Rightly this has not been a reason to exclude involvement in any other emissions. Motorways are the only emissions singled out for this treatment. The Council is in a position to influence the level of emissions produced by the motorway, and is currently

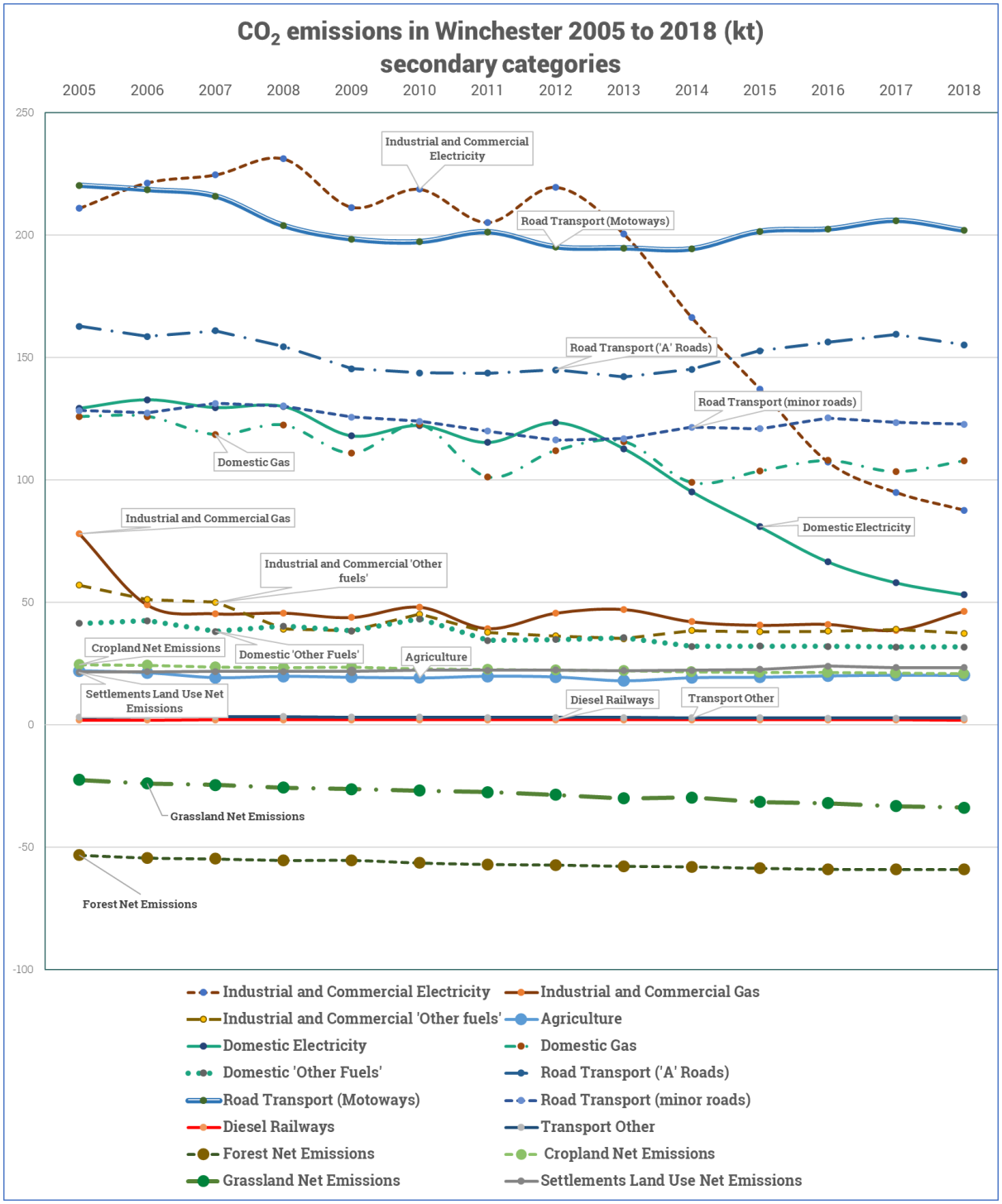
engaged with questioning whether it should be widened, precisely on the basis that it will increase emissions. 'A' roads (including the A34), railways, the power supply network, and many parts of the 'commercial' emissions are equally part of the 'national infrastructure' and they have remained included. It is arguable that the council can have more influence over reducing motorway emissions than it can have over reducing many commercial and domestic emissions. It feels wrong not to want to include motorway emissions in the plan.

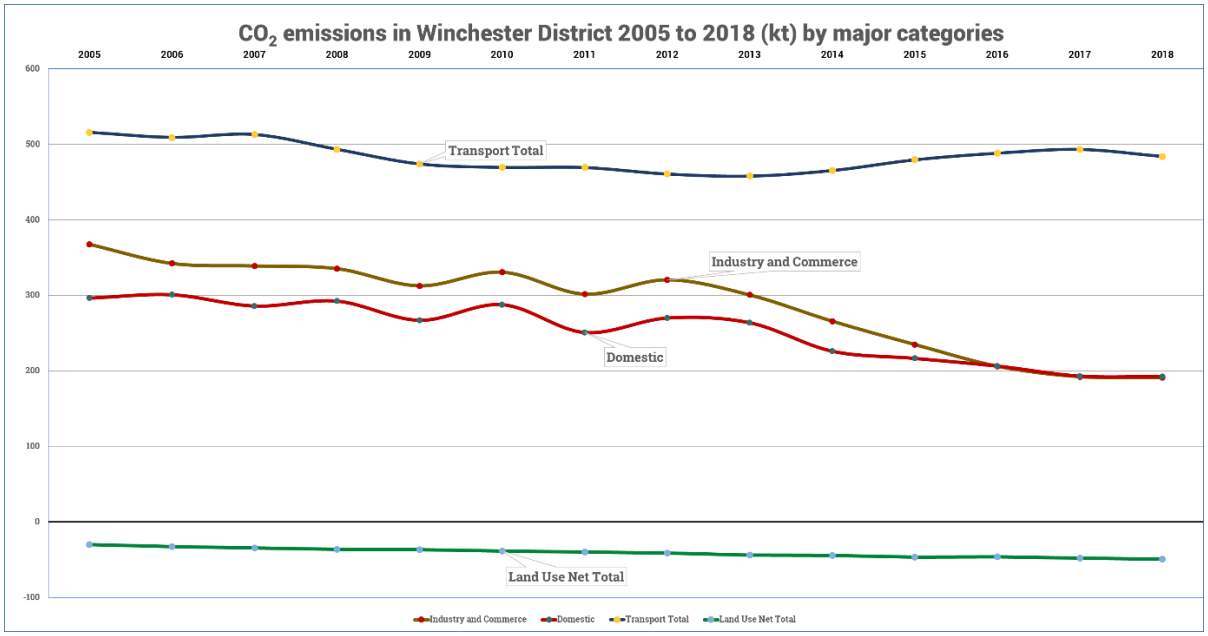
BEIS data for 2019 to be published in June 2021

There seems little point in reconfiguring BEIS data available from https://www.gov.uk/government/collections/uk-local-authority-and-regional-carbon-dioxide-emissions-national-statistics . It takes up unnecessary Council resources to regroup the data and there is enough information in BEIS data to indicate what the main sources of emissions are. BEIS update their tables annually, and these updated tables are an essential free resource for monitoring progress. It would be more productive to allocate the resources used to reconfigure BEIS data to working directly on reducing emissions. It would help maintain the focus amongst staff if the Carbon Neutrality Action Plan could be updated annually to follow on from BEIS data updates every June.

Examples of data for 2018 taken directly, without any reclassification, from BEIS tables:




CO2 emissions in Winchester 2005 to 2018 (kt)
secondary categories
2005
2006
2007
2008
2009
2010
2011
2012
2013
2014
2015
2016
2017
2018
250
200
150
100
50
0
-50
-100
Industrial and Commercial Electricity
Road Transport (Motoways)
Road Transport ('A' Roads)
Road Transport (minor roads)
Domestic Gas
Industrial and Commercial Gas
Domestic Electricity
Industrial and Commercial 'Other fuels'
Cropland Net Emissions
Domestic 'Other Fuels'
Agriculture
Settlements Land Use Net Emissions
Diesel Railways
Transport Other
Grassland Net Emissions
Forest Net Emissions
Industrial and Commercial Electricity
Industrial and Commercial Gas
Industrial and Commercial 'Other fuels'
Agriculture
Domestic Electricity
Domestic Gas
Domestic 'Other Fuels'
Road Transport ('A' Roads)
Road Transport (Motoways)
Road Transport (minor roads)
Diesel Railways
Transport Other
Forest Net Emissions
Cropland Net Emissions
Grassland Net Emissions
Settlements Land Use Net Emissions



Separate City Council and district-wide emissions

The report would be clearer if there were discrete sections dealing separately with internal emissions, and district-wide emissions:

- The scale is quite different: district-wide emissions are 200 times the volume of internal council emissions.
- The targets and timescale are different, and the shape of the programmes might have to be different.
- The relevant data and the sources of data are different.

We would prefer to see two clear narratives: one for City Council emissions, another for district wide emissions. Each would have detailed data on the current situation, a clear statement of priorities, details of all the proposed initiatives, a detailed forecast carbon reduction path with annual targets, and a description of how the initiatives will reduce emissions by 2024/2030.

Because district-wide reductions are 200 times more significant than the reduction of internal emissions, we would expect far more material on reducing district emissions than on reducing internal emissions, and hope that this can be built in to future iterations.

The current plan addresses internal and district-wide emissions in inconsistent ways. In a number of sections the plan deals with internal and district-wide emissions in parallel, in others it discusses them separately:

- The 'Facts' section gives the council's own emissions for a financial year (2017/18), then the district-wide emissions for a calendar year (2017). The lack of contemporaneity is probably necessary in terms of the data available, but we would like to see a clear acknowledgement of this

compromise. Hopefully in future years the time periods will be aligned. The simplest way of doing this would be to move the Carbon Footprint Report to calendar years.

- 'Governance' has separate serial sections with one page for 'City Council' and one page for 'District'.
- The Action Plan handles the two perspectives in parallel with separate columns for 'Council 2024' and 'District 2030.'
- Sometimes there is an overlap that should be reflected in the Carbon Neutrality Action Plan. We would like to see some actions in the 'Council 2024' column for 'Business and Economy.' Proposals on decarbonising the leisure centre, for example, would fit here.
- Other sections move imperceptibly between addressing internal and district-wide emissions. It would be good to have greater clarity over which are being addressed at any point.

Target reductions

The 'target reductions' section gives details of internal emissions data but does not give much detail on how the emissions will be reduced. Some of the commentary applies to the whole district, but there is no detailed data on this.

There is a section labelled 'energy'. This is confusing since all the other sections are about energy too. It would be less confusing if it were relabelled 'council buildings.' The typology used in the 'Carbon Footprint Report' is more helpful and could be adopted here.

Proposed priority actions

The 'proposed priority actions' section mixes data and proposals for both internal and borough-wide emissions

The headings are not mutually exclusive and are confusing. Under the heading 'ENERGY' the 172,000 CO_2e district emissions are the BEIS numbers for 'Industry and Commercial', including offices and shops, but excludes farming. Under the heading 'PROPERTY/HOUSING' the 193,000 tonnes CO_2e the district emissions are the BEIS numbers for 'Domestic.' It is an omission that no data has been given for land use, even though there is a section headed 'MITIGATION/OFFSETTING.'

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The chart on page 12, 'the indicative impact of the proposed carbon reduction programme for the council's operational estate,' is interesting. In future reports it would be good to expand on this and have an explanation of why it is suggested the labels will reduce the carbon emissions to the levels indicated in the chart. Done thoroughly, this could provide the narrative for the City Council

emissions section of the report. There is a need for a similar chart showing the emissions reduction progress for district-wide emissions leading up to 2030.

Council Plan 2020-2025

The section 'Council Plan 2020 -2025' on p 13 is the clearest statement of what the council wants to do. It is disappointing that this statement is not linked more clearly to the 'Carbon Neutrality Action Plan' starting on page 20. It would be good to revisit the actual 'Council Plan' paper before it is updated and ensure a stronger carbon reduction focus.

The choice of titles

The titles of these sections are not sufficiently distinctive for their purposes to be obvious to the reader. It is not obvious either how either of these sections relate to the section called 'Council Priorities.' On careful reading it appears that it may be that 'council plan 2020-2025' is a high level statement of what the council plans to do in the period that could be more helpfully entitled 'council strategy 2020-2025.' It is a problem that 'council plan 2020-2025' consists mainly of a long list of specific actions, but is in a section called 'principles'.

'Priority actions' might perhaps be easier to understand as headings or highlighted parts of the 'action plan.' Currently there is an uncomfortable amount of overlap, and unexplained differences between the 'Council Plan,' 'Council Priorities' and 'Carbon Neutrality Action Plan' sections.

The Carbon Neutrality Action Plan

Confusingly this is the title of both the whole document and the section of it beginning on page 19. It would help referencing and transparency if different names could be used for different purposes. It is the most detailed section but has unexplained differences in its structure to the preceding 'Council Plan' and 'Council Priorities' sections, with no obvious reasons.

A different approach

It would be good if the council could consider reorganising this section. Since the overall purpose of the document is to reduce emissions, it could reflect the structure of the government data available, enabling it to demonstrate simply how it will reduce to net-zero the emissions shown in those data. This would make sure the structure was emissions-led. The main headings could be borrowed from BEIS data categories namely:

- Industry and Commercial
    - Electricity
    - Gas

    - Other Fuels
    - Agriculture
- Domestic
    - Electricity
    - Gas
    - Other Fuels
- Transport (modelled)
    - 'A' Roads
    - Motorways
    - Minor Roads
    - Diesel Railways
    - Other
- Land Use (modelled)
    - Forest
    - Cropland
    - Grassland
    - Wetlands
    - Settlements
    - Harvested Woods.

Subcategories could be added within the same overall framework wherever appropriate or necessary, and additional sections added about reducing imported 'consumer emissions.' Carbon reduction targets would be transparent and it would be easy to benchmark achievements.

For example, the Winchester Movement Strategy could be identified separately under the general 'Transport' heading, but could be linked clearly to sections on those transport emissions it was intended to reduce. It could have an allocation of transport emissions for it to reduce. This could then become the main driver for the projects within it. The allocation would be crude initially with a wide range, but experience would enable the allocations to become more refined and specific.

Imported consumption emissions

The need to develop a methodology

We hope the council will develop a methodology for reducing imported consumption emissions.

The government website page at https://www.gov.uk/government/statistics/uks-carbon-footprint has national

level data on all emissions associated with UK consumption. It appears that at a national level imports increase the UK carbon footprint by 86%. Imported consumption emissions are currently higher than they were in 1990.

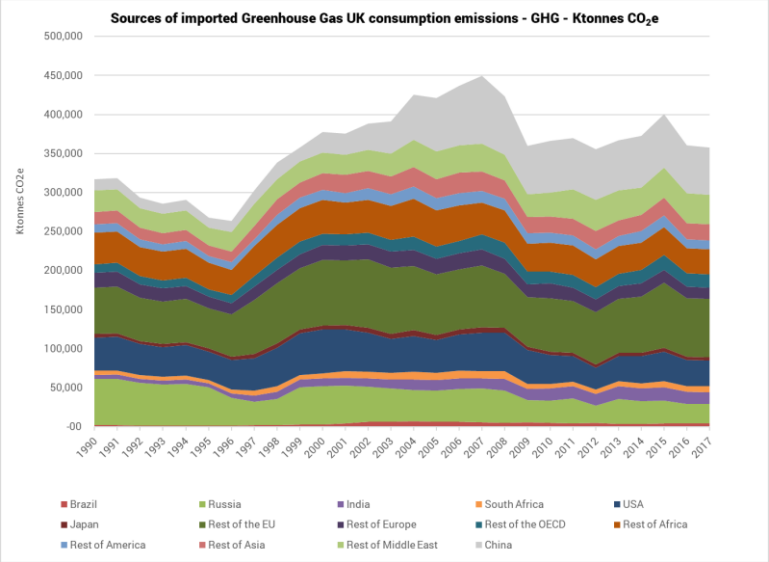
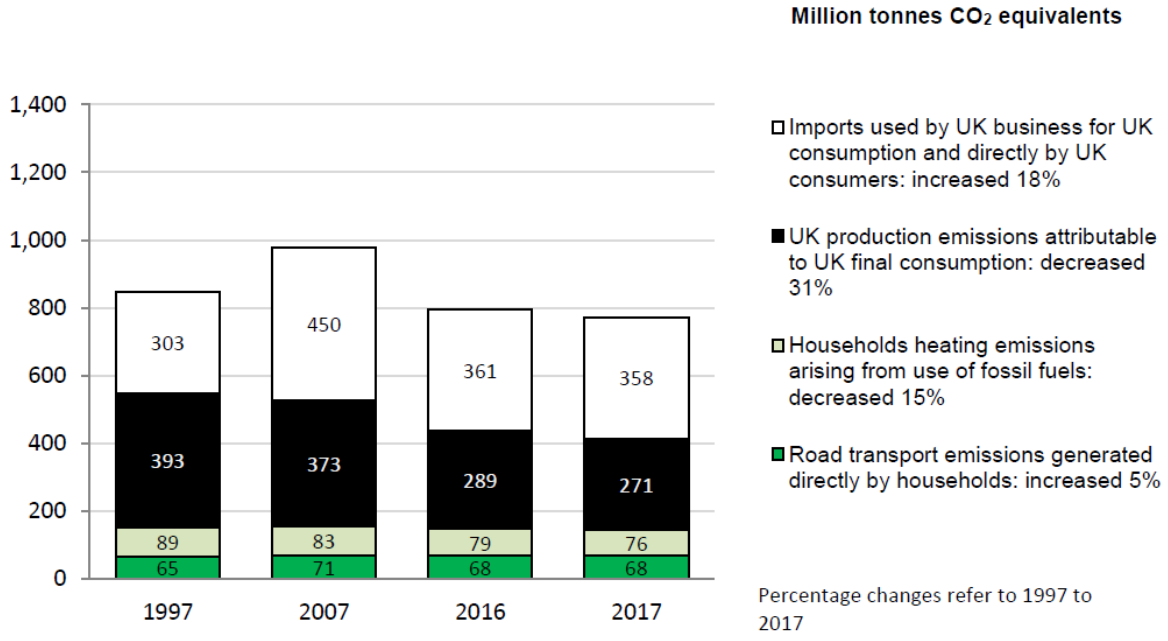
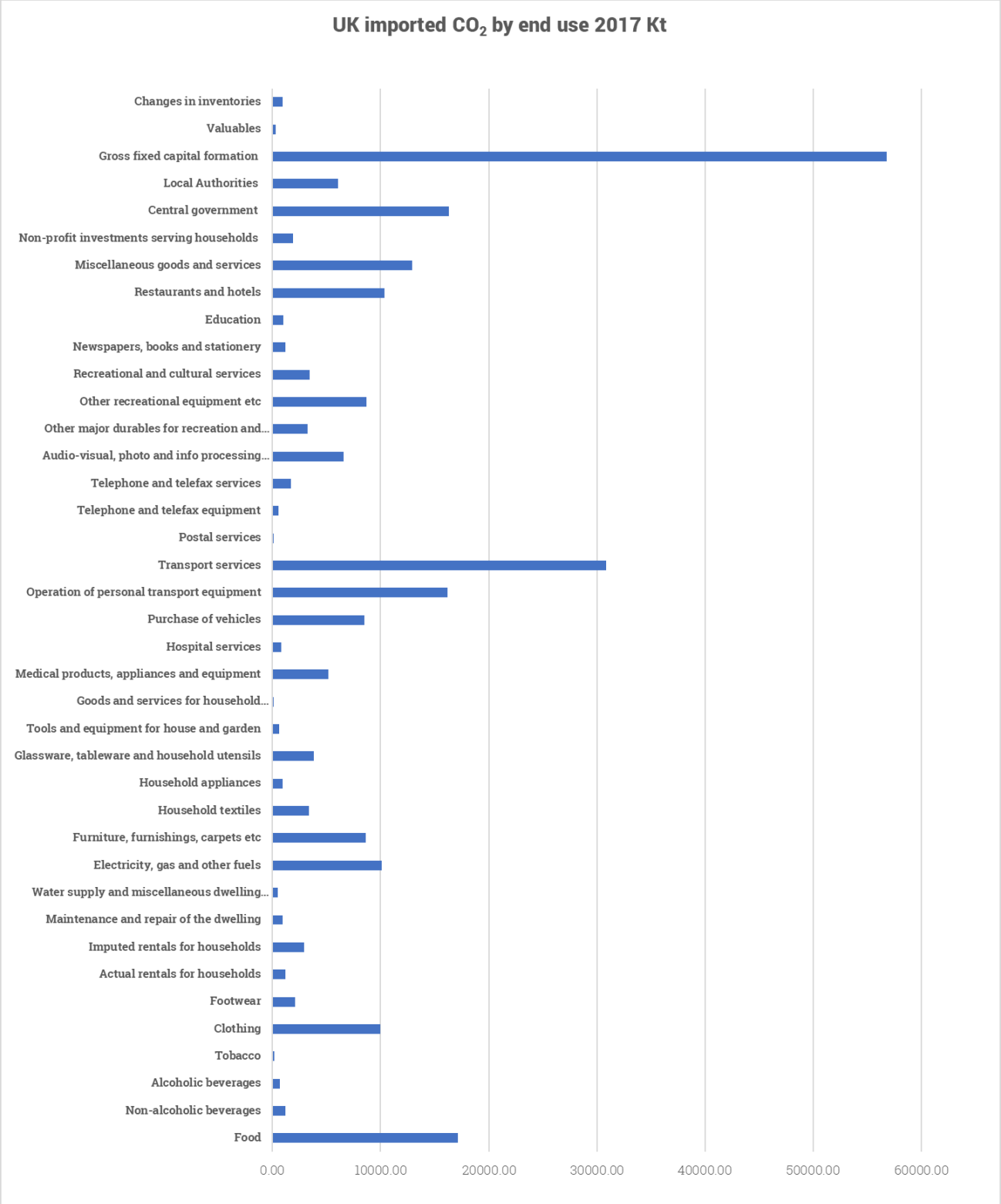


Figure 2 Greenhouse gas emissions associated with UK consumption 1997, 2007, 2016 and 2017

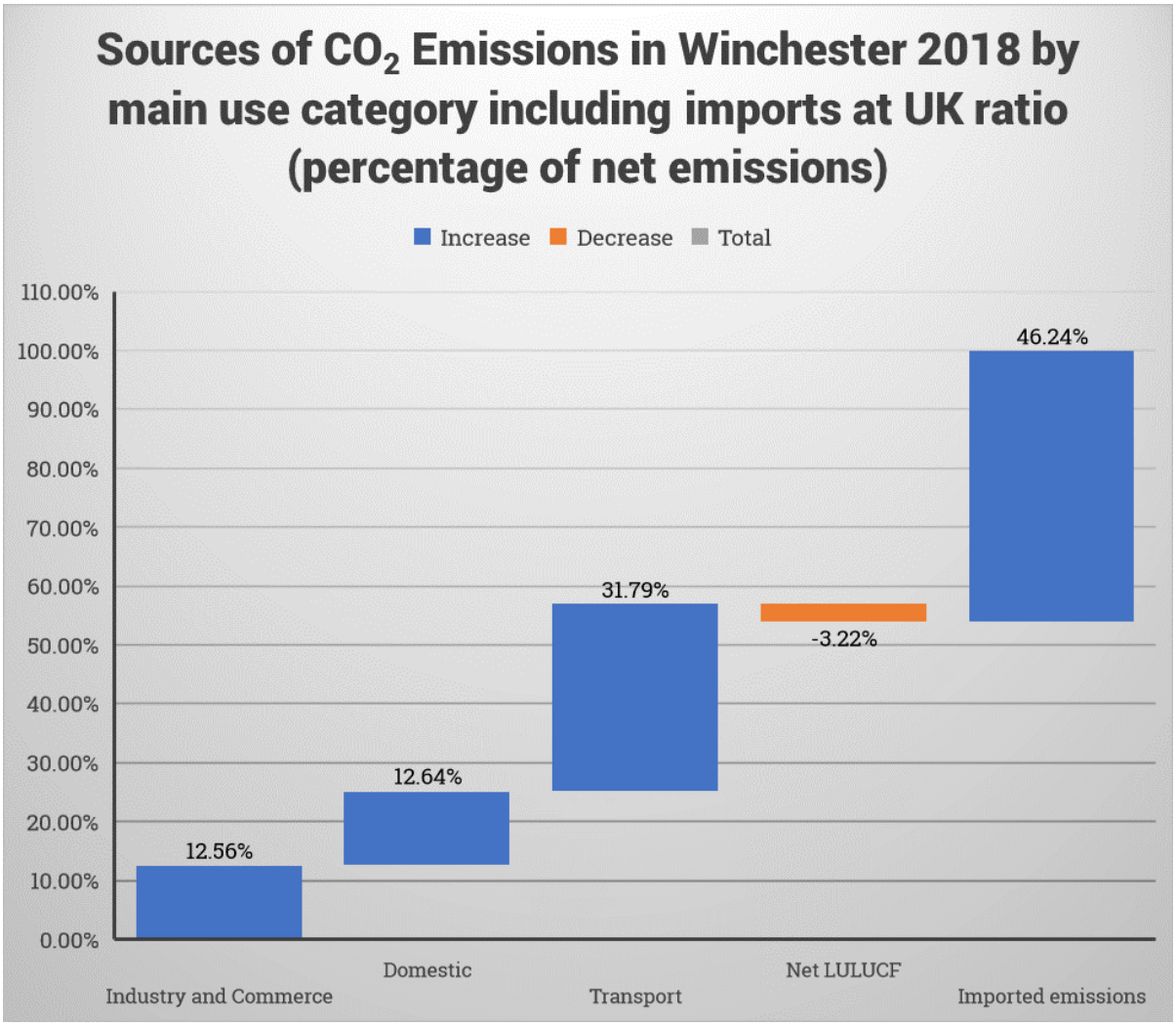


It seems that imported consumption emissions are associated with the following end uses:



Transport categories (grouped together) and investment ('Gross fixed Capital Formation') are by far the major end uses, followed at a distance by food, fuel and clothing. A recent report at [The Big Smoke: the global emissions of the UK financial sector | Greenpeace UK] goes further than this and suggests that emissions from UK bank investments are greater than all emissions within the UK.

It is frustrating that data on imported consumption emissions are not available for Winchester District, but if the national ratio of imported consumption emissions to territorial emissions were replicated at Winchester District level, the major emissions categories would look like this:



Because Winchester District is relatively prosperous it is likely that this calculation understates the extent and proportion of imported consumption emissions. We hope that data on imported consumption emissions will be refined, and categories aligned with those used for territorial emissions, but it is clear that they account for a large portion (about half) of the district's emissions.

The Carbon Neutrality Action Plan refers to the council's commitment:

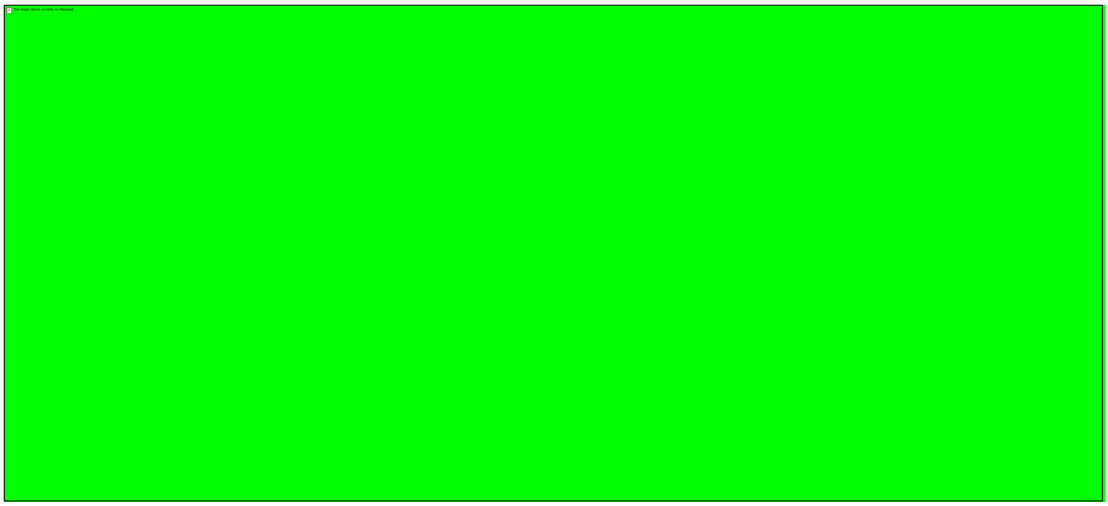
> 'to make the activities of Winchester City Council carbon neutral by 2024, and the district of Winchester carbon neutral by 2030, taking into account both production and consumption emissions.'

We hope that a strategy can be developed to tackle imported consumption emissions, in addition to the territorial consumption emissions referred to in

the plan. Currently the plan does not identify them, nor does it address how they might be tackled.

An interactive web tool

A good way of nurturing public support for the Carbon Neutrality Action Plan and engagement in carbon emissions reduction planning would be to commission a Winchester District equivalent of the MacKay Carbon Calculator - UK emissions and primary energy consumption that has been created with the support of BEIS. The link above leads to an interactive site that enables visitors to tweak the settings that increase or decrease the level of carbon-reduction ambition on a wide range of themes, and see immediately what the impact of the changes will be. The chart below illustrates the impact of using the 'ESC illustrative net zero' settings which happen to give results compatible with current UK targets.



Clearly Winchester City Council would want to adjust the tool: replace the underlying data with Winchester District historical emissions data, and replace the timescale and targets to achieve net zero emissions by 2030. The planning tool could also be customised to reflect Winchester's Carbon Neutrality Action Plan. Fortunately, all the underlying data are in a downloadable Excel spreadsheet at https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/940672/Excel_MacKay_Carbon_Calculator_v198.xlsm, and this could form the basis for a Winchester-specific equivalent.

There are a range of other associated tools at Carbon calculator - GOV.UK (www.gov.uk) including a simplified calculator tool aimed at students set as closely as possible to the 'ESC net zero' path in My2050 calculator - create your pathway for the UK to be net zero by 2050 (beis.gov.uk) , A picture of a German town (Potsdam) changes depending on how the levers are set (e.g. traffic jams disappear, a wall becomes thicker with more insulation etc).

Even if a web tool proved beyond the scope of what is possible, it is still a useful model for illustrating how actions proposed in the Carbon Neutrality Action Plan will result in carbon reductions, and we hope that future iterations of the Carbon Neutrality Action Plan will set out rigorously how projects and areas of activity will act together to result in annual reductions up to 2030. Winchester District needs its own detailed chart like the one above, even if there are resources only to produce it manually.

Embracing ideas from elsewhere

There are good ideas contained within these two FoE policy documents : at https://policy.friendsoftheearth.uk/insight/policy-changes-needed-enable-local-authorities-england-deliver-climate-change and https://policy.friendsoftheearth.uk/insight/33-actions-local-authorities-can-take-climate-change

In addition there are many ideas from Ashden Trust https://www.ashden.org/sustainable-energy/climate-emergency-top-actions-for-councils

By now many local authorities have published their own Action Plans. They all have different strengths and weaknesses. It would be good to create a library of the best examples, and incorporate the best practice into future versions. It would be most effective to review first those local authorities that have chosen 2030 as a target year for net-zero emissions in their area.

Climate Assembly Reports from other local authorities give a good idea of what an informed cross-section of the population would like to happen. The report of the UK climate assembly is also a useful reference at https://www.climateassembly.uk/news/uk-path-net-zero-must-be-underpinned-education-choice-fairness-and-political-consensus-urges-climate-assembly/ Even more useful as a source for ideas is the more rigorous report of the French Climate Assembly at https://propositions.conventioncitoyennepourleclimat.fr/pdf/ccc-rapport-final.pdf with a summary in English at https://propositions.conventioncitoyennepourleclimat.fr/pdf/CCC-propositions-synthese%20-%20EN.pdf .

HCC published a questionnaire written by the Carbon Trust inviting suggestions for projects in 2020. The City Council could develop something similar.

Ideas from WinACC

Overall approach

A **net zero emissions lens** on every City Council project and decision.

Acknowledge the local economic benefit of being seen to be a **leader on climate mitigations and adaptations** - it will make Winchester District an attractive place to live, work and invest.

Integrate the climate crisis into the City Council's overall strategy, and into all the City Council's strategies and policies. We would like to see an inventory of all the council strategies and policies that need to be updated to address explicitly how each strategy, policy and initiative will contribute to reducing greenhouse gas emissions. There is a strong desire to change along these lines, but we would like this to be a formal requirement. At the very least there is a need for emission reduction, energy reduction, and climate emergency paragraphs in the report to Members on every proposal.

City Council processes

Press **Hampshire Pension Fund** to withdraw investment from fossil fuels, fracking and other climate destroying industries (source :https://gofossilfree.org/uk/fuellingthefire/#map)

Local Authority	Fund Name	Total Fund Value	Total Fossil Fuel Investments	Total % Fossil fuel Investment
Hampshire	Hampshire Pension Fund	£6,146,509,966	£320,343,131	5.21%

Other investments

Following the decision to divest, we would like all the City Council investments to be reviewed to ensure that all investments have a benign effect on carbon emissions. It appears that the carbon footprint associated with UK investments and banking is greater than all emissions within UK borders (The Big Smoke: the global emissions of the UK financial sector | Greenpeace UK) so it is important to ensure pensions and other investments do not contribute to this.

Introduce **procurement guidelines** that will set stringent low-carbon tests for any procurement activity. Any procurement that will result in carbon emissions beyond 2024 should be prohibited absolutely.

Linked to this, the City Council should consider whether the Preston model would contribute to developing a greener economy for the district, with Council procurement used to stimulate local green business and keep money in the local economy.

Identify potential sources of national funding: not only those currently discussed for increasing active transport and home insulation grants, but funds that have been ignored historically like the New Stations Fund, grants for low emission bus fleets, green investment funds. Another important category would be lobbying for expansion and creation of new funds, and for increased powers.

Raise money to help fund the strategy, by for example:

- Raising council tax on empty properties and second homes.
- Increasing parking charges, especially in central Winchester, withdrawing the encouragement of high polluting behaviour through low-cost short stay, such as 'free first half hour'. Short-time parking should be charged at a premium to reduce emissions per parking space. Single yellow lines should be doubled and full parking charges introduced on Sundays. Residents' Parking charges
- Introducing workplace parking levies
- Introducing Clean Air Zones & Congestion Charging
- Creating green bonds such as created by West Berkshire Council https://www.edie.net/news/10/West-Berkshire-Council-launches--UK-s-first--resident-funded-green-bond/?utm_source=dailynewsletter,%20edie%20daily%20newsletter&utm_medium=email,%20email&utm_content=news&utm_campaign=dailynewsletter,%20e1779c0a88-dailynewsletter_COPY_843

Lobby central government for support to carry out this work – many included here: https://policy.friendsoftheearth.uk/insight/policy-changes-needed-enable-local-authorities-england-deliver-climate-change

Lobby for **central government changes of policy and funding**, e.g.:

- **building standards** for all new housing to be passivhaus or equivalent
- a **"polluter pays" approach** to both waste, and to pollution
- legislation on **greener business practice**. Examples could include: implementing the commitment to bottle deposits, and collection schemes (as in Germany, Holland and Belgium), obsolescence reduction

programmes (with a 'made to last' certification and minimum standards), statutory carbon labelling, replacement parts design, after-sales service requirements and a right to repair.

- a **frequent flyer tax**
- timely and comprehensive **sub-national consumer emissions** data to provide good data for Winchester District and good benchmarking data too – the government could be encouraged to speed up the current timetable for collecting, disaggregating and disseminating data
- the introduction of a carbon tax on goods and services that play a disproportionate role in increasing emissions – this could focus for example on imports, air-freighted food and flowers, just in time deliveries, and limiting the size of car parking bays.

Implement a Citizens Assembly with decision-making powers: Citizens' Assemblies seem an interactive/creative approach to creating and assessing public support and potentially capturing fresh ideas. A separate Youth Assembly would recognise the greater investment young people have in the future. Participants are presented with expert views, interact with other participants, and by the time they make recommendations all participants are well-informed. https://www.involve.org.uk/resources/knowledge-base

Work on climate emergency in partnership with community groups: their energy could be harnessed to ensure all proposals successfully reduce carbon emissions, and have widespread public support. This includes climate groups (WinACC/WeCAN, Friends of the Earth, Extinction Rebellion); transport groups (Cycle Winchester); nature groups (Hampshire and Isle of Wight Wildlife Trust) and others.

Transport projects

Press for significant changes to Hampshire's **Local Transport Plan 4 (LTP4)** and ensure that schemes allocated to pedestrians, cycling, or public transport, including rail transport are funded. Put in place a timetable for implementation. Require all transport schemes to identify the impact on greenhouse gas emissions and **identify and argue against any scheme which does not contribute to the achievement of the carbon reduction targets.**

Press Hampshire CC to identify outstanding projects for building, improving, or expanding roads and abandon them. Restrict money spent on roads to essential maintenance and repairs and **re-allocate the saving to building infrastructure for walking, cycling and public transport.**

Integrate transport arrangements into the revised Local Plan and make full use of developer contributions to develop a low-carbon transport infrastructure.

Create and implement movement strategies for all towns in the district.

Make emissions reduction the over-riding principle of the **Winchester Movement Strategy**. **Refocus the City of Winchester Movement Strategy** on emissions reduction by setting timed overall CO_2 reduction targets and requiring a CO_2 reduction rationale and CO_2 reduction sub-targets for each proposal. All proposals should be evaluated on the basis that they will reduce transport emissions; the targets should be aligned with those in the Carbon Neutrality Action Plan. The movement strategy should be recast as the key centrepiece of a district movement strategy.

Develop rail-connected low carbon logistics distribution centres, designed to encourage freight delivery modal transfer to rail using live electric power, and battery-powered vans for local distribution. There is currently no viable low carbon solution for powering HGVs and this is a way of developing a model for a zero carbon alternative.

Incorporate e-cargo bikes into freight delivery network plans.

Press Hampshire to develop an ambitious **Bus Service Improvement Plan** and introduce a **comprehensive high frequency, high quality county bus network** with fast buses between all major settlements, Making full use of government funding for electric buses drawing on proposed extended **bus franchising** powers for transport authorities, with good connectivity with rail services.

For key bus routes create **community bus route partnership schemes** to engage local communities in development of the bus routes that serve them

Campaign for **free bus travel** for everybody within the district, and lobby for free public transport travel throughout the UK.

Press for **better rail transport in the district**, with improvements to the network and timetable, and more stopping trains on the South West Main Line for use on local journeys within the county. Exeter is a model of a city that has consistently engaged in discussions on rail provision and has succeeded in achieving considerable improvements in services and infrastructure.

Develop a programme of **new rail stations** in the district e.g. at North Whiteley, or Barton Farm (Kings Barton), M3J11 making use, if possible, of the New Stations Fund.

Revive the **Winchester Station Travel Plan.** The work has been done, slight updates and improvements are all that is necessary to reduce emissions caused by arrangements for accessing the railway stations.

Enable a district local public transport passenger distribution network centring on bus hubs in main concentrations of population such as New Alresford, Bishops Waltham, Sutton Scotney, and Whitchurch. Each bus hub would be upgraded with real-time departure information (where not already installed), have good waiting and cycle parking facilities, and be the centre of a radial system of safe footpaths and cycle routes.

Reduce school-gate emissions and pollution. A progressive introduction of traffic-free streets outside schools at the start and end of the school day could draw on experience elsewhere, where emissions have been reduced significantly.

Reduce speed limits throughout the district, persuading HCC to use its powers where they exist, and persuading Highways England to do it where they have responsibility. Emissions per mile for most vehicles increase for speeds over about 55 mph so motorways, trunk roads and country roads should all have 55 mph speed limits at the maximum. Although on the open road emissions can increase at speeds below 55 mph (depending on the vehicle) they also increase where there is frequent acceleration and deceleration. In many situations lower speed limits will be necessary to encourage steady speeds. In most residential areas, and on roads with many pedestrians and cyclists, and frequent traffic-flow interruptions, 20 mph limits will not only encourage steady speed and reduce the modal advantage of car use but will be safer too.

Use incentives to deter drivers and generate income for low carbon transport alternatives, including a workplace charging levy, a congestion charge.

Ramp up support for a moratorium on enlarging airports, removing subsidies from the air industry, introducing a frequent flyer tax and more fuel tax. Oppose all airport expansion in the county e.g. Southampton, Farnborough and associated road schemes, parking and subsidies.

Continue to oppose the smart motorway initiative and the M3 junction 9 plans as well as other road building plans. Any proposals to make changes to the traffic system should be supported if there is a robust case that emissions reduction will result.

Focus more on **particulate matter emissions from traffic**. Increasingly it is recognised as the major health threat from roads, and will not be reduced as a result of battery-electrification of road transport. It is also increasingly clear that micro plastic pollution comes from road tyre wear.

There is considerable interest in recharging facilities for **battery-electric cars** and Winchester City Council already has a project on this working with a commercial supplier. Future projects like this should be appraised rigorously to identify their likely contribution to carbon reduction, their impact on PM pollution, and the demands they will place on limited supplies of green

electricity that may be required for more efficient purposes if the phasing out of dirty energy is to happen before 2030.

Ensure that emissions reduction is at the heart of the next **Parking and Access Strategy.**

Buildings

Replace natural gas and oil/LPG heating systems with green low energy heating systems such as ground-source, water-source and air-source heat pumps and increase the supply of locally produced zero-carbon electricity. Allow for possibility of future low-carbon hydrogen sources of heat.

Support a **programme of deep retrofit for homes,** including council homes, to bring them as close as possible to zero carbon standard by reducing their carbon emissions by a factor of 10 at about £10,000 to £20,000 per home

An extensive **programme of support** for homeowners and businesses wishing **to decarbonise their homes and other buildings**[3] that could include:

- Factual information and encouragement to take action
- customised advice on measures to take from an expert
- A programme to promote take-up
- Links between high quality local suppliers and local people
- A display with examples of materials
- Access for householders and businesses to a service providing detailed professional reports on measures to take.
- Work with HCC Trading Standards to improve their 'buy with confidence' scheme so that it increases the number of retrofitting traders and develops its index to include more key retrofitting terms.
- A scheme of incentives/prizes (council tax reduction, a prize league?) for those who achieve high levels of energy reduction.

Promote **Passivhaus and BREEAM Excellent building standards** by lobbying government and encouraging local initiatives and sympathetic developers. All new build should need hardly any heating at all.

Require **planning and design standards for new developments** that make the most efficient use of land, reduce the distances that have to be travelled (through higher building densities)

Energy generation and use

Revisit the feasibility plans for a district heat and power network that included the hospital, university and County Council at the west end of Winchester.

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3 WinACC launches a large retrofitting pilot programme in June 2021 which could be a model.

Promote **zero carbon energy production as part of new low carbon developments** with extremely energy-efficient homes and attached microgrid that supplies each home with all the energy it needs.

Identify locations for large-scale wind power and solar farms in the district, starting with Council-owned land, and encourage developers to create large-scale renewable energy schemes by facilitating this through the Local Plan and development control planning process.

Natural environment

Work with the agricultural community to develop possibilities and demonstrate good practice in **land use, forestry, regenerative agriculture, and biodiversity**. At the same time, set up (or facilitate) an ambitious district-wide initiative to transform farming practices to target carbon sequestration in soil, trees and other land use while achieving co-benefits such as flood alleviation. This needs to bring together the farming and agricultural community with stakeholders and enablers such as Southern Water, the Wildlife Trust, and South Downs National Park Authority. The new detailed BEIS data on land use could be useful here.

Enable small scale food producers to start up; support and promote local food businesses; use planning framework to prevent industrial scale food production and sale.

Use WCC purchasing power to **support local food businesses.**

Turn open spaces / country parks into rewilding sites. This will save money now spent on plants and staff. Only mow roadside verges when essential for road safety. Ignore complaints that they look untidy.

Business and green economy

Support the revival of the **Hampshire Bank.**

Develop a green **replacement for the fossil fuel industry in the district.** Organise a just transition for workers by enabling them to move to new green jobs in the renewable energy sector.

Redesign the district economy as a circular economy, minimising consumption, maximising reuse. This could be central to a green economic development plan. Limit purchases only to what is absolutely necessary.

Develop business lettings policy to **encourage businesses that promote the low carbon economy** and who reduce the carbon impact of the retail trade (specialising in local food, life extension of appliances, developing low-carbon

alternative goods, zero carbon transport suppliers, and for green energy repair specialists and home efficiency experts). There could be an associated business development and financing programme. Vacant premises could be allocated to innovative pop-up low-carbon businesses, and in large vacant buildings a low-carbon markets could be established.

Develop **a support programme for green energy** projects.

Develop **low carbon start-up premises** for businesses committed to carbon reduction, including climate-aware investment advisors.

Provide support for the **greening of established businesses**.

Air quality

Promote work on the relationship between places of high air pollution and poor health.

Adopt **more stringent standards on PM and NO_2 pollution**, following the example set by Oxford, and use these as targets for air quality for movement strategy schemes.

Low carbon procurement?

Living well

Develop a programme for creating **fifteen-minute communities** and embed policies in the Local Plan.

Encourage participation in **local physical and cultural activities** to improve physical health and combat social isolation and reduce the need to travel.

Support the **Winchester Food Partnership** to enable people to access affordable healthy food

Encourage residential **street parties** and **play streets** with financial support as a way of encouraging people to close streets and launch local green initiatives

Aligning planning with decarbonisation

As far as legally permitted, use the Local Plan as a **strategic tool for reducing emissions:**

- identify sites for zero-carbon energy production and/or supply (such as wind farms, solar farms, combined heat and power facilities)
- identify areas for development that minimise transport access needs, making best use of existing infrastructure (such as railway stations and proximity to existing facilities)

- provide for primary access to be by active/public transport incorporating extensive infrastructure requirements into planning approvals
- prescribe zero-carbon energy-efficient building standards and remove planning restrictions on photovoltaic and thermal roof panels.
- require designs that maximise the potential for solar power and ready sources for heat pumps
- require density and design that reduce the land area covered and prevent unnecessary waste of space (e.g. dispense with garages that are generally unused), and reduce the distance from all parts of the developments to local facilities
- minimise the use of impermeable hard surfaces

31 May 2021