

# HAMPSHIRE COUNTY COUNCIL

## Decision Report

<b>Decision Maker:</b>	Cabinet
<b>Date:</b>	29 September 2020
<b>Title:</b>	Climate Change Action Plan 2020-2025
<b>Report From:</b>	Director of Economy, Transport and Environment

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### Purpose of this Report

1. To present to Cabinet the Hampshire County Council Climate Change Action Plan 2020-2025 for approval.
2. To outline the new Framework for Strategic Programmes that outlines the new key areas needed to support the delivery of the climate change targets set by the Council.
3. To present to Cabinet two decision-making tools for approval on assessing the impact of decisions on carbon emissions and on resilience to climate change.
4. To outline how the decision-making tools will be used across the organisation.

### Recommendation(s)

5. That Cabinet approves:
  - i. the Climate Change Action Plan 2020-2025 as set out in Appendix 1 of this report including the new section "Framework for Strategic Programmes" set out in Appendix 2.
  - ii. the Carbon Hierarchy as set out in the Strategy as the key to our approach – "Avoid, Reduce, Replace, Offset".
  - iii. the decision-making tools and how they will be used to assess the impact of decisions on carbon emissions and resilience to climate change.
  - iv. the proposed process for implementation, monitoring, review, and reporting of the Action Plan.
  - v. sharing the reports with relevant National ministries and Select Committees

### Executive Summary

6. In July 2020, Hampshire County Council published its Climate Change Strategy 2020-2025 which set out how the Council would meet the two targets of becoming carbon neutral by 2050 and to build resilience to a two-degree rise in temperature.
7. Also published with the July Cabinet report, was a 45-page Action Plan 2020-2025 which represents the significant amount of activity now being undertaken by the Council to mitigate against and build resilience to climate change across each of the strategic priorities set out in the Strategy (Appendix 1).
8. The July 14<sup>th</sup> 2020 Cabinet paper provides the detailed context and background to the Strategy and Action Plan.
9. It was agreed at Cabinet in July 2020 that a final Climate Change Action Plan 2020-2025 would be presented to Cabinet in September 2020 that would include significant new areas for action to help the Council meet its 2050 targets. These new areas are now being presented to Cabinet as a new section of the Action Plan called “Framework for Strategic Programmes” (attached in Appendix 2).
10. This Framework focuses on identifying the key gaps and areas for action which are required to meet the first of the five yearly carbon budgets within the Climate Change Strategy. Further details on this section are provided later in this report.
11. This paper also sets out how the whole Action Plan will be implemented, monitored, reviewed, and reported on.
12. Alongside the Climate Change Strategy and Action Plan, two decision-making tools are also being presented which aim to ensure that climate change mitigation and resilience become fully embedded within all decision-making and project/policy development across the organisation.

### **Carbon Baseline, Pipeline, and new Actions**

13. The carbon baseline and budgets produced by the Carbon Trust were the foundation for the Strategy and Action Plan by establishing where the emissions are coming from and therefore where effort needs to be focused to reduce those emissions.
14. The five yearly carbon budgets set out the pathway to meeting the carbon neutral target by 2050 (in line with the UK 2050 National target). With no change to current emissions, Hampshire will use up the 2050 target carbon budget by 2035, and the 1.5°C Paris Agreement carbon budget by 2031.
15. The table below shows how emissions will need to fall across successive 5 yearly allocations, reducing carbon budgets to meet the 2050 target (i.e. UK Government 2050 target).

Budgets	1.5°C	UK Govt.
2020 - 2024	-21%	-16%
2025 - 2029	-42%	-32%
2030 - 2034	-63%	-48%
2035 - 2039	-84%	-65%
2040 - 2044	-100%	-81%
2045 - 2049	-	-100%

16. Using the information gathered on all existing and currently planned actions across the Council (covering both the organisation and the wider Hampshire area), the Carbon Trust worked with the Council and key partners to assess how far the known pipeline of projects will take us to meeting the targets and how we will bridge the gap. The focus was on the Hampshire-wide targets as this is where the gap will be greatest.
17. The first stage was to hold a workshop with the Climate Change Board to begin the process of identifying areas for activity. Some key priorities that emerged from this exercise were domestic energy efficiency (especially in light of continued shift to home working), providing a business case to raise awareness of the economic value of improving efficiency for the business sector, and providing detailed guidance and support to district councils (planning authorities) on new development requirements to integrate carbon mitigation and resilience.
18. As part of wider stakeholder engagement around the development of Hampshire's Climate Action Plan, the Carbon Trust designed a survey which Hampshire County Council shared with over 230 external stakeholders from across the County to capture their ideas on how Hampshire can reach its 2050 carbon neutral target. The level of responses submitted to the survey was modest in terms of numbers (16%) however there were some interesting findings on projects and initiatives that has contributed to the Action Plan.
19. Responses were received from a broad range of sectors and organisations, including local authority employees, other public sector employees, the education sector, those engaged in professional, scientific and technical activities as well as arts, entertainment and recreation.
20. The most common project type suggested was transport, which received 33 ideas, most commonly active travel, public transport and electric vehicles.
21. The second most common project type suggested was energy (24 ideas), particularly focused on energy efficiency (13) and renewable energy (10).
22. The third most common was natural environment (16), which received a broad mix of project ideas across natural capital, tree-planting/rewilding and flood and water management.

23. An Expert Stakeholder Engagement event was also held on August 6<sup>th</sup> which was attended by over 45 organisations and 60 delegates, representing various expert groups in Hampshire such as Friends of the Earth, Extinction Rebellion, Hampshire Climate Action network and youth representatives.
24. This event helped to engage experts on what actions should be included within the new Action Plan and to understand what the priorities should be for Hampshire. The main outcomes of that event can be found in Appendix 3.
25. All this work has fed into the Framework for Strategic Programmes which sets out what actions/projects/policies/programmes need to be developed and delivered to ensure the Council meets the two targets, in addition to the ongoing areas of activity and areas of work previously published in the July 14<sup>th</sup> Cabinet report.
26. This new section called “Framework for Strategic Programmes” covers the new significant proposed areas for activity to be able to meet the targets set. This Framework is the starting point for working to understand how the Council and partners will deliver against these significant and challenging programmes.

### **Action Plan and Framework for Strategic Programmes 2020-2025**

27. Attached to this report is the first five-year Action Plan for the County Council’s Climate Change Strategy (Appendix 1) and includes a new section called Framework for Strategic Programmes (Appendix 2).
28. The Action Plan submitted to Cabinet in July sets out 45 pages of actions already underway or planned within the County Council to tackle climate change under each of the Strategic Priorities of the Climate Change Strategy (Appendix 1).
29. It is very important to acknowledge this Action Plan in Appendix 1 and to note that this is an extensive action plan, covering every part of the organisation, demonstrating the significant breath and scale of actions on climate change being undertaken. However, it also recognised that this vast activity was still not sufficient to enable the Council to meet its targets.
30. This paper therefore focuses on presenting the new Strategic Programmes needed to bridge that gap to meet our targets in the first of our five yearly carbon budgets (2020-2025).
31. This new part of the Action Plan is called the “Framework for Strategic Programmes” (Appendix 2).
32. The Framework is also based on the Strategic Priorities within the Climate Change Strategy - Transport, Residential, Buildings & Infrastructure, Energy Generation & Distribution, Waste & Circular Economy, Natural Environment and Business & Green Economy.
33. For each Strategic Priority, a new Strategic Programme has been created to bridge the gap to help the Council meet the Climate Change targets. Under each priority there are strategic actions set out both for mitigation and resilience.

34. These Strategic Programmes focus on bridging the gap and establishing the step change that will be needed in each area to truly deliver against our 2050 targets.
35. The Framework then sets out the key projects/milestones that will be delivered in the first five years from 2020-2025 under each programme – both for emissions and resilience.
36. The Economy, Transport and Environment Department will be the main lead department for the actions but will work closely with other departments and external stakeholders, in particular the District/Boroughs/Unitaries.
37. The Climate Change Team will be responsible for leading those actions that currently do not sit within existing teams – e.g. Energy Generation & Distribution and Residential.
38. Given the complexity and magnitude of some of these programmes it is critical that the Council takes a robust approach to how these will be planned and delivered, alongside the other major priorities and issues over which the Council has direct responsibility.
39. The next step for this new section of the Action Plan is to consider how the County Council can progress these areas of activity, to prioritise the programmes, identify who will be responsible for delivery, who it will need to work with, what the dependencies are, how the work will be funded and identify the challenges or opportunities.

### **Finance**

40. The current Climate Change Team is funded for 2 years through the Investing in Hampshire Fund. There is a further £2 million allocation for climate change actions which has so far been used to fund the work by the Carbon Trust and the three climate change projects launched at Cabinet on 14<sup>th</sup> July 2020.
41. This leaves approximately £1.7 million in the budget to support the implementation of the areas set out in the Framework. Given the scale of the programmes identified in the Framework, the climate change budget will be prioritised to support preparatory and feasibility work to ensure that the Council is ready to take advantage of any opportunities to bid for external that arise such as Government programmes. The budget will also continue to be used to fund demonstration/pilot projects that will help kick start activity within the County promoting those that focus on proof of concept and scalability at County scale.
42. It is recognised that the scale of resources needed to deliver the large countywide programmes will require significant external resources and cannot be delivered within the County Council's own budgets. This position is further reinforced by the financial impact of the coronavirus pandemic on the County Council.

### **Monitoring, Evaluation and Reporting**

1. Progress will be reported annually against the Action Plan to Hampshire County Council's Cabinet and to the Hampshire 2050 Partnership.

2. The Climate Change Strategy 2020-2025 (and specifically the Strategic Priorities) will be reviewed every five years to consider any opportunity to accelerate delivery, to ensure that the focus of the priorities is still valid and that any new risks are taken into account for resilience.
3. The new “Framework for Strategic Programmes” in Appendix 2 will be incorporated into the overall Action Plan under the relevant Strategic Priorities after it has been presented to Cabinet. This will then ensure that the whole Action Plan (including the new section) will be monitored and reported on together on an annual basis providing coherence, transparency, and accountability.
4. The whole Action Plan 2020-2025 (including the new Strategic Programmes) will be monitored and reported on annually ensuring a constant review of the actions will take place within the five-year timeframe.
5. The climate change website will host live information on the actions under each Strategic Priority area to ensure that we provide up to date information and take opportunities to promote progress and successes.
6. Following the approval of the Action Plan by Cabinet the monitoring mechanisms will be established with action leads, including using the decision tools, where appropriate, to establish carbon and resilience measures.
7. It is important to note that given the complexity of assessing how projects/policies/actions etc. will be measured against our targets, this will be done gradually and through the roll-out of the tools as set out in the next section.

### **Decision-Making Tools**

8. To support an evidenced based and transparent monitoring and reporting process, two decision-making tools have been developed to assess the carbon emissions and resilience impact for all “significant” decisions as agreed by Cabinet in January 2020. The tools have been tested using several case studies from across the authority.
9. These tools provide the County Council with a clear, robust, and transparent way of assessing how projects, policies and initiatives contribute towards the climate change targets. The objective is for the tools to begin to be used at the project initiation stage, building in climate change right from the start, allowing for mitigations and adjustments to be made to achieve the best outcomes.
10. The tools will support the decision-making process within the Council by being a mandatory element of all Executive Member Decision Days, Committees, Scrutiny, Cabinet and Full Council. All reports going to these meetings will be required to complete both tools but the roll-out of this needs to be managed sensitively to ensure officers are given the right support.
11. To start with, detailed guidance has been developed in the form of “how-to-guides”. These are being developed both in written and video form to

ensure there is clarity on how to use the tools and that we make the process as easy as possible.

12. Both tools also allow for an initial assessment before having to complete the full assessment. This initial assessment will allow those projects with minimal or no impact to be able to “opt out” of the full assessment. This is an important and necessary component again to ensure the tool is applied appropriately and proportionately.
13. The tools will be housed on the climate change website alongside the how-to-guides. Links to the website will be provided in the relevant decision reports. Once the assessment has been completed by the report author, the tool will produce a summary outcome of the assessment which is what will be included within all reports. A link to the full assessment will also be embedded in the report where appropriate.
14. This summary outcome will also apply to those projects that do not require the full assessment to ensure transparency in all circumstances.
15. It is going to take time and effort to fully and effectively embed these tools within the County Council’s decision-making processes and project and policy initiation processes. It is also going to take time for officers to become familiar with the tools and how they work.
16. For this reason, it is proposed that the roll-out is piloted initially with Executive Member Decision Day reports within the Economy, Transport and Environment Department from October 1<sup>st</sup>, 2020. This will help test the tool on real-life decisions and iron out any issues.
17. The roll-out for the rest of the organisation would then follow, with the assessment becoming mandatory from the beginning of the next financial year (April 2021). This will allow time for the dissemination and for awareness to be raised across the authority.
18. The tools will be available to everyone within the council to access and start to familiarise themselves with from 1<sup>st</sup> October.
19. The ideal outcome is that the tools are used across the authority to understand how everything we do will have an impact on climate change or be impacted by climate change. The tools themselves will therefore act as a guide and allow officers to build their knowledge and understanding of how they can take account of and contribute to the climate change targets.
20. Whilst this work will provide significant support to tracking and measuring our progress, it must also be achievable. The tools, with the how-to-guides and videos, have been designed to be as user friendly as possible. A member of the climate change team has also been trained by the Carbon Trust to provide support on using the tools.
21. The team will also be disseminating the information on the tools as widely as possible within the organisation. The Climate Change Board have also been briefed and asked to circulate the information on the tools within their departments to ensure awareness is spread across the authority. The climate change website and Yammer pages will also direct officers to the tools.
22. These tools provide a significant opportunity for the Council to raise awareness of how climate change can be truly embedded within our whole organisation. It provides an invaluable training resource to support our staff in understanding how to do this for each service.

23. The tools also demonstrate that the Council is fully committed to acting on climate change by requiring decisions to undergo a robust and transparent assessment.
24. It is important to note that these tools demonstrate leadership, innovation and forward-thinking by the Council and is recognised as a unique and progressive approach within the local government sector.
25. The tools have also required a significant financial and time investment from the Council and are therefore not being made publicly available at this stage as we want to establish any copyright and licensing arrangements.
26. We also want to take the opportunity to publicise the tools within the professional community and national forums and partnerships such as the Local Government Association, Association of Directors of Environment, Planning and Transport etc.

## Conclusions

27. The Climate Change Action Plan 2020-2025 is a key milestone for the County Council, setting the actions that the Council will take to meet its carbon and resilience targets.
28. The new “Framework for Strategic Programmes” along with the rest of the Action Plan provides clarity for our residents, communities, and partners on what the Council will be doing to meet its targets for the next five years both at a detailed level and at the more strategic level, acknowledging a significant step change in the authority’s approach to climate change. This will also highlight opportunities for joint working and for others to get involved in helping us to deliver real action in Hampshire.
29. The target dates for Hampshire will remain as 2050 in-line with National Government and with the recommendation by the Committee on Climate Change – specifically stated in their report<sup>1</sup> *“that the UK should achieve net-zero GHG emissions by 2050 (i.e. a 100% reduction from 1990). This would be an appropriate UK contribution to the Paris Agreement. Based on our current understanding, it is the latest date for the UK credibly to maintain its status as a climate leader and the earliest to be credibly deliverable alongside other government objectives.”* Any opportunity to accelerate delivery in Hampshire will be taken and dates continuously reviewed as stated in the Hampshire County Council Climate Change Strategy 2020-2025.
30. The County Council will focus its resources on County-wide programmes and initiatives which will benefit the whole Hampshire area. This could take the form of county-wide programmes of housing retrofit, for example, or community level projects that can be replicated at scale. Working across all District/Borough areas will help develop consistent approaches and

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<sup>1</sup> Net Zero The UK’s contribution to stopping global warming. Committee on Climate Change May 2019 <https://www.theccc.org.uk/wp-content/uploads/2019/05/Net-Zero-The-UKs-contribution-to-stopping-global-warming.pdf>



maximise opportunities for economies of scale. It is also important that the County Council takes this approach to ensure a proportionate and equitable response across the whole County.

31. The two decision-making tools are also a significant achievement and will ensure that climate change is truly embedded within our decision-making processes in a transparent and robust way and demonstrate Hampshire's leadership approach and commitment to the climate change agenda.
32. These tools will also help to upskill our staff's ability to take account of climate change, resulting in embedding climate change considerations at the beginning of our projects/policy development and at the core of everything we do.
33. The next steps will focus on dissemination of all the information across the authority. There will also be a focus on establishing the processes for monitoring of implementation and annual reporting, with the first annual report on the Action Plan due to be presented to Cabinet in October 2021.

**REQUIRED CORPORATE AND LEGAL INFORMATION:**

**Links to the Strategic Plan**

Hampshire maintains strong and sustainable economic growth and prosperity:	yes
People in Hampshire live safe, healthy and independent lives:	yes
People in Hampshire enjoy a rich and diverse environment:	yes
People in Hampshire enjoy being part of strong, inclusive communities:	yes
<b>OR</b>	
This proposal does not link to the Strategic Plan but, nevertheless, requires a decision because:	

**Other Significant Links**

<b>Links to previous Member decisions:</b>	
<u>Title</u>	<u>Date</u>
Climate Emergency Motion	June 2019
Hampshire 2050 Commission of Inquiry	September 2019
<b>Direct links to specific legislation or Government Directives</b>	
<u>Title</u>	<u>Date</u>
Climate Change Act	2008
National Adaptation Programme	2018

**Section 100 D - Local Government Act 1972 - background documents**

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
None	

## **EQUALITIES IMPACT ASSESSMENT:**

### **1. Equality Duty**

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

### **2. Equalities Impact Assessment:**

The Climate Change Action Plan will include actions which are likely have both positive and potentially negative impacts on persons sharing a relevant protected characteristic. These include, but are not limited to, social justice in terms of carbon and climate resilience and fuel poverty. The strategy has a key principle that states that action taken must be proportionate, affordable and equitable. As a local authority it is important to recognise our wider role to society in delivering public services for the public good. Any actions taken on climate change must be in line with this and would therefore have to adhere to the principles of proportionality, affordability and be equitable. A key strand of implementing the Action Plan will be to fully assess the potential impacts of the actions and incorporate mitigation measures, as necessary at the action level. At this stage, no impacts have been identified.