



Department for
Business, Energy
& Industrial Strategy



Department
for Environment
Food & Rural Affairs

Government Response to the House of Lords Environment and Climate Change Committee's Report

In our hands: behaviour change for climate and environmental goals

Introduction

The government welcomes the Environment and Climate Change Committee's (the committee) report titled 'In our hands: behaviour change for climate and environmental goals' published on 12th October 2022, following its inquiry into behaviour change in the context of climate change and the environment. We are grateful to the committee for their time, comprehensive conclusions, and recommendations. We also thank all those who provided evidence to the committee as part of the inquiry.

The government has carefully considered all the committee's conclusions and recommendations in preparing its response as set out below. As the committee recognised in the report, tackling climate change must be a combined effort across government departments, arms-length bodies, industry, business, and the public. A range of departments have fed into this response including the departments for Business Energy and Industrial Strategy (BEIS), Environment, Food and Rural Affairs (Defra), Transport (DfT), Levelling Up, Housing and Communities (DLUCH), Education (DfE), Cabinet Office (CO), HM Treasury (HMT), Digital Culture Media

and Sport (DCMS) and Health and Social Care (DHSC). We have also consulted the Office for National Statistics (ONS) and the Food Standards Agency (FSA).

The Secretary of State for Business Energy and Industrial Strategy has commissioned an independent review of the government's approach to delivering its net zero target to ensure we are delivering net zero in a way that is pro-business and pro-growth. The review is considering how the approach to net zero can minimise the costs borne by businesses and consumers, particularly in the short term. This review is expected to report at the end of 2022 and government will further consider policy in this area in the light of the findings of the review. Government will also continue to consider this policy area as it relates to environmental policy, as we deliver against the requirements of our landmark Environment Act.

The structure of this paper corresponds to the recommendations in the committees' report. Text taken from the report is set out in bold type.

Recommendation 1: The Government should focus as a priority on enabling the most impactful behaviour changes that will be needed to meet climate and environmental goals including: adopting ultra-low emission vehicles; installing home insulation and low-carbon heating technologies; taking fewer long-haul flights; changing of diets; and generally reducing carbon and resource intensive consumption and waste. (Paragraph 29)

1. The government continues to be committed to meeting its target to reach net zero carbon emissions by 2050 alongside our wider environmental goals. Making it easier for people to shift towards a greener and more sustainable lifestyle, whilst maintaining freedom of choice and fairness is at the core of the government's approach. As set out across numerous government strategies including but not limited to the Net Zero Strategy, the Jet Zero strategy, the Transport Decarbonisation Plan, the Food Strategy and the Resources and Waste Strategy for England, the government has prioritised several policy areas to support the adoption of some of the most impactful behaviour changes needed to deliver net zero and environmental goals. Measures set out in our Agriculture, Fisheries and Environment Acts also support government's approach to making it easier for people to shift towards a greener and more sustainable lifestyle, whilst maintaining freedom of choice and fairness. Measures include the duty on Ministers of the Crown to have due regard to the environmental principles policy statement when making policy, as set out in the Environment Act 2021. The five principles set out in the Act include the integration principle, which means that environmental protection should be integrated into the making of policies.
2. Policy areas include supporting the uptake of low emission vehicles, assisting the improvement of energy efficiency and low carbon heating systems in homes, encouraging the reduction of food waste, increasing recycling, supporting healthier and more sustainable diets, and supporting consumers to make greener choices in their everyday activities. Government will continue to consider this recommendation as we deliver against the requirements of our landmark Environment Act. Examples of government policy are set out below:

Transport

3. Government is committed to decarbonise transport by phasing out the sale of new petrol and diesel cars and vans by 2030. From 2035, all new cars and vans must be zero emissions at the tailpipe. It has already spent over £2 billion since 2020 to support the transition to zero emission vehicles. This funding has focused on reducing barriers to the adoption of such vehicles, including offsetting their higher upfront cost, and accelerating the rollout of charge-point infrastructure. As laid out in the Net Zero Strategy, the introduction of a zero-emission vehicle mandate will set targets for a percentage of manufacturers' new car and van sales to be zero emission each year from 2024.
4. In March 2022 government published its UK Electric Vehicle Charging Infrastructure Strategy, which set out the vision and commitment to make EV charging cheaper and more convenient than refuelling at a petrol station.
5. To ensure that the transition to electric vehicles takes place in every part of the country, government is pledging funding to support local charge-point provision. As part of this, the Local EV Infrastructure (LEVI) fund will provide capital and resource funding to support local authorities to work with industry and transform the availability of charging for drivers without off-street parking in England. In August 2022, government launched a £10 million LEVI Pilot as a springboard for the development of the full fund. The pilot will deliver over 1,000 on-street chargepoints and £8.6 million in private investment, shared among nine local authorities.
6. Government recognises that improved consumer confidence is needed to deliver this policy, therefore, it has announced new regulations for public charge-points to make the user experience of charging truly seamless.
7. Government and Ofgem have conducted social research and worked with the EV Energy Taskforce to consider potential motivations or barriers for individuals to be able to undertake smart charging. These insights are being used to bring smart charging benefits to all EV drivers by considering the factors necessary for effective behaviour change. Further, government and Ofgem will work with industry to ensure that electric vehicle owners can access trusted information to make them aware of the benefits of smart charging.

Homes

8. Government has committed to spend over £6.6 Billion to improve energy efficiency and the decarbonisation of heating in homes. This seeks to deliver upgrades to over half a million homes in the coming years through the Social Housing Decarbonisation, Home Upgrade Grant Schemes and Energy Company Obligation Scheme, supporting people to make low carbon choices. This includes a continuation of local authority delivery through increased funding for the Social Housing Decarbonisation Fund (SHDF) investing a further £800 million over 2022/23 to 2024/25, which is planned to be open to all registered providers of social housing.
9. A key commitment in the Net Zero Strategy is to support households to make the transition to low carbon heating through
 - a. the Boiler Upgrade Scheme to provide capital grants,
 - b. new market-based incentives for heating system manufacturers,
 - c. investing in heat pump innovation to make them more attractive to consumers.

10. Government has recently announced new measures to help hundreds of thousands of people to better insulate their homes and reduce energy consumption. This includes:
 - a. new £1 billion ECO+ scheme to extend support to those in the least energy efficient homes in the lower Council Tax bands, as well as targeting the most vulnerable, to provide support with home insulation,
 - b. a new £18 million campaign will give the public advice on how they can save hundreds of pounds on their own bills, including energy efficient actions individuals can take.

Aviation

11. Earlier this year, the government published the Jet Zero Strategy setting out our approach to achieving net zero for UK aviation by 2050. The strategy focuses on the rapid development of technologies in a way that maintains the benefits of air travel, whilst maximising the opportunities that decarbonisation brings for the UK. The strategy includes 63 policy commitments across six policy measures which focus on the development and adoption of low and zero carbon technologies. Key policies include an emissions reduction trajectory which sees aviation emissions peak in 2019, setting a target for UK domestic flights to reach net zero by 2040, a target for English airports to be zero emission by 2040, an aspiration for zero emission routes connecting the United Kingdom by 2030 and putting in place a Sustainable Aviation Fuels (SAF) mandate requiring at least 10% of jet fuel to be made from sustainable sources by 2030, with increasing proportions of SAF being blended from 2025.
12. The strategy also includes a chapter on “Influencing Consumers” which sets out policy commitments to preserve the ability of people to fly whilst empowering consumers and businesses to make sustainable aviation travel choices. Government has been working with the Civil Aviation Authority to publish a Call for Evidence on the proposal to provide consumers with environmental information at the time of booking a flight which will be published shortly.
13. Our analysis set out in the Jet Zero Strategy shows that the aviation sector can achieve jet zero without the government needing to intervene directly to limit aviation growth, with scenarios that can achieve our net zero targets by focusing on new fuels and technology, with knock-on economic and social benefits, without limiting demand. Our 'High ambition' scenario has residual emissions of 19.3 MtCO_{2e} in 2050, compared to 23 MtCO_{2e} residual emissions in the Climate Change Committee’s (CCC’s) Balanced Pathway. As a responsible government, we have committed to reviewing our strategy every five years and adapting our approach based on progress made. We will measure progress against our emissions reduction trajectory and key performance indicators which have been set out across each of our policy measures in the Jet Zero Strategy.

Diets

14. The relationship between consumer demand and production is nuanced and affected by a range of factors, including trade and global markets. Defra

economic analysis suggests that changes in meat and dairy consumption in the UK would not necessarily lead to changes in associated territorial emissions from livestock (the main source of agricultural GHG emissions) once meat and dairy exports and imports are considered. Diets lower in meat and dairy are generally less carbon intensive than those higher in those products, however diet change in isolation is unlikely to be an effective policy tool to enable decarbonisation of the agri-food sector.

15. We are therefore developing a range of measures which enable sustainable food production and reduce emissions from agriculture in high impact areas. These include the rollout of Environmental Land Management schemes, which will support and encourage farmers in delivering our environmental commitments, while supporting food security, as well as the update to the Government Buying Standards for Food and Catering Services, which provides a powerful lever to support the transition to a healthier, more sustainable food system. This update is in line with the Eatwell Guide, which has been shown to produce an average reduction in dietary emissions of approximately 13%.

Consumption and waste

16. Policies outlined in The Resources & Waste Strategy for England aim to help people value resources and support them with the right infrastructure to keep resources in use. Measures include introducing consistency in the materials collected for recycling from all households and businesses in England and introducing a deposit return scheme for single-use drinks containers, working alongside Wales and Northern Ireland. In 2021 the Eco design for Energy-related Products Regulations were updated for a range of products including fridges, washing machines, dishwashers, and lighting. These updates added requirements relating to the availability of specified spare parts, the information made available to enable repairs, ease of disassembly and tools required as well as aspects relating to energy efficiency and performance.

Recommendation 2: Fairness should be a central aspect of government policies on behaviour change to meet net zero and long-term environmental goals, including by helping low-income households with costs where appropriate. (Paragraph 41)

17. Fairness and affordability are at the heart of the government's approach to achieving net zero and to delivering our environmental goals. This is enshrined in law pursuant to the Equality Act 2010, which established the Public Sector Equality Duty. The focus of the Net Zero Strategy is to make it easier for people to shift towards a more sustainable lifestyle whilst maintaining fairness and freedom of choice.
18. Net zero and environmental policies aim to be inclusive, have public support, and fairly distribute the costs and benefits of the transition across society. By way of example, the government is providing financial support for those who need it most to switch to low carbon heating and improve the energy

efficiency of their homes, thereby driving down their bills. The Heat and Buildings Strategy sets out how the government is prioritising the most vulnerable in society, ensuring that those on low income/or at greater risk of fuel poverty are able to access energy efficiency measures and not left behind.

19. Additionally, among the measures in the Environment Act 2021, is the duty on Ministers of the Crown to have due regard to the environmental principles policy statement when making policy. The environmental principles policy statement includes the polluter pays principle which means that, where possible, the costs of pollution should be borne by those causing it, rather than the person who suffers the effects of the resulting environmental damage. Amongst other considerations, policymakers will need to consider how to apply this principle in a fair and proportionate manner.
20. Ultimately through the transition to a society that delivers on net zero and our environmental goals, all people across society stand to benefit from homes and buildings that are warmer and less costly to run, a cleaner and better-connected transport system, and more durable products with lower environmental impacts.

Recommendation 3: The Government must be more open about the changes to behaviour that will be needed to meet the UK's climate and environmental goals. We call on the Government to develop a public engagement strategy by April 2023 to:

- (1) communicate and fill the gaps in understanding about the types of changes needed to reach net zero, reduce our environmental footprint and adapt to climate change, and**
 - (2) initiate a dialogue with the public about which policies can best enable change and how. Tapping the potential in public concern about climate change and the environment could help accelerate the transition to a greener UK. Conversely a lack of communication and engagement from government risks a delayed and disorderly transition. We offer further recommendations on public engagement in Chapter 8.**
- (Paragraph 58)

21. Government plans for decarbonising parts of the economy and improving the environment take account of the importance of public engagement. Specifically, the Net Zero Strategy outlines the approach to public engagement through building public acceptability for major changes and presenting a clear vision of how the UK will get to net zero.
22. When we publish a revised 25 Year Environment Plan in line with the requirements of the Environment Act, we will set out government's approach to enabling green choices, including through engagement, in support of delivering our broader environmental goals.

Recommendation 4: The BEIS Public Attitudes Tracker or the Office for National Statistics UK Climate Change Statistics Portal should regularly monitor whether people would like to or are making changes in how they

travel, use energy at home and what they eat and buy, and the reasons behind people's willingness to change. (Paragraph 63)

23. The Office for National Statistics (ONS) will be responding to the committee separately. The ONS has informed us that they now collect and publish statistics on individuals' climate change concern and actions on a regular basis through their rapid Opinions & Lifestyle Survey (OPN).
24. The ONS' recent relevant outputs and publications include: relaunching the cross-government [UK climate change statistics Portal](#)¹; a [synthesis of data](#) from ONS, BEIS and others on individuals' climate concerns and actions; and Climate Change Insights, a quarterly publication bringing together a range of climate change-related official statistics - the latest edition [features new OPN statistics on individuals' actions](#), including for example that 34% of adults in Great Britain reduced meat and dairy consumption to help tackle climate change in the last 12 months.
25. The BEIS Public Attitudes Tracker (PAT) is a quarterly survey designed to monitor attitudes, perceptions and behaviours relating to a range of key BEIS policies. PAT questions are reviewed regularly, and BEIS also engages with ONS on potential OPN questions. A variety of questions are asked quarterly or biannually however most are asked once a year.
26. Questions on climate change were included in the Summer 2022 wave and the results were published on Gov.UK in [September 2022](#). Questions included whether participants carried out any of a list of behaviours related to reducing climate change in their everyday life. The list included behaviours relating to energy use in the home, travel and purchasing decisions. The survey also contains many questions on the likelihood of making changes (e.g. adopting dynamic energy tariffs or installing low-carbon heating systems) and reasons for certain views (e.g. barriers to installing insulation or low-carbon heating systems). Survey results for Summer 2022 indicate there were high levels of concern about climate change (83% said they were very or fairly concerned) and also belief in the potential for individual action to reduce climate change if everyone does their bit (85% agreed strongly or slightly with this). When shown a list of behaviours that might reduce climate change, people were most likely to say they recycled household waste (86%), minimised the amount of energy used at home (80%) or minimised food waste (79%). In terms of transport, between a third and a half reported choosing to walk or cycle (53%) or use public transport (34%) instead of using a car. In Winter 2021, between a quarter and a third of people said they didn't know enough about a range of low-carbon heating systems to decide if they would consider installing them next time they need to change their system (ranging from 24% for solar thermal panels to 35% for hybrid heat pumps) and a further 27% said it was not their decision to make.
27. The survey adopted a new methodology from Autumn 2021, following the suspension of face-to-face data collection during lockdowns, and a new time series is now being established to help monitor trends in these measures over time.

¹ Published Oct 27th ahead of COP27.

28. Defra's Natural England's People and Nature Survey has a module on environmental attitudes and behaviours. It addresses perceptions of environmental damage, desire to change behaviour and the lifestyle changes people are making because of environmental concerns. Defra's Survey on Attitudes to the Environment (SAE) also aims to track and provide robust insight into the public's awareness, attitudes, and behaviours about the environment in England over time.
29. The Food Standards Agency's (FSA) Food and You 2 Survey is conducted biannually in England, Wales and Northern Ireland. Wave 4 included questions on changes people have made to their eating or food shopping behaviour in the last 12 months and changes people would be willing to make in the next 12 months, as well as the reasons for making or wanting to make these changes including for environmental or sustainability reasons. The FSA intends to repeat these questions approximately every 24 months to monitor changes over time.

Recommendation 5: We call on the Government to develop and publish guidance to inform policymaking on behaviour change to meet climate and environmental goals. The guidance should cover the theories, drivers and levers of behaviour change and methods for using behaviour change frameworks in policy design and evaluation. We talk about this and a wider package of proposed guidance in Chapter 9. (Paragraph 90)

30. Government has already published various pieces of guidance on behavioural science which are applicable to policymaking in this field. These behavioural resources, such as toolkits and frameworks, are often created to enable easy application to several different policy areas, thus maximising their value. Such guidance includes, but is not limited to:
 - a. Guidance from Cabinet Office's behavioural team,
 - b. Government Social Research (GSR) guidance.In terms of evaluation processes, all departments are expected to evaluate behavioural interventions in line with the Magenta Book.

Recommendation 6: Departments from across government should use the full range of policy levers—including regulatory and financial (dis)incentives, the development and adaptation of physical and choice environments, and communication and engagement—to enable changes to the most impactful climate and environmental behaviours. (Paragraph 91)

31. Government is aware that consumers face challenges which stop them from making green choices. In the Net Zero Strategy, government set out the approach to make the act of choosing green significantly easier, clearer, and cheaper. Examples of government activity are set out below:

Heat and buildings

32. Government has initiated several policies including:

- a. Launched a new energy advice service to help consumers improve the energy performance of their homes,
- b. Facilitated low-cost finance from retail lenders to help consumers upgrade their properties at low cost, as set out in the recently published British Energy Security Strategy,
- c. The government has launched new advice on how people can save money and energy on the Help for Households website. Working alongside automatic government support, the website explains simple actions people can take to save money on their energy bills if they wish to do so, and points to other resources people can use.
The actions include:
 - i. Reducing boiler flow temperature which could save households approximately £100 per year,
 - ii. Turning down radiators not in use which could save approximately £70 per year, and
 - iii. Draught-proofing windows and doors which could reduce household energy bills by approximately £60 per year.

Transport

33. Encouraging mode shift to public transport and active travel is one of the six strategic priorities put forward in the Transport Decarbonisation Plan (TDP), alongside decarbonising road transport. The strategic priorities of the TDP recognise that changing how people travel is likely to require a blend of options, rather than binary, as it supports using cars less, not giving them up completely. Some examples of measures include:
- a. Phasing out all new non-zero emission road vehicles, from motorbikes to HGVs, by 2040,
 - b. Reforming the way local transport infrastructure is funded and embedding transport decarbonisation principles in spatial planning and across transport policy to drive and deliver decarbonisation at a local level,
 - c. Supporting transport providers to develop communications campaigns that encourage mode-switch and sustainable transport behaviours, including providing advice and guidance on the messages that are most effective in driving behaviour change towards use of sustainable transport.

Education

34. In recognition of the role of education in the climate crisis, in April of this year the Department for Education (DfE) published its finalised Sustainability and Climate Change Strategy for Education and Children's Services. Through learned and lived experiences from early years to further and higher education, opportunities will be provided to develop a broad knowledge and understanding of the importance of nature, sustainability and the causes and impact of climate change and our environmental footprint, and to translate this

knowledge into positive action and solutions. The strategy sets out key actions across core areas of DfE's remit.

Resources and waste

35. Government is using a variety of levers to address barriers and support behaviours needed to deliver our environmental goals, for example:
 - a. Introducing consistency in materials collected for recycling from all households and businesses in England – for more detail please refer to recommendation 1 paragraph 16,
 - b. Developing technologies that drive a circular economy – recommendation 11, paragraph 55,
 - c. Supporting Courtauld 2030 – recommendation 12, paragraph 57,
 - d. Exploring Extended Producer Responsibility – recommendation 23, paragraph 90.

Recommendation 7: The Government should apply the lessons from successful and unsuccessful attempts to drive behaviour change in other policy fields to its efforts to enable behaviour change to meet the UK's climate and environmental goals. Key among these lessons is that coherent packages of policy measures must be deployed to enable the most impactful behaviour changes that will be needed. Measures should also be put in place to ensure the effectiveness of policies is not undermined by corporate lobbying.

(Paragraph 101)

36. Evaluation is regularly undertaken as part of the policy cycle across government, in accordance with the Magenta Book. Departments, as part of good practice, seek to draw on lessons from past campaigns or policies to gather lessons learned and improve policy development. Government also seeks to learn from others – for example, we are part of the International Energy Agency's Users TCP Behavioural Insights Platform.
37. Defra and DfT's Joint Air Quality Unit has a comprehensive monitoring and evaluation programme of Local NO₂ Plans, including Clean Air Zones. The findings identify how Local Plans have affected travel behaviours of local business and residents and these findings are shared with other local authorities to inform ongoing and upcoming implementation of air quality measures.
38. Lobbying is a legitimate part of policy development in government, however we recognise that lobbying must be conducted transparently and ethically to maintain the highest standards in public life. The Register of Consultant Lobbyists, created by the Transparency of Lobbying, Non-Party Campaigning and Trade Union Administration Act 2014 ("the Lobbying Act"), has increased transparency around the work of consultant lobbyists significantly since its creation in 2015. The register makes clear whose interests are being represented by consultant lobbyists and provides accessible, online information about those undertaking consultant lobbying and their clients, as well as details of the investigations into alleged breaches of the Lobbying Act.

The Act also established an independent Registrar of Consultant Lobbyists who has powers to monitor and enforce compliance and administers the Register of Consultant Lobbyists.

39. The Register of Consultant Lobbyists complements existing transparency mechanisms, including the quarterly publication of ministerial meetings with external organisations, business appointment rules and industry-led regulation such as subscription to industry codes of conduct. The government is currently considering the recommendation of the Boardman Review into supply chain finance, in addition to the ongoing inquiry by the Public Administration and Constitutional Affairs Committee into the operation of the Lobbying Act.

Recommendation 8: The Government should seize the opportunity to evaluate behaviour change which took place during the COVID-19 pandemic to understand the theory, drivers, and levers behind the changes, with a view to applying lessons learned to other critical policy areas, including climate change and the environment. The evaluation should include an assessment of the effectiveness of principles behind COVID-19 behaviour change interventions, such as open information, clear messaging about personal action, delivery of messages by both politicians and scientists, clarity about the role of government in relation to the role of individual action, and the use of an independent advisory structure through SAGE and SPI-B. The evaluation of lessons learned from behaviour change during the pandemic should be included in the package of guidance for departments working on policy development and implementation, which we discuss further in Chapters 8 and 9. (Paragraph 107)

40. We agree there may be useful lessons and expertise to be gained from the period of COVID-19 which are applicable to tackling climate change and achieving our environmental goals. We will take this recommendation into consideration as part of the process of ongoing policy development.
41. We also acknowledge that some action to combat COVID-19 impacted progress towards our environmental goals in different ways. Existing evaluation mechanisms are already providing us with insights about this and can help to inform policy. For example, our bi-annual survey on food waste attitudes, knowledge, and behaviour has told us that during the first lockdown, there was a sharp decrease in reported levels of food waste. This was in part due to people having more time to deploy behaviours known to reduce food waste, for example freezing food, planning meals, and using up leftovers). The 2021 survey by contrast found that food waste is back in line with the levels recorded in 2018. Ongoing analysis is underway to evaluate and explore the change during the pandemic to learn lessons.
42. There was obviously also an increase in the use of disposable face coverings and gloves as a result of COVID-19, but we are still determined to tackle single use plastics. We have conducted a call for evidence which not only explored future policy measures on problematic plastic items but explored the

challenges of moving from single use to reuse and refill. This means we can look to overcome these in future policy measures.

43. NHS Supply Chain are working with industry and public bodies to introduce more innovative, sustainable, and ethically produced PPE products, including increasing the use of reusable products where possible. They have launched a Massive Open Online Course for all health and care users to significantly reduce inappropriate use of gloves. They also plan to pilot reusable eye protection where the product can be recycled at end of life (estimated to be around 2 years). Reusable masks used in healthcare settings will also be recycled into curtains, mattress covers and other items.

Recommendation 9: The government should take a holistic view of the benefits of climate and environmental activities delivered by community groups, charities and faith groups and recognise and celebrate the life-enhancing change they achieve. Government policies should harness the many contributions of civil society and seek to unblock the challenges they face. (Paragraph 116)

44. Government understands that community groups have a role to play in the efforts to tackle climate change and deliver our environmental goals. Through the introduction of UK-wide funding schemes, government is enabling local areas to tackle net zero and other environmental goals in ways that best suit their needs. Government encourages community groups to work closely with their local authority to support the development of projects within these schemes.
45. For example, Defra's annual Air Quality Grant scheme awards funding to English councils to help them develop and implement measures that benefit schools, businesses, and communities, and reduce the impact of polluted air on people's health. We have awarded more than £42 million across almost 500 projects since 2010, and this year (2022) more than doubled the funding paid to local authorities through the scheme to over £11.6 million.
46. Defra also engages regularly with environmental charities and other organisations, including by supporting their delivery operations through funding schemes such as the £80m Green Recovery Challenge Fund, which is helping to restore the natural environment; supporting young people and communities access nature; and strengthening employment in green jobs. To date, the Fund's 159 projects have supported 1,214 jobs, delivered over 2,100 engagement activities, delivered more than 1,500 conservation activities, and planted 747,302 trees.

Recommendation 10: The Government should use the Net Zero Forum announced in the Net Zero Strategy to work through the challenges faced by local government in delivering behaviour change interventions—including insufficient funding and resources—and ensure the forum meets local government's expectations for a more collaborative and joined-up relationship with central government. (Paragraph 125)

47. In accordance with the commitment in the Net Zero Strategy, the Local Net Zero Forum has now been set up and is bringing together national and local government senior officials on a regular basis to discuss the policy and delivery of net zero. Forum members work with Government to set the agenda of work for the Local Net Zero Forum, which can host a discussion on the role of local government and behaviour change interventions, should members wish to do so.

Recommendation 11: The Government must provide clear, consistent, and sustained policy signals to stimulate investment and innovation. To this end the Government should set dates for banning the use of technologies with the highest emissions and environmental impacts where suitable alternatives exist or are foreseeable, where appropriate with a phased programme. For technologies where there is clear evidence on feasible alternatives, dates for final bans and milestones should be set within the next 12 months. The Government should gather and review evidence regarding the other most carbon and resource intensive technologies on a continuous basis going forward. The Government should also strengthen product standards, as we go on to discuss in Chapter 7(Paragraph 136)

48. Government recognises the importance of policy signals to stimulate investment and innovation. Examples of work government is already doing in relation to this are:

Transport

49. Government is committed to phasing out fossil fuel use across road transport, with sales of new petrol and diesel cars and vans ending as early as 2030; all new cars, vans, and trucks of 26 tonnes and under being zero emission by 2035; and 2040 as a backstop for all new road vehicles.
50. Consultation processes relating to phase out dates for the sale of new non-zero emission vehicles are live and ongoing. For example, DfT has consulted on ending the sale of new non-zero emission buses and on ending the sale of new non-zero emission L-category vehicles.
51. The Course to Zero Consultation opened in 2022 to seek views and evidence on the optimal pathway to net zero emissions in 2050, including where there is scope to accelerate decarbonisation.

Heat and Buildings

52. The Heat and Buildings Strategy set a framework to support a gradual transition to low-carbon heating, including setting an aim to phase out the installation of new and replacement natural gas boilers by 2035. The government has also consulted on phasing out the installation of high carbon fossil fuel boilers in England off the gas grid and will respond in due course.

Energy related products

53. Standards set through Eco-design and Energy Labelling legislation have been successful in removing the poorest performing energy-consuming products from the market and directing consumers to the best performing ones. These standards are technology-neutral in that they establish a minimum standard across product categories to phase out the worst performers within that category. In some instances, this has led to the phase out of technology types such as incandescent lighting which has been unable to meet the minimum standard as it has been raised over time.
54. BEIS carried out a review in 2020 to identify energy-related products with the highest emissions and environmental impact. This informed the Energy-Related Products Policy Framework, published in November 2021, which includes illustrative proposals on raising standards for products such as heating appliances, gas cooking, lighting as well as introducing standards for new products such as taps and showers. Based on preliminary analysis government estimates that these illustrative proposals could contribute as much as 10 – 24 MtCO₂e to Carbon Budget 5 (2028 – 2032), and 14 – 35 MtCO₂e to Carbon Budget 6 (2033-2037).

Circular economy

55. Government has also supported the development of technologies that drive a circular economy, which can help to steer behaviour change away from waste and more towards reuse and recycling. For example, in 2020, the government committed £22.5million to establish circular innovation centres for industries including textiles, metals and chemicals NICER Programme - CE Hub (ce-hub.org).

Recommendation 12: The Government should step up its strategic engagement at a senior level with businesses operating in the key behaviour change areas—personal travel, food, energy use at home and consumer goods retail—with a focus on developing sectoral action plans to increase the availability and affordability of green products and services in line with climate and environmental goals. (Paragraph 137)

56. As part of the UK's COP presidency year 2021-2022, government engaged businesses through a range of partnerships, including the international SME Climate Hub, trade associations, local authorities, and Business Representative Groups. The [UK Business Climate Hub](#), a legacy of the COP 'Together For Our Planet' campaign, is a one stop shop where small and micro businesses can find help and advice on how to be greener and save money, including sector-specific guidance for six key industries. Currently over 3600 UK businesses have committed to becoming more sustainable by joining the [UN's Race to Zero](#) initiative, a global campaign to rally support from businesses, regions, cities, investors and educators to tackle climate change. Alongside the SME engagement programme, government targeted companies in the FTSE100, 64 of whom have signed up to the Race to Zero.

57. In support of wider environmental goals, government regularly engages with business to enable action, including:
- a. supporting Courtauld 2030, an agreement between the food and drink industry to reduce food waste,
 - b. supporting Textiles 2030, whose signatories represent over 62% of all clothing put on the UK market, to meet ambitious targets, including a 50% reduction in carbon footprint of new products and 30% reduction in water footprint, by 2030,
 - c. supporting the UK Plastics Pact (UKPP), whose members cover the plastics value chain and are responsible for 85% of plastic packaging sold through UK supermarkets. Members have achieved a 46% reduction in problematic and unnecessary plastic items since 2018 and further targets include packaging to be 100% reusable, recyclable or compostable by 2025,
 - d. establishing a Food Data Transparency Partnership (FDTP), which will provide consumers with the information they need to make more sustainable, ethical, and healthier food choices and incentivise industry to produce healthier and more ethical and sustainable food.

Recommendation 13: Greater action should be taken to ensure that businesses who offer products and services with lower climate and environmental impacts can compete on a level playing field. Over the next 12 months, the Government should conduct a review of regulatory barriers faced by businesses seeking to offer products and services with these characteristics in the key behaviour change areas and set out an action plan for addressing those barriers. (Paragraph 138)

58. As announced by the Chancellor of the Exchequer in the Autumn Statement (November 2022) the Government Chief Scientific Advisor and National Technology Advisor will be bringing together the best minds to advise on how government can better regulate emerging technologies to support innovation.
59. In the, Industrial Decarbonisation Strategy published in March 2021, government set out two obstacles that lower the economic incentive for businesses to reduce their environmental impact; 1) a lack of reliable information about the carbon intensity of industrial products on the market; and 2) carbon intensive products are currently cheaper than low carbon alternatives.
60. As a next step, a written ministerial statement, laid in May 2022, stated the government's intention to consult on potential new domestic carbon leakage measures, including product standards. The Industrial Decarbonisation Strategy stated that the government intends to explore applying demand-side policies such as standards and labelling to consumer products in future.
61. For many types of energy-consuming products, businesses are already operating on a level playing field due to existing energy-related product standards. These standards are established by eco-design and energy labelling legislation which covers almost 30 product categories ranging from products such as domestic white goods, lighting, heating appliances to more

industrial and commercial appliances such as servers, water pumps etc. This legislation establishes minimum energy performance standards which prevent the worst performing products entering the market as well as energy labels which must be provided at the point of sale and help consumers identify more energy efficient appliances. These standards provide a common approach for businesses to demonstrate the environmental credentials of their products and prevent them being undercut by much cheaper poorer performing products.

62. In support of creating a level playing field, the government's Food Strategy announced a Food Data Transparency Partnership (FDTP) which will develop a mandatory methodology that must be used by those who want to produce eco labels or make claims about the sustainability of their products, to ensure we are all pulling in the same direction.

Recommendation 14: The Government should make an assessment of the devolved governments' strategies and initiatives with a view to replicating the most effective elements in the public engagement strategy which we recommended in Chapter 3 and discuss further in Chapter 8. (Paragraph 152)

63. The government works closely with the devolved administrations at ministerial and official level to achieve climate and environmental goals, including through officials from all four administrations who meet regularly to discuss the approach to net zero at the Four Nations Working Group. The aim of this group is to identify opportunities for collaboration between the administrations, share best practice and troubleshoot problems.

Recommendation 15: The Government must deliver on its ambition to improve active travel infrastructure and local public transport systems by providing the necessary resources and supporting local government bodies to implement projects on the ground. The upcoming Transport and Levelling-Up and Regeneration Bills should be used to ensure local government bodies have the necessary powers to prioritise active travel and local public transport—including in new developments. The cost-benefit assessment process for transport projects should be revised to give greater weight to reducing emissions. (Paragraph 179)

64. Government is investing more than ever before in walking and cycling and has already provided around £600 million of dedicated funding for walking and cycling infrastructure in the first two years of this Parliament. Over £200m of projects are in delivery this financial year including £161 million to deliver 134 walking and cycling infrastructure schemes across 46 local authorities including new footways, cycle lanes and pedestrian crossings.
65. Further, government is delivering an unprecedented investment package of £5.7 billion for eight English city regions to transform local transport networks through multi-year City Region Sustainable Transport Settlements over 2022-27. In August the Department formally established Active Travel England as an Executive Agency. Active Travel England will be based in York from

November. It is working with local authorities to develop and deliver new high-quality walking and cycling infrastructure schemes over the coming year.

66. Greenhouse gas emissions (GHG) values are used across government for valuing the impact of changes in GHG emissions. They are part of the Green Book and are set out in detailed Green Book supplementary guidance from BEIS. They are an important consideration for policy analysis in many business cases including transport projects by the DfT. The same values are used across government in appraisal so interventions can be compared consistently. In September 2021, these values were updated to reflect the latest evidence and the UK's net zero target. Reflecting this update in appraisal leads to an increase in the cost estimates resulting from increased emissions. Updates such as these follow a well-established process of peer review led by the cross-Whitehall Chief Economist Appraisal Group.

Recommendation 16: The Government should launch a call for evidence on introducing a frequent flyer levy applied to long-haul flights. We note that, by design, proposed frequent flyer levies only affect the minority of the population who take flights much more often than the average individual or family. (Paragraph 181)

67. As part of a consultation on aviation tax reform between March and June 2021, the government sought views on whether a frequent flyer levy could replace APD as the principal tax on the aviation sector. In the responses received to the consultation, the government gathered a wide range of views on a frequent flyer levy, which it considered carefully. Following the consultation, the government:
- a. published a response which outlined that it was minded to retain APD as the principal tax on the aviation sector, noting in particular continuing concerns around the possible administrative complexity and data processing, handling, and privacy of a frequent flyer levy, and
 - b. announced reforms to APD that aim to bolster air connectivity within the Union and further align the tax with our environmental objectives. These reforms will take effect from April 2023 and include a reduction in the rate of APD on domestic flights in order to support UK-wide connectivity, as well as a new ultra-long-haul band to ensure that those who fly furthest, and have the greatest impact on emissions, incur the greatest duty.
68. Air Passenger Duty (APD) is the UK's principal tax on the aviation sector, paid by airlines and levied on a per-passenger basis on flights departing UK airports. There are different rates according to a passenger's class of travel and the distance of their journey, so the more people fly, the more tax will be incurred. The tax raised £3.6 billion in 2019-20 and its primary objective is to ensure that airlines make a fair contribution to the public finances.

Recommendation 17: The Government should seek to increase the availability of food with lower climate and environmental impacts by:

- **Delivering on its commitment to develop a system of agricultural support—via an effective and expedited rollout of ELMS and other environmental schemes—which supports farmers and land managers to reduce emissions and enhance the natural environment.**
- **Negotiating trade deals which ensure imported food products placed on the Great Britain market meet the same climate and environmental standards required of domestic producers.**
- **Utilising public health policy tools, including updating the Eatwell Guide to reflect a diet that is compatible with the UK’s long-term climate and environmental goals and aligning with this the GBSF, which we support making mandatory across the public sector. (Paragraph 210)**

69. The government is committed to the rollout of Environmental Land Management schemes. Our schemes will support and encourage farmers in delivering our environmental commitments, while also supporting food security.

70. We believe farmers care about their land and want to produce food in a way that protects and enhances the natural environment. Direct Payments only rewarded farmers for owning land, whereas our new farming schemes will reward farmers for taking actions that bring environmental benefits and recognise high welfare standards.

71. All food imports will continue to be required to meet food import standards and we are committed to implementing due diligence provisions for forest risk commodities under the Environment Act. The UK is also committed to working with the international community to make trade more sustainable now and for the future; this means looking to our multilateral trade policy approach, our diplomatic efforts, and our trade promotion activity, all of which work in support of our green objectives.

72. The Government Buying Standard for Food (GBSF) is aligned with government dietary recommendations set out in the Eatwell Guide. In 2021, government published updated GBSF nutrition standards and supporting technical guidance, following consultation, to achieve this alignment. The government has recently sought views on the scope of the GBSF, as part of a separate consultation that closed on 4th September 2022. When considering the feedback, we will continue to work closely with Devolved Administrations to share best practice and make sure public sector food policy is complimentary across the UK.

Recommendation 18: The Government should seek to make information regarding the environmental impacts of different food products more accessible by:

- **Taking steps to ensure that public communications and information on diets convey the range of health, climate and environment benefits that dietary change—including meat and dairy consumption in line with an updated Eatwell Guide—can achieve.**
- **Implementing the Food Data Transparency Programme and public sustainability reporting by companies in the food sector in a**

timely manner. Urgently consulting on the mandatory methodology for eco labels and sustainability claims, which we go on to discuss further later in this chapter. (Paragraph 212)

73. The Food Data Transparency Partnership (FDTP) will provide access to rich, standardised, high-quality data so that we can track progress towards our shared health and environmental goals, make effective policy and ensure we are all pulling in the same direction, whilst creating a level playing field for industry.
74. Improving food system data and information is a shared challenge. The partnership will therefore provide a framework intended to bring together the UK government, including DHSC, Defra and the Food Standards Agency, DAs, and representatives from across the whole food supply chain and civil society.
75. The mandatory methodology for eco labels is part of the Food Data Transparency Partnership. The Food Data Transparency Partnership (FDTP), announced in the Government Food Strategy in June 2022, is intended to create a positive shift towards a healthier, higher welfare and more environmentally sustainable food system. The FDTP will first develop consistent and defined metrics in collaboration with food industry experts and civil society, that provide an objective measurement of a range of factors (including health, animal welfare and environmental sustainability). As part of this, a harmonised system, or methodology, will be developed to help define and compare the environmental sustainability impacts of food products. It is important government takes the necessary time to get this complex process right. Consultations on this will be conducted in due course and where necessary, ensuring a balance between robustness and expediency.

Recommendation 19: The Government should coordinate a national drive to improve the energy efficiency of our homes, including by amending the Energy Security Bill to introduce a support package to help households with installation costs. The Government should expand its energy advice service to include a facility whereby a dedicated contact person supports households throughout the process of installing energy efficiency measures and low carbon heating technologies. We comment further on the communications aspect of the advice service in Chapter 8 (paragraph 237)

76. In the Autumn Statement the Chancellor of the Exchequer announced a new long-term commitment to drive improvements in energy efficiency to bring down bills for households, businesses, and the public sector with an ambition to reduce the UK's final energy consumption from buildings and industry by 15% by 2030 against 2021 levels. New government funding worth £6 billion will be made available from 2025 to 2028, in addition to the £6.6 billion provided in this Parliament. To achieve this target, a new Energy Efficiency Taskforce (EETF) will be charged with delivering energy efficiency across the economy.

77. Government has several initiatives to provide impartial recommendations relating to the energy efficiency of their homes, including on [GOV.UK](https://www.gov.uk) and an upcoming phonenumber service to provide trusted advice.
78. In July 2022 government launched a [new website](#) providing homeowners with a home energy MOT, offering impartial recommendations that could help save them hundreds of pounds a year on bills. The digital service offers guidance to homeowners on ways to improve the energy performance of their homes by upgrading them with things like loft and wall insulation and double glazing. This website is a simple-to-use interactive service where users enter details about their home and receive recommendations tailored to their individual circumstances so they can cut their energy consumption and make their homes greener.
79. The government is also launching a phonenumber service that will help provide consumers with tailored and impartial information about how to improve the energy performance of their homes. This forms part of a 3-part energy performance advice service that consists of a retrofit advice provision, phonenumber and local advice. The phonenumber will provide trusted advice to consumers on their home energy retrofit journeys and cover the digital assist service for the newly launched energy advice website on GOV.UK.
80. Consumers who cannot access the website or need further assistance or are still unsure what to do to make home energy improvements, can receive impartial and trusted telephone advice and support.
81. The government's existing public information campaign, Help for Households, aims to increase the public's awareness of all the support available to help them with the cost of living, including the financial support the government has made available to help with energy bills this winter.
82. In addition to the GOV.UK energy advice service and retrofit phonenumber, government will also launch a series of local demonstrator projects in the next financial year which will test various approaches to delivering in-person advice, with a particular focus on harder-to-treat properties, vulnerable consumer groups and those less able to access on-line advice. Lessons learnt from these projects will inform further government action post-2025.

Recommendation 20: The Government should review the Future Homes Standard timetable and bring forward further interim measures to strengthen energy efficiency standards for new homes as a matter of urgency, as well as taking steps to improve the enforcement of current standards. (Paragraph 239)

83. The 2025 timeline for the [Future Homes Standard](#) is consistent with the government's net zero commitments. Government has accelerated work on a full technical consultation for the Future Homes Standard. The consultation will be in Spring 2023, with legislation in 2024, ahead of the standard coming into force in 2025. However, government is not waiting until then to act. An uplift to Part L (conservation of fuel and power) of the Building Regulations has been introduced which came into force in June of this year. The uplift delivers a meaningful reduction in carbon emissions, with new homes now expected to produce 30% less CO2 emissions than those built to the previous standards, and it provides a stepping-stone to the Future Homes Standard.

84. As part of the uplift, government introduced a range of measures to improve compliance with Part L and to provide more information to energy assessors, building control, and homeowners. More broadly, through the Building Safety Act 2022, the government is introducing various measures to give regulators stronger enforcement powers to ensure those responsible for non-compliance with the Building Regulations are held accountable and to provide a strong deterrent against non-compliant action.

Recommendation 21: The Government should urgently consult on and then launch the mandatory methodology for food eco labels and sustainability claims. (Paragraph 260)

85. Please refer to paragraph 75.

Recommendation 22: The Government should accelerate the development of low carbon product standards referred to in the Industrial Decarbonisation Strategy and review the role enhanced product standards for other sustainability characteristics could play in the most resource-intensive consumer goods sectors. It should also accelerate labelling proposals put forward in the same strategy and review the role enhanced eco-labelling could play in consumer goods sectors where current frameworks do not cover the key climate and environmental impacts. (Paragraph 262)

86. Government has been developing proposals for low carbon product standards at pace; since the publication of the Industrial Decarbonisation Strategy in March 2021, government published a Call for Evidence 'Towards a market for low emissions industrial products' to explore policy options to grow the market for low emissions products. A summary of responses was published on 21 July 2022.

87. As a next step, a written ministerial statement, laid in May 2022, stated the government's intention to consult on potential new domestic carbon leakage measures, including product standards. The Industrial Decarbonisation Strategy stated that the government intends to explore applying demand-side policies such as standards and labelling to consumer products in future.

88. In 2021 the Eco-design for Energy-related Products Regulations were updated for a range of products including fridges, washing machines, washer dryers, dishwashers, electronic displays, and lighting. These updates added requirements relating to the availability of specified spare parts, the information made available to enable repairs, ease of disassembly and tools required, as well as aspects relating to energy efficiency and performance.

89. We have completed research to examine means of prioritising electrical and electronic products with the greatest embodied impacts for potential eco-design, or other interventions. We have also completed research to test consumer receptiveness to labelling consumer goods to indicate durability, repairability and recyclability.

Recommendation 23: The Government should develop Extended Producer Responsibility schemes, including for textiles and electronics, with much greater urgency. (Paragraph 264)

90. The government recognises the importance of a shift to a circular economy and agrees that Extended Producer Responsibility is a powerful tool to deliver this. As with any tool, we need to make sure it is the right tool to solve the problem. Producer responsibility systems already exist in the UK for waste electricals and batteries. In our Resources & Waste Strategy we committed to reviewing these systems and will consult on this next year.
91. At present we are considering what framework of policy options could best help reduce textiles and fashion waste, potentially using a range of powers from our landmark Environment Act 2021.

Recommendation 24: As part of the proposed package of guidance we referred to in Chapters 4 and 5, we call on the Government to develop and publish guidance for departments to inform their communications strategies on behaviour change to meet climate and environmental goals. The guidance document could draw on the Government Communication Service's guidance, the Principles of Behaviour Change Communications, and apply the principles in the context of meeting climate and environmental goals. (Paragraph 276)

92. Government departments' communication strategies are guided by the Net Zero Strategy in relation to green choices in support of meeting climate goals. The Net Zero Strategy sets out clear principles on how government will engage the public and support them to make green choices.
93. When we publish a revised 25 Year Environment Plan in 2023, in line with the requirements of the Environment Act, we will build on this work by setting out government's approach to enabling green choices in support of delivering our broader environmental goals.
94. As referenced in paragraph 30 there is also guidance on the application of behaviour change to government communications which can be applied to many policy areas including climate and environmental areas.

Recommendation 25: As part of the public engagement strategy that we call for in Chapter 3 by April 2023, the Government should:

- **Provide clear, consistent and actionable information that enables the public to make informed choices about how we travel, what we eat and buy, and how we heat our homes;**
- **Develop positive messaging which emphasises the co-benefits of changes and uses stories about individuals already making changes;**
- **Work through trusted sources such as scientists and community leaders; and**
- **Tailor messaging to specific audiences to ensure it is effective and inclusive. (Paragraph 296)**

95. As referred to in paragraph 21, the Net Zero Strategy sets out the government approach to public engagement to achieve net zero. Government will also set out its approach to enabling green choices for the other environmental goals, including through engagement, when we publish a revised 25 Year Environment Plan in line with the requirements of the Environment Act.
96. As set out in other responses in this report, government is already taking steps to support people to adopt sustainable behaviours. Work on the Food Data Transparency Partnership (FDTP) as referred to in paragraph 75 also supports this work.

Recommendation 26: We recommend the Government significantly scale up its spending on public communications campaigns to reflect the scale of the challenges we face arising from climate change and environmental damage. Communications on behaviour change for climate and environmental goals should be prioritised in the Government Communications Plan for 2022—2023. (Paragraph 297)

97. Government carefully considers which campaigns to run, reviewing the costs and benefits of doing so. Some examples of government campaigns include:
- a. Between 2014 and 2022, government and industry worked together on the successful Go Ultra Low campaign to encourage people to transition to electric vehicles (EVs), by promoting their benefits and providing accurate information to consumers. Go Ultra Low was established to provide accurate information to consumers on EVs at a time when there was very little available to consumers. With over 1 in 6 cars sold in 2021 having a plug, government has retired Go Ultra Low and will allow others to lead communications in this area.
 - b. In November 2020, government launched the brand ‘Together for our Planet’, marking the one year to COP26 milestone. The Together for our Planet campaign built momentum in the lead up to COP26 by showcasing how people across the UK are going ‘One Step Greener’ to tackle climate change. The 26 One Step Greener champions showed how taking ‘one step’ can have a positive impact on the environment, encouraging the public to do their bit, however large or small. Government worked with commercial partners to promote the initiative, creating a mass movement of green steps across the country in the lead up to COP26.
 - c. Annual government funded campaigns delivered by partner organisations such as the Waste & Resources Action Programme (WRAP). For example, Recycle Week, which is held every September, communicates clear information on high impact actions individual citizens can take to improve recycling. In 2021, 82% of people said they had changed their behaviour because of seeing Recycle Week 2021 content.

Recommendation 27: The Government should develop a monitoring process to evaluate the effectiveness of the new energy advice service to ensure that

lessons can be learnt from the initiative for future behaviour change interventions. (Paragraph 298)

98. Government recognises that monitoring and evaluating the different components of the new energy advice service is essential to assess the extent to which it is achieving its stated aims and objectives. Monitoring systems will be put in place to obtain robust and timely data on the scheme, track progress of programme against deliverables. In addition, an evaluation will assess how the phonenumber and local demonstrators of the service have been delivered and the impact they have had. The evaluation will be commissioned to an independent research contractor and run alongside the service.

Recommendation 28: The Government should introduce measures to regulate advertising of high carbon and environmentally damaging products. We were persuaded by arguments made by the Competition and Markets Authority (CMA). As a priority, the Government should create standardised definitions of commonly used environmental terms to which businesses must adhere in marketing and labelling their products and add misleading and/or unsubstantiated environmental claims to the list of banned practices under consumer law. (Paragraph 313)

99. As the committee notes, the Advertising Standards Authority (ASA) has a primary role in regulating advertising in the UK. The ASA, and the standards codified by the Committee of Advertising Practice (CAP) and Broadcast Committee of Advertising Practice (BCAP) as part of the UK advertising codes, are independent of the government. The ASA's remit includes the creative content (such as environmental claims), media placement and audience targeting of advertising across all forms of media, with statutory backstops operating in discrete areas.
100. The UK advertising codes cover specific rules intended to protect consumers from misleading marketing communications. The ASA is regarded as the "established means" for the investigation and resolution of complaints about unfair practices in marketing. These complaints may be brought under the provisions of the Consumer Protection from Unfair Trading Regulations 2008 (CPRs), including for misleading advertising to consumers. They may also be brought under the Business Protection from Misleading Marketing Regulations 2008 (BPRs), including for misleading comparative advertising and/or business to business marketing.
101. The ASA's codes have rules to ensure advertising featuring environmental claims are socially responsible and accurate. If advertising includes the omission, exaggeration, or ambiguous presentation of information, it can be considered misleading. The ASA has recently upheld high profile cases of 'greenwashing', including [finding against HSBC](#) for making misleading claims about their green credentials and omitting certain information in relation to their contribution to carbon dioxide and greenhouse gas emissions.

102. As the ASA and the committees that set the standards for advertising in the UK are independent of the government, the recommendations in relation to regulating advertising of high-carbon and environmentally damaging products are for those independent bodies to consider in the first instance.

Recommendation 29: The Government should assess the ways that misinformation and disinformation about climate change and the environment online can be challenged. (Paragraph 314)

103. The government takes the issue of disinformation and misinformation seriously and seeks to tackle it through a multifaceted, whole-of-society, approach.
104. The DCMS-led Counter Disinformation Unit (CDU) works to understand the scope, scale, and reach of disinformation and misinformation, working with a range of partners, including social media platforms, civil society groups, academia, and international partners, to tackle it. The Online Safety Bill also makes provision for Ofcom to establish an expert advisory committee to mis- and disinformation which will be able to consider this issue.
105. Media literacy is important so that citizens can spot disinformation at its source. Government approach to tackling this issue is set out in the UK Government Online Media Literacy Strategy which includes safety technology, platform design changes, and campaigns such as the SHARE checklist.
106. There is ongoing work in the Government Office for Science (GoS), supported by the Government Communication Service (GCS) behavioural science team, to explore the impact and influence of climate misinformation and strategies to challenge it. In September 2022 GCS published a new behavioural science toolkit for tackling mis/disinformation (including but not limited to climate change-related mis/disinformation) that is currently being taught across government.

Recommendation 30: As part of the public engagement strategy that we have called for, the Government should embed deliberative methods, such as citizens assemblies, in climate change and environment policy design from local to national levels to shape a shared vision of net zero and environmental sustainability. In the public engagement strategy, the Government should include specific methods to engage young people, through mechanisms such as social media campaigns, young citizens' assemblies, and youth advisory panels. (Paragraph 328)

107. Government recognises the value of deliberative methods and has regularly funded public workshops and deliberative dialogues to inform a wide range of policy areas, including on climate change and for our wider environmental goals.
108. In autumn 2020, BEIS invited a diverse group of members of the public to join deliberative dialogues on net zero; the findings of these dialogues were

considered and informed the development of the Net Zero Strategy. Government has also run and funded public workshops and deliberative dialogues on a range of net zero issues such as homes, heating, transport decarbonisation, hydrogen, food, Carbon Capture Use and Storage (CCUS), Advanced Nuclear Technologies (ANT), energy, and the environment.

109. To inform the Transport Decarbonisation Plan, DfT engaged extensively with a large range of stakeholders including through virtual workshops, written contributions, online feedback, and the Net Zero Transport Board. For example, DfT received over 7000 responses through a public Online Feedback Opportunity on decarbonising transport and held 59 virtual policy workshops on the 6 strategic priorities with knowledge experts, innovators, businesses, NGOs, and civil society representatives. As the Transport Decarbonisation Plan is implemented, government will continue to consider the views of, and maintain an open dialogue with, stakeholders from across the UK.
110. Government recognises the importance of engaging young people on net zero and believes that they should get the chance to influence net zero and environmental policies and strategies, which will impact the environment they inherit. DCMS' Youth Engagement Grant funds a Youth Policy Development Group² to oversee the development and implementation of policies affecting young people. A group of thirty young people are recruited from across the country with a diverse range of backgrounds and lived experiences to provide input to the way senior officials and ministers make decisions that impact their lives. Wider youth engagement is achieved using digital tools, including social media, surveys, and polling.
111. In 2021, a project was set up to influence and provide content for Defra's Local Air Quality Management (LAQM) guidance and the Air Quality Strategy. The project involved a series of workshops involving over 90 organisations, listening to the lived experience of individuals, communities, and groups most affected by air quality and health inequities. It has also created the Air Quality Inequalities Network. The Network will be a self-sustaining knowledge sharing platform that enables continued collaborative working.
112. Defra also runs an internal Inclusive Policy Making group, which supports policy teams across Defra to diversify their stakeholder engagement, including with community groups and youth groups. The group shares resources to support this, including a stakeholder diversification database.

Recommendation 31: The Department for Education's Sustainability and Climate Change Strategy should be reviewed to ensure every opportunity has been taken through both formal and informal education and communications and the school environment to provide young people with the knowledge and skills to make life and career choices to support environmental and climate goals. (Paragraph 333)

113. The Sustainability and Climate Change strategy takes a whole system approach and supports education settings in taking a whole setting approach

² previously the DCMS Youth Steering Group

- to sustainability and climate change.
114. Through formal learning young people will learn the facts about climate change. Practical opportunities to participate in activities to increase climate resilience, reduce carbon impact and enhance biodiversity will enable children and young people to translate knowledge into positive action. Seeing sustainability brought to life in the buildings around them will allow children and young people to gain experiences which will enhance and contextualise their learning.
 115. To drive greater connection and protection of nature, our strategy will also increase opportunities for all children and young people to spend time in nature, learn more about it and become actively involved in the improvement of their local environment. The strategy sets out how our skills programmes will provide the opportunity for not only young people, but also people of all ages to train, retrain or upskill to go into green careers.
 116. We will evaluate the impact of our interventions and continue to work with young people, experts, analysts, delivery partners and across the education sector to identify further opportunities to provide young people with the knowledge and skills to support environmental and climate goals.
 117. Further, topics related to climate change and the environment are already included within the geography, science, and citizenship national curricula. This provides key learning to all students, and the wider curriculum also offers flexibility for inclusion of climate education where appropriate.
 118. An environmental science A level is already available for those with a keen interest in the sustainability of our planet and who wish to build on their scientific knowledge of the interconnection of human activities with natural systems.
 119. Beyond the classroom, education settings provide a wealth of learning opportunities, practical activities and clubs which allow children and young people to bring their learning to life. Children and young people may take part in eco-clubs or vegetable growing, they may be exposed to sustainable food choices, recycling, adaptation projects or weather and energy monitoring.
 120. To complement existing learning, we will deliver a climate action award scheme and National Education Nature Park. The National Education Nature Park will bring together all the land from across education settings into a vast virtual nature park. It will enable children and young people to get involved in taking practical action to improve the biodiversity of their setting and see over time how the virtual park changes. It will also provide many educational opportunities for young people to take part in citizen science, in biodiversity monitoring and data analysis - learning excellent skills for the future.
 121. Retrofitted educational buildings and new-build net zero settings will also provide various learning opportunities through their design, how they work and their environmental impact. They will foster environmental knowledge that can be applied outside of the educational settings.

Recommendation 32: The Government should apply behavioural science to all its policies and initiatives. It should urgently review the Net Zero Strategy and policies and initiatives in place to deliver it and rectify where its six principles underpinning green choices are not being delivered. (Paragraph 364)

122. Government recognises the value that behavioural science can bring to policy design and draws on behavioural science expertise. The Net Zero Strategy sets out six principles that underpin the government’s approach regarding green choices and public engagement for net zero:
- a. minimise the ask by sending clear regulatory signals,
 - b. make the green choice the easiest,
 - c. make the green choice affordable,
 - d. empower people and businesses to make their own choice,
 - e. motivate and build public acceptability for major changes, and
 - f. present a clear vision of how we will get to net zero and what the role of people and businesses will be.

These six principles form a framework to further guide policymakers in developing policies that deliver on this goal and work to support green choices is an ongoing process.

123. As we review and revise the 25 Year Environment Plan in line with the requirements of the Environment Act, we are considering how we can further enable action from individuals, communities, businesses, and government to deliver our environmental goals. Our approach to enabling green choices will align, where suitable, with the six principles as set out in the Net Zero Strategy.

Recommendation 33: As we note in Chapters 3 and 8, the Government should introduce a public engagement strategy to build support for helping people adopt new technologies and reduce carbon-intensive consumption in key areas where behaviour change is required. Net zero cannot be achieved without addressing both. (Paragraph 365)

124. Please refer to paragraph 21.

Recommendation 34: We welcome the introduction of a Minister of State for Climate. The Government should ensure that the Minister has sufficient resources, and their role should include coordinating, sequencing, and monitoring behaviour change policy across departments. (Paragraph 379)

125. The responsibilities of the Minister of State for Climate include the Net Zero Strategy which sets out the government approach to green choices to achieve net zero targets.

Recommendation 35: The Government should increase transparency in the proceedings of the two climate-focused Cabinet Committees—the Climate Action Strategy Committee and the Climate Action Implementation Committee—to enable greater scrutiny of cross-government coordination of behaviour change for climate and environmental goals. (Paragraph 380)

126. The Cabinet Committee structure has changed since the publication of the report and the two Cabinet Committees referenced have concluded their work. The government remains committed to the UK’s climate goals and has

formed a new committee, the Domestic and Economic Affairs (Energy, Climate and Net Zero) Committee, that will consider matters relating to energy, and the delivery of the United Kingdom's domestic and international climate strategy.

127. It is a long-established precedent that information about the discussions that have taken place in Cabinet and its Committees is not normally shared publicly.

Recommendation 36: The Government should strengthen an existing team or create a new unit to provide advice and coordination on behaviour change for climate and environmental goals across departments and take steps to increase and standardise the expertise held across all relevant departments. The Government should seek to equip staff working centrally and across departments with behaviour change expertise. (Paragraph 385)

128. The policies and proposals set out in both the Net Zero Strategy and the 25 Year Environment plan, and the resources allocated to deliver them, cut across many different government departments and many different teams supporting different sectors of the economy. Within those sectors, there will be many different individual policies that make up the government's climate and environmental ambitions. Work on green choices across our climate and environmental goals is embedded within the normal policy making process, and teams across government collaborate closely. BEIS has a steering and coordinating function across government for the delivery of the Net Zero Strategy.

Recommendation 37: A package of guidance—which we have referred to in Chapters 4, 5 and 8—would strengthen the Government's leadership on behaviour change for climate and environmental goals, improve coordination between and consistency across departments and provide a central resource for actors on different levels, such as local authorities, civil society and businesses. The guidance should be owned by the Cabinet Office, developed closely with BEIS and Defra, and should have similar status to other manuals for policymakers, such as the Open Policy Making toolkit. The guidance should include:

- a) A toolkit for designing, delivering and evaluating policy to enable behaviour change for climate and environmental goals;
- b) A consistent framework for working with other actors— such as civil society, local authorities and businesses—in the development and delivery of policies for behaviour change to meet climate and environmental goals;
- c) Information on the machinery of Government related to behaviour change for climate and environment, including all groups and committees working in the policy area and their remits;

- d) An evaluation process for appraising the effectiveness of behaviour change interventions for climate and environmental goals; and**
- e) Lessons learned from behaviour change interventions for climate and environmental goals across government. (Paragraph 386)**

129. Government works to improve policy and delivery on an ongoing basis and will take this recommendation into account going forward. Please refer to paragraph 30 for details of evaluation of behavioural interventions. The Green Book, which is used across government, provides guidance on how to appraise policies, programmes, and projects together with guidance on the use of monitoring and evaluation before, during and after policy implementation.

Recommendation 38: The public engagement strategy which we are calling for should make clear that delivery of net zero is a shared task between government, businesses, local authorities, civil society and individuals and establish what role each actor has to play in delivering net zero. (Paragraph 392)

130. Government recognises that achieving our net zero target and environmental goals must be a shared endeavour, requiring action from everyone in society - people, businesses, and government and engages with a range of different stakeholder groups on an ongoing basis.

131. For example, government works in partnership with businesses, Business Representative Organisations (BROs), sector-based trade associations, business groups in the Devolved Administrations and local and regional organisations to help business meet their net zero and environmental commitments and support their customers to reduce their carbon footprint. For example, BEIS worked with the Retail Sector Council to publish advice for retail businesses on the UK Business Climate Hub on reducing emissions, including steps they can take to support their employees and customers to make green choices. Additionally, the Council for Sustainable Business advises Defra on how businesses can help achieve the goals of the 25 Year Environment Plan and has created the Nature handbook to give businesses practical support and advice on how to protect and restore biodiversity.