WinACC Briefing

HCC Climate Strategy

Documents presented to HCC Cabinet

This is a briefing on what HCC agreed at the cabinet meeting, on **14 July 2020** and provides a commentary that includes responses circulated by green groups, and comments made at the Cabinet meeting.

The documents this briefing refers to can be downloaded from:

- https://democracy.hants.gov.uk/documents/s53569/Climate%20Change%20Strategy.pdf
- https://democracy.hants.gov.uk/documents/s53570/Climate%20Change%20Strategy%20-%20Appendix%201-2020-07-14-Cabinet.pdf
- https://democracy.hants.gov.uk/documents/s53571/Climate%20Change%20Strategy%20-%20Appendix%202-2020-07-14-Cabinet.pdf
- https://democracy.hants.gov.uk/documents/s53572/Climate%20Change%20Strategy%20-%20Appendix%203-2020-07-14-Cabinet.pdf

As far as possible this is a highlighting of issues and is an attempt to provide raw material for debate.

31 July 2020

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Executive Summary

Much work has been put into the HCC Climate Strategy and it is a significant departure for the council. We welcome the aspiration of the council to achieve a net-zero emissions county, and concentrate here on discussing the changes we think are necessary to ensure these aspirations will become a reality. In particular we would like to see the **target brought forward** for net-zero to well before 2050 to reduce emissions soon enough to prevent global catastrophe.

The Carbon Trust baseline calculation for 2019 emissions in the county differs considerably from the BEIS 2017 emissions data for Hampshire. It is important to understand why the Carbon Trust calculation has an increased percentage of commercial and industrial emissions and a reduced percentage of transport emissions. It would be helpful to **show the quantities of emissions** in each category, as well as the percentages.

Five-year targets are shown only as percentage reductions on the baseline. It will be important for transparent monitoring and discussion of progress to **show targets in real volumes** ($ktCO_2e$). District-level real data and targets would also be helpful for determining the geographic focus of the work. The impact of the work is likely to be greatest where the per capita emissions are highest and there are significant district disparities.

The strategy plans for a steady reduction in emissions at the same rate every five years from 2020 until 2045. It would be prudent to set **more ambitious targets in the early part of the programme** to take advantage of relatively easy reductions, and allow more time for the more challenging reductions later in the programme. Many people maintain that the target for net zero emissions of 2050 is too late, and there are signs that the government will consult on bringing forward their targets.

The **resilience target is probably too low**; the Committee on Climate Change is urging government departments to raise it from 2ºC to 4ºC.

The strategy needs to clarify whether it is using data on 'territorial emissions', or whether it has adopted more recent practice of **'consumer emissions.'** The latter would enable HCC to address all the emissions that benefit people within Hampshire, wherever the emissions happen. We would like to see a move from referencing 'territorial emissions' to referencing 'consumer emissions' so the strategy can actively address the **imported emissions and international transport emissions** Hampshire benefits from.

The plan needs to **make clearer how much CO_2 each initiative will reduce**, and who will be responsible.

There needs to be a thorough **review of all HCC policies**, so they can be reset to ensure that they all support the strategy. Many HCC policies overlook climate change completely, or underestimate its significance.

The Behavioural Insights Report takes up 70% of the paperwork presented. This feels disproportionate to its value. **Behavioural Insights must not be allowed to lead the strategy** even though it could have a valuable role informing the strategy. It is difficult to see how its assessments are arrived at, and there are anomalies in how the data is interpreted and applied. Views are reported without any assessment of the understanding the interviewees had, either of climate change, or their own individual circumstances. We hope there will be proposals to replace this work with more interactive techniques, in particular with climate assemblies.

Until now, HCC has concentrated disproportionately on internal 'organisational' emissions. These are less than one percent of the county's emissions. It is encouraging that this strategy is beginning to address 'Hampshire-wide emissions'. However the cabinet report is still **too focussed on internal emissions** and the Carbon Reduction Plan will need to be expanded radically if the September Action Plan is going to have a wide enough basis on which to address the scale of what needs to be done throughout Hampshire.

We would like to see more proposals on how HCC will develop its **leadership role** on climate.

We welcome the proposals to engage with communities but believe it will be more effective to work with **groups that have grown up within the communities** and avoid using an external organisation with a mixed track record.

The review of Local Transport Plans will have to bring about a fundamental switch of funding towards active transport and public transport schemes.

There are a number of important **omissions** in the strategy: freight transport, reduction of flying, circular economy, combined heat and power networks, zero-emissions building standards, carbon sequestration by soil, rigorous appraisal of green economy standards, funding the programme and letting the polluter pay.

Finally, we believe the scope for **projects** is immense, and we welcome the Carbon Trust questionnaire, and offer some examples of what we would like to see.

The documents and their methodology

The County Council's documents contain much useful material. They contain a lot of broad-ranging work covering the key areas.

Baseline Calculation

The documents show that HCC has done much work to identify current emissions in the county and HCC has asked the Carbon Trust to review and update the data used as a baseline. There is however no description of the methodology the Carbon Trust used to come up with 2019 data whose proportions of emissions by sector differ considerably from the proportions shown in a simple analysis of Hampshire emissions shown in the latest BEIS data modelling emissions reports for 2017. The large differences in the proportions will have a major impact on the priorities identified for action.

Hampshire Emissions			
Sector	**Carbon Trust 2019 %**	**BEIS 2017 %**	**BEIS 2017 $ktCO_2e$**
Industry and Commercial	38.89	24.98	1724.6
Transport	36.98	51.27	3539.1

Hampshire Emissions			
Sector	**Carbon Trust 2019 %**	**BEIS 2017 %**	**BEIS 2017 $ktCO_2e$**
Domestic	23.66	29.13	2010.9
Waste	0.46	?	
Land Use	?	-5.39	-327.1

HCC have kindly responded to Hampshire Climate Action Network enquiries on how the Carbon Trust revised the data. It seems they are based on BEIS data but there are some adjustments. They have added some fuel types in some areas such as manufactured fuels in the domestic sector, and bioenergy and waste in industrial and commercial sector. It would be helpful to have additional information; the disparity in the results is greater than would be expected from this description and BEIS data do include an additional approximate 20% 'other fuels' for both 'domestic and 'industrial and commercial' which would at first sight seem to cover these additions. It appears there were no other adjustments.

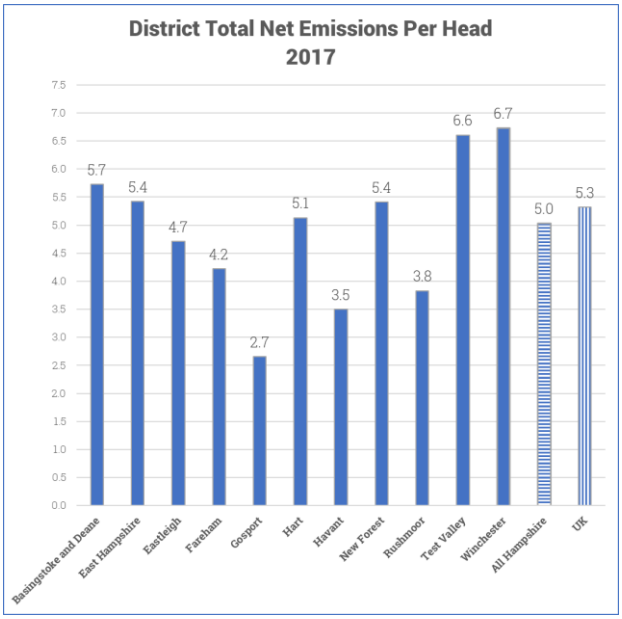
It would seem necessary to have more detailed data in the baseline, for example CO_2e emissions from agriculture and net negative emissions in land use, and comprehensive data on energy use, identifying the proportion of green energy, distinguishing imported green energy and green energy produced within Hampshire. The quality, transparency, and detail of the baseline will determine the quality, transparency, and detail of the action programme and monitoring throughout the programme, and it is important to address this now. We hope that the data used will be more detailed than that provided by BEIS. The data referred to so far is considerably less detailed. In particular, monitoring of negative net emissions from improvements in land use will be an important element for many groups, and data is included in BEIS reports, but omitted from the Carbon Brief work. This both could help increase initiatives to accelerate carbon capture, and encourage the use of the natural environment to increase resilience.

Five-year targets are shown only as percentage reductions on the baseline. It will be important for transparent monitoring and discussion of progress to show targets in real volumes ($ktCO_2e$). District-level real data and targets would also be helpful for determining the geographic focus of the work.

In order to plan a programme with annual targets and sub-targets, more detailed actual emissions data will be necessary, conventionally measured in $ktCO_2e$. Targets are best stated as $ktCO_2e$ emissions rather than as a percentage reduction on a baseline. The latter makes analysis of progress too opaque, and can cause confusion when calculating changes in negative net emissions categories.

District Comparisons and Setting Geographic Priorities

A geographic breakdown would seem to be essential. According to BEIS data for 2017 there are major disparities between per capita emissions in each of Hampshire's districts. These need to be considered in any countywide strategy, which may want to give highest priority work with districts with the highest per capita emissions.



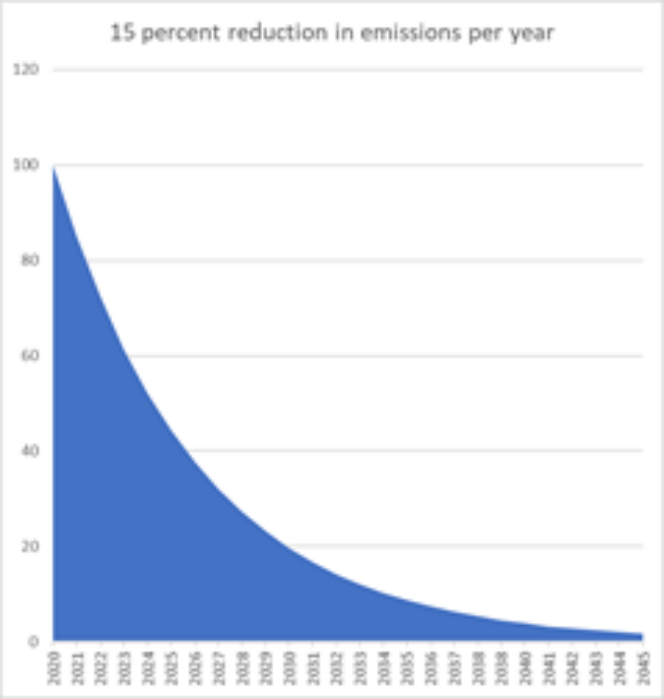
Setting Carbon Budgets up to 2050 (Strategy p 15)

It is useful to set five-year carbon budgets. It is informative to let us see how failure to reduce emissions (business as usual) will use up the UK target budget by 2035 and the Paris Agreement budget by 2031. It appears that a five-year catch-up period has been allowed for between 2045 and 2050.

The graph demonstrates the urgency of action. However, there is much debate about the appropriate target date for net-zero emissions. The UK is considering bringing specific targets forward, many local councils have set 2030 as the overall target and Extinction Rebellion are campaigning for a 2025 target. Sir David King, former government chief scientific advisor, repeatedly says it is necessary to bring the national 2050 net-zero target forward.

The carbon budgets are evenly spread up to 2045 aiming for a 21% of the baseline level reduction in emissions every 5 years (equivalent of 4.2% per year). This means that as the years progress the rate of emissions reduction will increase as a proportion of the emissions that remain. For example, over the five years between 2035 and 2040 the budget proposes a 50% reduction of the remaining emissions. Even allowing for technological innovation this may prove unrealistic.

Another way of setting targets would be to aim for the same percentage reduction every year. For example, a 15% reduction of current emissions every year, and a target of net-zero by 2050 would look like this:



This would allow for initial faster progress benefitting from 'low-hanging fruit' and give more time at the end to deal with 'hard cases'. This implies a reduction of 80% of the emissions by 2030. Whatever the final net-zero target year there is scope for mixing the two target setting methods, so that more progress is planned for in the early years, when extensive progress can be made relatively simply.

The 2% warming resilience target (Strategy p 3) may not be enough, since we are currently heading for higher temperatures and may not be able to avoid them, however effective work within Hampshire. The Committee on Climate Change Progress Report 2020 asks all government departments to consider resilience plans to allow for 4ºC warming by 2100.

Scope of Emissions: from 'territorial emissions' to 'consumer emissions'

The papers do not clarify which definitions of 'emission' has been used in creating the baseline, setting targets, and monitoring progress. We need to know whether they have included imported 'consumer emissions', and imported international transport emissions

For some years BEIS and its predecessors have published what are now referred to as **'territorial' emissions**, broken down to local authority level. They are emissions that occur in relation to activity within geographical boundaries, such as the borders of Hampshire.

The government now also publish data on **'consumer emissions'** that are emissions that are produced both inside and outside geographic boundaries by activities that benefit consumers of all goods and services within the boundaries. Where emissions occur outside the boundaries of a 'territory' but benefit consumers within a territory, they are described as 'imported emissions'. The largest categories of 'consumer emissions' imported to the UK relate to emissions that occur as a result of investment; and manufacturing of goods (particularly cars, trains, planes, most commonly manufactured in Europe and USA, and food imports – the UK imports 60% of its food).

Similarly, **international transport emissions** caused by container ships and aircraft have not been included in 'territorial emissions'.

Such data is available normally only at UK level, and increase the national carbon footprint by over 75%. However, if HCC have not yet done so they should ask Carbon Trust to calculate "consumer emissions" and international transport emissions benefitting Hampshire, and produce parallel sets of baseline calculations to enable the strategy to address the full picture.

Key Principles

1. The **carbon hierarchy**: avoid, reduce, replace, offset minimises intervention and maximises effect
2. **Co-benefits** sets the principle that one initiative can have multiple benefits; the example of reduced emissions [from traffic] leading to reduced congestion, improved air quality, improved health and accelerated economic growth is well chosen. Other examples would be interesting
3. **Proportionate, Affordable, Equitable**: Hopefully this will not be used as a pretext for inaction. 'Equitable' could be strengthened to address 'climate justice' and a policy on imported emissions and the effects of global warming on income inequality, age inequality, race inequality, sex and gender inequality, geographic (UK and world) inequality.
4. **Accelerate Where Appropriate**: this may also be necessary
5. **National Policy and Funding**: it seems appropriate to feed back local experience into national decision-making. Some clear guidance on how this will happen, who will have the responsibility, and how it will be monitored would be useful, including designated lead members. It would be good to create a list of potential sources of national funding: not only those currently discussed for increasing active transport and home insulation grants, but funds that have been ignored by HCC like the New Stations Fund, grants for low emission bus fleets, green investment funds. Similarly, under the forthcoming Environmental Land Management Scheme the council could develop ways of maximising

initiatives such as the Local Flood and Water Management Strategy' and 'Catchment Management Plans. Another important category would be lobbying for expansion and creation of new funds, and for increased powers, such as the power to franchise bus routes, and a fund to develop manufacture of zero-carbon hydrogen.

6. **Digital and Innovation:** The possibilities of new developments should not be overlooked. However, substantial progress can be made using existing technologies, and emphasising new technologies at the expense of current technologies could slow down emissions reductions.

Renewal of all Policies and Strategies

It is right that the strategy refers to a wide range of HCC policies and strategies and requires that climate change be embedded in all policy areas.(p 5). It would be wrong to assume from this that these HCC policies all sit four-square with this strategy. Many are now very old, and often fail to refer to global heating, resilience, or CO_2e reduction. As the strategy implies, many will need to be revisited, given new emphasis, and refocussed on the overall direction in this strategy of tackling climate change. Such policies include:

- Minerals and Waste Plan 2013
- Hampshire Joint Municipal Waste Strategy
- A Strategy for the Health and Wellbeing of Hampshire 2019–2024
- Economic Development Strategies, and those of partner LEPs
- Business Services Sustainability Report
- Transport Strategies (now TfSE?)
- Traffic Management Policy
- Cycling strategy
- Hampshire parking standards (2002)
- Walking strategy
- Highways asset Management Policy
- 3 Rail Station Travel Plans
- Southampton Airport Outline Master Plan Cabinet Report 11 October 2005
- Hampshire Tree Strategy
- Local Flood and Water Management Strategy
- Hampshire Catchment Management Plans
- Hampshire Biodiversity Information Centre Quality Assurance Policy
- Hampshire Countryside Service Access Plan 2015-2025
- The Joint County Council / Joseph Rowntree study into the impact of climate change on vulnerable people in Hampshire.

Some of the above have strong compatible policies and proposals, but in many cases these have not been implemented and renewed energy will be required.

There is a need for a low emissions, low energy, climate emergency paragraphs in all these strategies (such as waste, countryside, economy).

Where policies already have strong policies on climate change, these should be identified and plans (especially those that are 'shovel ready) set out for implementation. For example:

- Work could be done to upgrade the Health and Wellbeing Board's priority in their 2019-2024 plan approved in May 2019 to: "[Recognise] the negative impact of climate change on our residents' health: seeking ways in which the [Hampshire Health and Wellbeing] Board can contribute to climate change mitigation and the adaptation of services to take account of our changing climate."
- The three Station Travel Plans were agreed but never implemented
- The joint study with Joseph Rowntree Foundation developed a methodology to identify communities most vulnerable to climate change, with maps showing climate change vulnerability across the county, but this was never implemented.

Committee Reports all currently have a section on implications for climate change. All too often the report writer has unthinkingly entered 'none'. There is a need for reviewing current use of this section and ensuring that more thought is given to how this section is completed.

Public Perceptions

It appears that considerable emphasis has been given to the technique of changing individual behaviour as a way of reducing emissions. 171 of the 242 pages in the appendices are devoted to it. The committee report mentions behavioural change in the context of staff behaviour, delivering services, and publicity about the Climate Action Programme. As the report puts it (para 39):

> The Corporate Marketing Team will now build a marketing strategy to design and implement interventions, shaping the brand, graphic design and advertising that is aimed at the audiences we will aim to influence. A variety of channels will be used to influence climate change behaviours, but a digital approach will be primary, both in terms of reaching large, targeted audiences and being able to monitor and measure campaigns effectively.

Given the overwhelming size of the report dedicated to behavioural insights, there is a danger that the programme may ultimately be led by this work, rather than informed by it.

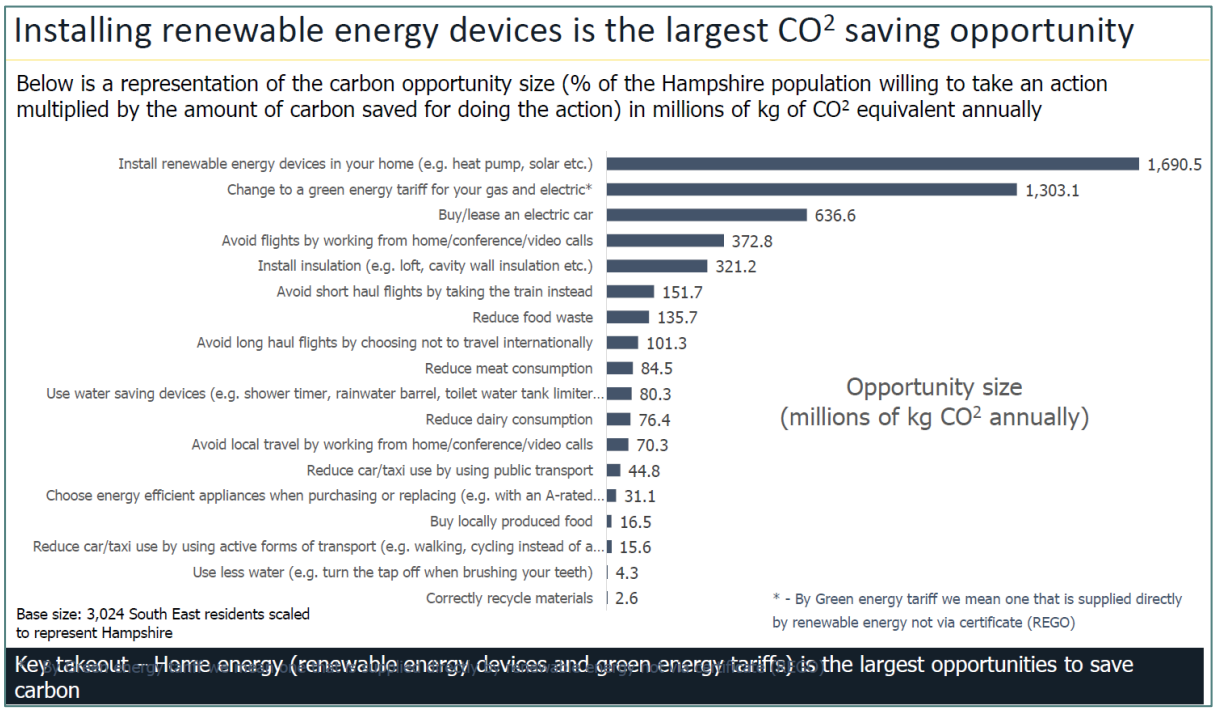
There is currently a new website at https://www.hants.gov.uk/landplanningandenvironment/environment/climatechange , but much work still needs to be done before the website reflects the priorities of the Climate Action Programme. For example, anybody following the

links to what the site says about transport is taken to a page celebrating 'pinch point' funding for three large road schemes.

An integral part of the strategy should be a **programme of positive communication on climate change** with the whole of Hampshire. This will need to go far beyond the Corporate Marketing proposals above to "design and implement interventions" More needs to be said about how such interventions will ensure the public will understand what the council is trying to achieve, and why the council is taking the steps it has decided on. Some analysis of the possible objections (backlash?) and a strategy for responding to this would seem helpful at this stage for supporting officers and developing a long-term publicity strategy. A specific behavioural insights project could help inform this work. The work done so far does not seem to provide sufficient understanding.

The behavioural Insights Report

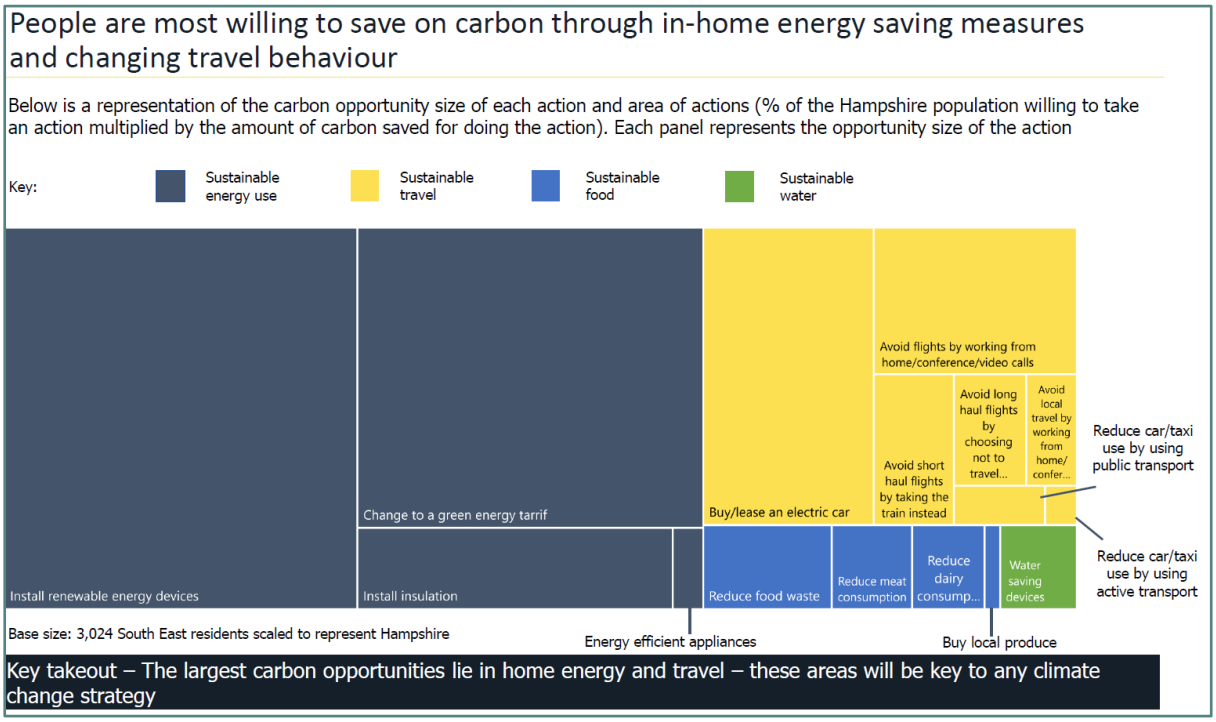
The behavioural insights report contains confident assessments of the kg of CO_2e that will be saved. The assumptions behind the calculations on the level of 'buy-in' and the amount of carbon saved are opaque and would be worth further discussion. The unit used (millions of kg CO_2 equivalent) would seem to be the same as the more commonly used $ktCO_2e$, but could cause some confusion unless the terminology used is aligned with the dominant terminology used elsewhere.



Hopefully, the activities of the Greening Campaign (see below) will take guidance from these findings, at least initially.

The behavioural insights appear to take at face value what people say about what causes them to change behaviour, whereas psychological research

suggests that people are very unreliable about reporting why they do something. Many of the responses appear to be from 'naïve' subjects, and there could be problems about basing a programme on relatively uninformed views. Further research could explore how far individual behaviour will change if additional information is provided, or external circumstances change. The clearest summary of the findings is:



Although the impact of a limited number of inventions is considered, participation appears to be through passive response to questionnaires.

Citizens' Assemblies seem a more interactive/creative approach to gauging public support. Ideally there would also be a separate Youth Assembly to capture fresh ideas and 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.

The results of the French Climate Assembly, for example, are quite different in scope from this research, and would seem to offer a more considered way forward, a more robust way of achieving consensus, and result in more ambitious ways of reducing CO_2e emissions.

Overall the results are not surprising, and in general the behaviour changes suggested would not be detrimental. More account needs to be taken, however, of the possibility that many of the results are likely to change if external circumstances change, for example:

- Already there will be increased interest in installing insulation, following the recently announced government programme, especially if it is well-managed
- The recent growth of working from home will have decreased the perceived need to travel
- The desire to change from gas to electricity would increase if energy from gas were not 22% of the price of energy from electricity in south east England
- A revival of domestic feed-in-tariff schemes would increase interest in renewable energy devices
- A comprehensive high-quality strategic network of frequent high-quality bus routes, a new railway stations programme and better public transport connectivity would increase willingness to use public transport
- Better cycle routes/lanes and footpaths / pedestrian routes would stimulate interest in active transport
- More people would want to give up air travel without public authority support for airport expansion, and cheap air fares resulting from tax-free aircraft fuel.

Sometimes the behavioural insights work misses the point:

- Moving towards 100% clean energy is surely what we should be doing to reduce energy CO_2e. While green tariffs are a marginal useful interim measure, they will be superseded once all energy is green. Personal consumer choice is not the right issue to focus on here. It would be more relevant to focus on cleaning the energy mix: e.g. encouraging as many on-shore wind-farms as possible to reduce the cost of green energy.
- Electric cars are a vast improvement on diesel cars, but will be an extravagant use of zero-carbon electricity, which is likely to be in short supply. Work on cutting emissions has to be accompanied by energy-saving policies so we can bring forward the end of the demand for dirty energy. A focus on modal transfer to public transport, especially rail where available, would be a more productive approach.

The decisions on behavioural change are based on very small differences in findings about what people will and won't want to do. There is no discernible link between the ‘willingness’ chart, and the ‘impact of behaviour change campaign’, ‘existing evidence’ and ‘level of influence’ ratings. It would be good to publish the algorithm or methodology used. Examples:

Issue	Willing %	Not willing %	Impact of behaviour change campaign	Existing evidence	Level of influence
1. Install renewable energy devices in your home	58%	37%	Low	Medium	Medium
2. Change to green energy tariff	59%	19%	High	High	Medium
3. Install insulation	37%	23%	Low	High	Medium
4. Use water saving devices	61%	22%	Medium	Low	Medium
5. Choose energy efficiency devices	48%	9%	High	High	Medium
6. Use less water	34%	6%	High	High	Medium
7. Buy/lease electric car	52%	46%	Low	Low	Medium
8. Catch the train instead of the plane	35%	48%	Low	Low	Medium
9. Avoid local travel by working at home, making video calls	47%	42%	Low	Low	Medium
10. Reduce car/taxi use by using public transport	41%	40%	High	High	High
11. Reduce car/taxi use by active transport	48%	31%	High	High	High
12. Reduce meat consumption	38%	44%	High	High	Medium

It is impossible to tell from this table how the rating in the 'impact of behavioural change' column was arrived at. Would a behaviour change campaign have highest impact where there are high levels of 'not willing' or high levels of 'willing' and why is e.g. impact on 9 'Low' and impact on 10 'High' when the topic and levels of willingness are similar?

A more robust methodology for selecting future themes for pursuing through this initiative would seem to be necessary.

The Carbon Reduction Plan

This seems to be a very rough first draft of the paper planned for September. It needs considerably more work. The balance needs to be changed to include a far greater proportion of Hampshire-wide projects. There is too much emphasis on internal Hampshire proposals that cover less than 1% of Hampshire emissions. It would be proportionate to have just one line for 'reduction of internal HCC emissions' and have a separate table giving further details.

Details are given in the Strategy p 19+ of the priorities that will appear in the action plan for working on schemes external to HCC. It would be good for emissions data to be given, targets to be set for each of the strands, responsible people or teams identified for each strand, and there is a need for more detail on schemes and a monitoring methodology. The typology developed for initiatives is:

- Transport
- Residential
- Buildings and Infrastructure
- Energy Generation and Distribution
- Waste and Circular Economy
- Natural Environment
- Business and Green Economy

This will be expanded, no doubt, in the programme to be published in September. At this stage there appear to be significant gaps on rail development, freight transport, (low carbon distribution infrastructure and decarbonising / modal transfer), and low/zero-carbon hydrogen production.

In addition, clearer links will be needed between actions, timescales and carbon reduction results enabling the council to report on how far proposed actions hit emission reduction targets. Each proposed initiative needs clear targets and timeframes, with a clearly designated lead department/person responsible for implementation of each initiative in the plan. It would be useful to have more clarity on how this will be embedded into their day-to-day work, so that staff across the council don't see climate action as an extra a burden, and optional.

1. We assume that the action plan in September will include targets and timeframes
2. We assume that the action will say which HCC departments / person will be held responsible for implementation of each target in the plan.

A leadership role for the whole county

The cabinet paper discusses working with community groups (see below) More consideration needs to be given to how HCC will identify and play a leadership role. It could, for example, make frequent public statements, e.g. on twitter,

reaffirming the County Council's commitment to act on the climate emergency. An explicit strategy needs to be developed for establishing that leadership role, that includes details of climate partnerships with e.g.:

- District councils and all public sector organisations
- Health and care partners
- Utilities
- Transport operators
- Major industries
- Commercial networks
- Parish councils and local community groups
- Non-local community organisations, especially environmental groups

New HCC Activity on Climate Change

(cabinet report para 29+)

A variety of initiatives are announced in the cabinet report.

Working with Community Groups

The cabinet report says (para 34):

> In February 2020, the Hampshire District and Borough Council Officers agreed to manage the rollout of the Greening Campaign amongst Town and Parish Councils and Community Groups within their areas locally (including the provision of any funding).

The choice of the Greening Campaign will puzzle many community groups, and it would be interesting to see what it is proposed they do. Their website gives the impression they have been working with a variety of local groups in Hampshire for a number of years. Many of the groups they mention are now defunct, and there are reports that there was a period when support from the Greening Campaign was non-existent and confusion and disillusion ensued. There are many local campaigns on climate change in Hampshire with rich local links, but it would not be accurate to describe the Greening Campaign as one of them. It operates more like a resource centre, and has been accused of parachuting into local communities with little interest in customising its approach to specific localities. It is unlikely the 'blueprint' they offer will be modified to suit different communities.

There could be better ways of working in partnership with community groups. Examples include:

- Hampshire Climate Action Network already has groups in almost all Districts in Hampshire, who know who the community leaders are, what issues will attract local energy. They would welcome a discussion about how they can work with the County Council on behaviour change and community renewable energy schemes.

- On transport, there is now a new Hampshire-wide community group Hampshire Transport Action Network which would like to be involved.
- There is also a Hampshire-wide network of local cycling groups.
- The strategy could clarify how working with Hampshire and Isle of Wight Wildlife Trust would be useful
- There is much scope for more on how the County Council will work with District Councils, especially on retrofitting housing (both social housing and private landlords/owner-occupiers) and on walking and cycling.
- The "Hampshire 2050 Partnership" needs to develop into a solid joint partnership which takes joint action and where the ownership feels fully shared.

Telephone and Online Advice for Residents on Climate Change and Sustainability

The cabinet report says (para 46):

> The Environment Centre will set up a freephone advice line, available for two days per week, with an answerphone service available 24/7. This would be gradually phased out through the development of online resources such as a website, webchat, and chat bots.

How effective this becomes will depend heavily on the overall policy direction of the strategy.

Establishing a Community Energy Network across Hampshire

The cabinet report says (para 48):

> Community Energy South (CES) will deliver a project to stimulate the growth of a Community Energy Sector across Hampshire. The overarching project would consist of two work streams:
>
> 1. The CES Pathways to Community Energy.
>
> 2. A village wide community energy pilot project.

It would be good to see more details of this, and intermediate and final targets for Hampshire renewable energy production will hopefully be added to the action plan.

Targeted Solar PV Group Buying Scheme for Hampshire

The cabinet report says (para 51):

> Local councils have teamed up with iChoosr to organise this innovative scheme for homeowners as well as small and medium-sized enterprises (non-domestic), to help deliver the vision of a zero-carbon county. About 125,000 residents who own their own house will be able to register for the Solar Together group-buying scheme. The auction is a reverse auction, meaning the lowest bid wins. The winning bid sets the price for all solar systems. All suppliers are pre-vetted and must comply with criteria to guarantee

> the quality of the offer. The project would be cost neutral upon receiving fees through an installation conversion rate of less than 1%.

Again, this could be further developed in relation to the overall strategy and government schemes.

Internal HCC Initiatives

The cabinet report refers to (para 57+):

- A £1 million Salix De-carbonisation Fund to deliver a range of energy saving initiatives,
- purchasing certified green energy, and
- increasing the plant-based menu at the EII court canteen and wider services, including schools.

Important that Hampshire continue to reduce its internal carbon footprint, but since these are in total less than 1% of emissions in the county, they will have a minor impact on the whole programme and it would be worth developing ways of ensuring similar ideas are adopted by all organisations in Hampshire.

Some internal programmes could benefit from a major refresh to take on board innovations that have happened elsewhere. For example, the work on **school travel plans** needs to be broadened to incorporate more steps to 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. The government have recently urged more action along these lines.

Similarly a fundamental revision of Hampshire parking standards could help reduce traffic pollution associated with new facilities.

Transport Planning

Important details of how transport planning will be renewed are given in the cabinet paper. In addition to the electrification of the HCC vehicle fleet the paper says (para 59) (our italics)

> Prior to the Covid-19 situation approval to begin consultation and engagement on a new Local Transport Plan 4 (LTP4) had been sought. This work is progressing on the basis that the economic challenges and need to ensure our recovery is clean, healthy and green actually increases the importance of doing this work now. The LTP team has drafted a digital engagement process to *seek the views* of officers, members and *external key organisations and stakeholders*. The purpose of this engagement is to raise awareness of the need for change and seek views on what are the key outcomes desired from the transport plan. Most importantly it will seek views on a few guiding principles. These will set the approach to the LTP that will underpin everything related to movement and transport. The first round of internal officer engagement will take place towards the end of June or early July 2020.

Historically the LTPs have concentrated on road building and most of the money has been allocated to schemes that benefit motor vehicles. Little has been allocated to pedestrians, cycling, or public transport, and rail transport has

been ignored. Long lists of active transport schemes have been included, but rarely allocated money. Meanwhile the DfT and TfSE have both committed themselves in principle to active/public transport schemes. *Gear Change A bold vision for cycling and walking* published by DfT in late July at https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/904146/gear-change-a-bold-vision-for-cycling-and-walking.pdf is the most recent example of this. LTPs will be an opportunity to turn these principles into reality, and will have a major impact on CO_2e emissions reduction.

Omissions

The reports cover a wide range of issues. Nevertheless, there are some significant oversights.

- **Freight transport** has been completely ignored. It is responsible for 20% of Winchester's emissions and must not be overlooked. There are specific problems about zero-emissions power for HGVs, and reconfiguring of distribution networks and deliveries as consumer transactions move to the internet. This could be a win-win development. Given that hydrogen is often proposed as the only viable fuel for HGVs, it is a problem that sourcing zero-carbon hydrogen is not currently possible – 99% of hydrogen is 'grey' hydrogen, dirtier than hybrid diesel propulsion. The Committee on Climate Change keeps calling for a national low-carbon hydrogen strategy but so far to no avail. An elegant way out of this dilemma would be to reorganise freight around rail-connected distribution points, enabling electric powered main distribution and battery powered local road distribution. HCC could play a strategic role in this fundamental reorganisation.

- **Consuming less** overall would seem to be central to tackling climate change. Redesigning the Hampshire economy as a circular economy, minimising consumption could be central to a green economic development plan. With reference to internal administration "sustainable purchasing" should have as a central reference the need to limit purchases only to what is absolutely necessary.

- **Reducing the need to travel** is implied in many places, but deserves to be a major cross-cutting theme., It touches on spatial planning strategies, service delivery policies, electronic communications infrastructure, health facilities planning, green economic development, and has a major impact on transport strategies and will have an impact on more than organisational 'transport plans'. Techniques for carrying out cost/ and emissions/benefit analyses need to be developed to link all these areas of work and applied to all proposals. The principle developed in Paris of

moving towards a city of 15-minute villages should be adjusted and applied to Hampshire.

- We would have liked more emphasis on **reducing flying** and regret this is not a major theme, but consigned to a section of the 'behavioural insight' presentation. This should not be treated as a question of individual consumer habits; there needs to be a strategic debate about e.g. the need to have a moratorium on enlarging airports, removing subsidies from the air industry, introducing a frequent flyer tax.
- It is disappointing the strategy does not revisit proposals for **district heat and power networks** that in Winchester could include the hospital, university and County Council at the west end of Winchester - considerable money has already been spent on feasibility studies, all that is needed is the decision to implement the plans.
- A commitment to **developing building standards** to Passivhaus or other high building standards. HCC should lobby government to support such standards..
- We would have liked specific reference to **carbon sequestration by soil** and an outline of how this might be achieved both on land owned by HCC, but also through influencing land improvement techniques elsewhere.
- (Page 32). We are not enthusiastic about promoting growth, and we would want all 'green growth' to be subject to an **environmental appraisal**. There have to be strong incentives for the commercial sector to do its bit-that includes taking more responsibility for the proliferation of light goods vehicles and for limiting energy used in commercial premises (retail, etc.) and probably public buildings too.
- There should be proposals for **raising money** to fund the programme, for example:
    - Introducing workplace parking levies; licencing of private sector rented accommodation; borrowing through bonds; seeking other national funds
    - Following the "Preston Model": collaboration with anchor institutions (police, NHS, schools, universities, local authority, housing associations, prison) on climate change and diverting spending locally to enrich the local area (CLES)
    - Promoting Clean Air Zones / Congestion Charging
    - Creating bonds

- Similarly. there could be proposals for **redirecting funds** allocated to projects less important. For example: the council could recognise that that climate change will create civil disorder once we face shortages of water and food. They could redirect into climate change mitigation and resources currently allocated to less important areas of crime and community safety e.g. Neighbourhood Watch, and other "fear of crime" work.

- There should have been a **moratorium on all road schemes** to ease the passage of cars and a policy commitment to exclusive focus on walking, cycling and public transport schemes in LTP4. Cycle lanes on all roads and advanced stop lines at all traffic lights could have been made default traffic engineering policies. This would include formal opposition to all schemes to increase capacity on motorways and trunk roads.

- A commitment to **Movement Strategies** for all towns in Hampshire would have had a positive effect on transport emissions

- A focus on **better rail transport** in the County, improvements to the network and timetable, and more trains stopping between Winchester and Southampton for use by commuters within the county, new stations near new developments, redoubling of the line from Eastleigh to Fareham, reopening of the line to Marchwood

- A commitment to apply to become a **bus franchising authority** under the Bus Services Act 2017 and create a network of routes to attract passengers from car to bus.

- Acceleration of the **LED lighting** replacement programme and more energy-saving street lighting timing revisions.

- A positive approach to attracting **on-shore wind turbines and solar farms** to council-owned land and developments.

- Rigorous **zero-carbon building and heating standards** for all schools and other council developments.

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

Project Ideas

HCC have published a questionnaire written by the Carbon Trust inviting suggestions for projects. The deadline was 27 July. The questionnaire was at: https://forms.office.com/Pages/ResponsePage.aspx?id=Wk7hlqxX10iFHRL1Tv9aYF34m9twnWBAhmZRkBbx_CpUNkUwR1NUUTJSSUNLWTlMNTVQS09YSk9WVS4u Possible ideas (including those already circulated) could have included the following (some of which are drawn from the discussion above). It would be good to include the ideas submitted as an appendix to future drafts.

General Comments for all Projects

A **net zero emissions lens** on every HCC project and decision

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

Integrate the climate crisis into the County Council's overall strategy, and into all the County Council's strategies. HCC needs to carry out a complete analysis of how its strategic functions can enable everybody in Hampshire to reduce their carbon footprint and energy use. There is a need for a low emission, low energy, climate emergency paragraphs in all its strategies (such as waste, countryside, economy).

HCC business process projects

Divest Hampshire Pension Fund and all other HCC investments away 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%

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 by HCC 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,

Establish a Citizens Assembly with decision-making powers: Citizens' Assemblies seem an interactive/creative approach to gauging public support. Ideally there would also be a separate Youth Assembly to capture fresh ideas and 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. Examples include:

- Hampshire Climate Action Network already has groups in almost all Districts in Hampshire, who know who the community leaders are, what issues will attract local energy. They would welcome a discussion about how they can work with the County Council on behaviour change and community renewable energy schemes.
- On transport, there is now a new Hampshire-wide community group Hampshire Transport Action Network which would like to be involved.
- There is also a Hampshire-wide network of local cycling groups.
- The strategy could clarify how working with Hampshire and Isle of Wight Wildlife Trust would be useful
- Use County Council authority and leadership to bring District Councils together on the issue. The "Hampshire 2050 Partnership" needs to develop into a solid partnership which is action-focused and drives a co-ordinated stand across the public sector in the county. There is much scope for more on how the County Council will work with District Councils, especially on retrofitting housing (both social housing and private landlords/owner-occupiers) and on walking and cycling.

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

- Introducing workplace parking levies
- Licencing private sector rented accommodation
- Following the "Preston Model": collaboration with anchor institutions (police, NHS, schools, universities, local authority, housing associations, prison) on climate change and diverting spending locally to enrich the local area (CLES)
- 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 required 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 or 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: bottle deposit 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 and after sales service requirements.
- a **frequent flyer tax**
- comprehensive **sub-national consumer emissions** data to provide good data for Hampshire and good benchmarking data too
- the introduction of a carbon tax on goods and services that play a disproportionate role in increasing emissions.

Adopt ideas developed by other councils to deliver their climate action plans. https://www.ashden.org/sustainable-energy/climate-emergency-top-actions-for-councils These 31 actions are quantified in terms of likely carbon savings, approximate cost and co-benefits.

Transport Projects

Urgently seek the views of external key organisations and stakeholders on **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 reject any scheme which does not contribute to the achievement of the carbon reduction targets.**

Create and implement Movement Strategies for all towns in Hampshire, like the Winchester Movement Strategy, developed by the County and City Councils together

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 infrastructure for walking, cycling and public transport.**

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.

Introduce a comprehensive high frequency, high quality county bus network with fast buses between all major settlements, using government funding promised for electric buses drawing on proposed extended **bus franchising** powers for transport authorities, with good connectivity with rail services

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

Press for **better rail transport in the county**, 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. Devon is a model of a county 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 county e.g. at North Whiteley, Oakley, or Andover Picket Piece, making use if possible of the New Stations Fund.

Implement the three **Hampshire Station Travel Plans.** 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 Hampshire local public transport passenger distribution network centring on bus hubs in main concentrations of population such as New Alresford, Bishops Waltham, Romsey, Alton, Sutton Scotney, 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.

Broaden the remit of school travel plans to incorporate more steps to 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.

Undertake a fundamental revision of Hampshire parking standards to help reduce traffic pollution associated with new developments, and encourage the trend for increased working from home.

Reduce speed limits throughout Hampshire, using HCC powers where they exist, and campaign for Highways England to do it where they have responsibility. Emissions per mile for most vehicles increase for speeds over about 55mph so motorways, trunk roads and country roads should all have 55mph speed limits at the maximum. Although on the open road emissions can increase at speeds below 55mph (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.

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

Oppose the smart motorway initiative and the M3 junction 9 plans as well as other road building plans.

Residential

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

Promote Passivhaus building standards by lobbying government. All new builds should be Passivhaus or of other high building standards thereby needing hardly any heating at all.

HCC could develop a training programme on deep retrofit and Passivhaus standards, especially in partnership with further education and adult education **to enhance the retrofit knowledge and skills available.**

Hampshire Trading Standards should revisit its public advice and information (e.g. 'Buy with Confidence') and **create special resource material on climate-friendly services** (e.g. home insulation, domestic batteries, air source heat pumps, photovoltaic cells), carbon reducing appliance repair services, and introduce a carbon emissions rating on goods and services.

Energy Generation and Use

Revive the proposals for a district heat and power network that included the hospital, university and County Council at the west end of Winchester - considerable money has already been spent on feasibility studies, all that is needed is the will to proceed

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. An initial project has been proposed for Manydown in Basingstoke.

Initiate a Hampshire Schools Community Energy project drawing on experience of fitting 1MW solar panels on schools in Hampshire, Berkshire and Windsor and Maidenhead, providing free/cheap green electricity for the schools. 45% of the schools in Hampshire have suitable roofs.

Identify locations for large-scale wind power and solar farms in the County, starting with Council-owned land, and work with developers to set them up.

Develop a programme to make all new school & other HCC buildings **very energy efficient with net zero-carbon emissions and zero carbon energy generation**

Undertake deep retrofit of all school and other HCC buildings.

Change all streetlights **to LEDs**, in every location. **Reduce hours of street lighting.**

Natural Environment

Use the County Council's position as a landowner to develop possibilities and demonstrate good practice in **land use, agriculture, and biodiversity**. At the same time, set up (or facilitate) an ambitious Hampshire-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."

Use HCC land to **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 HCC purchasing power to **support local food businesses**

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

Encourage schools to grow food to use in school meals, cook on site, plant-based healthy meals,.

Business and Green Economy

Revive the **Hampshire Bank**

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

Redesign the Hampshire economy as a circular economy, minimising consumption, maximising reuse. This could be central to a green economic development plan. For HCC "sustainable purchasing" should have as a central reference the need to limit purchases only to what is absolutely necessary.

Health & Wellbeing

Make it a priority for the Health and Wellbeing Board to **implement Hampshire Health and Wellbeing Strategy approved in May 2019** with practical steps that "[Recognise] the negative impact of climate change on our residents' health: seeking ways in which the [Hampshire Health and Wellbeing] Board can contribute to climate change mitigation and the adaptation of services to take account of our changing climate"

Revisit existing work on how the impacts of climate change affect vulnerable communities and incorporate it into plans. (See the extensive joint County Council / Joseph Rowntree study into the impact of climate change on vulnerable people in Hampshire: the relationship between social vulnerability and climate change and extreme weather events, particularly heat waves and flooding.

Do an emissions analysis on any relocation of facilities, taking account of the combined carbon emissions characteristics of fixed infrastructure and the emissions characteristics of transport arrangements.