CHAPTER 5.

HOW WE LIVE

Where we live and how we get around, how we heat our homes and what we eat all have a vital role in tackling the climate crisis and protecting and restoring nature.

In this chapter, we make the case for a 'people's dividend' in the fair transition. By taking action on climate and nature we can create warmer homes, healthier diets and more and better transport choices.

The scale of emissions from our food, homes and transport requires urgent action. But people do not want change forced upon them. As we heard from our jurors, and we have outlined in chapter 4, it matters a great deal to people that they have meaningful choices and control over how they live their lives.

"Feeling that one is not being controlled, not told what to do."
Juror from the South Wales Valleys citizens' jury

Yet, too often the choices are not easy, the best options are not available, with people priced out or penalised for where they live. A fair transition means creating good options for people that, collectively, work for everyone.

The aspects of our lives covered in this chapter are some of the most significant contributors to the climate and nature emergencies. Transport is the largest contributor to the UK's greenhouse gas emissions. In 2019 surface transport made up 22 per cent of the UK's greenhouse gas emissions, with car use accounting for 60 per cent of these emissions (CCC 2020a). Meanwhile, around 17 per cent of the UK's total emissions come from heating our buildings and 20 per cent of the UK's greenhouse emissions are attributed to feeding the population.[45] Avoidable household food waste on its own is responsible for 14 million tonnes of CO_2e (WRAP 2021).

Driving down these emissions will demand changes that will affect people's everyday lives. How we deliver this decarbonisation matters; done well, it can increase fairness. We can tackle fuel poverty, improve people's health and wellbeing, end childhood hunger, create jobs, avoid polluting ecosystems and support the return of biodiversity to farmed landscapes.

It is also an opportunity to rethink how we collectively use and share resources as a society. For example, the average car in the UK is parked for 96 per cent of the time (Bates and Leibling 2012); through increasing the use of public transport, more walking and cycling and sharing car ownership, our transport system could be more resource efficient. In the same way people have shifted from buying CDs to streaming music online, we could move to subscription services for personal car use as the norm. Customers buying services rather than goods is also an option for how we heat our homes. Upfront costs of new heating systems could be borne by government, shared across communities, or shifted to energy retailers.

People's homes and ways of heating and travelling could even be treated as individual 'power stations' from which people can accrue financial benefits: direct 'dividend payments'. In practice, this could mean that if there was a shortfall in energy supplies, consumers could be paid to reduce their electricity demand or provide electricity back to the grid, for example from an electric vehicle battery or solar panel. Including households in our energy system and rewarding participation

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45   This includes the impact of agriculture, processing and packaging and food preparation.

would mark a shift away from the traditional model built around relatively few energy companies and instead see consumers rewarded directly for lower energy use or their contribution to the electricity system (Sandys and Pownall 2021).

The Climate Change Committee estimates that around 16 per cent of emissions reductions will need to come largely from changes to people's behaviour, and as much as 43 per cent of emissions reductions from a combination of technological and behavioural changes (CCC 2020a). Policy programmes will need to be designed explicitly with people's pockets and behaviours in mind.

> *"People need to see that action on these emergencies is not going to stop them from making choices about their own lives and having a good life."*
> **Thurrock citizens' jury**

How we create the conditions that enable people to make choices that are better for them and the environment is important; it will determine how quickly – and how fairly – we make the transition to a healthier and cleaner society.

EVERYDAY CHOICES AND CHALLENGES
The transition will need to address existing inequalities

> *"[A] fair response to the climate and nature emergencies will support the most vulnerable to thrive in a changing world."*
> **Aberdeenshire citizens' jury**

Across the UK, there are people whose circumstances are defined by severe hardship. The big question is whether the transition will reduce or worsen inequality.

Food insecurity, defined as not having access to enough affordable and nutritious food, affects around 8–10 per cent of UK households (Sosenko et al 2019). Around 4.9 million people in the UK experienced food insecurity in May 2020 (Food Foundation 2020). This included 12 per cent of all children (ibid). Food insecurity is disproportionately experienced by people on lower incomes, the unemployed, lone parent households and Black, Asian and minority ethnic groups (Power et al 2020).

Fuel poverty is a fact of life for 2.4 million households across England (BEIS 2019b). At its worst, it can contribute to premature winter deaths; around 10,000 deaths in 2016-17 were related to cold homes (Emden et al 2018). The cost to the NHS of poor-quality housing has been estimated at £1.4-2 billion per year in England alone (CCC 2019b; Nicol et al 2015), caused by cardiovascular and respiratory diseases associated with cold, damp, or mouldy homes.

Meanwhile, those on the lowest incomes have the fewest options when it comes to how they travel. This affects their ability to access employment and services (Chatterjee et al 2019). The wealthiest in society are far more likely to own cars,[46] but despite lower levels of car ownership and use (DfT 2020b), it is those who earn the least who experience the most negative effects of car usage. Low-income households are exposed to higher levels of traffic, poorer air quality and their children are more likely to be involved in road traffic accidents (Bourn 2012). Likewise, although black people in the UK are over twice as likely to have no access to a car than white people (DfT 2020c), neighbourhoods with high levels of black and minority ethnic groups are more likely to experience poor air quality (Fecht et al 2015). The major barriers to

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46   More than 90 per cent of the highest income households own at least one car, in contrast to less than 35 per cent of the lowest income households (ONS 2019).

accessing streets and highways for those reliant on mobility aids are long acknowledged (Matthews et al 2015). This contributes to adults with a disability making under three-quarters of the number of trips per year than adults without a disability (DfT 2014).

Upfront costs risk pricing people out of substantial benefits and savings

To change to low-carbon options, people will need support when upfront costs are higher than they can afford.

> *"We can't put too much demand on those who don't have the resources to act."*
>
> **Thurrock citizens' jury**

Retrofitting homes can have an immediate and positive impact on household finances, but the upfront costs are too high for most households in the UK. For example, installing heat pumps combined with energy efficiency measures like loft and wall insulation, costs an average of just under £10,000 per household, as estimated by the CCC. As figure 5.1 shows, this is far higher than many households can afford on annual income alone. Savings won't cover this cost either, in 2020 the average person in the UK had just £6,757 saved. One-third of people in the UK have less than £600 in savings and 1 in 10 (9 per cent) have no savings at all (Boyle 2021). Had it been rolled out more effectively, the Green Homes Grant, with its offer of up to £10,000 for lower income households, had the potential to address this cost barrier for many households. However, in its absence, upfront costs remain a substantial challenge for the majority of households across the country.

FIGURE 5.1: THE COST OF A HEAT PUMP AND ENERGY EFFICIENCY RETROFITS IS UNAFFORDABLE FOR MANY HOUSEHOLDS, PARTICULARLY THOSE ON LOWER INCOMES

Cost of a heat pump and energy efficiency retrofits as a proportion of household income by quantile
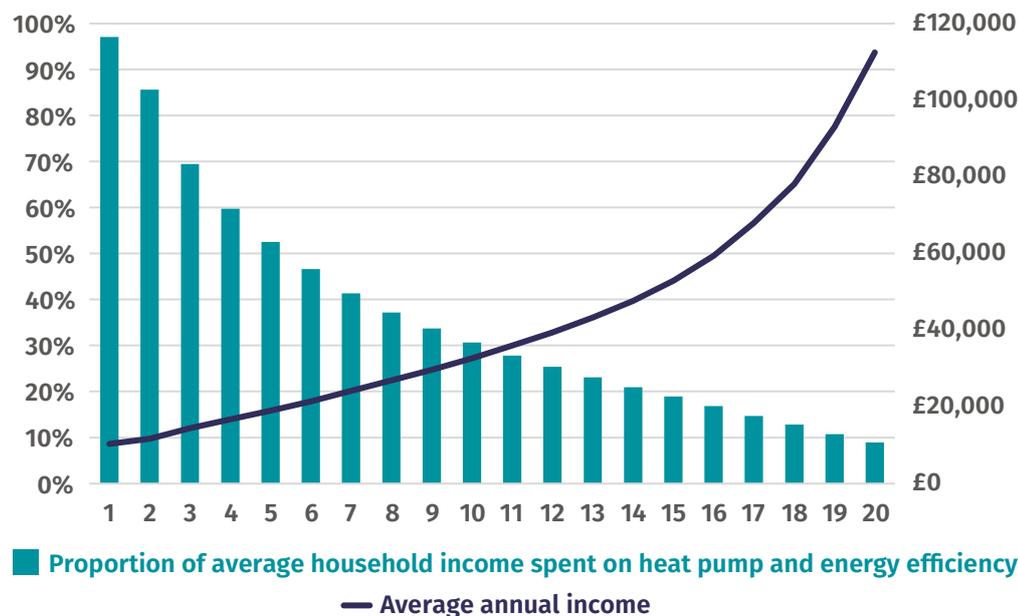
Source: IPPR analysis of BEIS 2020b; University of Leeds Sustainability Research Institute 2019

Low-carbon heating systems combined with high energy efficiency standards can make homes healthier to live in by making them warmer, reducing instances of damp and mould, and improving air quality for residents. They also have the

potential to reduce energy bills (Webb et al 2020). The CCC estimates that energy efficiency measures could result in savings of £150 for the average household relative to average bills in 2030 (CCC 2017). With buildings retrofitted to very high energy efficiency standards, these savings could be much higher. One project in Portsmouth which opted to comprehensively refurbish 111 homes led to average energy bill savings of £700 per household (Benton et al 2019). This would be particularly beneficial for low-income households who are much more likely to live in poorly insulated, energy inefficient homes and for whom fuel bills represent one of the most significant living costs (Hirsch 2019).

Those on lower incomes are also priced out of the potential cost savings of owning an electric vehicle, instead of one run on petrol or diesel. The third owner of an electric vehicle has their total cost of motoring cut "by over 30 per cent compared to a petrol car" (Kumar 2019).[47] However, without electric vehicles widely available in the second-hand market, upon which low-income households rely (ibid), those who need a car will continue to pay more to run and repair their old vehicles for many years to come. In this way, low-income households risk being priced out of these savings because of upfront costs (figure 5.2).

FIGURE 5.2: COMBUSTION ENGINE VEHICLES ARE STILL A MORE AFFORDABLE OPTION FOR MANY HOUSEHOLDS THAN EVS

Comparison of the cheapest combustion engine vehicle on the market as of May 2021 compared to cheapest equivalent EV, as a proportion of household income by income group.
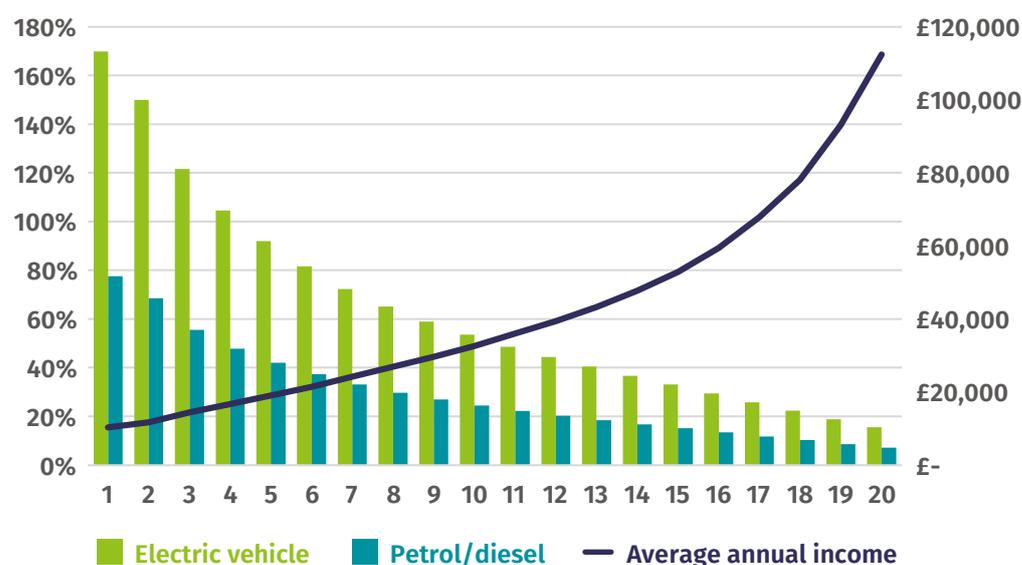
Sources: Carbuyer 2021; Buyacar 2021; University of Leeds Sustainability Research Institute (2019) (adapted by IPPR)

"Affordability has to really mean affordable for all. The things people need to live a good life, including housing and transport, must be genuinely affordable to the people who live here."
Thurrock citizens' jury

The causes of fuel, food and transport poverty are deeply intertwined. What food we buy and choose to eat is influenced by, among other factors, our local transport options, the availability of local food outlets and the different demands on our

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47   The durability of electric vehicles also makes maintenance costs easier to plan for.

time (Brug 2008; Marmot 2015; Stait and Calnan 2016). The upshot of this is that positive changes can be wide-ranging in their impact. In improving transport, we can improve access to the things we need to be happy and healthy; in improving the amount and quality of food available to those going without, we can improve children's life-chances.

Lack of information and logistical challenges

Reducing the emissions and damage to the natural world that come from our everyday lives cannot be left to individuals to navigate alone.

> *"Government and businesses should proactively share clear, understandable information with the public, to help us make green, fair decisions."*
> **Tees Valley and County Durham citizens' jury**

For example, many people do not feel like they understand the different home heating options available (Sarygulov 2020). Widespread decarbonisation of home heating will demand a public information campaign, to reduce the anxieties associated with change and help people understand the options and support available. When people have more information about different heating systems, they are more likely to be interested in switching to them (ibid).

As we outline in chapter 5, clear information is key to helping consumers to make green choices and we recommend labelling schemes that would provide consumers with a clear, visual indicator of the 'greenness' of a product. This would be particularly important to support consumers in food purchasing choices; many people feel they lack the information to know which foods are most environmentally friendly (BEUC 2020; Wellesley et al 2015).

Making it easy to go green

In chapter 3 we argue that a new public communications plan is needed to engage the public in the UK's response to the climate and nature crises. Central to this will need to be a simple and effective way of supporting people who don't know where to start or do not have the resources to invest in making changes to their homes or how they travel.

When it comes to home heating, in the words of the former Director of Clean Growth in the government's business department "at the moment, the basic consumer proposition is: pay £10,000 for a device which you don't understand" (Lord 2021). Few households have access to these kinds of savings and in truth the investment needed per household is even larger when the need to pay for energy efficiency measures are taken into account. The same also applies to travel where upfront investment costs in electric vehicles are substantial and the biggest barrier to wider uptake of electric bikes is also cost (Haubold 2020). In short, the economics do not yet stack up to make it easy to go green.

We recommend the creation of a new GreenGO scheme – a 'one stop shop' to provide people with the information and financial support they need to make cleaner and healthier decisions.

GreenGO[48] will provide a unifying brand under which financial support and high-quality advice can be communicated to and accessed by the public. This scheme aims to ensure that the means to take action on these crises are available to everyone and accessible on their high streets as well as online and via a dedicated phone line. The government's Help to Buy scheme is an example of a

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48   The GreenGO scheme could operate UK-wide but as grants and loans for home energy efficiency (for example) are devolved, it would be for the devolved nations to design and implement their own versions of the scheme.

similar approach, where an equity loan scheme, a mortgage guarantee scheme and an ISA were all offered, and promoted, under a common brand.

One of the main functions of the GreenGO scheme would be to provide all households with funding and incentives to transition to green alternatives. It would offer the public a way to save their money and give access to low-cost loans and grants for home retrofit and zero carbon travel options. If carbon pricing is adopted across the economy, as discussed in chapter 5, GreenGO could provide people compensation for higher prices through credits to be exchanged for low-carbon goods and services.

GREENGO WOULD HAVE THE FOLLOWING COMPONENTS.

- **GreenGO grants and loans**. GreenGO would streamline all existing government schemes supporting the public to invest in cleaner, healthier technologies. This would include those helping with insulation of homes and low-carbon heat, and transport schemes supporting alternatives to private car ownership. These grants and loans could be combined with GreenGO credits or savings to help overcome the barriers to capital that many households currently face. As such, this scheme could serve as a boost for bringing about a growing market for net zero and nature friendly goods and services. We propose that at its launch the scheme has two core programmes:

- **A GreenGO Warm scheme capitalised with £6 billion per year through to 2030[49] focussed on heat pumps and high energy efficiency upgrades.** This scheme would comprise means-tested grants and zero or low-cost loans for homeowners and zero or low-cost loans for private landlords (for social homes see below). It would help up to 650,000 households per year.

- **A GreenGO Move scheme of at least at £1.5 billion per year[50] through to 2030 in grants and loans to support people to repair existing cycles and buy new cycles, electric scooters or e-bikes, and electric vehicles where people need them.** Modelled on existing support available in Scotland, this would include interest free loans of up to £20,000 per household and additional grant funding for those living in low-income households (Energy Saving Trust 2021).[51] A scrappage scheme targeted in the areas with the poorest air quality should allow for polluting, older vehicles to be traded in for up to £3,000 per household in GreenGO credits[52] - helping to pay for shared mobility schemes, public transport and electric vehicles.

- **GreenGO ISAs**. Modelled on the government's Lifetime and Help to Buy ISAs, the GreenGO account would add a 25 per cent bonus to the account holders' investments on a maximum investment of £1000 per year. Only net zero aligned and accredited shares and investment funds will be eligible to be held within the account. The bonus, realised in the form of GreenGO credits, will only be awarded to the accountholder where withdrawals are exchanged for green goods and services or where shares and investments are held in net zero aligned investment

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49 This cost is based on the upper estimate of indicative annual public investment for home heating in the CCC's 6th carbon budget. The upper estimate is chosen due to assumptions about higher costs for lower-income households due to lower efficiency properties that may be more difficult to access as described in Emden et al (2018).

50 This would match the scale of funding called for by UK100 to support and enhance 30 Clean Air Zones (UK100 2020).

51 As in Scotland, electric vehicles loans would be focussed on the purchase of used vehicles.

52 This scheme is based on a pilot being delivered as part of the West Midlands Future Transport Zone and should incorporate learnings from this project.

funds for the long-term. These ISAs would offer higher returns than for the government's other schemes, to incentivise take-up.[53]

- **GreenGO and carbon pricing credits.** Revenue from future carbon prices on consumer-facing goods and services could be recycled through GreenGO to payback all households, with low-income households receiving a larger proportion. People who receive these GreenGO credits could use them to purchase low-carbon technologies like heat pumps, or make low-carbon lifestyle choices like cycling, and buying healthier, low environmental impact food.

- **GreenGO accreditation**. To support the GreenGo scheme there would need to be an accreditation system that establishes which type of purchases and schemes credits could be used for. Accreditation of businesses would have to be done in line with the government's overall net zero strategy. For existing policy targets, including energy efficiency requirements of new buildings, this would be straightforward. In those cases, businesses that provide a service, such as a building which is in line with the regulation set out buy the government, would be accredited. As new regulations and guidelines are passed in other areas, these would mean new products and services could qualify for accreditation. So, the supply of services to use them for would constantly increase, as more businesses would get accredited.

OUR HOMES

WHAT DID OUR JURORS THINK?

The jurors regularly returned to the issue of housing in their discussions on people's wellbeing and our response to the climate and nature crises. They saw the social challenges caused by the lack of decent housing for those who need it and were clear that people feeling comfortable and safe in their homes is essential for a good quality of life.

They talked about loving their homes, caring about their neighbours and the memories they attached to where they live. This attachment is important in terms of how they feel about any changes that impact upon their homes.

Affordability was central to most of our jurors' concerns. They did not want anyone to be priced out of their area, and felt even more keenly that no one should be forced to spend more than they could afford on their houses.

Government leadership was considered essential in ensuring access to both the advice and the funding people need to make changes to their homes.

The transition in how we heat our homes is one of the most challenging areas of decarbonising our everyday lives. From choosing the right technologies for retrofitting and cooling, to improving our standards for new builds, to overcoming upfront costs and practical challenges, there are major barriers to overcome before the environmental and social benefits can be realised.

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53   Details on the funding of this measure can be found in the appendix.

Technology choices

Dubbed by some as the 'battle of the boilers', hydrogen boilers and electric heat pumps are presented as two rival futures for how we heat our homes (Spencer 2021).

In truth, all low-carbon heating technologies – heat pumps, heat networks and hydrogen boilers – will have a role to play in different contexts, alongside changes to our buildings such as wall and loft insulation.

Heat pumps running on, increasingly renewable, electricity[54] are best suited to playing a bigger role in home heating over the next decade at least. This is due to their current availability and potential for upscaling, cost reductions from economies of scale (Poncia et al 2021), and running costs for consumers. In addition, the hydrogen supply chain will require an approximate 60 per cent increase in natural gas imports (CCC 2020a), making the pricing for hydrogen more uncertain, in contrast to falling costs for renewable electricity.

Hydrogen has a clear role in industrial heat. Hydrogen boilers could also have a role to play in parts of the country with a convenient hydrogen supply, or as part of hybrid heating systems that combine hydrogen boilers with heat pumps (CCC 2020a; Webb et al 2020). Heat networks – pipes that pump hot water rather than gas directly into a building from a central, renewable, heat source – will be well-suited to dense urban areas.

Regardless of the technology, all changes will require targeted training to prepare the workforce for the installation and maintenance of these heating technologies and energy efficiency measures.

How we cool our homes will also play a small but important role in meeting the UK's net zero targets. Fluorinated gases are commonly used in air-conditioning systems and make up approximately three per cent of the UK's greenhouse gases (GHGs) (CCC 2020a). Hotter, drier summers in the UK are on the way as a consequence of global heating (Met Office 2021). Building standards and retrofitting to increase energy efficiency will need to support natural cooling, as well as heat gain and retention, to reduce the need for GHG emitting methods like air-conditioning (Bhamare et al 2019).

Building a new home to a high standard of energy efficiency is much cheaper and easier than upgrading one that has been poorly designed and built (ECIU 2021). Despite this, only 1.3 per cent of new homes built in 2019 met the highest possible energy efficiency standards (MHCLG 2020). Much higher energy efficiency ratings will need to be a cornerstone of the government's upcoming Future Buildings Standard (MCHLG 2021b). Building new-build homes to lower standards means knowingly passing the costs of future retrofitting onto consumers.

BARRIERS TO OVERCOME FOR HOUSING RETROFIT

- **Administrative hassle.** The process of applying for incentives and grants can be a real barrier for many households, particularly when they need to understand technical information such as efficiency ratings and types of existing insulation (Webb et al 2020). Administrative barriers are also a serious challenge for installers, and was one of the major reasons for the failure of the recent Green Homes Grant scheme. Late payments and

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54   The electricity is used to pump and compress a refrigerant in a closed loop system. Air from the outside, despite being cold, is warm enough to cause a refrigerant to evaporate. The refrigerant is pumped inside the home where it is compressed. This compression gives off heat which is transferred to the home. As the refrigerant cools, it turns back into a liquid and is pumped to the exterior once again and the cycle repeats.

administrative burdens led to many installers pulling out of the scheme altogether, increasing waiting times and undermining households' faith in the scheme (Laville 2021).

- **Disruption to households.** Delivering low-carbon heating systems and energy efficiency upgrades to the majority of the UK's existing housing stock will be very disruptive. It will disrupt individual households and also local infrastructure; roads may need to be dug up to install heat networks or more electric cabling.

- **Building governance and mixed tenure.** Whether someone is a homeowner or lives in private rented or social rented housing affects the decision-making, communication and engagement, and cost and benefit considerations when changing heating systems. It can be particularly complicated in buildings with mixed tenure types (such as social and private). This can slow down deployment, even when applying for a low-carbon heating grant would be desirable to homeowners or tenants (Bright et al 2019).

- **Household suitability.** For a sizeable minority of homes, approximately 1.3 million, technologies like heat pumps will be difficult or impossible to install due to concerns around building safety, space constraints or the heritage restrictions on some homes (CCC 2019b). This is particularly true for rural and off grid communities where building designs are less homogenous, making these properties more difficult to retrofit (FREE 2013).

- **Local capacity.** Local stakeholders – councils, combined authorities, city regions and housing associations – are best placed to deliver low-carbon heating systems and energy efficiency upgrades. However, real terms budget cuts (NAO 2018) have severely limited their ability to identify priority households, develop capacity to produce clear procurement guidelines and tenders, and oversee programmes.

- **Availability of skilled installers.** The CCC estimate the UK will need to be installing one million heat pumps per year by 2030. As we discuss in chapter 4, the country is struggling to prepare for the future skills demands of a fair transition. In the heating sector a recent survey of the installer industry showed that 43 per cent of installers had no experience at all in fitting heat pumps and only 42 per cent said they would be confident installing one (HPA 2019).

- **Consumer confidence and protection.** Given previous findings by the Bonfield Review that up to 10 per cent of energy efficiency measures under the UK's main energy efficiency scheme, the Energy Company Obligation, were poorly installed (Bonfield 2016), quality-assured accreditation of installers will be crucial to ensuring effective delivery and people's trust (Webb et al 2020).

FIGURE 5.3: A HOME IMPROVEMENT PLAN FOR THE UK

Live in a high-quality home with high fuel bills. Keen on installing energy efficiency measures but seems awkward, expensive, and little information about what needs to be done.

Local authority begins to zone the local area. Homes in the area are rated most suitable for heat pumps. GreenGO centre opens in the local high street with information on options.

Apply to new GreenGO scheme for a mixture of a grant and loan, they are able to afford to install a heat pump and new energy efficiency measures.

Home now more energy-efficient, warmer, and healthier. They're now saving for solar panels using the GreenGO ISA.

Source: Authors' analysis

A street by street and area by area plan for home heating and retrofit

"Increase the level of funding for housing retrofit and make its distribution fairer... Give powers to allocate funding to local areas to ensure that those most in need are able to access the funding."
South Wales Valleys citizens' jury

As we discuss in chapter 3, local authorities often have a much better understanding of local challenges than national government. This is especially true for housing, where councils generally have detailed knowledge of different building designs, including for their own housing stock, and the challenges of local residents.

To ensure heat decarbonisation is tailored to the needs of individual communities and homes, we recommend that retrofit is led by local government but with coordination and support provided by the UK and devolved governments. These plans will need to prioritise all homes in the social rented sector and fuel-poor homes across tenures.

Identifying where to use heat pumps and heat networks, where to use hydrogen boilers, and where to use alternative technologies requires understanding both local housing stock and local energy sources. **Resources should be allocated to carry out 'heat zoning' to determine the most appropriate heat technologies for different areas.**[55] Under this approach, local authorities will play a key role in identifying where improvements need to be made and be responsible for auditing stock and monitoring retrofit activity, supported by the Net Zero and Fair Transition Delivery Body (outlined in chapter 4) through advice and guidelines on how to decide on technologies to be used and installed.

Retrofit needs are different across the country and it can be hard for people to understand how to go about making such significant changes to their home. Any approach must first provide people with the information they need to make the best choices for them. Clear guidance should be offered to households and consumers on how low-carbon heat solutions work. As is already the case in Scotland and Wales, clear and consistent advice should be given to households in England. The GreenGo scheme (outlined above) would be one source of accessible, comprehensive information. Local

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55   Heating zoning involves considering the most appropriate heat decarbonisation and energy efficiency solutions for a geographical area based on the local opportunities and limitations. Zoning an area associates it with a set of policies specifically designed to support particular solutions, through a mix of planning policies, building regulations, funding etc (ADE 2020).

communities could also be encouraged to explore the options available through 'Big Heat Debates', events bringing together and giving voice to residents' ideas and concerns.

Regulations and incentives to phase out fossil fuelled homes

The UK and devolved governments must clearly signal, by setting legal targets, that it intends to bring all homes up to high energy efficiency standards and phase out fossil fuelled home heating systems. This will spark the long-term commercial investment in the skills and innovations required to deliver energy efficiency retrofits and the installation of low-carbon heating systems such as heat pumps at scale (Green Alliance 2021b). Such an approach would mirror the phase out of the sale of new petrol and diesel cars by 2030.

The UK should revise the legal requirements for minimum energy efficiency standards (MEES) in socially rented and privately rented homes. This should be gradually brought up to at least B by 2030, with an exception of 'C' rating for hard-to-treat stock. These MEES standards should also be applied to owner-occupied properties, at the point of sale or when other renovations are carried out.[56,57]

The UK and devolved governments must make similar commitments in relation to fossil fuelled home heating systems. **The UK government should set a legal requirement to eliminate oil heating systems no later than 2028 and gas heating systems by 2033.**[58,59]

All new homes planned across the UK must be warm and efficient, resilient to our changing climate and ready for future low-carbon heating systems. **All new homes should be of ultra-high energy efficiency by 2023 at the latest and no new homes should connect to the gas grid by the same date.**[60] All these homes must instead have low-carbon heating systems such as heat pumps and low-carbon heat networks. **High standards for energy efficiency should be mirrored by requirements that reduce overheating in new-build homes, including through the use of passive cooling measures.** These proposals should be extended to all new dwellings – including those developed through permitted development rights[61] relating to change of use and other loopholes.

Investment and incentives to support mass adoption

> *"Funding must be targeted to ensure that people aren't left behind because change is prohibitively expensive for them."*
> **South Wales Valleys citizens' jury**

To support a rapid transition the UK government and devolved nations should introduce a package of incentives over and above those currently available.

The UK government and devolved administrations should adopt a blended approach for financing housing retrofit, combining public investment with leveraging of private finance.[62] From public funds, in England **£0.5 billion**

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56 For some people this will require support to enable equity release or other ways of accessing capital before sale.
57 Similar standards should be put in place by the devolved nations.
58 Unless for low-carbon hydrogen – we recognise that devolved administrations such as Northern Ireland will need to consider heating options that are best suited to their own heating types.
59 Similar standards should be put in place by the devolved nations.
60 With the exception of gas grids that will be converted to hydrogen in a small number of areas where hydrogen infrastructure will be readily accessible such as Tees Valley and County Durham.
61 Certain types of work may be performed without needing to apply for planning permission.
62 The UK could look to models like Energiesprong – a Dutch social housing retrofit programme creating net zero homes – for examples of private financing. As recommended by the Green Finance Institute, demonstrator projects can also help to develop the market for financing net zero and resilient homes (GFI 2020).

should be committed to investment in heat networks and £0.5 billion should be committed to the Social Housing Decarbonisation Fund every year until 2030.[63] As part of leveraging private finance, the Bank of England should work with financial institutions to reduce the risk profile of retrofit activity to encourage investment. Working with private finance could also extend to mortgages where, as explored by the Green Finance Institute, lenders could allow homeowners to add energy efficiency upgrades onto their mortgages in return for more favourable interest rates on mortgage repayments (GFI 2020). Crucially, any private financing would need to ensure returns on investment were balanced with keeping energy bills low for households.

The UK and devolved governments should also consider making a range of taxation changes to encourage home improvements,[64] including:

- linking council tax rates to energy efficiency so that less efficient homes pay an added premium
- variable stamp duty, with a higher rate charged for energy-inefficient properties and vice versa
- cutting VAT on retrofit projects from 20 per cent to a maximum of 5 per cent.

Training the workforce
Competent heat engineers will be crucial to the installation and maintenance of new heating systems. Their advice and support will also build consumer confidence. For the few households that already have these systems, heat engineers are seen to be a reliable source of information, with 79 per cent of those surveyed saying they trusted their advice (BEIS 2019c). According to IPPR analysis, the UK will need nearly 300,000 workers in energy efficiency retrofitting, heat pump and heat network installation by 2030.[65]

The current workforce does not have enough installers able to fit low-carbon heating technologies like heat pumps or energy efficiency measures. Therefore, delivery of low-carbon heating systems at a national scale will require training and upskilling.

Supporting recruitment in energy efficiency retrofitting, heat pump and heat network installation must be a government priority. The government should work with industry, further education colleges and local and regional government to accelerate the establishment of skills academies and the creation of the Green Training Fund (see chapter 4), as well as a recruitment and training plan for the sector. This must also involve skills academies accrediting training providers to provide consumers with confidence around installation and protecting them from the disruption that could stem from poor quality installation.[66] SMEs will be crucial to success and should be engaged as part of drawing up these plans.

Protect all existing and future homes against the impacts of the climate and nature crises
New housing developments provide opportunities to revitalise our communities. Too often, however, the overriding concern is the provision of profitable housing for the developer, with no consideration for wildlife, community development, amenities or public services. There is also a continuing pattern of building homes in areas of significant flood risk, with tens of thousands of households at risk of no longer being covered by flood insurance (Jackson 2020).

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63   Costs estimated from CCC (2020b).
64   Any changes would have to ensure that low-income households were protected, adopting similar principles as set out in chapter 4 on carbon pricing.
65   Analysis in chapter 4.
66   The figure in the appendix sets out how an installation company could access support for accredited retraining.

The UK government should consider extending the coverage of 'Flood Re', the affordable flood insurance. The scheme currently does not cover homes built after 1st January 2009. From any revised date, all homes should be given mandatory flood performance certificates (FPCs) and all buyers should be in receipt of flood risk reports. Looking to the future, **the National Planning Policy Framework in England should be strengthened so that no new homes are built in at-risk areas, except in exceptional circumstances, and all new properties in Flooding Zones 2 and 3 have property-level flood resilience (PFR) measures as standard.**[67]

WHAT WE EAT

WHAT DID OUR JURORS THINK?

For many jurors it was the first time they had considered the relationship between what they eat and the climate and nature crises. Having the opportunity to hear from speakers who drew the links between the food on their plates and climate change, global deforestation and loss of habitats in the UK was, for some, a life-changing experience. Many changed their diets, for example choosing to cut down on meat and dairy, as a consequence of what they heard.

Food was discussed in detail by the Tees Valley and County Durham, Thurrock and Aberdeenshire juries. These jurors saw the need for urgent action to make people more aware of how their daily choices of what to eat could both support action to improve the environment and improve their health. Linked to this, they felt people should have a better understanding of where their food comes from, a closer connection with those who produce it, and significant support to help them to be able to afford better options.

Jurors saw the potential for schools to empower children and young people to eat healthier and more seasonal food, throughout their lives, by providing hands on experience of how food is grown and prepared. Local food growers and producers should have a central role in communities and be celebrated and supported through local markets. The jurors wanted people to eat more UK-grown food, but also saw that imports will continue to be needed for food that the UK cannot easily produce. The UK's climate also make it well suited as a producer and exporter of certain foods – ensuring that the global food system operates within environmental limits.

The impacts of Covid-19 heightened the jurors' awareness of food insecurity, particularly through Marcus Rashford's campaigning against children's food poverty, which demonstrated the reliance on free school meals for many to eat a good meal each day. The initial success of this campaign gave some jurors hope that it would be possible to provide more people access to affordable, decent food. Against this backdrop, it was clear to the jurors that asking people to change their diets when they are currently struggling to feed themselves, and to pay more for more nature-friendly food, was both unfair and wouldn't work.

The jurors concluded that we need significant change in the food system. Plant-based and healthy food should be cheaper, food waste and packaging must be reduced and people need to be supported to develop a new relationship with what they eat. This is both essential for the planet and to improve people's lives.

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67   Similar action should be taken in the devolved nations as appropriate.

"Focus on the social justice aspects as well as the environmental aspects of food."
Thurrock citizens' jury

What and how we eat matters for human health and wellbeing. It is central to people's cultural identities and many people's jobs are linked to making and selling food. What we eat also profoundly impacts the state of the climate and the natural world, and the role that food producers play in shaping our landscape to address these is detailed in chapter 6. Few areas of life are as significant as food.

Supporting people to buy and eat healthy food that is environmentally produced relies upon addressing wider social inequalities. Food poverty is just one element of the wider patterns of poverty associated with problems such as unemployment, the rising costs of living and rent, insufficient access to transport, low pay, inadequate welfare provision and inequitable access to a good education (Coleman et al 2021).

Rising levels of food insecurity and childhood hunger (Food Foundation 2020) sit alongside unsustainable food production practices that contribute to continued environmental degradation, species loss and climate change. Over recent decades, the food system has become increasingly wasteful, processed and environmentally damaging (Coleman et al 2021). Our food system faces a perfect storm of increasing levels of dietary related illnesses, such as obesity and diabetes, rising demand for food, and environmental threats affecting food production such as rising temperatures, water shortages and pest outbreaks.

Globally, it is estimated that 30–50 per cent (1.2–2 billion tonnes) of food produced goes uneaten (IME 2013). Wasted food represents a waste of money and energy, adds further strain to land and nature, and is a sign of failure, given many face hunger and poor nutrition. Preventing and reducing wasted food must be an important element of our response. It is likely that some proportion of land will need to be taken out of productive use to deliver habitat restoration and dealing with food waste will be critical to ensuring food security and the most strategic use of resources (Coleman et al 2021).

FIGURE 5.4: THE FAIR TRANSITION FOR CHANGING WHAT WE EAT

Currently buy food in bulk from local supermarket, largely based on what is affordable and on offer.

Free school meals and changes to universal credit increases the amount of money available to spend on other meals.

Actions to improve local and international supply chains improves the range of options and affordability of sustainably produced food.

Combination of non-essential food levy and labelling goods based on their environmental impacts makes a healthy, sustainable diet an attractive, affordable option.

Source: Authors' analysis

Support people to afford good food and end childhood hunger

"Education is key. Make interventions for healthy eating at the earliest possible age – primary school onwards. Public education will help social issues as well as the climate and nature crisis."
Thurrock citizens' jury

Everyone should be able to access adequate, sustainable, and healthy food. Achieving this will not be solved through changing the food system alone. To provide the cross-departmental and societal focus on this that is needed, **the government must enshrine the right to food in law and introduce a target to end household food insecurity and child food poverty in the UK**.

The welfare system, alongside broader measures to improve wages and reduce living costs, is critical to addressing household food poverty and in particular child food poverty. **To ensure that all households are able to achieve an acceptable standard of living, the UK government should make the current £20 per week uplift to universal credit permanent and the Department of Work and Pensions should set levels of universal credit for out of work households based on an objective assessment of material need and the cost of living for different household types.**[68] Reflecting the significant amount of time children spend in schools, **the UK government should dedicate £275 million per year in England to provide every school child who lives in a household in receipt of universal credit with a free school meal.**[69] Alongside this, and to ensure school meals are always adequate, nutritious and sustainable, schools need enough funding to train cooking staff and procure healthy food. The health and economic benefits of this for children living in low-income households will reach far into the future.

Following the lead of Hungary and Mexico (Hochlaf and Thomas 2020), **the UK government, in partnership with the devolved nations, should introduce a 'non-essential' food levy on foods that contain excessive levels of sugar, fat, and salt,**[70] **and use this revenue to reduce food insecurity**. The revenue from this food levy could fund a healthy food incentive scheme, similar to the Rose vouchers given to families on low incomes money to buy fresh fruit and vegetables by children's services across some local authorities.[71] A healthy food incentives scheme for children receiving free school meals, worth around £20 per week, would direct an estimated maximum of £1.5 billion per year to healthy food choices (ibid).

Ensuring the food we eat is good for us and the environment
Based on our current understanding of what constitutes a healthy and sustainable diet, **the governments of the UK should adopt the Eating Better recommended target and framework of a 50 per cent reduction in meat and dairy consumption by 2030**, with a corresponding uplift in the proportion of meat and dairy consumed that meets high environmental and welfare standards. An initial step in delivering on this target will be the implementation of the labelling scheme described in chapter 5, providing the public with the information they need for the easiest and obvious choice to be sustainable, healthy food.

The leading cause of deforestation is to produce food, including food eaten in the UK (WWF 2021). Forests like the Amazon and other precious landscapes around the world are being burned to clear land, to raise livestock or grow crops, and produce unsustainable palm oil and cocoa. We propose that the UK should remove all food products associated with deforestation from UK supply chains. **This will require the UK government to set clear targets to eliminate imported deforestation from the UK economy by 2030.** All companies selling goods in the UK and all public

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68   An example of this measure is the minimum income standard which guarantees a level of income required to sustain decent living standards.

69   Currently, eligibility is based on universal credit receipt as well as an additional income threshold. The expected cost of changing this is detailed in (Hochlaf et al 2019).

70   This would target food with a calorie density greater than 275kcal/100g, such as cakes, sweets, crisps, ready meals and takeaways – but not healthy products that happen to be high in one of fat, salt, sugar or fat.

71   Evaluation of the Rose scheme shows a 95 per cent increase in fruit and veg consumption and a 75 per cent decrease in takeaway consumption (Hochlaf and Thomas 2020).

institutions should commit to eliminating deforestation from their supply chains ahead of this date. For example, local authorities will need to work with schools to ensure that school meals are deforestation free.

Enabling locally-led improvement to the food system

"We need to make it easy for people to buy simpler, more local food supplies to avoid food miles and support local farmers."
Tees Valley and County Durham citizens' jury

The government and devolved nations should ensure that all areas of the UK are covered by a local food strategy. Developed by local partnerships of food producers, businesses, government, and citizens these strategies would align local action behind national targets to address the environmental, health and social impacts of the food system. To deliver this, local authorities will need adequate funding and powers to gather data and information regarding food production and consumption. This will allow them to support those individuals most struggling to access food, support the development of local food economies, and to help respond to any shock experienced by the local food system.

A fair and effective local food strategy would include establishing community-owned and managed food hubs. These can act as both physical hubs for celebrating and engaging with local food producers – building new relationships between local people and the origins of the food they eat – as well as being the primary means of delivering food-based support to individuals and families. Food hubs would provide prepared meals and groceries to combat food insecurity and social isolation, while acting as destination for nutritious ingredients that would otherwise go to waste.

Local authorities could help support community-led food initiatives such as these through providing preferential or subsidised accessible town centre premises. **The UK government should provide investment in local and sustainable food economies through the development of a dedicated tranche of the proposed UK Shared Prosperity Fund.** We recommend that one in seven pounds should be spent on sustainable food economies through this fund, matching the approximately one in seven people employed in food and farming in the UK (Defra 2020, Hasnain et al 2020). This programme should align connecting people with healthy, sustainably produced food with the support for farmers to adopt nature-friendly farming practices outlined in chapter 7.

Creating a fairer, and less wasteful, food supply chain

"People shouldn't be incentivised to buy more than they need."
Thurrock citizens' jury

Nine supermarket chains hold over 90 per cent of the UK food retail market (Lang 2020) and their dominant market position has enabled them to dictate the terms of market access, resulting in narrowing profit margins and the squeezing out of smaller and independent businesses from supply chains. Using powers established in the Agriculture Act (2020), **the UK government should fast-track the creation of codes of compliance for fair supply chain practice across agriculture and food manufacturing**. This is already underway in the dairy sector but should be quickly expanded, particularly to those sectors most at risk from and impacting on the climate and nature crisis. Extending the remit of the Groceries Code Adjudicator (GCA) to include businesses further up supply chains would cover not only relationships between supermarkets and their immediate suppliers, but also primary producers and purchasers.

The UK was the first country in the world to reach halfway towards meeting sustainable development goal 12.3, to halve food waste by 2030 (WRAP 2020). While this success should be celebrated, we know that further action is needed, especially if reductions in food waste are going to support the wider shifts across the food and farming system that are required. **The government should urgently begin its planned consultation on mandatory company food waste reporting.** Our recommended changes to the Social Value Act, outlined in chapter 4, could be used to address food waste, given the importance of public contracts to many parts of the food sector.

HOW WE TRAVEL

WHAT DID OUR JURORS THINK?

Transport was discussed in detail by the jurors of the South Wales Valleys and Thurrock. They believe that the way people travel needs to change and see this as an opportunity to make people's lives easier, healthier and happier. They have concerns about the implications of not making changes quickly enough to address the climate crisis, and of putting in place policies that don't account for the challenges some people will face in making these changes.

They see a future with less car use as desirable, but struggle to imagine the reality of what that looks like given the poor, sometimes non-existent, alternatives available at the moment. With this in mind, restrictions or penalties on car use should only be put in place after good, affordable alternatives are in place. Those who will need a car (such as for accessibility) should be able to use an appropriate electric vehicle. Providing choices for people who do not have access to a car, who currently cannot afford public transport, and who live in communities more exposed to high levels of traffic is key to addressing inequality in our transport system.

Changing our approach to travel means avoiding siloed thinking – we need to think of transport as an issue of people reaching what they need, and that means a combination of better transport services, improved digital connectivity, aligning the planning system behind these goals, and changing approaches to how we provide key services to communities to make it possible to access more things locally.

Different places and people have different needs and transport provision should reflect that, acknowledging the difference between rural and urban areas, those with caring responsibilities and the needs of people with disabilities. The people who live in an area should have more of a role in shaping the services they receive, and in changing the public realm.

The way we approach decisions on travel and investment in transport infrastructure should reflect the needs of nature, be focussed on tackling inequality and place a high value on the wider environmental, health and social benefits of increased walking, cycling and public transport use.

A top priority for our jurors was to address the underlying issue of transport poverty and poor accessibility by providing everyone with good options to access the things they need.

There is an urgent need to decarbonise our transport system. Policies and plans that only prioritise supporting a transition to electric vehicles risk locking in more car use, when from an environmental and equity perspective we need fewer rather

than more cars and car trips. Instead, the UK should focus investment on creating comprehensive, positive alternatives to using the car.

FIGURE 5.5: THERE COULD BE OVER 43 MILLION PRIVATE CARS IN THE UK BY 2050

Forecast growth in levels of car ownership in the UK from 2021 to 2050 (millions)
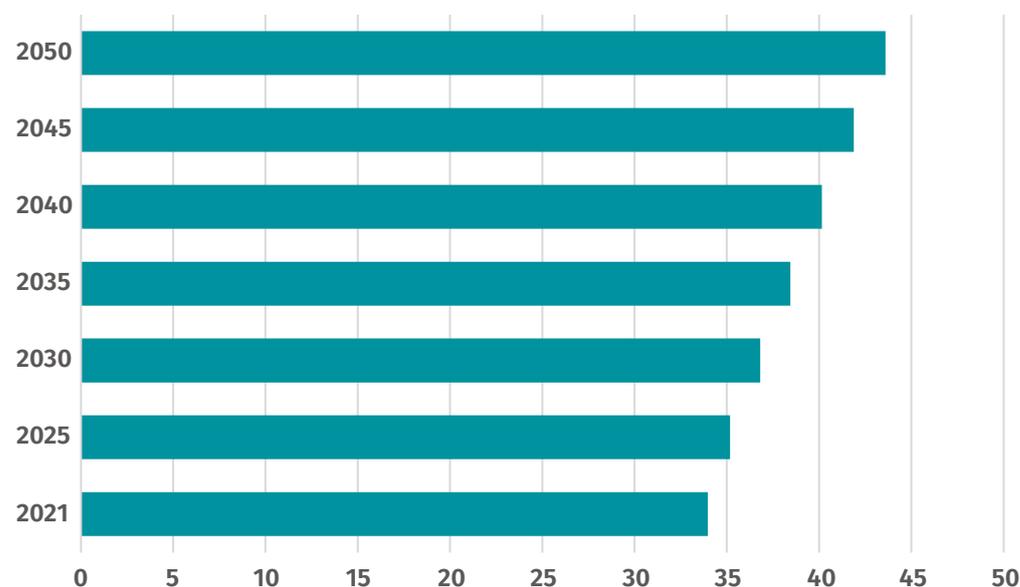
Source: IPPR analysis of data shared by CCC for CCC 2020a

The UK government forecasts up to a 51 per cent increase in traffic in England and Wales by 2050 (DfT 2018), by which time there is expected to be up to 10 million more cars on the road – taking the total to over 40 million (figure 5.5). The Climate Change Committee's balanced pathway, an illustration of an approach to how net zero can be achieved by 2050 (CCC 2020a), assumes an 11 per cent increase in traffic. Congestion will rise as a result of increases in the use of cars – with the potential for up to 16 per cent of traffic to be in congested conditions by 2050 compared to seven per cent in 2015 (DfT 2018).

> *"Unless and until something better is available, I can't imagine life without the independence [a car] gives me."*
> Juror from the South Wales Valleys citizens' jury

Car travel is an essential part of many people's lives, particularly those in rural areas or with mobility challenges, and their convenience as a mode of transport provides independence and flexibility, as well as being a lifeline in emergencies to allow connections with loved ones in need. Cars appeal to people for many reasons, and creating desirable alternatives should be the priority over sanctions and penalties.

However, these individual benefits are not accrued equally. Less than 35 per cent of households in the bottom 10 per cent of households by income own a car (ONS 2019). This translates to significant differences in the distance travelled in cars and vans (both as a passenger or driver) compared to the number of walking trips by those in the highest and lowest income quintiles in England, as shown in figure 5.6.

Number of trips per person per year as driver of passenger in a car or van, and number of walking trips per person, split by income levels
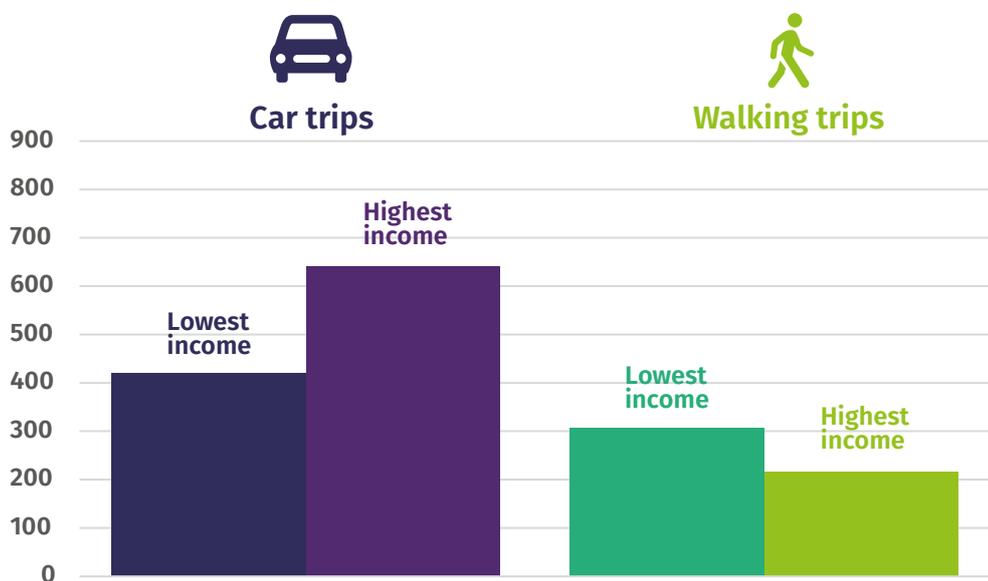
Source: IPPR analysis of DfT 2020e
Note: Lowest and highest income defined here as lowest and highest quintiles respectively.

"People need good alternatives to the car and those who really need a car should be able to use one."
Thurrock citizens' jury

Putting walking and cycling at the top of the transport hierarchy can realise huge health benefits. If cycling became part of everyday travel in just seven cities in the UK by 2040 it would equate to over 240 million hours of physical activity and see over 34,000 long-term health conditions averted, saving the NHS over £319 million over this timeframe (Sustrans 2019).

The UK's current bus network is a key part of many people's lives and connects the most vulnerable in society to the things they care about. The decline in bus routes and services has disproportionately impacted routes which are important for more rural or disadvantaged users (NAO 2020) and "the government's prioritisation of road and train travel over buses has widened inequalities in access to essential services, employment and social interactions" (Marmot et al 2020).

Emphasising investment in local journeys could improve the lives of women across the UK. Women's needs do not currently factor into transport decision-making enough, as they are poorly represented in senior transport positions (Motherwell 2018), and those commuting long distances to work, rather than those making local trips, are prioritised within typical transport analysis guidance (Francis and Pearce 2020). Women make far more use of local public transport, with over one-third more women travelling by bus than men (Gill 2018).

The UK's current bus network is a key part of many people's lives and connects the most vulnerable in society to the things they care about. The decline in bus routes and services has disproportionately impacted routes which are important for more rural or disadvantaged users (NAO 2020) and "the government's prioritisation of

road and train travel over buses has widened inequalities in access to essential services, employment and social interactions" (Marmot et al 2020).

By repurposing the space outside our front doors for more than cars we can reduce social isolation and loneliness. Lower traffic speeds and volumes have been shown to increase the opportunities for people to connect with their neighbours (Hart and Parkhurst 2011). Even temporarily shifting the focus of our neighbourhoods away from vehicles to people in this way, through schemes such as the Big Lunch, is reported to create a stronger sense of community spirit and make people feel closer to their neighbourhoods (Big Lunch 2021).
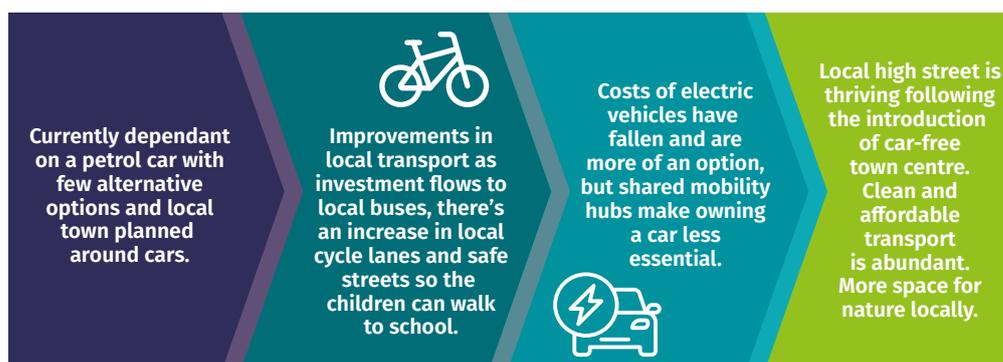
> *"Electric is only part of the answer; we also need fewer car trips overall, so a move to electric vehicles must only happen in combination with public transport improvements and a reduction in journeys."*
> **South Wales Valleys citizens' jury**

The UK will still need and want cars. Decarbonising them is and should be a priority. However, this alone is not the answer for the environment or people's health. Electric vehicles are a crucial part of a net zero mobility system but focussing on private vehicles alone "does not appear compatible with significant decarbonisation" (Science and Technology Committee 2019) and "replacing one type of vehicle fleet with another type of vehicle fleet may not result in cities with safe levels of air quality" (Katsikouli et al 2019).

Manufacturing electric vehicles is not without social and environmental costs, which can only be mitigated to an extent. To replace just the UK's cars with electric ones, let alone the global, is not feasible. It would require just under twice the total annual world production of cobalt, nearly the entire world production of neodymium, three-quarters the world's lithium production and at least half of the world's copper production during 2018 (NHM 2019).

FIGURE 5.7: FAIRLY CHANGING HOW WE TRAVEL

Currently dependant on a petrol car with few alternative options and local town planned around cars.

Improvements in local transport as investment flows to local buses, there's an increase in local cycle lanes and safe streets so the children can walk to school.

Costs of electric vehicles have fallen and are more of an option, but shared mobility hubs make owning a car less essential.

Local high street is thriving following the introduction of car-free town centre. Clean and affordable transport is abundant. More space for nature locally.

Source: Authors' analysis

A clean and healthy transport plan for the UK

> *"There's no one answer to how we should change the way we travel to tackle the climate crisis and restore nature – we need multiple solutions, at the same time, to ensure that changes are fair."*
> **Thurrock Citizens' jury**

Transport decarbonisation plans must aim to make it possible to live a good life, wherever you are, without needing to own a car. This will mean that alternatives to the private car, including both public transport and shared mobility schemes,

reach a level of convenience and affordability that makes them the obvious choice for personal travel for far more people than they do today.

Public transport for all

> *"Public transport needs to be affordable, joined up, convenient and quick, and take people where they want to go safely."*
> **Thurrock citizens' jury**

In response to the Covid-19 pandemic, the number of people using public transport has fallen. These services need supporting through this period; now would be the ideal time for local and national government action to demonstrate the necessity of public transport. As acknowledged by the UK government:

> *"To avoid the worst effects of a car-led recovery – cities and towns grinding to a halt; pollution, road injuries, respiratory illness and carbon emissions all rising – we need to shift back quickly, by making radical improvements to local public transport as normal life returns. Buses are the quickest, easiest and cheapest way to do that."*
> **DFT 2021**

Affordability and complexity of fares limit the use of public transport by people from low-income neighbourhoods (Crisp et al 2018) and create major barrier for people to access the things they need, including good jobs (ibid). The UK government want "more low, flat fares in towns and cities, lower point-to-point fares elsewhere, and more daily price capping everywhere" (DfT 2021) but its approach to delivering this is to largely pass the responsibility to local authorities, when rationalising fares would be better led by government (Richardson 2021). The government must take more accountability for the delivery of its vision for public transport and act to make buses "both tools of inclusion and the transport of choice" (DfT 2021).

Outside of the UK, governments are increasingly recognising that a popular, fair and world class local public transport system must be free, as in Dunkirk, France (EC 2020), or heavily subsidised at the point of use.[72] **The UK should create a world-leading local public transport system that is free at the point of use by 2030.**

The UK government should follow Scotland's lead by extending the concessionary scheme for local travel for older people to all young people in the UK, by 2022. The UK and devolved governments should aim to make all bus travel free at the point of use by 2025, and make all other forms of local public transport, such as trams and the metro, free at the point of use by 2030.[73]

Free public transport is not the panacea for encouraging people to make the shift away from cars. Where it is brought in it is not often primarily for environmental reasons but with the aim of providing fair access to opportunities within the local area (Sloman and Hopkinson 2019a). On these grounds it is a proven success; driving strong passenger growth everywhere it has been introduced (Papa 2020). However, it is only when there is also a disincentive to drive that improvements to public transport come into their own in supporting large-scale mode shift towards cleaner alternatives (Sloman and Hopkinson 2019b). Free public transport would provide an immediate benefit to many, including those who cannot afford

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72 Free local public transport covers 100 towns and cities worldwide, including more than 30 in the US and 20 in France, as well as in Poland, Sweden, Italy, Slovenia, Estonia, Australia and elsewhere (Hokinson 2019a). Luxembourg is believed to be the first country in the world to offer free standard class public transport for all – including across trains, trams, and buses (Mehmet 2020).

73 The exact services which are free will depend on the local context. In Bristol, the Freedom Travelpass for older people covers unlimited travel on most bus and all rail services in Bristol, Bath and North East Somerset, North Somerset and South Gloucestershire.

to own a car, but to make the most of its potential in reducing carbon emissions it would need to be implemented alongside the other initiatives detailed within this chapter. This is particularly true for road user charging, as even a small payment for car use prompts people to reassess their transport options and can lead to significant traffic reductions (ibid).

> *"We don't want to punish anyone for where they live, so benefits and subsidies are better than sanctions and penalties for encouraging greener travel."*
> **South Wales Valleys citizens' jury**

The lack of rural transport options leaves rural communities car dependent and "strikes at the heart of rural disadvantage, impacting people's access to employment, education and training, health, shops, and a host of other activities. It is a key driver of rural isolation and loneliness" (Rural Services Network 2021). People need viable alternatives to the car, and public transport access should be treated as a basic right. Governments across the UK should guarantee seven days a week public transport connectivity for all rural areas. Sustained annual investment of £2.7 billion in England would provide a modern and integrated bus network that is fit for villages and rural communities: a bus to every village, every hour across England from 6am to midnight, seven days per week (Hinchliff and Taylor 2021).

Community transport will be an important part of ensuring that rural transport needs are met. Run as non-profits, typical community transport services include voluntary car schemes, community bus services, school transport, hospital transport, dial a ride, wheels to work and group hire services (CTA 2018).

> *"Copy the TfL [Transport for London] model for running buses so that bus companies get paid centrally rather than relying on making their own profit. This can help make bus fares cheaper for everyone and mean buses serve more areas."*
> **Thurrock citizens' jury**

Pre-pandemic, the revenue raised from bus ticketing was around £3 billion in England (DfT 2020d), around £380m in Scotland (Transport Scotland 2019) and around £55 million in Wales (Bevan Foundation 2018). In short, for less than £3.5 billion a year the government could operate a free bus system in Great Britain and lead the world in providing the fairest, cleanest transport system possible.[74]

The revenue funding required to sustain and grow the public transport network requires overhauling our current, centralised approach to transport investment. Free public transport would be affordable with a fairer funding settlement for local authorities, and if they were supported and empowered to raise more funds locally. Nottingham City Council have put in place a charge on employers who provide workplace parking which has funded extensions to the existing tram system, the redevelopment of Nottingham Station and the local bus network (Nottingham City Council 2021). Around the world, a wide range of local charges have been implemented to pay for public transport services. Business property taxes, used widely in the US, and also temporarily used in London to raise £4 billion for Crossrail, sit alongside road user charging (see below) and visitor lodging levy as potential funding sources (Sloman and Hopkinson 2019c). Schemes such as this need to be designed carefully and in consultation with residents and businesses.

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74   Ticket revenue is acting as a proxy for the scale of investment required to deliver this policy and the exact costs will vary depending on levels of behavioural change – if successful in growing levels of bus usage, then additional services, and investment, would be required. The cost of an expanded bus network in metropolitan areas raises the cost from £3.5 billion to £4.4 billion according to IPPR analysis. With deployment of a rural bus network and an increase in service in Scotland and Wales, costs would increase to an estimated £6 billion.

Creating a world-leading, decarbonised public transport system in the UK will require ambitious rollout of hydrogen and electric buses and trains assets. We propose an annual investment of over £6.5 billion for the electrification, upgrade and expansion of rail, bus, and tram services.[75] Around 19,000 jobs could be created in the manufacturing of electric buses and trains, plus around 15,000 indirect jobs from procuring components and services from other firms in the sector. This is in addition to the potential 80,000 jobs in installation and maintenance of chargers and battery cell manufacturing for electric vehicles.

Providing local access to the things people need

> *"Reduce the need to travel as far - more people should be able to get what they need locally."*
> **South Wales Valleys citizens' jury**

More of the things people want in their daily lives should be closer to home. **The principle of local access within a 20-minute walk, cycle, or public transport trip, should be included within the UK's Transport Decarbonisation Plan and the National Planning Policy Framework.** Popularised by Melbourne and Paris as '20-minute neighbourhoods' and 'the 15-minute city' this principle is already a key part of Scottish government policy (Scottish Government 2020a) and the principle it represents sits as a top priority in Wales' transport strategy: "bring services to people in order to reduce the need to travel" (Welsh Government 2021b).

The name and the exact distances are not what is important here; it is about increasing the local access and connectivity by sustainable modes: "the benefits that this way of configuring places bring are multiple and include healthier communities, cleaner air, stronger local economies, and better resilience against climate change" (Emery and Thrift 2021).

> *"Develop a new economic strategy for the Valleys and for Wales that focusses on creating 'anchor towns', making the most of local assets…"*
> **South Wales Valleys citizens' jury**

This is not just a principle that applies in cities; it can also be key to the development of 'anchor towns' that "deliver fair, sustainable and inclusive economies" (Cunningham 2019) within more rural areas.

Key in supporting people to access what they need without having to travel will be the rapid delivery of high-speed internet to every household, alongside support to access the appropriate devices to make use of it.[76] Access to high-speed internet provides fair access to higher paid work, lifelong learning and lower household bills (Good Things Foundation 2020) and has the potential to reduce congestion with fewer people travelling at peak times for work (Budnitz et al 2020).[77]

New housing developments should be compatible with supporting a shift away from the need to own and use a private car. However, the planning system is often working against these aims and supporting developments built on the assumption of "car-based living", including within proposed garden villages and towns (Chambers 2020). **Planners need the power and backing of national governments to refuse planning applications that generate extra traffic and do not contribute to reducing car dependence.**

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75   See appendix for more detail.

76   Physical infrastructure alone isn't enough to get people online; 9 million people struggle to use the internet independently in the UK (Good Things Foundation 2020).

77   Investment in digital inclusion and skills is also good for the economy, with a £15 for every £1 spent return (Good Things Foundation 2020).

Providing good jobs within the local economy, and the opportunity for those with jobs further afield to work nearer home, will play a crucial role in reducing the need for travel. Revitalising our high streets will be key to this. The UK needs a long-term plan to support high streets that is in-line with our environmental goals and addresses the needs of local people. In chapter 3, we outline some of the approaches we believe will give communities the resources they need to lead this action, including participatory budgeting and a new Thriving Places Fund. However, high streets have been facing long standing pressures from rising business rates and competition from online retailers meaning more will need to be done to address these barriers too. Business rates contribute to the imbalance between online retailers and high street shops because they put property intensive businesses at a disadvantage (Roberts et al 2018). **To support the revitalisation of the country's high streets, the UK government and devolved nations should undertake the wholesale reform of business rates and as part of that review, the introduction of an online sales levy on large companies.** This could level the playing field between bricks and mortar shops and online retailers.[78]

> *"The creation of shared mobility hubs, including electric bikes and shared cars, in all urban train stations by 2025."*
> **Thurrock citizens' jury**

Shared – and where possible community owned – vehicles such as electric bikes, scooters, cars, and vans need to be available within easy reach of people's homes. As a step towards achieving this, **we propose that rail and transport authorities across the UK undertake feasibility studies for turning suitable urban train and bus stations into shared mobility hubs by 2025**. Mobility hubs are highly visible, safe, and accessible spaces which provide shared and public transport options side-by-side (CoMoUK 2019).

Investing in fairer, cleaner, and healthier transport

> *"Stop building new roads unless there is a clear public benefit justification. The Wellbeing of Future Generations Act provides a good test."*
> **South Wales Valleys citizens' jury**

Within chapter 3, we outline the need for a new net zero and protection of nature rule, that the economy must operate within environmental limits and an approach to embedding wellbeing in decision-making. In the case of transport, this means that the mechanism for making investment decisions must be overhauled. **The transport appraisal guidance for all UK governments should emphasise increasing equity, improving health and wellbeing, addressing the climate emergency, and supporting a nature recovery.** In practice, this would mean a moratorium on plans to expand existing road capacity until further review; it is not the immediate priority for public spending. Instead, public money should be targeted at creating good alternatives to car trips. **At least an additional £4 billion should be spent on walking and cycling by 2025** to achieve the stated targets for these ways of travelling in England (Gallagher 2020).

Significant action is required across the UK to make our city and town centres, roads, streets, and pavements accessible and safe for more people – including making them better for those with additional mobility needs – and to make walking and cycling a more attractive option. For many children across the UK the journey to school can only be done by car. Those who can walk, cycle, scoot or

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78   One of the most promising approaches is the replacement of business rates by a land value tax (Roberts et al 2018), but the remit of the commission did not allow for detailed consideration of such proposals.

catch a bus too often need to find their way across busy roads and face the twin risks of road accidents and poor air quality. To ensure all school journeys are safe and enjoyable **there should be a rapid rollout of School Street schemes across the UK**. These initiatives are designed to restrict the unnecessary use of cars on the streets around schools at set times of day and should be the starting point of wider networks of active travel neighbourhoods (Linton et al 2021). Active Travel England should also work with local authorities to develop best practice and ensure the approach taken to restricting traffic is locally acceptable.

Access to wild and green spaces supports us all to live happier and healthier lives. Our cities and towns can be redesigned to support us to live more harmoniously with nature. For example, urban neighbourhoods could use road space in ways that are more efficient, better for wellbeing and better for the environment. This could be done **by all UK cities and towns adopting local plans to increase urban tree cover and reallocate road space to cycling, walking and green space every year, as part of commitments to protect 30 per cent of land for nature**, as discussed in chapter 7. This should support everyone to easily access green spaces, including new urban greenways that connect people from their doors via pleasant and nature-rich walking and cycling routes to a protected, wilder greenbelt (The Wildlife Trust 2020).

> *"City centres should be car-free except when essential, such as for access by people with a disability."*
> **South Wales Valleys citizens' jury**

High density urban areas, where lots of shorter trips are made, present a key opportunity for increasing choice in how people get around. City and town centres should be moving towards prioritising space for people over vehicles. **Local transport planners should work with communities to create car-free areas in city and town centres by 2025, and aim for at least a 50 per cent cut in car use in towns and cities overall by 2030.**[79] The approach to this should be determined by local authorities with the active involvement of residents, so that those who need to – including those with additional mobility needs - are still able to travel by car, and businesses are supported through these changes. Birmingham has set out the compelling case for transforming its city centre by 2030 in terms of both efficiency, with prioritisation of public transport over private car travel aiming to "reduce the negative impact that congestion and travel disruption has on productivity", and the wider benefits to people: "a new city centre environment which will allow people to meet, relax and take time to enjoy the sights as well as navigate their way on foot without difficult road crossings" (Birmingham City Council 2020).

Supporting the shift to electric vehicles for those who need them

> *"Invest in infrastructure ahead of need to accelerate adoption of low-carbon technology or behaviours. Government investment in electric vehicle charging infrastructure is needed to increase confidence in buying electric vehicles."*
> **South Wales Valleys citizens' jury**

The installation of electric charging infrastructure will be key to the transition to cleaner vehicles for both businesses and the public, with at least 260,000 public chargers required by 2040 (CCC 2020a). This will provide those who need an electric car or van the confidence to invest in them. **All governments of the**

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79   Even with a rapid shift to electric vehicles a reduction in car use is necessary to meet a 1.5°C target. Estimates of the necessary mileage reduction required could be as low as 20 per cent or as high as 60 per cent (Hopkinson and Sloman 2019a). Urban areas have the most potential for change and should be aiming to achieve a shift in-line with the upper bounds of this estimate.

UK must set out a plan for a comprehensive public charging network, alongside the investment to deliver it. Rural communities in particular rely heavily on car travel, as do rural tourist destinations and workplaces, and provision of charging networks in rural areas will be a critical, and urgent, step to decarbonisation of local transport (Anable et al 2020). There is however a risk that public funding of residential charging points will subsidise the wealthiest in society (ibid) and, without careful planning, promote a technology-focussed transition that does little to deliver wider benefits for people or nature. Local and national plans for electric charging infrastructure should never be created in isolation from the overall goal to reduce car dependency and increase walking, cycling and the use of public transport.

The government should be bolder than its 2030 ban on petrol and diesel engine cars. Across the UK our juries have told us that action should be led by national and local governments, and the companies that can most afford to change quickly. **We recommend a 2025 ban on the purchase of carbon emitting cars for public sector and commercial car fleets.** This is a crucial interim step towards all fleets being electric by 2030, an aim that increasing numbers of companies are taking to reduce their own carbon emissions (Climate Group 2021). Taking this action now will support the development of the affordable second-hand electric vehicle market, which was responsible for over 7.9 million car sales in 2019 (SMMT 2020), dwarfing the 2.3 million new car registrations in the same year (SMMT 2021). Organisations can make significant savings by taking this as an opportunity to reduce their fleet sizes and moving to shared mobility schemes, such as car clubs (FleetNews 2020). This measure would be supported by the scaling up of active and public transport.

Involving the public in designing future transport charges

The switch to electric vehicles is expected to lead to a £30 billion gap in revenue (Shale-Hester 2020) and there is currently significant interest in road user charging as one method of raising replacement funds. The public are more likely to support than oppose a road user charge aimed at making environmentally damaging behaviours more expensive (Green Alliance 2021a) but careful consideration in design and implementation will be necessary. **The governments of the UK should commit to implementing a national road user charging scheme after meaningful deliberation with the public to ensure it is implemented in a way that is fair and leads to the desired environmental and social impact.** This scheme should be implemented as soon as possible, and the charge should be designed to reduce traffic and encourage the transition to clean transport modes. Meaningful dialogue with the public can ensure it is implemented in a way that is fair and leads to the desired environmental and social impact. This national scheme will be designed to complement locally run congestion charging zones. The public must trust that no one is being unfairly treated through these schemes and that money raised is used to support people to make cleaner transport choices.

OUR NATURAL WORLD

In order to address the climate and nature crises we must change our relationship with the natural world. Urgent action to restore our lands and oceans as habitats where wildlife can flourish is crucial not just for nature but for us as human beings to thrive.

We must go beyond isolated investment in programmes focussed on either climate or nature, and instead make fundamental changes that allow us to live within our environmental limits. In doing so, we can make nature a bigger part of our daily lives and bring more green and wild spaces into our towns and cities.

> *"I felt guilty about the failure of our species to appreciate our responsibilities to protect the environment for the benefit of nature and our own survival."*
> **Thurrock citizens' jury**

The desire of communities to protect and enjoy nature is woven into our history and has shaped the landscapes of the UK. From National Parks to the 'right to roam', time and again public campaigning has forced those with the power to act to value nature and ensure access to it is not reserved for the privileged few.

Despite this national love of nature, the UK's wildlife is on the brink. We are now recognised as one of the most nature depleted countries on earth (Hayhow et al 2016). Reversing this decline, and restoring a more nature-rich landscape, will require our farmers, as managers of the majority of UK land, to be both food producers and active custodians of the natural world. The scale of change required to how agricultural land is used will mean going beyond just providing nature a bit of space around the edges of fields. It will require a full shift to agroecological farming practices – treating the whole farm as an ecosystem and working in harmony with it to increase food production, improve opportunities for wildlife to thrive on all farmland, and deliver the appropriate nature-based solutions to address the climate crisis.

Helping nature to recover is vital to our survival. We know that people's health and happiness is intrinsically linked to the environment in which they live, and that not everyone has access to the green spaces that help them to thrive, as the Covid-19 pandemic has starkly revealed. In protecting and restoring our land, people will reap huge benefits to their health and wellbeing.

WHAT DID OUR JURORS THINK?

Our jurors were clear on both the value of nature in its own right, and in its role in supporting people's health and wellbeing.

Their discussions about nature encompassed everything from gardens to a favourite tree opposite the bus stop, from hedgerows in local farms to nature reserves, mountains, and the coast. All four sets of jurors felt protective of the green and wild spaces near their homes, and older jurors in particular were anxious that they had seen much of this lost through development or damaged by human activity.

They were hopeful that Covid-19 would prompt many more people to find comfort in nature. However, there was also overwhelming concern that

reports of increased litter and fly tipping during lockdowns show how far we have to go in changing the way people treat the natural world.

This example spoke to a much wider issue of how we value nature and our willingness to damage it to meet our own needs. The jurors wanted to see more done to protect established street trees, to avoid road building that damages and fragments local habitats, and to prevent the green spaces around towns and cities being taken over by urban sprawl.

They felt that people have become disconnected from nature and need to have greater access to it and the opportunity to learn about it at every stage of life. All our juries were inspired by the community projects they heard about during their deliberations and saw the active participation of local people in restoring and providing new green spaces as essential.

As much as they wanted increased access to nature, even more fundamental to them was our role as custodians of nature and the need for us to leave space for it to thrive. It is only by allowing nature to recover from the harms we have caused that we will maintain the life support system that sustains every aspect of our lives.

The jurors wanted to see significant changes to how we use the land and sea, from food production, to housing, recreation and energy generation. Specifically, they wanted to see radical changes to farming, but only with the right support in place for farmers so that they can adopt more climate and nature-friendly practices while still earning a good living.

Their biggest concern was the lack of urgency placed on nature restoration and the potential for government and companies to say all the right things, including setting targets, but never take the action required, or worse, continue with active damage.

Reversing nature's decline

Globally, nature is in crisis. The 2020 Living Planet report gives a stark picture of the state of the world's nature. It shows that population sizes of mammals, birds, fish, amphibians and reptiles have dropped on average by 68 per cent since 1970. We are losing nature at unprecedented rates and the ecological footprint of our lifestyles has overstretched the Earth's ability to restore itself by at least 56 per cent – we are consuming 1.56 times more natural resources than the Earth can regenerate (WWF 2020b).

Domestically, the UK is not faring any better, with 41 per cent of species experiencing a long-term strong or moderate decline in populations since 1970 (see figure 6.1). Intensive agriculture and fishing, climate change, pollution and development have all been identified as causes of the nature crisis and must all be addressed to ensure we can reverse the declines in nature (Hayhow et al 2019).

Various ecosystems, within the UK and beyond, have reached 'tipping points' in their levels of degradation. Once ecosystems decline beyond a certain point the effects are catastrophic for nature, our wellbeing, and our economies. Restoring these ecosystems may be impossible. Acting now to reduce the active harm we cause and restore nature will be significantly less costly than delay.

Targets alone will not be enough. In 2010, 196 governments, including from the UK, signed up to global targets to halt biodiversity losses under the Convention on Biological Diversity. While some steps had been taken to address the crisis, most of these targets have not been reached (SCBD 2020). The UK government's own report showed that the UK failed to reach 14 of the 19 targets, and NGO assessments suggest that even this might be over-optimistic reporting (Brede

2020). At the end of 2021, signatories to that Convention will meet to set a new global framework for the recovery of nature.

FIGURE 6.1: THERE HAS BEEN A RAPID DECLINE IN SPECIES THAT ARE OF CONSERVATION CONCERN OVER THE PAST 50 YEARS

Change in the relative abundance of priority species in the UK (95 per cent confidence interval) from 1970 to 2018 and percentage breakdown of severity of changes
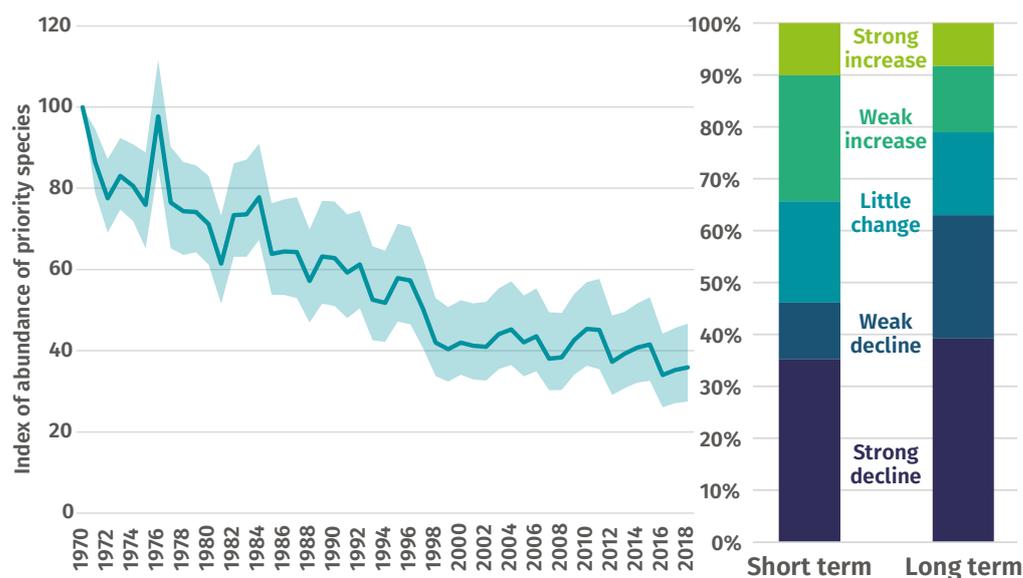
Sources: JNCC 2020a and 2020b (adapted by IPPR)

Rather than an isolated focus on global heating and reaching net zero emissions, nature and the climate crisis must be considered together, recognising that there are things we can do that will benefit both. Improving soil management, restoring wet peat and blanket bogs, protecting seagrass meadows, saltmarsh, and heathlands, and establishing native woodland can all support natural carbon storage, an essential part of achieving net zero and providing resilience to changes in climate (Natural Capital Committee 2020).

The centrality of our seas in limiting and mitigating the impacts of the climate crisis are often underestimated. Marine habitats capture up to 20 times more carbon per hectare than forests on land (Fenn et al 2020). To have healthy seas, people must put less pressure on them, from pollution to fishing. Ocean recovery offers an opportunity to move towards fisheries that are good for climate and nature – including by reducing overfishing, improving fishing practices, and swapping diesel fuels for more efficient electric engines.

Restoring marine ecosystems could also save an estimated £6.2 billion in spending on artificial flood defences by 2050, providing vital protection to coastal communities from rising sea levels and more frequent and powerful storms (Fenn et al 2020).

The levels of pollution in the UK's rivers, lakes and streams make them far from being healthy habitats for wildlife. 84 per cent of rivers and lakes in England fail the criteria for 'good ecological status', and none meet the criteria for achieving 'good chemical status' (Wildlife and Countryside Link 2020). Across the UK, 65 per cent of Scottish water bodies, 46 per cent of Welsh rivers, and 31.3 per cent of Northern Irish rivers are classed in good health (ibid).

Changing how we think about nature

"We need urgent and wide-reaching action to protect nature; things need to change in order for nature to recover and to thrive."
Aberdeenshire citizens' jury

In 2006, the Stern review concluded that the benefits of early action would far outweigh the economic costs of not acting on climate change. This review was considered a seminal moment in placing the argument for strong climate action into mainstream economic debate. More than a decade later, the Dasgupta Review (2021) makes the case for a similar rethink of how we value and protect our natural world. Although nature is far more than an economic good, we have not done enough to recognise its value as an asset – an essential part of the infrastructure that is integral to our survival.

This means recognising nature's worth within the UK's measures of the success for our economy. If we can put in place the frameworks to reflect the true value of nature within decision-making, then we will invest much more in supporting biodiversity and stop subsidising actions that do it harm. The total cost globally of subsidies that damage nature is estimated as at least US$4 trillion per year (Dasgupta 2021).

Changing how we weigh up the benefits and costs of natural assets within our current economic system will not on its own lead to the pace and scale of change we need. We must bound our economy and put limits on the harm we cause. In chapter 3, we set out the need for comprehensive Wellbeing of Future Generations Acts across the UK to ensure current and future generations can thrive within environmental limits. We also argue for the adoption of a 'net zero and protection of nature rule' that ensures all decisions are taken in line with agreed targets.

The challenges and opportunities for agriculture

Our farms and farmland are a major part of British national identity, and farmers perform the critical social function of nourishing and sustaining us all. Yet farmers are suffering the sharp end of the most immediate and direct impacts of a changing environment, including through flooding, drought, increased temperatures and prevalence of pests and diseases (Nyman et al 2021). They operate within a system that often fails to reward them with a fair price for what they produce, in which polluting and damaging practices can go unpunished, unfair trading practices are common, and farmers face competitive pressure from international producers not subject to the same high environmental standards (ibid).

At the same time, agriculture is a major contributor to greenhouse gas emissions. In the UK, farming contributes around 50 per cent of the UK's methane emissions and 70 per cent of nitrous oxide emissions (Nyman et al 2021). Agriculture has been the single largest cause of biodiversity decline and species loss in the UK for decades – destroying habitats such as ponds and hedgerows, fragmenting nature-rich areas and damaging wildlife through the use of fertilisers and pesticides (ibid).

An alternative is possible. With around 72 per cent of land under some kind of agricultural production (Defra 2018a), the UK farming sector has the potential to significantly reduce carbon emissions, increase carbon capture, improve the quality of water resources, and reduce the use of harmful chemicals, as well as undertake actions to increase biodiversity and improve conditions for both rare and abundant species on farms (Coleman et al 2021).

"Support farmers to change the way they use the land, through a combination of information sharing, education and subsidies for environmentally friendly practices."
Aberdeenshire citizens' jury

There are many steps farmers can take to improve environmental outcomes, such as reducing livestock numbers, rotational grazing, intercropping, or employing cover crops, reduced use of fertilisers and pesticides, improved soil management techniques, tree and hedgerow planting, pond creation and restoration (Nyman et al 2021), and increasing numbers are doing so. Improving farming and land management for nature means improving farming practices, setting aside land dedicated to nature conservation, and policies to reduce demand and consumption of high-impact products, and of food waste (Benton et al 2021).

CASE STUDY: THE NATURE FRIENDLY FARMING NETWORK
The Nature Friendly Farming Network (NFFN) represents and supports a growing community of farmers dedicated to more sustainable agriculture and the recovery of nature on their land. Launched in 2018, it now has over 3,000 members and covers all types of farming from arable lowland to hilltop pastures.

The NFFN facilitates support and advice across peers, as well as connecting farmers to resources and opportunities for funding and training. As well as a forum for those already engaged in nature-friendly farming methods, it is also open to organisations from the environmental sector and to farmers just starting out to understand what they can do to support wildlife.

The publications and resources the network has developed make clear the difference farms can make for nature and how nature-friendly approaches can improve farm profitability.

Source: Coleman et al 2021

A fair transition for the farming sector would mean farmers, land managers and agriculture workers are fairly rewarded for their produce and the public goods they deliver, including their work addressing the climate and nature crises (Coleman el al 2021). Responsible farming must be profitable. It has to offer good livelihoods for farmers and workers, and it has to do so for farms of different types and sizes. In chapter 5, we outline some of the changes required to ensure fair supply chain practices, and mechanisms through which consumers could be encouraged to build a new relationship with their food and afford to pay a little more for it. As our expectation of farming and farmers change to include actions that address climate change and the recovery of nature – in addition to producing healthy, nutritious food – we must also update how farming is regulated and farmers are rewarded for their efforts (Nyman et al 2021).

Access to nature and improving our understanding of it

"Being out and about whether it be by the sea, hill climbing or walking through the ample woodlands removes most of the stresses that tend to surround me, nature seems to simplify everything."
Juror from the Aberdeenshire citizens' jury

"Despite living in very different places, nature has been very healing in a very difficult time… it's an important part of our life."
Juror from the South Wales Valleys citizens' jury

The Covid-19 pandemic has brought home the significance of nature and nature-rich green space to the physical and mental health and wellbeing of us all. It has opened many people's eyes to the importance of the spaces around them – their gardens, the neighbourhood parks, and the wider tracts of green space that help support humans and wildlife alike.

Proportion of adults who visited the natural environment at least once a week in 2019, split by socio-economic groups AB or DE

35 – 40%	
40 – 45%	
45 – 50%	
50 – 55%	
55 – 60%	
60 – 65%	
65 – 70%	
70 – 75%	
75 – 80%	
80 – 85%	

Most affluent (AB)

Least affluent (DE)
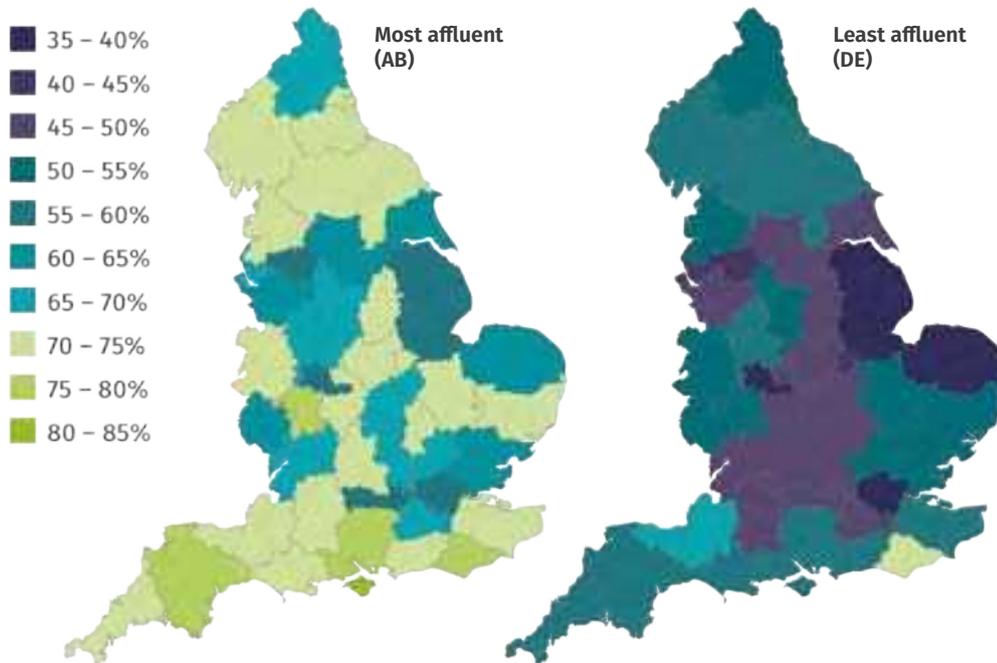
Source: Natural England 2021 (adapted by IPPR); Office for National Statistics licensed under the Open Government Licence v.3.0. Contains OS data © Crown copyright and database right (2021). https://www.ons.gov.uk/methodology/geography/licences

Our engagement with nature is not a "nice to have"; it is critical to our personal and collective wellbeing. Polling in England tells us that 84 per cent of the public support the idea of increasing the number of nature-rich areas in the UK, and 76 per cent agree that nature had been an important source of comfort and relief during lockdowns (Marsefield 2020).

> *"We should educate people about nature from a young age, including about the risks to wildlife and biodiversity and where food comes from. This will inspire them to protect nature and could encourage them to work in green industries."*
> **Aberdeenshire citizens' jury**

An understanding of the natural world is important in both encouraging individual action for nature and for a wider societal acceptance of the scale of conservation effort now required. Children are growing up in a world where nature is harder to find, so more needs to be done to increase their connection with nature early in life (Jones et al 2020). Once a connection with nature is established it carries forward into later life – time spent in nature during childhood is positively associated with active care for nature (Chawla 2020).

Increased contact with nature, through both formal and informal learning, has numerous benefits for children. These can be succinctly summarised as: "children who learn outdoors know more, understand more, feel better, behave better, work more cooperatively and are physically healthier" (Moss 2012).

However, the significant benefits of access to nature are not shared equally. Those in the lowest income groups are much less likely to both spend time in a natural environment (figure 6.2) and to consider their local green space to be of a high enough standard to spend time in (figure 6.3). This inequality reaches beyond income with a larger proportion of black and ethnic minorities living in areas with the greatest deficiency of access to open green spaces with wildlife value (Collier 2020). Restoration of our natural world must address these inequalities – ensuring that everyone in the UK has easy access to green spaces on their doorstep.

FIGURE 6.3: THOSE ON HIGHER INCOMES ARE FAR MORE LIKELY TO SAY THEIR LOCAL GREEN SPACE IS OF A HIGH ENOUGH STANDARD TO SPEND TIME IN

Average levels of agreement/disagreement that an individual's local green space is of a high enough standard to want to spend time in, broken down by income group
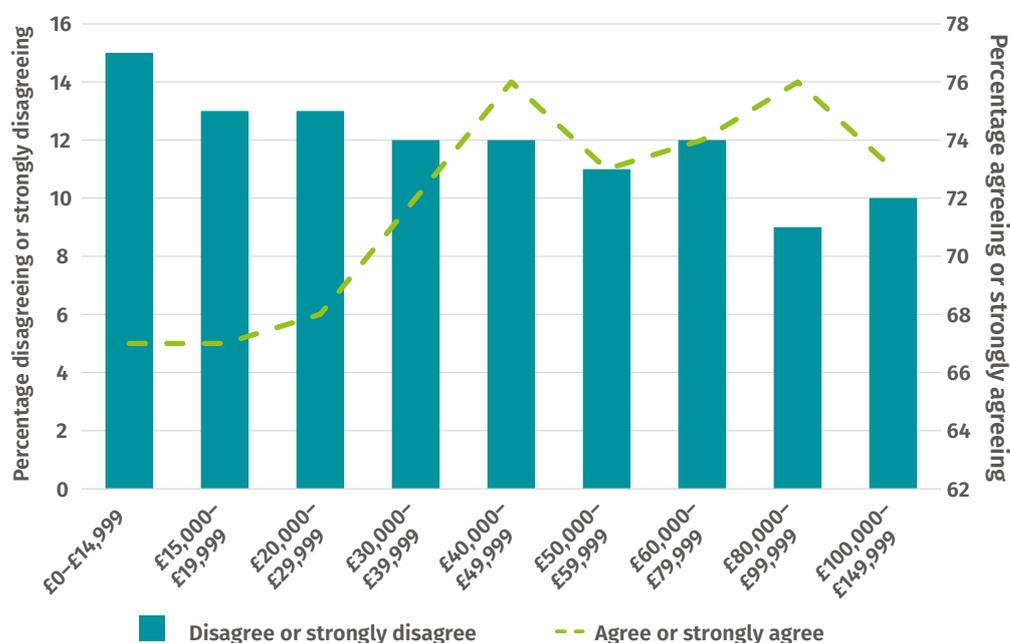
Source: Chapman and Phagoora (2021) (adapted by IPPR)

Existing greenbelt land and other sites adjacent to towns and cities should be a priority. Greenbelt land as a planning designation was introduced to limit urban sprawl, ensure towns retained their distinctiveness, help protect the countryside and encourage urban regeneration (CPRE 2018). This land could be doing much more to provide habitat for species, capture carbon and encourage people into wilder green space.

Nature is also needed where people live and not just as a place to visit. Natural features provide critical urban ecosystem services such as cooling, pollution abatement, and flood management, and larger green spaces provide opportunities for recreation, exercise, food growing, and community cohesion (Gómez-Baggethun 2013).

Connecting to special landscapes

Since the 1950s, when the Peak District was the first to receive the designation, National Parks – and Areas of Outstanding Natural Beauty (AONBs) – have held a special place in the hearts of the UK public. These "national landscapes" have

been a source of great recreation and joy for generations, but there are ways in which they can be improved for all to access nature.

Unlike greenbelts and urban green spaces, national landscapes are often distant from where people live, work, and spend their free time, so there is work to do to provide green transport links for people to get out and enjoy these spaces.

While many think of National Parks and AONBs as synonymous with nature, UK national landscapes have suffered similar declines in biodiversity to unprotected sites. In fact, data suggest that Sites of Special Scientific Interest (SSSIs) located within National Parks are on average in a worse condition than those without such designation (RSPB 2020). In reality, such national landscape designations offer little legal protection against the same drivers of biodiversity loss elsewhere.

Roads and streets that leave little space for nature

Roads and streets are a key feature of our landscape, and we can manage these to provide benefits to biodiversity and mitigate the impacts of severe weather (EC 2011). Three-quarters of the land in Great Britain is less than half a kilometre from a road (Phillips et al 2021) and for 23 million commuters, road verges can be their main contact with nature (Bromley et al 2019). Improving how we manage rural road verges would create a pollinator habitat the size of London, Birmingham, Manchester, Cardiff and Edinburgh combined (ibid). Trees can provide green corridors for nature within our urban areas, yet the average tree canopy cover in the cities and towns of England is just 16 per cent (UFWACN 2016).

> *"As well as action for nature, [there] needs to be a halt on activities damaging nature – new roads and developments. Positive steps can't mean damaging things is allowed."*
> **Thurrock citizens' jury**

Despite increased awareness of the impacts of transport infrastructure on landscapes and nature, damaging road schemes continue to be proposed. Highways England's own assessment of the Lower Thames Crossing states that it will lead to a "major negative change for landscape" (Highways England 2020). Local campaigns highlight the emphasis placed on "theoretical economic benefits" over the impacts on "biodiversity, ecosystem services, community health and tourism" (Essex Wildlife Trust 2021). As we describe in chapters 3 and 5, the way governments make decisions to avoid causing harm to nature will need to change – all transport infrastructure spending should be aligned with delivering positive improvements to the natural world.

RESTORING NATURE

Giving nature the space it needs to thrive

> *"All land should be assessed for the potential opportunities to support nature."*
> **Tees Valley and County Durham citizens' jury**

Defra and Natural England have set up the Nature Recovery Network with the aim of restoring and creating wildlife-rich habitats and corridors across England, to help wildlife populations to grow and move. The UK government has also committed to protect 30 per cent of land in England for nature. This definition of 'protected' includes the existing 26 per cent of protected sites, many with limited qualities as habitats (Prime Minister's Office 2020). Action must match rhetoric, and bolder ambition is needed on what 'protected' land looks like. Biologically diverse sites should be connected by hospitable environments through which wildlife can travel, across national borders.

England's Nature Recovery Network needs to join up with sites in Scotland and Wales to deliver connected habitats that stretch across the country. **All governments of the UK need to work together to ensure that land protected for nature is in good ecological condition and that currently fragmented nature-rich sites are joined up by corridors which support movement and flourishing of wildlife.**

At the heart of these networks will be spaces where nature is truly given the space it needs to thrive. The UK government has been promoting the Global Leaders' Pledge for Nature, to protect 30 per cent of land and sea by 2030, and has committed to protect 30 per cent of land in England for nature – up from the existing 26 per cent. This definition of 'protected' includes existing National Parks and AONBs which have limited qualities as habitats. **All governments of the UK should work together to ensure that 30 per cent of both land and sea is protected for nature and in good ecological condition, by 2030.** These areas should be covered by long-term, statutory protection. This target should be applied to both the UK as a whole and each of the four nations. For the costs and benefits of a nature recovery to be evenly distributed, local areas and regions will need to be supported to reach this target too.

Ensuring progress on the nature crisis

> *"The public should be supported by an independent regulatory body that stops the nonsense – providing the focus that is needed on these emergencies – and has legal powers to drive action."*
> **Aberdeenshire citizens' jury**

The UK's response to the nature crisis must face the same scrutiny as our plans to reach net zero. The UK and devolved governments should be supported and held to account by a new independent, statutory body to do this; the CCC has its work cut out already. **We propose the UK government establishes a new Nature Recovery Committee, playing an equivalent role to the Climate Change Committee.** This new committee should focus on halting and reversing declines in nature and would work alongside the CCC to ensure close alignment between their recommended pathways for addressing the climate and nature crises. The Nature Recovery Committee would provide annual reports on progress in delivering against agreed targets (proposed in chapter 5), including identify investment gaps, and consult with DEFRA and the Office for Environmental Protection in developing its advice on how to deliver on these targets. The Nature Recovery Committee would report to parliament, unlike the Office for Environmental Protection. Through engagement with the proposed Climate and Nature Assembly (see chapter 3) the committee would ensure that the approach taken to achieving these targets is fair and reflects the level of ambition the public expect.

Building a new relationship with nature

> *"Do something, not just make a target, but do something. So far, all the promises coming from government is just points, they don't mean anything. They do the points… but if we don't do anything, they're just words."*
> **Juror from the Aberdeenshire Citizens' Jury**

The current level of action and investment in nature recovery fails to match the value our jurors and indeed UK communities in general place on it. **We call for a new National Nature Service that covers all four nations of the UK to create new high-quality job opportunities and mobilise the workforce needed to restore nature.** In this we are adding our support to a key proposal made by members of the Wildlife and Countryside Link coalitions, who represent environmental charities across the UK (Thoren 2020). A proposed National

Nature Service for England is costed at £741 million a year and would deliver nearly 10,000 entry level jobs alongside 5,000 supervisory and expert roles (ibid). This proposal should be scaled up and provided with proportionate funding to cover the whole of the UK.

The National Nature Service is modelled on the US "Conservation Corps", established in the 1930s in Depression era America, and should form a central pillar of the UK's "green recovery". The scheme would provide at least a year of paid work and training for 'rangers' and would be designed with a focus on providing roles to young people (including apprenticeships), under-represented groups, and in the communities that need them most, including rural and coastal areas. These jobs would incorporate high-quality work standards described in chapter 4. Our jurors suggested that the opportunities offered for young people to start careers in restoring nature, alongside other low-carbon jobs, might be called the 'Attenborough scholarship'.

Such a service would boost job prospects, speed up delivery of nature recovery projects and provide opportunities for people from many different walks of life to experience and engage with the UK's nature and landscapes in ways otherwise impossible.

> *"Educate people on their responsibilities as well as rights."*
> **Tees Valley and County Durham citizens' jury**

Getting the balance right between people being able to access and enjoy nature and the need to conserve it was a key theme within our jurors' discussions. Providing more opportunities for people to enjoy the countryside should come hand-in-hand with better education on how to do so in a way that preserves the natural world for wildlife. We outline changes to the school curriculum to support the development of this knowledge from a young age in chapter 3. At the same time, we must provide opportunities for adults to gain this knowledge – partly through investment in promoting and disseminating the Countryside Code.

The existing right to roam in England covers only eight per cent of the countryside and 97 per cent of rivers are off limits to the public (Douglas 2021). In Northern Ireland, legislative progress on enabling public access to the countryside lags behind Great Britain (Price and Simpson 2017). All parts of the UK should enjoy the same rights of access to nature. To this end, **the 'Right to Roam' should be expanded across the whole of the UK.** As part of an expanded 'Right to Roam', the law should be changed in England, Wales, and Northern Ireland, to reflect Scottish laws that give the public the right to swim in rivers and lakes. This should be accompanied by new bathing quality standards, and where possible, the designation of swim areas.

Supporting nature to thrive on our doorsteps

> *"[Protect] green space and the green belt, as damage from development is often irreversible and has an impact on climate, environment and wellbeing."*
> **Thurrock citizens' jury**

While often thought about as existing in dedicated zones, nature does and should run throughout our built environments. The infrastructure that supports our lives must not set back progress in nature recovery.

Further to the changes needed to how we make decisions described in chapter 1, **we support the recommendations of the Raynsford Review (Town and Country Planning Association 2018) for legislation that creates a purpose for the planning system that will ensure an environment fit for future generations.** Like the

authors of this review, we see the need for planning system to be aligned with the sustainable development goals (ibid) and that no development should be incompatible with the environmental targets we outline in chapter 4.

> *"Streets should be greener and more nature friendly – we should plan for benefits to nature as well as people."*
> **South Wales Valleys citizens' jury**

Within this revised planning framework, a new **'3 x 30 x 300' rule for local planning would ensure everyone has the chance to connect with nature**. This would ensure at least three natural features are visible from every new home, every neighbourhood has at least 30 per cent tree or urban forest canopy cover, and no new home is further than 300 metres from an accessible urban green space, such as a park or nature reserve (van den Bosch 2021). This rule can also be applied to identify existing neighbourhoods lacking in nature and establish priority areas for urban greening.

Local authorities and public bodies are major greenbelt landowners and should seek to make improvements to their land that addresses the needs of nature and improves people's health and wellbeing. Some may be able to fund this directly but additional investment from government would help fund nature improvements and facilitate public access and enjoyment. Research supported by the National Trust, and other partners, shows how a £1.4 billion capital investment and an ongoing commitment of £200 million a year in parks on the urban fringe would generate £600 million a year in health benefits, could contribute 8 per cent of the national tree-planting target and would support 3,800 permanent jobs (Vivid Economics and Barton Willmore 2020). Investing in nature and access in the greenbelt will also have the added benefit of halting ever expanding urban sprawl and supporting increased urban density, which in itself supports reduced carbon emissions – particularly when aligned with improved public transport and the 20-minute neighbourhood principle detailed in chapter 5 (Hopkinson and Sloman 2019b).

> *"Introduce employer schemes where workers are given time off to restore nature in local areas of unused and degraded land. Use employees' suggestions and local expertise to direct action."*
> **Thurrock citizens' jury**

> *"Involve all parts of society. Bring everyone on board including companies. We should take natural resources as seriously as human resources."*
> **Tees Valley and County Durham citizens' jury**

In chapter 5, we describe the need to reallocate space to green corridors where wildlife and people can safely travel across our urban areas. These changes in the public realm should be matched by wider efforts to green our homes and workplaces and all the spaces in between. The new community rights legislation and the Thriving Places Fund recommended in chapter 3 will support communities in action for nature and taking ownership of spaces in their area that help people and wildlife to thrive. Alongside this, **we call for a UK-wide campaign to engage everyone who can and every organisation, from every sector, in making their land, buildings, homes, gardens or whatever space they have, better for nature.** The nature recovery is not going to be delivered by the words of government ministers in the run-up to international conferences, but in the actions we all take. The public sector, through schools, GP surgeries, hospitals, and town halls, can play a key role to play in making these changes; the private, community and faith sectors should all play their part too.

Supporting a fair transition to nature-friendly farming

It's non-negotiable that how the land in the UK is farmed needs to change. At the same time, current farming business models are unprofitable and therefore unsustainable (NFFN 2020). Farmers need to be supported to do the right thing for nature; this isn't an easy transition and they will require help in the form of both funding and advice.

Agricultural payment schemes should be better suited to the UK's environmental priorities, aligned with environmental policies and targets, especially those in the environment bill and 25 Year Environment Plan. A new Environmental Land Management scheme is under development in England to ensure public money is used to support actions that deliver environmental public benefits, such as carbon capture, improving biodiversity, better soil management, flood management or preservation of key species and breeds. The Agriculture Act (2020) has set the legal foundation for such a scheme, but there is a great deal of more work to be done for it to meet the environmental ambition expected of the UK government's 'Green Brexit' (DEFRA and Gove 2017).

> *"I think they've got to help them financially. I've got family that have farmed for generations and that's all they know, you know, farming cattle and sheep. It's not all that easy to change."*
> **Juror from the Aberdeenshire citizens' jury**

For this scheme to be effective it needs to be clear, intuitive, and accessible for all farmers. This means it is crucial that farmers and agricultural workers are deeply involved in scheme design. It also needs to be ambitious. The current Agriculture Act recognises the benefits of whole-farm change, including enabling financial support to learn about agroecology, but does not go far enough in providing assurance that farmers will receive adequate funding to adopt these principles and risks incentivising improvements only to the margins of agricultural land.[80] **England's new Environmental Land Management scheme(s) need to do more than fund business-as-usual or reduced harm, and promote genuinely environmentally beneficial activities.**[81] Harm-avoidance should be dealt with through regulation, rather than incentives.

We support the Nature-Friendly Farming Network's call for additional advice and funding to be made available for collaboration between farmers to produce landscape scale results, such as species recovery or improving water quality. Working in partnership across multiple holdings should be worth more to each farmer than doing similar activities alone.

Critical to delivering positive impact on biodiversity, climate mitigation and adaptation, and water and soil management is the provision of practical guidance and support to farmers and land managers. **Investment in peer-to-peer networks and training from trusted and knowledgeable farm advisers must be part of the Environmental Land Management scheme.** The approach to this should include investing in successful existing networks, such as the Nature Friendly Farming Network, alongside a programme of support that includes a traineeship programme, a mentorship programme, and farmer-to-farmer intergenerational exchange (Butterly 2019). Importantly, this advice will need to be tailored to local contexts and scheme objectives.

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80   An amendment to address this issue was put forward and not adopted during the drafting of the Bill, see Coe and Finlay (2020).

81   Proposals for CAP replacement are more advanced in England but the approach outlined in this report should be followed in the devolved nations and adapted for local contexts.

"Land strategies need to balance the competing priorities of enabling access to nature and protecting nature from being damaged by us."
Aberdeenshire citizens' jury

Across the country there will be competing priorities for improving how we use the land – including housing, recreation, energy, food production, and nature – balancing these will be supported by a national approach to land use management. **We support the Food, Farming, and Countryside Commission (2020) proposal for a strategic land use framework in England to help make the best use of land, resolve conflicts and competition, and deliver on government priorities.**[82] There should be equivalent approaches across the UK, such as the Scotland Land Use Strategy (Scottish Government 2020b). Through joined up planning we will ensure the multiple benefits we need land to provide are fairly balanced.

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82   See RSA (2019).

OUR PLACE IN THE WORLD

The UK has the opportunity to play a leading role in a global fair transition. But if the UK is to do so, then it will need to cut its negative impacts on climate and nature by a greater, fairer share. It will also mean providing more support to developing nations to help them through the transition and to become more resilient to the impacts of the climate and nature crises.

The impacts of these crises are already with us, and the poorest nations, who have contributed the least to these crises – are often at the sharp end of these impacts. Yet Covid-19 has demonstrated that in the face of such global threats, no country is safe until all countries are safe. In the case of the pandemic, there is both a strong moral argument for the most developed nations to support developing countries and the world's poorest citizens with access to the vaccine, as well as a selfish one. As the former prime minister Gordon Brown has said: "'all of us will live in fear until no one lives in fear… providing the vaccines is not just an act of charity: it is a form of self-protection, perhaps the best insurance policy in the world" (Brown 2021).

In the case of the environment, the UK has been a leading contributor to global heating and the destruction of nature. The UK therefore has a greater responsibility to act with partners around the world to address the climate and nature crises both at home and abroad. As with Covid-19, the argument for supporting developing nations extends beyond the moral; there are also potential economic benefits, because it will help ensure that jobs, and our emissions, are not offshored.

The Paris Agreement and the 2030 Agenda for Sustainable Development were both adopted in 2015. Action on the UN's sustainable development goals (SDGs)[83] will help the UK to deliver a longer-term transformation to national economies and societies that are both decarbonised and that work to achieve a better and more sustainable future for all (Pauthier and Cochran 2020).

'Climate action' is just one of the SDGs and is the one that requires the most urgent response (United Nations 2019). Indeed, the UK government has said it is 'serious about 1.5 degrees' and that, as host, it will use COP 26 to secure a global fair transition. But addressing the climate crisis will also be a prerequisite to achieving the other SDGs – which in turn must also be met if all nations are to achieve their climate objectives too (Pauthier and Cochran 2020).

> *"Action on environment must be taken seriously by everyone who lives on this planet. It is the responsibility for all of us to take."*
> **Tees Valley & County Durham citizens' jury**

WHAT DID OUR JURORS THINK?

Our jurors want to see the UK playing a leading role in tackling the climate and nature crises.

They recognise that the UK has been a leading contributor to global heating and the destruction of nature. They believe that the UK had a responsibility to help poorer countries, and they also saw potential for economic benefits for the UK.

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83   These include 'no poverty', 'reduced inequalities', 'good health and wellbeing' and 'gender equality'.

Many of the jurors also had concerns that the UK would lose out if it acted alone or implemented policies that were stricter than elsewhere. They wanted to make sure that businesses didn't leave and take jobs with them.

Issues of international justice were important to them. When discussing food and transport in particular, the jurors were anxious that decisions taken in the UK should not cause harm or destruction elsewhere. They were concerned about both environmental impacts, such as deforestation, and social issues, such as a lack of labour rights.

Source: IPPR analysis of IPPR 2021a, 2021b, 2021c and 2021d

THE CLIMATE AND NATURE CRISES ARE ALREADY HERE, AND WE ARE ILL-PREPARED

The climate crisis is already causing environmental destruction. Some African nations are spending as much as 10 per cent of GDP on managing the impacts of deadly storms, heat extremes and the other consequences of higher temperatures (AMFPED 2021). These consequences are set to grow markedly into the future as temperatures rise and the destabilisation of nature continues, with implications for all countries (Laybourn-Langton and Rankin 2019).

> *"It is the more vulnerable people in the poorer countries that are taking the brunt of this and it's us causing it and that's horrendous."*
> Juror from the Aberdeenshire citizens' jury

Natural and economic systems do not stop at national borders. The impacts of destructive storms and failed harvests ripple out across multiple countries, through globalised systems such as the food system. Through this, the whole world becomes less stable and less safe, as existing social and political problems, such as high levels of inequality and political fragmentation, are exacerbated and multiplied (Laybourn-Langton et al 2020). In a future of growing environmental destabilisation, all countries will have to contend with more frequent and severe shocks transmitted through globalised systems.

Despite the impacts of these crises already being with us, the evidence shows that many countries are ill-prepared. The Global Commission on Adaptation has warned that progress on climate adaptation is insufficient and that destructive impacts are set to increase more quickly than financial support to adapt (GCA 2019, GCA 2020, UNEP et al 2021).

The climate and nature crises are a pressing issue of international fairness

Different countries do not experience the impacts of the climate and nature crises equally and neither do they contribute equally to the problem (figure 7.1). The UK is the fifth largest contributor to the total stock of greenhouse gas emissions over time (Carbon Brief 2018), being responsible for 4.4 per cent of historic emissions.[84] It also benefited hugely from the fossil fuel era, helping it to become the fifth wealthiest economy.

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84   This is based on data from the research and data website, 'Our World in Data', which suggested that the UK is responsible for about 4.4 per cent of historic emissions, combined with the remaining budget for a 66 per cent chance of staying within 1.5°C and adjusted for the UK's share of the global population.

Annual per capita consumption of each planetary boundary comparing G7 to the rest of the world, where a value greater than 1 means the boundary is exceeded

Amount by which planetary boundary is exceeded (1 = a planetary boundary)

■ Rest of the world average - G7   ■ G7 average
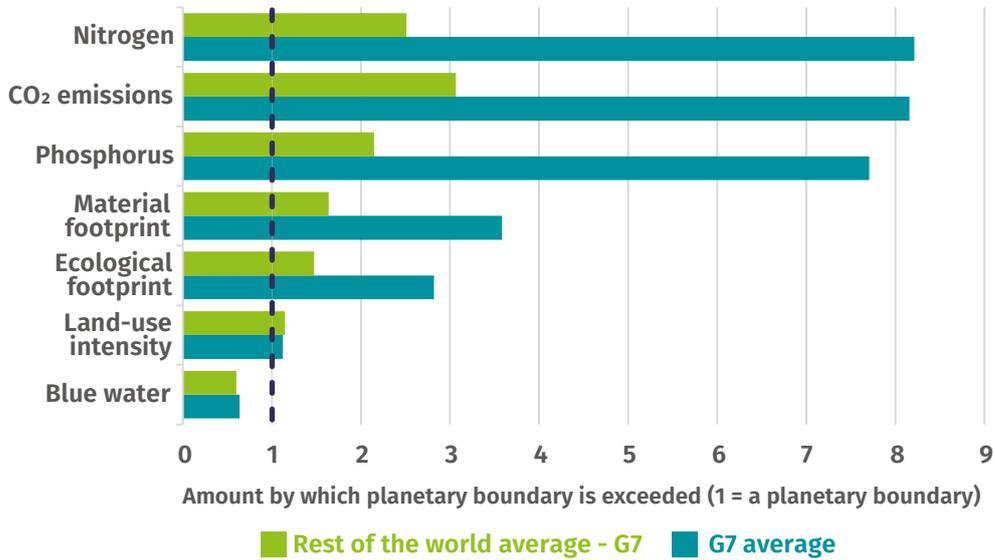
Source: IMF (2019); O'Neill et al (2018) (adapted by IPPR)

FIGURE 7.2: THE UK IS THE FIFTH BIGGEST CONTRIBUTOR IN TERMS OF CUMULATIVE EMISSIONS

Cumulative historical global carbon dioxide emissions, by country
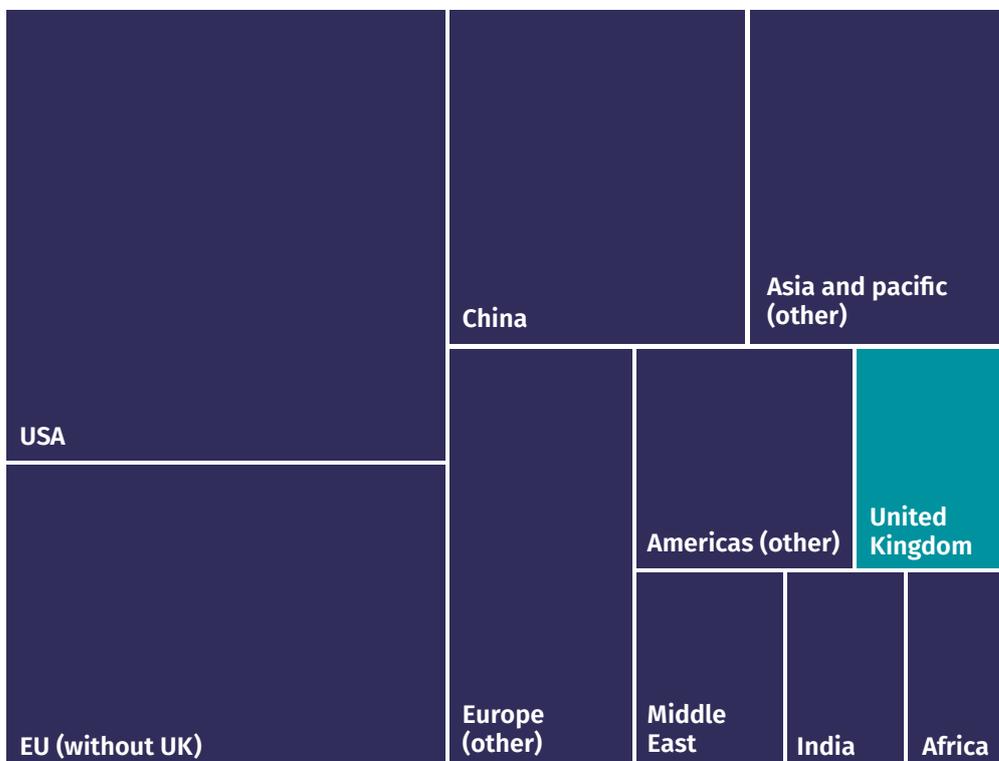
Source: Courtesy of Our World in Data (Ritchie and Roser 2020), with base data from CDIAC (Boden et al 2017) and the Global Carbon Project (Le Quéré et al 2018)
Note: Global historical carbon dioxide emissions since 1870, including those associated with fossil fuel and industry but not those associated with land-use change.

As the commission argued in its interim report, the impact that the UK has on the climate and the environment is often understated. The government bases its decarbonisation targets on emissions produced in the UK (known as 'territorial emissions') and does not include goods consumed in the UK but produced elsewhere. When taking a consumption-based approach that includes these goods, the UK's footprint is much higher. The UK's consumption emissions are 37 per cent higher than its territorial emissions; in the 1970s they were just 0.2 per cent higher (IPPR 2020).

> *"We've spoken about justice, we've spoken about equity and equality, but we are 'offshoring' (to use a horrible word) much of the problem overseas. Our consumer culture… is predicated on having things made cheaply overseas and imported so that we can use them and throw them away in a way that we never used to in the past because they're designed not to be repaired."*
> **Juror from South Wales Valleys citizens' jury**

As a consequence of deindustrialisation, the UK has switched to importing more of the products and materials that it consumes from abroad (IPPR 2020). Even if we were to reach net zero at home, while we are still consuming products that have been produced in environmentally damaging ways, we are still contributing to the climate and nature crises.

As one of the richest countries in the world, the UK has a greater capability than others to act to reduce emissions and to shield its interests against the growing impacts of higher temperatures. By contrast, Zimbabwe – one of the countries most impacted and vulnerable to the consequences of the climate and nature crises (Eckstein et al 2021) – has only contributed around 0.05 per cent of emissions over time and is one of the poorest nations on Earth.[85]

> *"I think about the poor countries you know. They cannot [do] something because they are poor. We have to start from us you know. I think about that more."*
> **Juror from the Aberdeenshire citizens' jury**

The UK's financial sector is nationally important because of its contribution to the economy (Hutton and Shalchi 2021). It also has significant international reach and plays a substantial role in the investment and lending activities of financial institutions and companies worldwide (WWF and Greenpeace 2021).

The government and financial regulators have not taken sufficient action to address the global emissions and environmental impact financed and enabled by UK private financial institutions (WWF and Greenpeace 2021). The carbon emissions financed by the 15 largest banks and asset managers in the UK are estimated to be 1.8 times the emissions produced by the UK domestically and would represent the ninth largest emitter in the world if treated as a country (ibid).

The UK isn't safe until the whole world is safe

There are, of course, much larger emitters than the UK around the world. The UK emits around one per cent of global greenhouse gases compared to China's 28 per cent, the US's 15 per cent, and India's seven per cent. The UK acting in isolation will not prevent global heating or the nature crisis unless other nations around the world also act.

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85   Author calculations using (Ritchie and Roser 2020) and (Roser and Ortiz-Ospina 2019).

"All these countries have got different ideas of what we can do, but if we all work together, it'll be fair for everybody and we'll all do it together."
Juror from the Thurrock citizens' jury

As a country with strong diplomatic capabilities, soft power and global reach, the UK has a significant influence on the actions of other countries. Action at home also underpins the credibility of the UK's diplomatic work to build coalitions for more ambitious action around the world. Though emissions continue to rise and investment in coal power continues, there is evidence that China is beginning to undertake more ambitious action by setting a new date for net zero by 2060 and investing heavily in renewable technologies.

Greater environmental disruption abroad could have serious consequences for the UK economy. In a globalised world, there are limits to how much a country can be protected from the impacts of global shocks, as the Covid-19 pandemic has shown. No country is safe until the whole world is safe

"For me it's connectivity, how everything is connected. The world is connected, we as a country are all connected. One thing impacts on another, impacts on another."
Juror from the Aberdeenshire citizens' jury

An increase in economic instability or conflict in a region consistently impacted by environmental destabilisation could disrupt transport networks, trade routes and supply chains that the UK relies on (MoD 2018). The UK's food system is not self-sufficient – in 2019 the UK imported just under half of total food consumed (DEFRA 2020). The UK's food supply chains will be disrupted, as climate shocks increasingly and disproportionately affect many of the countries from which the UK imports its foods (Laybourn et al 2020).

Military and security analysts have long been concerned by the climate crisis and wider environmental damage. Addressing climate change and biodiversity loss was named as the UK's 'number one international priority' in a review of security and defence (HM Government 2021), and the UN Security Council recently held its first ever high-level meeting on the impact of climate change on peace and security (ibid). Other countries' military and security establishments have also recognised the threat it poses, with the US government's 2014 Quadrennial Defense Review concluding that:

"The pressures caused by climate change will influence resource competition while placing additional burdens on economies, societies, and governance institutions around the world. These effects are threat multipliers that will aggravate stressors abroad such as poverty, environmental degradation, political instability, and social tensions – conditions that can enable terrorist activity and other forms of violence."
DoD 2014

We've made progress internationally, but not enough

Nearly half a century has passed since the first global conference on the environment, held in Stockholm in June 1972, and some progress has been made in a coordinated global response. International scientific networks and institutions, such as the Intergovernmental Panel on Climate Change and the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services, have developed our understanding of the problem. Agreements and treaties have been mediated and action secured. The United Nations Framework Convention on Climate Change convenes countries on the climate element of the crisis, and Convention on Biological Diversity does so around the destruction of parts of nature.

> *"People have different needs and requirements, and so to try and think equally across the globe, you know that's quite a challenge."*
> **Juror from the South Wales Valleys citizens' jury**

Action is being taken to help countries adapt to the inevitable impacts. For example, the global Green Climate Fund provides financial support to poorer nations. But it is not enough. The G7 nations have re-affirmed their commitment to jointly mobilise US$100 billion annually for climate finance for developing countries, by 2020 through to 2025 (BEIS and DEFRA 2021). However, this commitment is far from being met (Hattle and Nordbo 2021; Shankleman 2020). Moreover, wealthy, higher contributing nations have so far failed to reach consensus on providing additional, explicit compensation for unavoidable destructive impacts, referred to as 'loss and damage' (GRI 2021). Where they are reached, agreements are mostly voluntary, so there is little to no credible enforcement. And global rules, regulations and investments are not yet aligned with targets – problems which have persisted for decades in spite of successive summits and treaties.

The UK can be a key partner in a new era of international cooperation

The UK has often played a leading role in driving understanding and action on the climate crisis at the global level. The 2008 Climate Change Act was the first legislation in the world to set legally binding greenhouse gas emissions targets and, in June 2019, the UK became the first 'major' economy to enshrine a net zero emissions reduction target in law (HM Government 2019b).

> *"The situation around the globe make[s] us start thinking what we can do better."*
> **Juror from the Aberdeenshire citizens' jury**

The Foreign and Commonwealth Office's climate diplomacy operations have played a useful role in international negotiations (FCO 2019). The UK has committed to doubling its contribution to the Green Climate Fund, to £1.44 billion (GCF 2019). UK institutions provide expertise and assistance in understanding and responding to the crisis, including universities and research institutions, development and humanitarian agencies, and the international reach and influence of UK media, culture, and environmental campaigners.

Expanding the UK's clean economy offers a huge economic opportunity (as outlined in chapter 5) and provides and ongoing basis for the UK to support others in understanding and acting on the climate and nature crises. There is also an economic argument for the UK gaining 'first-mover' advantage in developing and deploying zero carbon technologies.

The UK's exit from the European Union has led the government to seek a new international role, often employing the slogan 'Global Britain', yet not spelling out what it means in practice. Driven by the imperative to unite international cooperation around a global fair transition, a Global Britain should leverage its expertise and convening power to act as a world leader. This must mean supporting the priorities of countries and communities on the frontline of the crises, leveraging its assets to provide financial, expert and technological assistance to those who need it the most, and helping to more fairly distribute power and resources. It must also mean recognising and acting on the UK's historic and current responsibility, including its cumulative contribution to environmental destruction.

Assuming such a leadership role is central to meeting the objectives of the government's Integrated Review of Security, Defence, Development and Foreign Policy (Cabinet Office 2021b). Cooperation with a wider range of international partners across all environmental threats will further build

the UK's global political leadership and provide a basis for reinvigorating international institutions, laws and norms that enable societies across the world to realise the co-benefits of environmental action.

> *"The bigger picture is if we don't look after the planet and business doesn't look after the planet as well, then we won't have the resources there and we're heading towards disaster that way."*
> **Juror from the Aberdeenshire citizens' jury**

Expanding the UK's clean economy also offers a huge economic opportunity (as outlined in chapter 5), will sustain strategic advantages in science and technology, and provide the ongoing basis for the UK to support others in understanding and acting on the climate and nature crises. As host to COP26, the UK has a unique opportunity to define its role as a world leader on climate and secure a global fair transition.

In doing so, the UK government – and those working with and holding it to account – should set three tests for the UK's diplomatic positioning for COP26, building on the existing priorities set out by the government and Alok Sharma, the COP President Designate (Sharma 2021).

1. Ensure the crisis is framed as an overall crisis of the natural world, encompassing both the climate and nature crises, and of the importance of an approach based on fairness, is included across all government communications and initiatives so that all COP26 elements include a consideration of the interrelation of these issues.

2. Set an example at home that is compatible with international fairness, by ensuring the UK has ambitious targets on both climate and nature and the policies to deliver them through a fair transition. Crucially the UK must ensure that such action does not come at the cost of environmental destruction and exploitation abroad, such as through extractive supply chains for clean technologies that damage the environment and rely on poor labour conditions. Recommendations on how this could be done in practice are set out below.

3. Use the UK's leverage in multilateral institutions, trade negotiations and domestic legislation in the financial system and other key sectors. This should include using COP26 and the process preceding it, to help build coalitions among other nations for this approach. Recommendations on what this could look like are set also set out below.

Yet progress on addressing the climate crisis both in the run up to COP26, and at the summit itself, could be scuppered if developing nations do not have equitable access to vaccines (Harvey et al 2021). There is a question of trust, in that developing nations are less likely to bring forward ambitious targets on emissions reductions if developed nations do not support them with regard to vaccines.

Moreover, faced with an immediate ongoing health and financial crisis as a consequence of Covid-19, many developing countries will not have the time or resources to put forward a climate plan (ibid). The G7 summit was largely a failure, with the World Health Organisation's target for 70 per cent of the world population to be vaccinated by the G7's next summit in Germany in 2022 likely to be missed by a significant margin (Wintour and Stewart 2021). An estimate by the One campaign suggests that just over 10 per cent of the population in low- and medium-income countries would be vaccinated as a consequence of the deal done at this year's summit (ibid). We back the asks of groups such as 'Crack the crises' that are calling for developed nations to pay their fair share: at least $36 billion of the $66 billion it will take to make vaccines, diagnostics,

and therapeutics available in the poorest countries this year and next; to ramp up the number of vaccines shared; and to share the technology, patents and training needed to rapidly scale up manufacturing capacity around the world.[86]

PLAYING A LEADING ROLE IN A GLOBAL FAIR TRANSITION

Targeting our fair share

A global fair transition should be founded on the explicit recognition of both the cumulative contribution countries have made to the climate and nature crises and their current capability to act. In recognition of this, the UK should shoulder greater responsibility than it does at present.

The UK government should adopt a fair share target to contribute to global emissions reductions. A fair share target that commits to reducing global emissions would need to be equivalent to a reduction of 200 per cent of UK emissions below 1990 levels by 2030.[87] This target could be met through a combination of a greater financial contribution to lower-income countries to support them to decarbonise, as well as accelerating progress at home.

Measuring the full global environmental impact of a country, beyond just domestic emissions, is challenging, but the UK should still seek to increase its ambition and, as set out in chapter 4, the government should adopt a consumption emissions target. It should also go further. To maximise the opportunity for leadership this year, **the UK should take the first steps toward a comprehensive system of measuring, and a target to to halve the UK's global environmental footprint by 2030.** This measure should be incorporated within the Environment Bill, or the Wellbeing of Future Generations Act proposed in chapter 4, to ensure that this legislation fully accounts for the UK's impact beyond its borders. This target would replicate the UK's climate leadership through its net zero target and provide a specific metric for the government's ambition to "leave a lighter footprint on the global environment," as stated in the 25 Year Environment Plan (DEFRA 2018b).

> *"How much the Western world needs to change. It's coming to terms that we do live in excess in every aspect of our life. It's almost difficult to see that at times because it's just the society we've grown up in... even going for a food shop and the quantities you take home is just ridiculous."*
> **Juror from the Aberdeenshire Citizens' Jury**

Contributing our fair share

In order to meet its 'fair share' emissions target, the UK needs to make a financial commitment to support lower-income countries through international climate finance. **The UK government should commit £2.2 billion**[88] **a year in additional financial support to low-income countries to both reduce emissions and adapt to the changing climate, up to 2030** (Laybourn-Langton and Rankin 2019). This

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86   For more information see: https://drive.google.com/file/d/1vO5s_WF-oSrivnVWQkBM5INYuVTZxEd8/view

87   Calculations assume that countries bear responsibility for their historical emissions back to 1850, that the costs of emissions reductions are progressively distributed, and that the UK's fair contribution is equally balanced between responsibility for emissions and current capability to respond. The authors have calculated the total fair share using the Climate Equity Reference Calculator, https://calculator.climateequityreference.org (Holz et al 2019). The UK's non-domestic contribution would be lower if it were to take more ambitious domestic action.

88   Calculations assume the UK maintains its current emissions target of a 57 per cent below 1990 levels by 2030, that countries bear responsibility for their historical emissions back to 1850, that the costs of emissions reductions are progressively distributed, and that the UK's fair contribution is equally balanced between responsibility for emissions and current capability to respond. Total fair share calculated through the Climate Equity Reference Calculator: https://calculator.climateequityreference.org (Laybourn-Langton and Rankin 2019).

support will not only help to meet the fair share target, it will also indirectly support the UK to reduce its consumption emissions in sectors like the retail industry, as they seek to reduce emissions from their international supply chains (see chapter 4).

> *"Wherever possible, public investment should seek to address the climate and nature crises, both at home and abroad. But this should not come at the expense of those most in need, whether at home or in terms of humanitarian aid abroad. Investment should not go to projects that make the problem worse."*
> **Tees Valley and County Durham citizens' jury**

This funding could be channelled through international financing facilities established through UNFCCC meetings, including the Green Climate Fund and Adaptation Fund, or UK mechanisms, such as UK International Climate Finance and UK Export Finance (UKEF), as well as institutions within beneficiary countries themselves. In making this commitment, the UK should seek a commensurate increase in funding from other countries, particularly the wealthiest. Taking on a fair share requires the UK to do more to support vulnerable countries and communities as they adapt to the growing destabilisation brought by the climate and nature crisis. To this end, the government should earmark half of the £2.2 billion of funding by 2030 for adaptation.

The impacts of climate change are already with us. The issue of 'loss and damage' has emerged in recent years, as these impacts – from the loss of livelihoods to the displacement of peoples – have become ever clearer (Huq 2021). At the 19th Conference of Parties (COP19) in 2014, countries agreed to set up the Warsaw International Mechanism (WIM) on Loss and Damage (ibid). Yet agreement has never been reached on the issue of funding, with developing countries seeking funding from developed countries for loss and damage, which goes beyond adaptation, as well as insurance.

In recognising that destructive consequences are already here and will get worse, **the UK government should use the COP26 presidency to collaboratively develop and seek support for an explicit global loss and damage fund capitalised with at least US$100 billion a year over and above the financing provided for mitigation and adaptation**. This financing should increase toward and beyond 2030 (Schalatek and Richards 2017) and should prioritise grants rather than rely on insurance and loans. It should be connected with debt cancellation measures and parallel mitigation and adaptation projects (The Climate Coalition and Bond 2020).

The UK government's investment should also be used to mobilise capital from private sources by working with local partners and communities to identify opportunities for investment. **The UK should use organisations like UKEF to deliver strategic public investment to both lower the risk for investors and provide a clear direction for economic development**, enabling countries to implement their own low-carbon transitions.

The UK cannot credibly present itself as a supporting partner of the world's developing nations at COP26 while at the same time cutting funding for international aid. The UK government should therefore correct its current course and **immediately re-establish official development assistance (ODA) spending at the UN target of 0.7 per cent of gross national income**, ensuring that all ODA is compatible with environmental targets and high human rights and social and economic standards abroad.

Helping rewrite international rules
A global fair transition is only possible with changes to the rules of the global economy and the policies and decision-making institutions that determine

them. If the UK is to take a lead in securing a global fair transition, then it should use its influence to act as a champion of structural reform across the rules and institutions with greatest sway over the functioning of global economic systems.

The UK has a relatively powerful voice in the running of multilateral and international institutions, such as the World Bank, World Trade Organisation (WTO) and International Monetary Fund (IMF). **The UK government should use its influence to ensure the policy frameworks of multilateral institutions are aligned with environmental imperatives and a fair transition.** This should include ensuring that operational work, such as surveillance, technical assistance and training and emergency support are aligned with climate and nature targets.

For example, with the Biden administration having made the climate crisis a top domestic and diplomatic priority, the UK could work with the US to jointly advocate for reform of the WTO to better address the climate and nature crises. This could include revitalising negotiations on the Environmental Goods Agreement (stalled since 2017), (Schneider-Petsinger 2020) which aim to eliminate tariffs on environmental goods, such as wind turbines and solar panels.

It could also include the promotion of a 'climate waiver', which would allow climate measures – carbon border adjustments for example (see below) – to be pursued by countries that are ambitious on the environment without fear of instigating long-running legal disputes under current trade rules, thereby inhibiting action on climate. Finally, such reform could include longer-term reform of the WTO rules to better account for action on climate, environmental standards and the facilitation of the transfer of green technologies to developing countries.

Such reforms must also incorporate social commitments, including those related to a 'Just Transition'. This would involve pushing multilateral finance institutions to implement decent work standards throughout their investments. These standards should mirror the labour standards for the UK that we recommend in chapter 4 and draw on the International Labour Organization's (ILO) definition of decent work (ILO 2021). This would also include encouraging the UK's global partners to take a social partnership approach to decarbonisation, with governments, the International Trade Union Congress (ITUC), employers, trade unions, and relevant local and regional stakeholders at the table.

As we discuss above and in chapter 5, the UK can incentivise businesses to reduce the carbon and environmental footprint of their global supply chains through institutions like the UKEF. The UK can also complement this support with action to ensure that multinational companies are held to account for how their products are produced and the impacts they have on the environment.

Multinational corporations throughout the world have developed complex supply chains, which often go across several different countries. Too many companies are insufficiently motivated or incentivised to audit their supply chains effectively (Hira 2020) and many profit from exploitative conditions, forced labour and environmental harm (Sharma and Kaps 2021). France introduced supply chain legislation in 2017, the "Duty of Vigilance Act" to counter such practices by large companies, their controlled subsidiaries, contractors and suppliers with regard to violations of human rights and environmental standards, and places them under a duty to perform due diligence on their own activities and that of their supply chain. Enforcement mechanisms are in place if companies fail to comply.

Similar laws have been created in the Netherlands and Germany and are being pushed at the EU level, though not all cover the environment (Duwe et al 2020). **A**

new due diligence law would require multinationals to audit their supply chains and ensure high standards in areas such as labour conditions, human rights, and climate and nature impacts, under the law of their home states. This would establish liability between the parent company of a multinational corporation and its subsidiaries and subcontractors in the event of human or environmental rights violations (Collinet 2020).

A global fair transition must ensure that growing destabilisation does not curtail efforts to rapidly and fairly reduce environmental impacts. **We recommend that the UK government establishes an international equity and resilience office within the Foreign, Commonwealth and Development Office.** This would draw on the UK's significant scientific, security and diplomatic capabilities to improve understanding of the huge threats to security, stability and global equity coming from increased environmental destabilisation, and what can be done to ensure these do not derail mitigation efforts and erode a global fair transition. This should include the issue of pandemic avoidance and preparedness given the link between biodiversity loss and the spread of new diseases from animals to humans (McKie 2020).

The international equity and resilience office should work with existing adaptation mechanisms and resilience and disaster response bodies, such as the UN Office for Disaster Risk Reduction (UNDRR) and the Sendai Framework, and security bodies, including leveraging the UK's role on the UN Security Council. Throughout, the UK must see the consequences of greater destabilisation extend beyond security, defence, and geopolitical threats, and include considerations of human rights and economic and social fairness.

Trade policy
The UK government has signalled its intention to set a new direction for UK trade policy outside of the EU. Trade arrangements into which the UK enters must not undermine the good work of domestic producers, or 'offshore' UK jobs or its ecological and carbon footprint to other countries.

We propose the provision of a comprehensive non-regression clause in UK environmental legislation that commits to maintaining at least current levels of environmental protection. The strategic use of trade policy is fundamental to ensuring the UK acts as a responsible nation on climate and the environment on the world stage. Furthermore, the government should establish a set of core standards for the environment, animal welfare, and food safety, based on scientific evidence, to which all food – domestic and imported – will be expected to comply.

The UK must also seek to move beyond just maintaining the status quo and should use trade policy to increasingly drive up environmental standards. **A trade policy framework should be adopted that supports an increase in core environmental standards over time.** This would involve the use of government regulation and import standards operating at the bottom of the market, taking out the worst environmental practices. Labelling and taxation incentives would then work at the top end of the market to support ongoing development of best practice. This would allow for dynamic change where, over time, the old best practice becomes the new minimum standard.[89]

Furthermore, the UK should seek to **include provisions to conserve or sustainably manage forests and other international ecosystems in all new trade agreements**. Sustainability chapters of trade agreements should be made mandatory, and mechanisms put in place to ensure they are strictly enforced.

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89   More information on this approach can found in Baldock 2020 and Francis and Clay 2021.

As discussed in chapter 5, carbon border adjustment mechanisms (CBAM) tax imported goods based on their carbon footprint. They are a potentially useful tool to prevent 'carbon leakage', when carbon-intensive industries in countries with stricter climate rules decide to relocate to countries with less stringent legislation where costs are lower – with both jobs and emissions moved overseas.

As domestic climate action has increased, there has been growing interest by countries around the world in the role that CBAMs can play. However, there are concerns over the potential negative consequences for the economies of developing countries, including by damaging their export sectors (Bell and Benaim 2020). The EU, for example, is already quite far advanced with developing its plans for CBAM, but – based on recent leaks of the content of its proposed scheme – it currently risks damaging the economies of developing countries by failing to put in place revenue recycling mechanisms to support climate action in those countries (Lowe 2021; Simon and Taylor 20201). The proposed scheme also fails to take account of alternative approaches to addressing climate issues other than carbon pricing. For example, one country may use carbon prices to increase the cost of fossil fuel transport while another may use regulation to improve standards, and to be fair CBAMs need to be able to recognise both.

The UK's interests must be balanced against its international responsibilities and the impacts on less wealthy countries. **To do this, the UK government should work in collaboration with the EU and other key partners to ensure developing economies are at the heart of international policy development for carbon border adjustment mechanisms and associated measures.** This should include creating mechanisms to ensure that carbon pricing schemes direct revenues to those countries least responsible and worst affected by the climate crisis. This should occur alongside working with the EU and other key partners in ensuring environmental standards are aligned.

NOTES FROM A SMALL ISLAND

Listening to people's experiences and needs was central to the Environmental Justice Commission's mission. Our vision throughout this report has rested on our jurors' conclusions on what a fair response to the climate and nature crises looks like in their area.

When the commission was first founded, we said we would put people at the centre of our work. We committed to listening to the practical knowledge, experience and wisdom of people in diverse places around the UK. We imagined ourselves working with jurors in-person within their local areas.

Then everything changed. Alongside other large scale deliberative democracy programmes, including Scotland's Climate Assembly, Covid-19 forced us to reimagine these citizens' juries as an online process. No one really knew what to expect. It was unclear how long people would be willing to sit in front of a screen; if people would want to participate in such events against the backdrop of the pandemic; and, most significantly, if virtual deliberations could be as high quality as their in-person equivalents. These concerns were allayed within the first moments of meeting the jurors.

"We now know that online deliberation can be as inclusive and as human as in-person events."

Over the course of our six months of virtually touring the UK, starting in Tees Valley and County Durham and ending in Aberdeenshire, we could not have asked for a greater level of engagement or empathy from every juror involved. It has been a privilege to get to know them and learn about their different communities.

CREATING SPACE FOR PERSONAL STORIES TO BE TOLD AND HEARD

"Being part of the panel made me feel that my opinions were respected and valued."
Juror from the Thurrock citizens' jury

We now know that online deliberation can be as inclusive and as human as in-person events. Ensuring that everyone can comfortably participate online – whatever their experience of technology, level of English, or confidence speaking in groups – requires both effort and flexibility. But once you have addressed those barriers, the fundamentals of well-designed participation activities remain the same: people need time to get to know each other and build trust; the reason why their knowledge and experience is so valuable to the process has to be made clear; everyone's contributions must be heard and recognised; facilitators must know when to move a discussion on and when to encourage deeper reflections and storytelling.

Online and in-person events each have their own strengths and weaknesses, and choosing which to use in the future means being aware of their respective pros and cons. This experience running online events has shown us that they allow people to take part who would not have the time to attend a physical event. This was particularly true for those with caring responsibilities for babies and young children, and also allows for multiple sessions to take place with people representing a large geographic area. However, it requires more conscious effort to create the atmosphere and personal connections that naturally occur when people share a physical space together and can be harder for those with hearing

impairments or language barriers. Managing this was the responsibility of our team, but the jurors themselves were also crucial in supporting each other.

"I felt a responsibility but also part of a community."
Juror from the South Wales Valleys citizens' jury

The jurors worked together to create an environment where people's stories could be heard: the mental health impacts of being on furlough, the challenge of raising a family on universal credit, and the frustrations that come from the lack of opportunities in a community you love. They did this by showing respect for each other and treating these stories with equal weight to any specialist testimony. This was also achieved through a myriad of tiny moments around the edges of a session – taking a camera out to the farm to introduce the new piglets, showing off the wind turbines outside a window, and researching tips for a fellow juror with an interest in beekeeping.

FIGURE 8.1: THE JURORS' 'THREE WORDS TO DESCRIBE THE EXPERIENCE'
A word cloud highlighting the most common words when jurors were asked about 'three words to describe the experience

Source: IPPR analysis of juror responses to the evaluation survey

The topics with which our juries were asked to engage may have had global consequences, but they were also deeply personal. At the heart of each of these deliberations were their own reflections on the things that matter most in life and what fairness looks and feels like to them. They were asked to keep coming back to the question that represents the end goal of all the policies within this report – what does a better life for all look like?

FOCUSSING ON THE THINGS THAT MATTER MOST
"We all see the same problem, just from different perspectives."
Juror from the South Wales Valleys citizens' jury

The jurors' visions of 'a better life for all' were central to their deliberations and played an important role in ensuring that the value of lived experiences

was understood within these discussions. We are grateful for the support of Dr Katy Roehlich and Dr Nathan Wood, from the University of Leeds, in both providing the framework for the jurors' discussions about wellbeing and in leading the development of all four of their statements on this. It is from this shared understanding that all the other outputs of the juries have flowed – their statements on a fair response, their principles for action and their specific recommendations on a wide range of topics.

FIGURE 8.2: THE CITIZENS' JURY PROCESS

Evening sessions 1-3
In depth look at two topics. The first chosen by IPPR and the other by the jury.

Weekend 2
Deliberation and recommendation writing.

| Jury opens | Topic 1 | Topic 2 | Cross-cutting themes | Decision making |

Weekend 1
Intro to the climate and nature emergency. Understanding fairness and wellbeing. Voting on topic of most interest to the jury.

Evening session 4
In depth look at the two cross-cutting principles – how we pay for it and who makes decisions.

Source: IPPR

Their statements tell their own story about the challenges and opportunities that each community faces: the need for businesses and investors in Tees Valley and County Durham 'to be part of the solution', the concern from the South Wales Valleys that a response does 'not leave areas behind', the demand from Thurrock to not 'offset the impact of infrastructure that does harm to one community with more positive action elsewhere' and the desire for Aberdeenshire to become a 'centre of excellence for renewable energy'. Each set of recommendations is in turn bold, creative and nuanced.

"We all agree it's time to act and that people really do value nature."
   Juror from the Tees Valley and County Durham citizens' jury

Unlike other deliberative processes centred on the environment, our juries were asked to respond to both the climate emergency and the nature crisis. Each jury was provided the same briefing on these crises by Dr Cat Scott, from the University of Leeds. They were quick to see how the two are inter-related. The immediacy and importance of local nature within the lives of the jurors, heightened as a result of the UK's 'stay local' restrictions, proved a powerful route into thinking about the wider changes required to protect and restore the environment. Through considering humanity's negative impacts on nature within their areas, the trade-offs between our needs and the finite resources of the planet were made much clearer and more tangible.

The jurors recognised that there are choices in how to decarbonise our economy and support nature to recover. They made connections across policy areas that

decision-makers often struggle with, and seldom get recognised within the siloed thinking of individual government departments. In a single session in South Wales Valleys, a group of residents were able to articulate the end goal of reviving their 'anchor towns' in a way that has implications across education, planning, social security, transport, environmental policy, health, public sector procurement and many other areas. This ability to recognise and cut through complexity demonstrates the value of deliberative processes.

THE DESIRE FOR A MEANINGFUL ROLE IN DECISION-MAKING

"Having more local discussion ... has to be the way forward, participants can act as educators to others. Showing success of this panel could encourage other initiatives."
Juror from the South Wales Valleys citizens' jury

"This ability to recognise and cut through complexity demonstrates the value of deliberative processes."

Across all four juries, people were dissatisfied with the current approaches to consulting them on the future of their areas. Jurors were frustrated with the level of disconnect between them and decision-makers, and consequently did not trust policies to be fair to their communities or the most disadvantaged in society. Too often they felt that decisions had already been made before any consultation had even begun. They want a more meaningful and genuinely democratic role in shaping whether and how something should happen.

These juries weren't directly commissioned by local or national government, and the jurors knew this. We have worked hard to do justice to the contributions these jurors have made to considering a fair approach to tackling the climate and nature emergencies. This report is testament to how much they informed the commission's thinking, and their words are writ large in our recommendations. Authors of this report took part in the deliberations and heard first-hand the debates that different policy ideas provoked. Alongside the considered conclusions of the jurors themselves, it is that experience that has shaped this report.

"I didn't realise how many agencies were helping the crisis. It's comforting to know that people actually want to change for the better."
Juror from the Thurrock citizens' jury

The high quality of these deliberations would not have been possible without the support of local advisory boards and a wide array of speakers. It is through their involvement that each jury came to understand the relationship between their areas and the response to these crises. In return, many speakers have told us that hearing and participating in the debate around specific policy ideas has helped them in understanding the concerns of the public within their own work. The willingness of speakers to listen to concerns and clarify the implications of policies helped the jurors arrive at specific and complex solutions that would not have been possible without the richness of these discussions. Across the juries, it was often the local speakers and ideas that came from within their own communities that were the most energising – from a community forest to sustainability hubs on old bowling greens, these tangible and powerful stories from local people showed what could be achieved.

DEVELOPING OPTIMISM AND INSPIRING COMMUNITY ACTION

"There is appetite for change and ways to make it beneficial to people."
Juror from the Aberdeenshire citizens' jury

The impact of these citizens' juries can be measured in many ways, but it is clear that for those who took part the experience will leave a lasting impression. The jurors started this process with a range of attitudes to the climate and nature crises and have described how their opinions have changed and how this will be reflected in their own lives. From stopping eating meat or reducing their car use, to making their businesses greener or considering different career choices, to joining local nature groups or writing to their employers and council, they are clearer on the part they can play and through this take a degree of control over the future. Newly informed about both the scale of the challenge and the actions that could address it, the jurors can be the most effective ambassadors for action on climate and for nature within their communities.

FIGURE 8.3: THE RESULTS OF OUR CITIZENS' JURIES

1,672 combined hours in sessions

77 speakers and **36** advisory board members

84 jurors from **4** different communities of the UK

52 jurors more likely to take action and **42** more optimistic about the future

125 recommendations

Source: Authors' analysis and juror evaluation surveys

DOING BETTER NEXT TIME

"I believe we can do better given more time and more diverse set of specialists."
Juror from the Tees Valley and County Durham citizens' jury

Alongside their recommendations the jurors have also been keen to share their ideas on how the citizens' jury experience can be improved. 80 per cent completed an evaluation survey and provided both praise for the things that worked, and ideas for how we could have done better. Near the top of many jurors' lists was the desire for more time – both across the whole process and within individual sessions. Our hesitation to ask people to spend too long online was possibly over cautious and, given the scale of the topic, we could have planned for longer sessions, with the appropriate breaks, and a slightly lengthier process overall. The jurors would have appreciated this extra time to hear from a wider array of speakers, including those who would have been able to provide the counter arguments on each other's ideas, and to reflect on what they had heard before starting discussions about them.

The jurors also wanted to see more thought given to the time between sessions. Recognising that this wouldn't suit everyone, both in terms of learning style or the amount of time different people have available, there was a clear desire for more structure to how resources were shared with them and more opportunity to prepare for sessions in advance. In the future this kind of asynchronous learning and participation feels like an important element of the deliberation process and, designed well, could also provide the opportunity for members of the community outside the jury to contribute to their conclusions. Beyond the timescales of the process itself, there are clear benefits in allowing more time to support jurors with their own advocacy work within their local areas.

One of the tensions within the commission's approach to delivering these juries has been the extent to which we have got the balance right between providing evidence and space to deliberate on specifically local issues and when to connect these to national or global themes. Often it was the specific interest of each jury that dictated how this tension was resolved but this could have been better recognised within our planning for these events. A more formal role for someone from a community organisation or local authority with specific knowledge of each area within our delivery team, and who attended every session of the jury, could have strengthened our approach to this.

Deliberation events of the scale that have been delivered on behalf of the commission require significant commitment, resources and skill. We are grateful to the funders who shared our vision and supported this crucial opportunity to hear the views of such a range of people across the UK. We know that not every decision can and should be weighed up in this way; cost and time alone would prohibit this. We also recognise that not everyone will want or be able to take part in these activities. So, what does this mean for public policymakers and influencers?

DEVELOPING A CULTURE OF PUBLIC PARTICIPATION IN THE DECISIONS THAT AFFECT THEM

Effective engagement of communities and deliberation comes in all shapes and sizes. As we argue in chapter 4, and throughout this report, what is key is that the people affected by policies are heard by policymakers and a genuine relationship is forged between them. On the big decisions, such as the development of climate and nature emergency action plans or the reimagining of the social contract for transport, a large scale and considered deliberation process is necessary for action to be effective, fair and accepted by the public. For the smaller day to day decisions there needs to be a shift in culture – there need to be fewer boundaries between the officers drafting policy and the public. One-off workshops, well-timed and considered surveys, panels of residents or ongoing conversations with local voluntary and community sectors all have their part to play.

The commission's experience tells us that when you trust in people, create the space for personal stories to be shared and allow for thoughtful conclusions to be reached, the decisions you arrive at are better. Even the simple act of thinking about how to explain policies to different audiences improves them. Valuing public participation and facilitating passionate debates about the different ways policies will impact people's lives leads to decisions that are more likely to meet people's needs and reflect their hopes for the future.

We hope that the jurors reading this report see their conclusions in it and recognise the role they played in putting forward a plan that represents their ambition to help nature to thrive, address the climate crisis and achieve a better life for all.

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