Portsmouth City Council Climate Emergency Strategy

Foreword

In Portsmouth, we accept the evidence human activity is driving unprecedented changes in the global climate, and that we are facing a climate emergency.

We agree that action must be taken now to stop global temperatures rising to a point where the damage is irreversible and the consequences potentially catastrophic. As a coastal city which is home to many areas of importance in the natural world, Portsmouth's people, built and natural environment and economy are all vulnerable to many of the worst effects of extreme weather events and damage to biodiversity caused by climate change. We already have an indication of this in the impacts of extreme weather and coastal erosion on our waterfronts, and many millions of pounds will be spent over the coming years to protect our city against this.

We are just a small part of the global community - but we are resolute in our commitment to tackling this issue to ensure that we safeguard the city and the planet for the future and the generations that will come after us. We will take responsibility for reducing the climate impact of our great waterfront city, and will encourage everyone who lives, works, invests and visits here to support us in these actions.

We know we need to take action before it is too late - and this document sets out how Portsmouth City Council will respond to this emergency, and outlines our first steps in this urgent race against time.

However, we also know that there will be further opportunities that we could pursue, so we will be consulting widely on the content of this strategy and keeping it live and updated - it needs to continually evolve and provide a dynamic framework for us to work within rather than be a static document. We will provide a further report in mid-2020, following a critical appraisal by Local Partnerships early in the year, which will include a costed action plan supported through the 2020/21 budget.

Finally, we are encouraged by the actions that other partners in the city are also taking to reduce carbon input, and are committed to working through the citywide climate board to reach beyond our organisation and into the community.

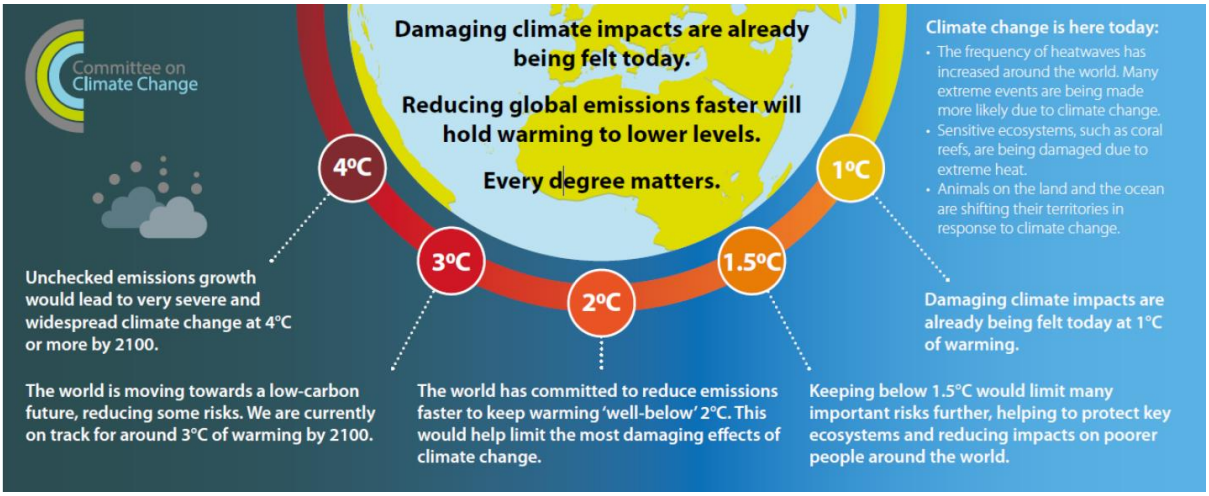
Cllr Gerald Vernon-Jackson, Leader of the Council

Cllr Dave Ashmore, Cabinet Member for Environment and Climate Change

1.0 Introduction - what is climate change?

In the 18th and 19th centuries, developments in science and technology led to an Industrial Revolution, which originated in Great Britain and spread across the world. Much of the new industry was powered by fossil fuels (coal in particular) and the burning of these released gases, such as carbon dioxide and nitrous oxide (which we now call greenhouse gases) into the Earth's atmosphere. This broad profile of fossil fuel usage continued with levels of carbon emissions increasing year or year. There is a scientific consensus that the continued increase in this pollution in the atmosphere has caused infrared heat from the Sun's rays to become trapped, leading the temperature of the Earth to gradually but inexorably rise over time.

The Intergovernmental Panel on Climate Change (IPCC) has warned that we now have 11 years to prevent global temperatures exceeding 1.5°C above pre-industrial levels; beyond this temperature the risk of coastal flooding, extreme heat and cold, intense rain and strong winds will increase significantly. This means that the levels of greenhouse gas emissions must be substantially reduced across the globe.



The global temperature is 1°C higher than it was in 1850, and the effects of climate change are already being felt. The MET Office has reported that the United Kingdom's ten hottest years on record have all happened since 2002, the mean sea level around the UK has risen by approximately 14cm since 1900 and days of extreme heat in South East England has risen from once every 1000 days to as often as once every 200 days[1,2,3]. Extreme weather events will continue to worsen as the Earth's temperature increases.

<u>Climate Change - the national policy context</u>

The Paris Climate Agreement proposes an international carbon reduction plan which aims to keep the global temperature below 2°C (although the international community is not on track to meet this long-term goal). The UK Climate Change Act 2008 set a statutory target for the UK to reduce greenhouse gas emissions by 80% from 1990 by 2050, but in May 2019, the UK Committee on Climate Change recommended that a more ambitious target should be set of net zero carbon emissions by 2050.

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[1] https://www.nature.com/articles/nclimate2617
[2] https://rmets.onlinelibrary.wiley.com/doi/pdf/10.1002/joc.6213
[3] (https://www.metoffice.gov.uk/about-us/press-office/news/weather-and-climate/2019/state-of-the-uk-climate-2018, n.d.).

Portsmouth's climate emergency

Portsmouth City Council had stated in 2018 a corporate priority to make our city cleaner, safer and greener. To strengthen this, in March 2019, Portsmouth City Council declared a local climate emergency; committing to reduce Portsmouth's Scope 1, 2 and 3 emissions to net zero by 2030. The full text of the Emergency declaration is at Appendix 1, but the declaration commits the council actions including a:

- pledge to achieve net zero carbon emissions in Portsmouth by 2030, considering, both production and consumption of emissions according to the Standard provided by the Greenhouse Gas (GHG) Protocol
- report back to the Council detailing how the Council will work with partners across the City and with central government to ensure that Portsmouth's net carbon emissions (Scope 1, Scope 2 and Scope 3 emissions as defined by the GHG Protocol) are reduced to zero by 2030.
- Regular annual report on Portsmouth GHG emissions, what is working and what is more challenging and progress towards achieving net zero-carbon emissions.
- 'Portsmouth Climate Change Board' to be established to underpin our efforts to decarbonise Portsmouth.

The "net zero" target is important - it takes into account that in the ten year timeframe, it is possible that the city will still be generating some CO_2e emissions, and accepts that the city will need to look at methods of offsetting or sequestering carbon alongside reduction.

Nonetheless, this is still a formidable challenge. The Tyndall Institute has forecasted that approximately 10 kilotonnes of CO_2e would need to be offset every year after the net zero target has been reached in 2030 - with a potential cost to the authority of between £18m and £36m a year. In terms of action, this would be equivalent to planting a million trees a year, for example.

Nonetheless, we are determined in our approach, and recognise that by making changes as soon as possible we can minimise the eventual financial, environmental and social costs of climate change. We remain ambitious about what we can achieve, with the support of our communities.

3.0 What have we already done?

Portsmouth City Council has done a lot of work in previous years which has contributed to reducing carbon emissions in the local authority and the city for many years. CO_2e emissions in Portsmouth have reduced by over 30% from 1280.2 kilotons in 2005 to 862.8 kilotons in 2016. We have achieved some significant things that have contributed to a reduction in carbon in recent years, for example:

Domestic energy schemes: multiple schemes have been launched to improve energy efficiency including the Local Energy Advice Partnership (LEAP), which offers home energy advice to residents and free energy efficiency measures for vulnerable residents; Warmer Homes; and the Emergency Boiler Replacement Scheme. Around £733,000 worth of external funding was delivered to vulnerable households within Portsmouth postcodes, implementing measures which will reduce energy bills and save 267 tonnes of CO_2e. The numbers of referrals are forecast to rise next year, with additional funding already secured. The scope of the schemes is also widening with an offer of free white goods being included in the fuel poverty schemes for the first time.

LED lighting in buildings: PCC has installed LED lighting in key buildings across the city - including the Civic Offices and Central Library, in order to reduce energy demand through highly efficient fittings. PCC has an ongoing programme to install low energy LED lighting in corporate buildings, libraries, offices and schools.

Heating systems: PCC has an ongoing programme of installing new heating systems to buildings, which as well as highly efficient conventional gas boilers, also includes heat pumps, combined heat and power and district heating. Where systems are not due to be replaced, greater control is added to the heating, including building energy management systems. Across its social housing portfolio, PCC installs highly efficient gas boilers to replace aging, less-efficient systems.

Insulation projects: PCC has insulated all of its applicable social housing with loft and cavity wall insulation; which has included around 2,000 properties in the last 5 years. In private homes, PCC has enabled 70 properties in the last 12 months to receive insulation measures through application of flexible eligibility under ECO 3. PCC also installs insulation into non-domestic buildings including community centres, schools and commercial buildings.

LED street lighting: In 2018 Portsmouth City Council began replacing 15,000 streetlights across the city with energy-efficient LED lighting. These improvements are set to be complete within the next year and will reduce energy use by approximately 40%. The LED lighting will also require less maintenance and can be adjusted remotely, this means that certain areas can have the lights dimmed to preserve energy.

Food waste trial: As approximately 40% of household waste consists of food waste a new food waste disposal trial has been rolled out across parts of the city. Instead of being sent to an incinerator the food waste will be used for anaerobic digestion; the biogas produced can then be used as a fuel source and a nutrient-rich fertiliser, which is an important method for sequestering carbon.

Electric vehicle charging : Over the past year PCC has installed 36 EV charging points in residential streets around the city, through the 'On-street Residential Chargepoint Scheme'. This scheme uses the existing streetlights to provide electricity for vehicles in a reserved on-street parking space. There is continuing demand for residential charge points in the city, therefore the council has submitted a bid to the Office of Low Emission Vehicles to install approximately 75 additional EV charging points in the city.

Cleaner buses: As part of the work to improve air quality PCC was awarded £1.5 million from the government to upgrade 105 of the city's buses to the Euro VI emission standard. The more efficient engines not only improve air quality but will also reduce carbon emissions.

Active travel: a range of schemes to reduce the number of private vehicles on the road (and in turn reduce greenhouse gas emissions) including "Bike doctor" bike service and repair clinics, Bikeability training for children to encourage safe cycling as a means of transport to and from school, quieter cycle routes, and the Pompey Monster Walk to School Challenge.

Portsmouth International Port: Portsmouth International Port is aiming to become the first zero-emission operations port in the UK. Several initiatives have already been launched, such as the Trafalgar Gate Link Road to reduce traffic distance travelled; replacing all floodlights with LED floodlights (which reduced energy usage by 65%) and installing a sea water heat transfer pump to provide both heating and cooling for the new terminal building.

4.0 What we're going to do next - our guiding principles

Friends of the Earth have published a guide to actions local authorities can take on climate change. We have audited progress of the authority against these, and note that many of the opportunities have already been taken (more detail in Appendix 2).

However, estimates from the Carbon Trust suggest that our downward trajectory of emissions will start to plateau by 2025. This is largely because a significant proportion of reductions have arisen from grid carbon savings, which we have limited ability to influence. It is therefore clear that a business as usual approach to the issue - seeking incremental improvement as a side-benefit of other schemes - will not be sufficient. To reach the net zero carbon emission target, action will need to go much further than outlined in previous strategies.

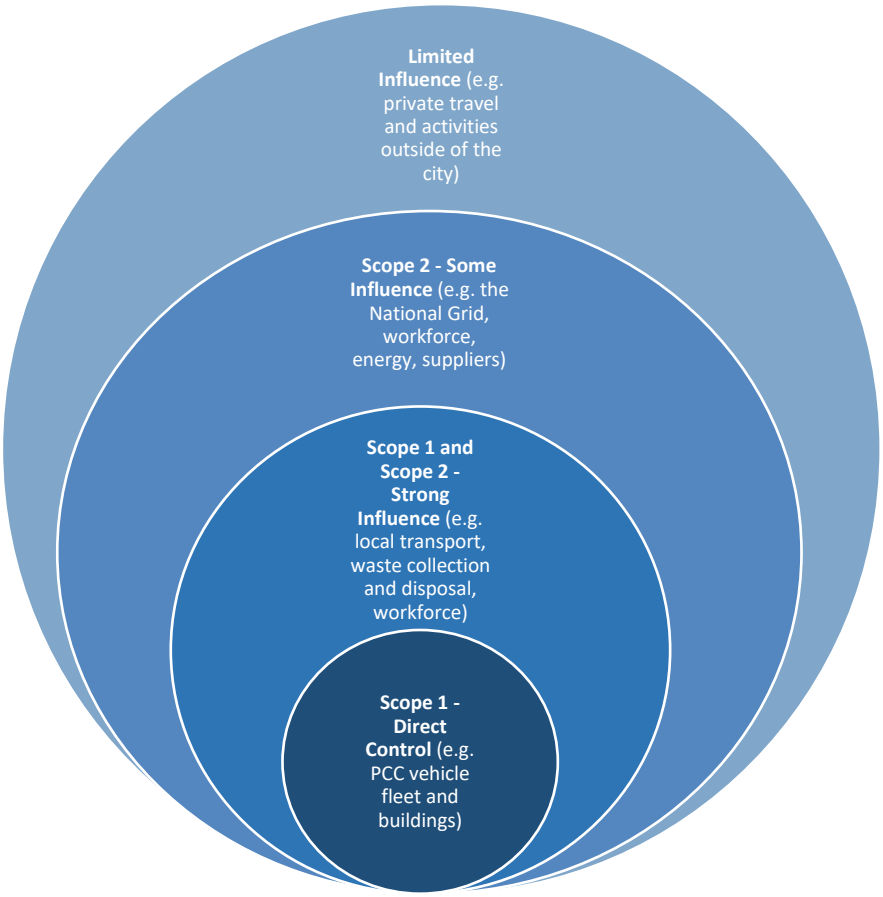
In order to guide our approach to carbon reduction in Portsmouth City Council, we have adopted some three underlying principles:

- **The climate emergency requires clear and decisive leadership, but also needs to recognise the importance of wider citizen buy-in and engagement**
- **The authority will take a proportionate approach, focusing on the areas where we can have the most impact on emissions, but also on hearts and minds**
- **All decisions taken by the local authority will need to take into account the potential climate impact**

Understanding which activities are responsible for emissions, and what ability we have to change these, requires a framework for categorising and capturing these. Emissions are often categorised by a system of scopes. In relation to the wider city, these scopes would look at:

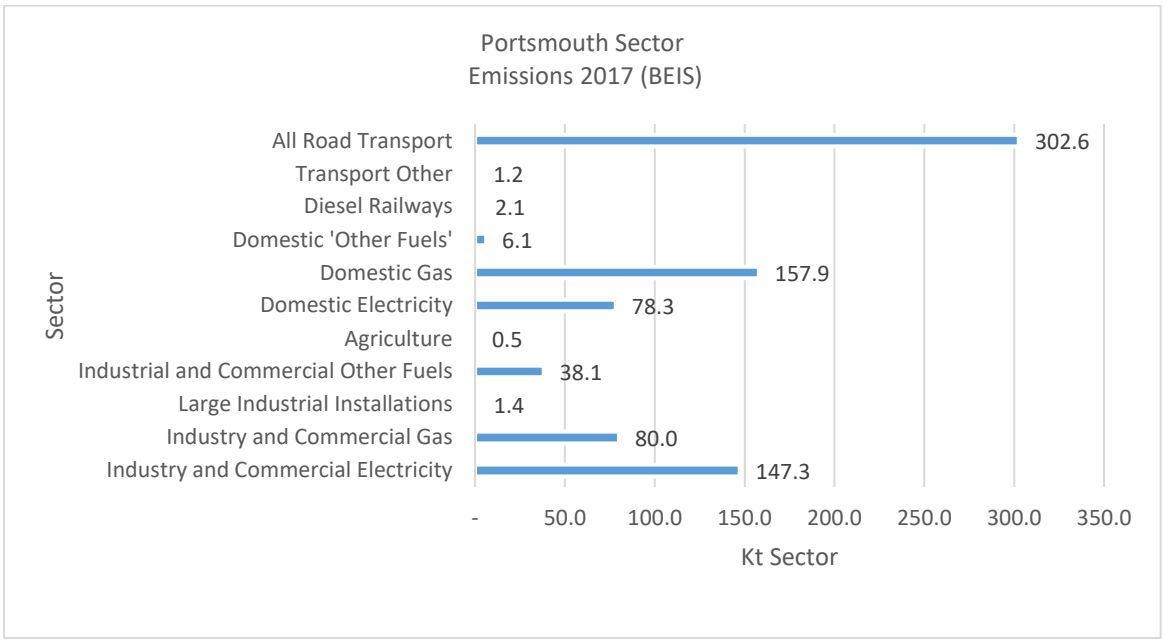
- Scope 1: Greenhouse Gas (GHG) emissions directly produced by the organisation
- Scope 2: GHG emissions occurring as a consequence of the organisation's use of grid-supplied electricity, heat, steam and/or cooling
- Scope 3: All other city GHG emissions that occur as a result of the organisation's activities.

This framework helps us to think about the wider sphere of influence for the organisation and our wider responsibilities and opportunities. As a local authority, the council has the ability to influence behaviour and actions outside of its owned or controlled assets, and this creates opportunities to make a change, as well as challenges in tackling factors outside of our direct control.



5.0 Where do Portsmouth's emissions come from?

Analysis from BEIS sets out the sectors which provide the greatest emissions to the city:



This is helpful in setting priorities for action in the authority. For example, one of the most notable sectors with opportunities for improvement is transport. Around a third of the city's CO_2e emissions are attributed to road transport. Portsmouth is a small city, which is densely populated, flat and has a temperate climate. There is a real opportunity for Portsmouth to prioritise walking and cycling. Considering the favourable geography, rates of cycling and walking are low, especially relative to similarly sized cities. Portsmouth is regularly ranked as one of the most dangerous places to cycle in the UK and pavements are often narrow, cluttered and obstructed by motorised vehicles. Although some additional cycle lanes have been marked, to significantly reduce carbon emissions the city's streets will need to be updated with progressive infrastructure to provide more choice to residents on how, when and where they will travel. Interventions to promote active and public transport modes reduce the reliance on the private car, reduce the environmental impact of transport, and have an essential role to play both in improving air quality and reducing carbon emissions in the city.

There are an array of other actions which can be taken to improve the environment of the city. These actions range from the planting of trees, reduction in the use of plastics and the use of alternative bio-fuels. However these actions, while correlated to climate change and the environment, are not always intrinsically linked with immediate carbon reduction.

It is important to recognise that there are specific actions which will reduce carbon emissions, and other actions which will enrich the environment, but will not make a large impact on our commitment to reducing carbon emissions. For example, planting trees will result in a net reduction in CO_2e, however, this reduction will be gradual. The nature of the climate emergency means that we will need to be specific and focused on our commitment to carbon reduction.

6.0 Our climate priorities for action

Portsmouth City Council currently contributes approximately 2.38% (22.48 Kt CO_2e) to the city's carbon emissions, as of the last monitoring report in 2015[4]. We are committed to improving this, and to address the impact of the council and its activities, we have identified some key priority areas:

- Operational resources (property, fleet and supplies)
- Energy
- Transport
- Waste
- Environmental improvements (including greening)

Priority One - Property

Although many of the PCC-owned buildings are ageing, efficiency improvements are constantly being considered and implemented; these efficiency improvements help to reduce energy usage and waste.

Space utilisation: Specialists have been commissioned to undertake an extensive study early 2020 to assess how space can be better utilised in the council's civic offices. This initiative will analyse desk usage and look at improving the utilisation of space within the building. With over 2500 registered staff members even small efficiency improvements will help to make significant carbon reductions. Importantly, by reducing the amount of office space required the building will expend less energy on heating, cooling and electricity.

[4] PCC Carbon Management Programme Monitoring Process 2015

Occupancy sensors: The use of occupancy sensors ensures that energy and electricity is not expended on empty rooms and areas of the building. To further utilise space within the civic building occupancy sensors will expanded to measure the occupancy of meeting rooms. While meeting rooms are frequently reserved, recurring meetings are often cancelled and the meeting room is left empty. By increasing the availability of meeting rooms less space will need to be dedicated to separate rooms, and consequently less energy will be wasted.

Allocating space and air flow: Further to improving the efficiency of meetings, how meetings take place will also be assessed. This will mean that meeting 'areas' can be provided as opposed to a fully enclosed room. By opening up the space, and reducing barriers to air flow, the heating and cooling of the building can made more efficient.

Digital post solution: As an organisation the council is responsible for communicating a vast amount of information to different sectors of society. The council needs to be able to do so efficiently and in ways that suit residents. A digital post system will enable the council to communicate and send information quickly and effectively using digital channels when appropriate and send postal information more efficiently. Potential benefits include reductions in paper letters sent and fewer despatch journeys to collect and deliver post.

Waste and recycling: PCC will be holding an audit on waste and recycling in PCC-owned buildings in early 2020. This work will look at offering the collection of food waste in the PCC civic offices. While the materials that can be recycled has been expanded at the civic offices, more information and coordination is planned to ensure that all staff members understand the process.

Portsmouth International Port: In line with the commitment to become the first zero-emission operations port in the UK, a range of improvements are being planned and considered. To assist in this target the Port will produce a Port Air Quality Strategy and Port Air Quality Management Plan to reduce the impact of its operation on the public. Furthermore, the Port is an active member of the Ports Energy and Carbon Savings Project. The project is made up of European ports and institutions with an aim to test and implement different technologies and methods in the field of renewable energy. This research and development continues to drive change and plans for energy reduction in the Port.

To improve air quality and reduce emissions the Port shuttle buses are aiming to become Euro 6 compliant or transitioned to zero emission vehicles. In the longer term all Light Goods vehicles, used by the Port and Portico, are planned to become electric. A green wall, and additional plant barriers, are being considered for placement around the port and port buildings. These measures will help to absorb carbon emissions and improve air quality. Remote real-time air pollutant sensors are planned for installation across the port so that improvements can be monitored and assessed to ensure progress is being made.

Procurement and supply chain: PCC will continue to challenge whether sustainability considerations have been taken into account on a proportionate and relevant basis looking at the nature of the contract in hand and the specific opportunities/risks that could arise. Action has already been taken via the Procurement Gateway Process which applies to all contracts with a total value of over £100k, and we will seek to develop and incorporate new must do requirements to require carbon reduction in Portsmouth into all contracts and partnership agreements so that all organisations that work with the city council have to demonstrate how they are contributing to the city's carbon reduction. We will also consider the feasibility of introducing a carbon reduction kitemark.

Priority Two - Energy

Housing: The Energy and Water Strategy is currently being developed and will aim to ensure all homes in Portsmouth are as energy and water efficient as possible. As part of this strategy a new energy saving advice website has been launched. Switched On Portsmouth provides residents with free energy saving advice including free cavity wall and loft insulation for eligible residents. While the strategy looks to provide assistance to households struggling to pay their energy bills, this will also lead to a reduction in carbon emissions.

Community energy: Community energy: We will consider how we can support positive choices around energy purchase, generation and consumption in the wider community, for example, around energy generation co-operatives. Detailed options will be brought forward later in the year.

Energy generation: Installation of additional solar PV is planned at the Port and also on the Portico premises within the Port. This will generate more electricity to support the energy needs of the Ports daily operations. A small wind turbine generation field on the Port area has also been considered; however this is subject to planning permission and unlikely to be achieved in the near future.

Priority Three - Transport

Through policy instruments like the Local Plan, Economic Development Strategy and the Local Transport Plan PCC can drive major reductions in the carbon emissions within the city. This can be achieved by prioritising sustainable transport, encouraging the development of efficient buildings and promoting green growth. Our current plans include:

PCC transport fleet: PCC is working on transitioning its own fleet to electric vehicles; however this will require a great deal of consideration and investment. As part of this process the logistics of EV charging is being considered. Although the city-wide EV infrastructure is being developed more charging points will need to be installed on council owned-properties. The cost of purchasing/leasing and maintaining the electric vehicles is being assessed to ensure the fleet remains efficient and reliable.

Charging Clean Air Zone: In October 2018 PCC were identified as one of 33 'third wave' Local Authorities issued with a ministerial direction requiring us to make improvements to air quality in the shortest possible time. Evidence studies undertaken demonstrate that non-charging measures are unlikely to deliver the level of reduction in air pollution required to achieve compliance with legal limits for nitrogen dioxide. Therefore, the council are proposing to implement a Class B Charging Clean Air Zone (CAZ) that would result in non-compliant vehicles being charged a daily fee for driving within the zone. The CAZ will cover an area to the southwest of Portsea Island and non-compliant vehicles are buses, coaches, taxi, private hire vehicles and heavy goods vehicles older than euro 6 diesel or older than euro 4 diesel. It is anticipated that the CAZ will be operation from mid-2021.

Whilst the primary purpose of the charging is to deliver improvements in air quality, it is likely to deliver the co-benefit of reducing carbon emissions in the city as the daily charge will encourage vehicles to be replaced with cleaner types and may lead to a reduction in total vehicles trips made within the zone.

Improve sustainable transport options: The South East Hampshire Rapid Transit (SEHRT) system, proposed through the Transforming Cities Fund, seeks to deliver a high-quality multimodal travel system which will connect communities, spread prosperity and drive up productivity in the city and wider area. The SEHRT proposes to deliver the following:

- A rapid transit network and a revised local bus network, targeting key commuting corridors;

- Complementary and enabling junction and corridor infrastructure schemes;
- Excellent “First / Last Mile” access to/from rapid transit stops by walking and cycling;
- Enhanced interchange schemes to optimise connectivity;
- Enhanced customer experience to encourage use, and
- Complementary policy measures to help drive mode shift.

Through this work, we will update the integrated transport strategy for the city, to support more active travel and fewer car journeys in and around the city.

Invest in active travel infrastructure: Portsmouth's Local Cycling and Walking Infrastructure Plan (LCWIP) is currently being developed. This will provide a strategic approach to identifying walking and cycling improvements required at the local level. The LCWIP will provide:

- Network plans for walking and cycling which identify preferred routes and core zones for further development.
- A prioritised programme of infrastructure improvements for future investment.

Review the parking strategy for the city: We will, as part of developing a coherent approach to transport in the city, review the Parking Strategy, to include consideration of parking charges, parking availability (including off-street parking) and the disincentivisation of commuting by car.

Require the use of low emission buses: Electric or low emission technology is not yet considered reliable enough for the wider public transport network, which hampers private investment, and there is not currently a sufficient EV charging network in the city to support electric buses. A bid into the Clean Air Fund has been submitted to request funding to retrofit the remaining buses and some of the most polluting coaches and minibuses that regularly operate in the city.

Priority Four - Waste

Waste: Where possible PCC is expanding schemes to increase recycling and reduce waste across the city. The condensed nature of the city makes curb-side recycling collections logistically problematic. Therefore community based recycling points are being improved and developed across the city, this includes the replacement of 50 recycling containers which will be deployed across the city in 2020.

The expansion of the food waste trial is also being reviewed, although any expansion will be subject to national and local capacity to process food waste. As part of this project PCC is looking at how food waste can be used for anaerobic digestion in the local area.

Priority Five - Environmental improvement

Planning: The Council is currently in the process of developing a new Local Plan for the city. The Local Plan will set the planning policies for new development in Portsmouth going forwards addressing various topics including housing, employment, the natural environment and transport. It will also be an important means of ensuring that new development addresses the challenge of climate change. With regard to securing emissions reductions and mitigating climate change, policies are being formulated that aim to bring about substantial reductions in carbon emissions in new development, equally policies are being developed to help adapt to climate change and reduce climate risk in new development.

Future rounds of consultation in 2020 will provide the opportunity to comment on the emerging document as it progresses towards submission and adoption. This will include opportunities to comment on draft policies and the Council will welcome feedback in order to help shape and strengthen that document. Details on the Local Plan timeline can be found on the website.

Greening: The council is committed to greening the city to support carbon reduction and other objectives such as air quality and broad environmental improvement, including supporting bio-diversity and helping the city adapt to climate change. So we will bring forward a resourced strategy that starts to move towards this in early 2020.

7.0 Further opportunities and ambitions

Across the breadth of the council's activities, opportunities that will be considered in the coming months, and reflected in the next strategy refresh are:

- Transition of own fleet to electric vehicles - this will require significantly more EV infrastructure
- Encouraging service providers to decarbonise their vehicles, through regulation and incentivisation
- Consider changes to the bus service in the city
- Further retro-fitting of council-owned properties with high levels of insulation - this would require significant investment
- Expand PV installation
- Drive more efficient housing being built through planning policy
- Increase the frequency and reach of the park and ride service - a consultation on options will begin soon.
- Subsidise renewable energy projects
- Provide funding and support to local residents to encourage renewable energy installation.
- Implement a trusted installer framework to prioritise service providers that have made progress in decarbonising their business actions.
- Require deliveries to made by electric vehicles
- Fossil fuel divestment - the council has limited control over the pensions fund due to the multi-agency ownership. PCC can influence the operators of the fund through coordinated pressure with other councils and organisations which contribute to the pension fund.

PCC has a great deal of influence over the entire cities emissions, however it cannot force change on all businesses and groups in the city. The council will need to use its position to influence behaviour and priorities. As an authoritative voice the messaging of the council can lead to real changes. The council is well placed to provide a platform for support and guidance for residents, businesses and groups in the city looking to reduce their emissions and address the climate emergency.

We know that success will be incumbent on wider behaviour changes. Sustained reductions in carbon will only be achieved if there is fundamental change in many habits that have been adopted over many years. Behaviours are influenced by lots of factors - culture and upbringing, attitudes, education and awareness, personal motivation and peer pressure are all examples of why people do certain things in certain ways.

There are many external and hard to measure activities which the council will have limited influence over. These are generally considered to be Scope 3 activities; these can include aviation use by residents, purchasing of goods manufactured outside of the city and the disposal of waste outside of the city. Reduction in these emissions will largely be achieved through communication with

residents; e.g., to buy locally sourced low carbon products or adopt carbon-positive behaviours. This is an area where we will seek to activate residents through the citywide Climate Change Board.

This multi-agency board will take responsibility for developing a citywide response to the climate emergency, and is chaired independently of the local authority by a representative from the University of Portsmouth. The Board, with support from all agencies involved, will lead for the city on issues such as community engagement and lobbying government. This is an exciting development and will ensure that there is energy and momentum behind the climate efforts in the city. The Terms of Reference for the Board are attached as Appendix 3.

The Board is a hugely important means by which we can ensure that all parts of the community - residents, businesses, children and young people for example - can have a voice and influence what is happening in the city. Over the coming months, the authority will be working, as an integral member of the Board, to bring forward a wider strategy for engaging across the city and a programme of events, including a dedicated Children's Week of Climate Action in the Summer term.

The city Climate Change Board will also present progress to the Cabinet Member on an annual basis.

8.0 Next steps

Alongside the steps outlined already, we will also undertake the following actions in support of our strategic aim to reach net zero carbon by 2030:

Conduct a full carbon audit of PCC: The council will need to conduct a full carbon audit of its all of its assets, operations, processes and suppliers. While high level data is available it will be more useful if data was provided by each directorate. To assist in this an audit process will be developed through a standardised framework. The framework will be completed by March 2020 and will inform the refreshed carbon plan to be published in mid-2020. The PCC audit will also link to citywide work commissioned through the Climate Action Board.

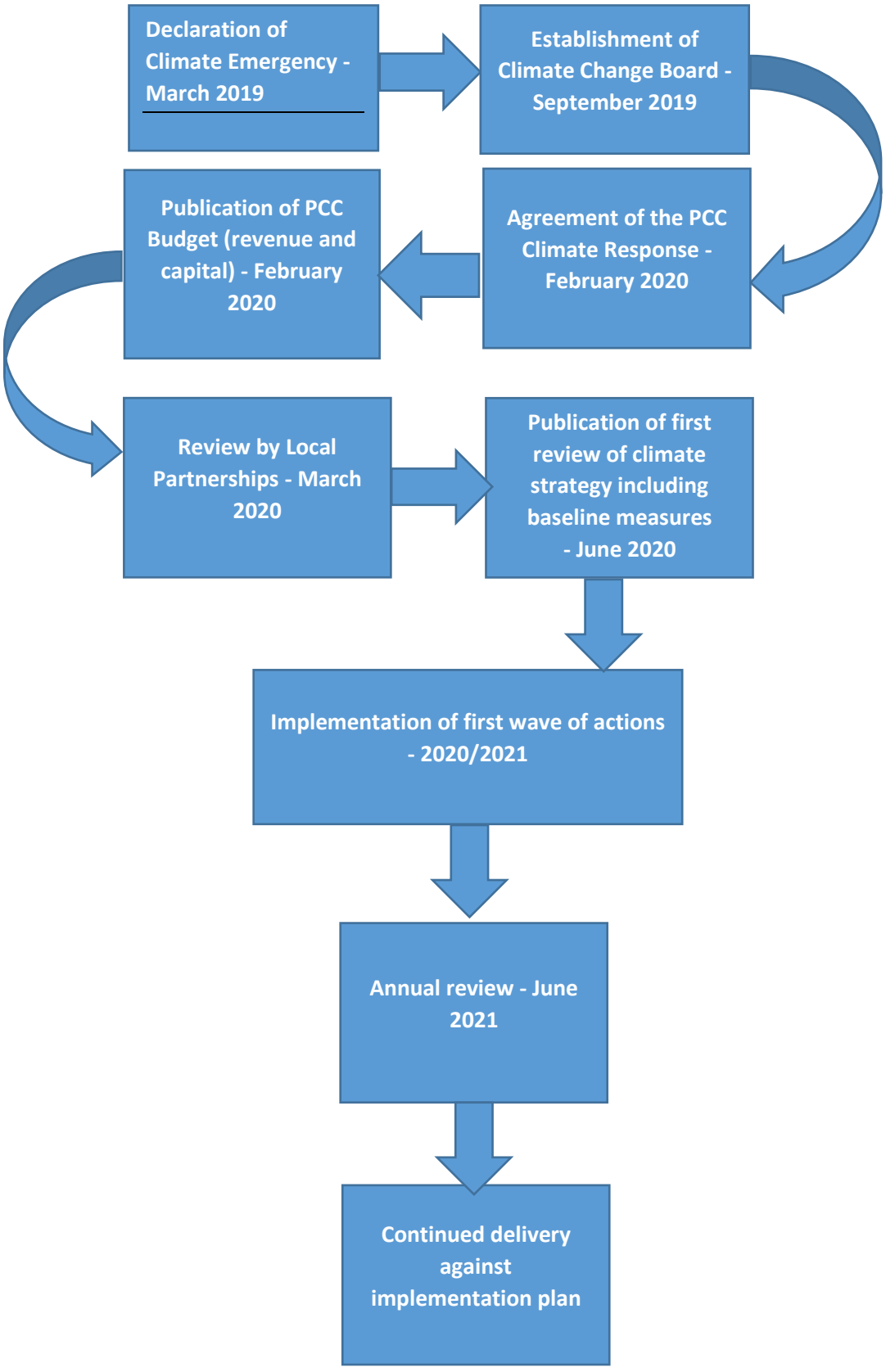
Fully assess PCC's proposed actions and prioritise according to impact: While the GHG Protocol Scoping system is very helpful in measuring emissions it will be prudent prioritise actions that are controllable and will have the highest impact. PCC will be assisted in this work by Local Partnerships early in 2020.

Establish a PCC climate emergency working group and system of Carbon Champions: The far-reaching action and changes required will need to cross-directorate communication and support. To further coordinate PCC's strategy a working group will be established to share information and procedures to enact carbon emission reductions. This will meet in February 2020.

Ensure all of the council's decisions consider climate change and carbon emissions : If progress is to be made all decisions will need to reduce or at least not increase carbon emissions in the city. This process is being considered through the integrated impact assessment and can be further developed through a carbon budgeting system. The new assessment process will roll-out in early 2020 and be reviewed to take account of learning from early assessments in April 2020.

Develop a rigorous marketing and behaviour change plan: While PCC can drive change through procedure and policies, city-wide behaviour change will also need to follow. Creating a cultural and behavioural shift will be a difficult and important task. Therefore a measurable and targeted behavioural change action plan will need to be enacted and followed.

Our steps to net zero carbon by 2030:



9.0 Governance and resources

While Scope 1 and 2 emissions data has been recorded on the council's estate and operations, there has not been a rigorous carbon emission report since 2015. This will be introduced again for 2019/20 as part of the council's commitment to tackling climate change, and will form our baseline for future years.

It will be important to fully audit and report on all emissions for all directorates. This will determine the council's greatest emitters and which directorates can make more changes to reduce emissions. From this starting point future decisions can be balanced against current emission levels and how they will impact this level.

It will also be important to fully understand the financial cost incurred to reach net zero by 2030. The Council will need to budget for specific actions to reduce carbon emissions, as an objective in its own right. The council will need to consider how each decision will either contribute to, or deduct from, the city's limited carbon budget.

Progress against the climate change strategy will be reported on a quarterly basis to the Cabinet member for Environment and Climate Change, with an annual carbon report presented to Cabinet.

In order to progress this strategy, the administration have granted £40,000 for a year to support a post to develop the strategy and reporting frameworks and support to the developing Climate Change Board. There is also a small budget available for awareness raising action.

10.0 Adaptation

Portsmouth is particularly exposed to flooding, storms, rainfall and rises in sea level. We live on a small and exposed island; the city is severely limited in its ability to abandon and relocate areas at risk to flooding. The city is not only threatened by rising sea levels but also surface water flooding from increased rain fall. Carbon induced climate change is directly linked to the increased threat of flooding in the city. The changes in the climate are already having an impact now and, unless carbon emissions are significantly reduced, the threat of flooding will continue to increase in the future.

The flood defences being built around Portsea Island will go a long way in defending the city against flooding. However, it is worth noting these flood defences are only going to be effective if long-term global CO_2e emissions do not continue to increase. It is therefore of particular interest for the city to do everything possible to ensure that the global temperature does not exceed 2°C.

As the effects of climate change are already being felt, and are likely to intensify in the future, the council will need to ensure that the city adapts to a changing climate. These measures can include increasing tree coverage to provide shade and defence against flooding. However, while action can be taken to prepare for immediate threats the interconnected and chaotic nature of the climate means that there will be various unknowable risks in the future. Future risks will need to be constantly re-evaluated based on the latest science to ensure that the city is fully prepared.

Significant steps towards adaptation underway include:

<u>Southsea Coastal Scheme</u>

The Southsea Coastal Scheme is responsible for delivering new flood defences along 4.5km of seafront, from Old Portsmouth to Eastney. Their aim is to create new defences that embrace everything we all love about the seafront, whilst reducing the risk of flooding to over 8000 homes and 700 businesses in Southsea for the next century.

North Portsea Island Scheme

The North Portsea Island Scheme covers 8.4km of coastline from Tipner through to Milton. Most of the area is low-lying and many of the current coastal defences are approaching the end of their effective lives. The new scheme is designed increase the standard of protection against flooding reducing the risk of coastal flooding to one of the highest in the country, helping to protect 4200 properties and 500 businesses in the area.

Eastern Solent Coastal Partnership

The Eastern Solent Coastal Partnership seeks to reduce the risk of coastal flooding and erosion to people, the developed and natural environment by encouraging the provision of technically, environmentally and economically sustainable coastal defence and protection measures.

Surface Water Management Plan

The Surface Water Management Plan details surface water flooding issues on a local level, primarily concerning the health, safety and wellbeing of Portsmouth residents and businesses. The Surface Water Management Plan has allowed the council to identify and prioritise the areas at greatest risk.

HOW EVERYTHING FITS TOGETHER

Make Portsmouth a place that is fairer for everyone: a city where the council works together with thriving communities to put people at the heart of everything we do.

Make Our City Cleaner, Safer and Greener

Improving air quality by tackling congestion and parking issues, and by encouraging more people to walk, cycle and use public transport, including park and ride.

Working to increase recycling and cut plastic waste.

Encouraging road safety across Portsmouth.

Keeping weekly rubbish and fortnightly recycling collections.

Engaging with communities and the Environment Agency so the Eastern Solent Coastal Partnership can build new sea defences, protecting the city from flooding.

Encouraging people to keep Portsmouth clean, and taking action where necessary to tackle problems like litter and dog fouling.

Making sure public spaces are greener, more sustainable, and well-maintained.

Strategies

Climate Emergency

- Local Transport Plan
- Energy and Water at Home
- Air Quality Local Plan
- South East Hampshire Rapid Transit
- Cough Cough Engine Off
- Citizens' Assembly
- Local Plan
- Local Cycling and Walking Infrastructure Plan
- Carbon Reduction Strategy
- Integrated Impact Assessment
- Southsea Coastal Scheme
- Portsmouth Port Carbon Neutral

Appendix 1: Notice of Motion (extract from Council minutes)

Proposal to Declare a Climate Emergency in Portsmouth

It was agreed that this would be debated today.

It was
proposed by Councillor Judith Smyth
seconded by Councillor Thomas Coles

That Notice of Motion a) as set out on the agenda be adopted.

Following debate, upon being put to the vote notice of motion a) as set out on the agenda was adopted.

RESOLVED that the following notice of motion be adopted.

"We are in the middle of a climate emergency which poses a threat to our health, our planet and our children's and grandchildren's future. (Sadiq Khan London Mayor)

The UK exceeded the scientifically agreed safe level of CO2 in the atmosphere (350ppm) sometime in the late 1990s. Since then we have been gambling with the lives of future generations and other species. Today we have reached the point where, even if we stopped all production of fossil fuelled cars, buses, trains, ships and planes and built no more gas or coal power stations, we would still only have a 64% chance of keeping below the 1.5°C target agreed in Paris in 2015. [5] [6] [7] [8]

In Portsmouth we have very high levels of air pollution on some streets where people live, cycle and walk exposing people to dangerous chemicals. Children are particularly vulnerable. We have also had several breaches to sea defences and are vulnerable to flooding.

48 UK local authorities have declared a climate emergency including Cornwall, the Forest of Dean, Bristol, Lambeth, Nottingham, Lancaster, Brighton and Hove, and Milton Keynes [9]. 72 cities around

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[5] Hansen J, Sato M, Kharecha P, Beerling D, Berner R, *et al*. (2008) *Target Atmospheric CO2: Where Should Humanity Aim?* The Open Atmospheric Science Journal 2: 217–231.

[6] Hansen J, Kharecha P, Sato M, Masson-Delmotte V, Ackerman F, Beerling DJ, *et al*. (2013) *Assessing "Dangerous Climate Change": Required Reduction of Carbon Emissions to Protect Young People, Future Generations and Nature*. PLoS ONE 8(12): e81648.

[7] IPCC, (2018) *Global Warming of 1.5°C. An IPCC Special Report on the impacts of global warming of 1.5°C above pre-industrial levels and related global greenhouse gas emission pathways, in the context of strengthening the global response to the threat of climate change, sustainable development, and efforts to eradicate poverty* [Masson-Delmotte, V., P. Zhai, H.-O. Pörtner, D. Roberts, J. Skea, P.R. Shukla, A. Pirani, Moufouma-Okia, C. Péan, R. Pidcock, S. Connors, J.B.R. Matthews, Y. Chen, X. Zhou, M.I. Gomis, E. Lonnoy, Maycock, M. Tignor, and T. Waterfield (eds.)]. *World Meteorological Organization, Geneva, Switzerland, 32 pp.*

[8] Campaign against Climate Change. (2019). *Councils declaring climate emergency: new hope for climate action?*, from https://www.campaigncc.org/councils_climate_emergency

[9] C40 Cities. (2019). *Deadline 2020*., from https://www.c40.org/other/deadline-2020

the world have also declared a climate emergency committing resources to address this emergency [10].

A climate emergency declared by a local authority can be a powerful catalyst for community wide action when paired with a clear action plan. There is no time to waste if we are to avoid the consequences of a rise in global warming above 1.5°C.

We propose that Portsmouth City council asks the Cabinet to Declare a Climate emergency to give a compelling lead to citizens, businesses and other partners of the urgency to reduce our carbon footprint to zero by 2030.

Portsmouth City council has started this journey. CO_2 emissions in Portsmouth have reduced from 1243.5 kilotons in 2005 to 817.9 kilotons in 2016 and the City council has recognised that to avoid the worst impacts of climate change further reductions are needed. [11] [12] Several separate initiatives are underway. For example, electric car charging points, tree planting, investment in the new plastics recycling plant required to recycle more plastics jointly with Hampshire and Southampton by constructing a new Integra plant and the 'cough, cough' campaign together with reduction of carbon footprint of council premises and services.

However, this is somewhat disjointed and too slow. What is needed is action. Working with local business and other partners we need to develop and agree an ambitious city-wide strategy and clear action plans leading to rapid action which is openly monitored, well led and well governed. We need to enthuse and involve citizens, including young people, in generating ideas and support for green policies, plans and action. We can lead the way as a Green City.

Portsmouth City council will ask the Cabinet to:

1. Declare a 'Climate Emergency' then ask partners to sign up including local business, schools and community groups.

2. Pledge to achieve net zero carbon emissions in the Portsmouth by 2030, considering, both production and consumption of emissions according to the Standard provided by the Greenhouse Gas (GHG) Protocol [6].

3. Require the Leader of the Council to report back to the Council within six months with an action plan, detailing how the Council will work with partners across the City and with central government to ensure that Portsmouth's net carbon emissions (Scope 1, Scope 2 and Scope 3 emissions as defined by the GHG Protocol) are reduced to zero by 2030.

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[10] Greenhouse Gas Protocol. (2019). *GHG Protocol Corporate Accounting and Reporting Standard.* [Bhatia, P., Cummis, C., Brown, A., Rich, D., Drauker, L., Lahd, H.] *Greenhouse Gas Protocol, Washington, USA.*

[11] Department for Business, Energy and Industrial Strategy. (2018) *Local Authority Carbon Dioxide Emissions Estimates 2016*. London: Department for Business, Energy and Industrial Strategy.

[12] Portsmouth City Council. (2019). *Climate change - Portsmouth's priorities*., from https://www.portsmouth.gov.uk/ext/environment/green-living/climate-change---portsmouths-priorities

4. Provide an annual report on Portsmouth GHG emissions, what is working and what is more challenging and progress towards achieving net zero-carbon emissions.

5. Require the Chief Executive to establish a 'Portsmouth Climate Change Board' before the end of July 2019, equivalent to that of Manchester, to underpin our efforts to decarbonise Portsmouth.

6. Write to the government requesting (a) additional powers and funding to make the 2030 target possible and (b) that ministers work with local government and other governments to ensure that the UK maximizes carbon reduction by 2030 in line with the overriding need to limit global warming to a maximum of 1.5°C.

7. Develop and implement a community engagement plan to i) fully inform residents about the need for urgent action on climate change ii) offer a vision of a healthier, more child friendly and greener city that is a model of best practice iii) mobilise residents in the delivery of the action plan"

Appendix 2 - Friends of the Earth audit

✓ - Complete

✓ **Introduce differential charge for parking permits**
The first parking permit for a household will be free if the vehicle is powered solely by electricity and that the charge for a first permit is reduced by 50% to £15 if the vehicle emits less than 100g of CO2 per Km provided (a) it is not powered by a diesel internal combustion engine and (b) that it was registered after 1 March 2001.

✓ **Integrate the need to reduce car use into the local plan**
This is being addressed in the draft for the upcoming local plan and the strategic developments team are looking at car free development for Tipner and Somerstown.

✓ **Put in place EV charging**
Over the past year PCC has installed 36 EV charging points in residential streets around the city, through the 'On-street Residential Chargepoint Scheme'. This scheme uses the existing streetlights to provide electricity for vehicles in a reserved on-street parking space. There is continuing demand for residential charge points in the city, therefore the council has submitted a bid to the Office of Low Emission Vehicles to install approximately 75 additional EV charging points in the city.

✓ **Use powers to require higher standards than current national standards for new builds.**
This will be addressed in the next Local Plan.

✓ **Help energy companies target fuel poor or vulnerable households with energy efficiency measures**
This is being addressed in the Energy and Water Strategy; but this will be difficult to implement in the private sector.

✓ **Retrofit council owned properties to EPC C or higher**
This is being addressed and implemented by the energy team.

✓ **Identify areas suitable for renewable energy in the local plan -**
We have limited areas, but renewable energy is being addressed in the local plan.

✓ **Require renewable energy such as solar thermal, PV or heat pumps**
The current PCC housing stock is being retrofitted and upgraded to meet these standards where possible.

✓ **Switch street lighting to well-designed and well-directed LED lights**
This has been implemented across the city.

✓ **Reduce energy use in own estate and add renewable energy**

✓ **Commit to opposing fracking and other fossil fuel extraction**

✓ **Develop district heating**
This is being used on parts of the island although it will be difficult to use on the whole of the city.

✓ **Buy green energy**
This is being looked into by the Energy Team, the additional cost is approximately £250,000.

✓ - In Progress or under active consideration

✓ **Stop promoting measures that increase greenhouse gases (for example, increasing road capacity)**
The South East Hampshire Rapid Transit (SEHRT) system, proposed through the Transforming Cities Fund, seeks to deliver a high-quality multimodal travel system which will connect communities, spread prosperity and improve productivity in the city and wider area. Progress is being made in creating safe segregated cycle lanes, however more will need to be done to modernise the city's infrastructure.

✓ **Introduce workplace parking charges and/or ultra-low emission zones and/or a congestion charging area**
While a charging clean air zone has been considered as part of the Air Quality Local Plan these have not been fully considered against the councils commitments to reducing carbon emissions. A charging clean air zone would not only reduce emissions but also raise funding for non-motorised vehicle travel including cycling, buses and widening pavements.

A work place parking levy has been considered as part of the Air Quality Local Plan work, however this would not be deliverable in the timescales required by the Ministerial Direction. There is still scope to pursue this policy to reduce carbon emissions in the city.

✓ **Require all taxis to be EVs through licensing**
We do not currently have the EV charging infrastructure to support a completely electric taxi fleet (both in terms of overall number of charging points and the current lack of rapid chargers in the city).

PCC is working on a proposal that looks at increasing the taxi licensing requirements over time. This would mean that requirements are gradually increased each year.

✓ **Support the development of car sharing**
We are looking to secure money from Defra to establish a car club in the city and our consultants Atkins are currently undertaking an assessment of suitable locations for car club vehicles in the city.

✓ **Ensure rapid transition of own fleet electric vehicles**
This is currently being worked on but will require additional EV infrastructure from Transport. Considering the upfront cost for electric vehicles this transition will require additional funding.

✓ **Invest in active travel infrastructure and quality public transport**
Portsmouth's Local Cycling and Walking Infrastructure Plan (LCWIP) is currently being developed. This will provide a strategic approach to identifying walking and cycling improvements required at the local level.

✓ **Enforce minimum energy efficiency standards in private rented sector**
This issue is being considered; however more funding will be needed to ensure that higher EPC standards are enforced.

✓ **Enforce building standards**
To progress this more fully will require further funding.

✓ **Produce biogas (via waste contract)**
A food waste disposal trial has been rolled out across parts of the city.

✓ **Use council land to drawdown carbon (e.g. tree planting)**
The tree planting strategy is being developed.

✓**Require deliveries to be by electric vehicles -** The use of low carbon technology for last mile delivery is being looked at as part of the future mobility zone bid which is due for submission at the end of September.

✓**Require the use of electric buses -** Bus operators are reluctant to invest in electric or low emission technology because it is not considered reliable and there is not currently a sufficient EV charging network in the city to support electric buses. A bid into the Clean Air Fund has been submitted to request funding to retrofit the remaining buses and some of the most polluting coaches and minibuses that regularly operate in the city.

Appendix 3 - Portsmouth Climate Action Board Terms of Reference

1. Background

1.1 Earlier this year, Portsmouth City Council declared a climate emergency. The authority recognises that we are experiencing a global climate emergency that poses a threat to our health, our planet and our children's and grandchildren's future. It was agreed that there is no time to waste if we are to avoid the negative consequences of a global temperature rise above 1.5°C, both in Portsmouth and globally.

1.2 It is imperative therefore that Portsmouth transition's to become a sustainable city. This means ensuring that every organisation and individual can play a part in reducing the climate impact of the city and ensuring that the city is well placed to adapt and respond to the challenges and opportunities of a changing climate.

2. Aim of the Board

2.1 To drive the city's response to the global climate emergency through the creation of a partnership-based Climate Board. The Portsmouth Climate Action Board will have a key role to inspire climate action in the city, lobby local and national government to take action, and provide a forum to coordinate climate action on a city-wide basis. The Board will lead the creation of a cross-agency citywide climate strategy.

2.2 The Board will offer support and constructive challenge to organisations in the city with respect to their efforts to reduce carbon emissions and adapt to climate change. The Board will hold the city true to its vision for a sustainable future and to become one of the greenest cities in the world.

2.3 The Board will be cross-organisational and non-political in nature. The Board is an independent body that can pursue its own actions. It is not a decision-making body of the local authority. It will commission specific pieces of work to be undertaken on a "task and finish" basis by working groups.

3. Board Objectives

3.1 The Board will work with all relevant partners to:

a. Facilitate the development of a Portsmouth Climate Action Strategy that is consistent with the Paris Climate Agreement, the best climate science, and is built on the views of the city's residents and stakeholders.

b. Champion climate action in Portsmouth by promoting actions within the private sector, public sector, third sector, academia, and in all communities, including by staging events and activities to engage and inspire residents, businesses and visitors.

c. Support and enable the successful implementation of Portsmouth's Climate Action Strategy by engaging and influencing relevant partners and networks, and by providing access to and/or signposting to relevant funding for climate action initiatives.

d. Provide honest and transparent reports on the city's progress towards its climate strategy, and constructive challenge to partners to support their full contributions.

e. Secure the resources required to enable the Board to fully realise its aim and objectives, including through funding applications to external bodies.

f. Lobby and advocate on behalf of Portsmouth's climate action.

4. Membership, Membership Terms and Recruitment

4.1. Chair - For first 2 years this will be held by the Director of Sustainability and the Environment, University of Portsmouth. Thereafter, to be appointed through agreement by the Board.

4.2 Full membership will be:

1 x members of Portsmouth City Council
1 x member of local Extinction Rebellion
1 x member of local Friends of the Earth
1x representative of Shaping Portsmouth
1x representative of business community (tbc)
1x representative of Airbus (business community)
1x representative of the Hive (VCSE representation from Carole Damper)
1 x representative, University of Portsmouth
1 x representative, Portsmouth Hospitals Trust
1 x representative, Natural England
1 x representative, Environment Agency
1 x representative, Portsmouth Naval Base

1 x representative, University of Portsmouth Students' Union
1 x representative, Portsmouth Football Club
1 x representative, Portsmouth Education Partnership
1 x representative, Portsmouth International Port
1 x representative, Portsmouth Water
1 x representative, Waste Management

4.3 The Board may co-opt other members with agreement from a majority of members of the board.

4.4 Membership and terms are subject to annual review, with conclusions and recommendations on this topic to be included in the annual report.

5. Sub-groups

5.1 The Board can establish sub-groups, both indefinitely and on a task-and-finish basis, in order to progress discrete areas of work. Sub-groups can invite non- Board members to join them, as required, if they offer a particular skill, experience, knowledge or position that would enable the sub-group to successfully complete its task(s).

6. Decision-making, Quorum and Meetings

6.1 Each Board member has equal weight in decision-making matters. Where a majority has not been reached the chair shall make the ultimate decision.

6.2 The quorum for meetings is three-fifths.

6.3 Where a quorum is not present Board meetings can proceed and make decisions in principle, for ratification by all members, via email.

6.4 The Board will normally meet bi-monthly and Portsmouth City Council will provide the Board's secretariat.

7. Reporting Progress

7.1 The Board will provide an annual public report setting out progress against its aim and objectives, to be presented publicly via the Cabinet Member for Environment and Climate Change at the City Council.