

## **CABINET MEMBER DELEGATED DECISION 5<sup>TH</sup> JULY 2018**

**Report title:** Lambeth's response to the climate crisis

**Wards:** All

**Portfolio:** Deputy Leader of the Council (Environment and Clean Air): Councillor Claire Holland

**Report Authorised by: Emma Peters:** Interim Director for Sustainable Growth and Opportunity

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### **Report summary**

Lambeth council became the first London borough to declare a climate emergency in recognition of the threat posed by increasing carbon emissions and their effect on global temperatures. The UK government's current targets to reach carbon neutrality by 2050 are insufficient. This report outlines the council's initial response to the climate crisis, including the adoption of the target to become carbon neutral by 2030; the first iteration of our dynamic corporate carbon reduction action plan, and the launch of a Lambeth Citizens' Assembly.

### **Finance summary**

The cost of preparing this report and the initial actions related to the Citizens' Assembly have a total estimated cost of £85,000, which can be funded from the Chief Executive's budget.

### **Recommendations**

1. To agree the corporate carbon reduction plan (Appendix A).
2. To agree to the proposed approach to an independently coordinated Citizens' Assembly on the borough's response to the climate crisis, and the funding required.
3. To agree to the development of a borough wide carbon reduction plan, to be published in 2020.

## **1. CONTEXT**

- 1.1 In January 2019 the council declared a climate emergency. Echoing the findings of the Intergovernmental Panel on Climate Change (IPCC), the council agreed that current UK targets to reach carbon neutrality by 2050 were not sufficiently ambitious if we are to avoid damaging rises in global temperatures. The council adopted a revised target of 2030, and agreed to a number of additional measures including:
- To call on central Government to provide additional powers and resources to support local and national action towards the 2030 target.
  - To pledge to do everything within the Council's power to make Lambeth carbon neutral by 2030
  - Continue to work with other Local Authorities (within London and across the UK) to determine and implement best practice methods to limit Global Warming to less than 1.5 C
  - To continue our planning and support in the borough for adaptation to the climate change that is already happening
  - To develop a strategy for Lambeth Council to play a leadership role in promoting community, public and business partnerships for this carbon neutral 2030 commitment throughout Lambeth
  - Continue to work with partners across the borough and beyond to deliver this new goal through all relevant strategies and plans
  - To draw up a Climate Change Action Plan and provide an annual report on progress made
- 1.2 This report sets out the council's initial plans to respond to the climate crisis, both in terms of ensuring the council's operations are carbon neutral by 2030 but also that there is a much wider consensus-building conversation in the borough to agree collective action through a Lambeth Citizens' Assembly.

## **2. PROPOSAL AND REASONS**

- 2.1 The climate crisis means different things in different parts of the world. Elsewhere, it may mean drought and famine. In Lambeth, it means a higher risk of extreme weather events, with long dry periods followed by heavy rain leading to flooding; damage to buildings and infrastructure; worsening air quality; higher energy and food costs; increasing temperatures and increasing frequency of heat waves that are dangerous to vulnerable people; and increases in social injustice.
- 2.2 The crux of the issue is that the impacts of the climate crisis threaten the wellbeing of our most disadvantaged communities. Throughout the world it is the poorest and most vulnerable who experience the greatest impacts from climate change. Climate change will widen inequalities through higher food or fuel prices for example, reduce people's life chances, and threaten the cohesion of our communities. Therefore in seeking to take action to tackle this climate crisis, we need to adopt an approach that prioritises those with the greatest need.
- 2.3 We know that our borough, and London as a city, cannot continue on the current path without causing irreparable damage to our planet. We also know that economic growth, environmental sustainability and health and wellbeing are intrinsically linked. When we prioritise only one, progress comes at the expense of the others.
- 2.4 In cities and regions across the world, people are recognising that inequality and climate change are both the product of an outdated economic model and a lack of government investment in public goods.

They are calling on governments to implement a Green New Deal, using the power of government to transition to a fairer and more sustainable economy and in the process creating better jobs in new green industries, better skills and infrastructure, and an economy powered by clean energy.

- 2.5 There are opportunities in developing a green economy to improve sustainability, but also to address the weaknesses inherent in our current economy, such as poverty, inequality, and poor health and wellbeing. This is true nationally, but also across London and Lambeth.
- 2.6 For example, Lambeth is in the process of carrying out an almost £500 million refurbishment of its council properties which has already seen 23,000 homes, with a further 5,000 planned this year, benefit from new windows and other internal works aimed at making them dry and warm. Lambeth should build on this achievement by looking at ways to ensure future works on its existing housing stock, new homes built in the borough and private sector housing all aim for high levels of energy efficiency, delivering benefits to residents in terms of better quality housing and lower costs.
- 2.7 Encouraging home owners to retrofit their homes to improve energy efficiency or working with community energy partners to deliver more solar on our housing stock could mean more skilled training and jobs for local people and investment in local building and engineering firms.
- 2.8 Moving from car use to public transport and active transport modes such as walking and cycling will reduce emissions, improve air quality and benefit people's health and well-being.
- 2.9 Investing in digital connectivity to reduce the need to travel as frequently could help small businesses to thrive and help those with restricted mobility to participate more in work and learning opportunities.
- 2.10 As a borough with a concentration of knowledge intensive industries, there are also opportunities to develop further specialisms in the research and technology that allows people to make more sustainable choices, understand their impact and adapt to climate change.

### **Providing leadership: Lambeth Council's Corporate Carbon Reduction Plan**

- 2.11 The council itself is only a small emitter in terms of the borough as a whole, generating an estimated 9,902 of the approximately 929,000 tonnes of carbon produced annually (2016). We have taken significant steps to reduce the carbon footprint of our operations, by reducing the number of council buildings from 14 to 2 energy-efficient offices, investing in shared bicycles and high-quality cycling facilities for staff, reducing car use, facilitating home-working, moving to an ultra-low emission vehicle fleet and switching our street lighting to low-carbon, LED replacements.
- 2.12 The council is currently working with ten Lambeth schools to replace old, inefficient boilers which will save over 300 tonnes of carbon each year.
- 2.13 We are also pushing ahead on our low-carbon future agenda by reshaping local neighbourhoods with our residents to make active travel easier, reduce the dominance of private vehicle use and enable all of our residents to make low-carbon travel choices. We are investing millions of pounds in high-quality walking and cycling infrastructure so that our streets are more accessible for everyone – particularly the young, elderly and those with mobility issues.
- 2.14 Across the borough the council is also investing almost £500m to, in large part, improve the energy efficiency of our council homes; installing a new network of electric vehicle charging points; redesigning local neighbourhoods with residents to make active travel easier and reducing the dominance of private car traffic; are using HMO licencing rules to improve energy efficiency across the private rented sector and are using our planning powers to raise the sustainability standards for new development. Lambeth has been at the cutting edge of innovation in building design, trialling

community energy programmes with our community energy partners Repowering London and building new council homes that meet the Passivhaus standard.

- 2.15 This has led to sustained falls in our carbon footprint, which is reflected in our CRC performance, but there is still much more to be done.
- 2.16 That is why the council is publishing a Corporate Carbon Reduction Plan (Appendix A) and setting out how our operations will be carbon neutral by 2030. This is a highly ambitious target, particularly for a London borough, but the council recognises that it has an important role in providing leadership on this issue, and in doing so pushes forward the wider conversation about a collective plan to become a carbon neutral borough.
- 2.17 This plan builds on the progress the council has made in reducing its carbon emissions under the Carbon Reduction Contribution (CRC) scheme. Since the CRC was established in 2010, the council has reduced its emissions from 31,328 tonnes per year in 2010/11 to 7,672 tonnes per year in 2017/18. The Corporate Carbon Reduction Plan proposes a new, wider, definition of the council's operations to incorporate our housing stock, new major developments, and the property portfolio so that a more accurate assessment of the council's carbon footprint can be made. It also incorporates actions to ensure governance and procurement decisions take account of the potential carbon impact.
- 2.18 Over the next year, the council will work to establish a measurement framework to allow us to robustly measure the carbon impact of our operations, and to measure this consistently over the next 11 years. We will also establish our baseline – our current position on carbon emissions – and from that carbon reduction targets linked to our action plan.
- 2.19 The policy, economic and regulatory environment are changing rapidly. New technologies, changing public attitudes, public funding and government regulation will affect the action we have to take to reach carbon neutrality. Therefore, we will review the progress we have made towards the 2030 carbon neutral target each year, review the action plan, and adjust the actions where necessary to ensure that we achieve it.

### **A Lambeth Citizens' Assembly on our response to the climate crisis**

- 2.20 While the council can provide leadership by reducing its own carbon emissions, and use the planning and regulatory powers local government has to provide some influence, the council does not have the power or the solutions to significantly reduce carbon emissions across the borough as a whole alone. We know that many people, organisations and businesses in Lambeth are already exploring smarter, greener ways of working and living, so it's vital that we open out the conversation more widely.
- 2.21 If we are to reduce the CO<sub>2</sub> equivalent emissions from their current 6.5 tonnes per person per year, to the necessary 2 tonnes per person per year, then we will need to see dramatic changes in homes, businesses across Lambeth and London, and a big uplift in funding from central government. Many of these changes will involve difficult trade-offs in the current financial environment – for example, in the short-term increasing the environmental standards for new-build housing is likely to increase the cost, affecting the viability of developments and the community benefits that can be secured, such as the amount of affordable housing.
- 2.22 Central and local government must do all it can to make low-carbon living and a low-carbon economy as easy and attractive as possible. The council has begun working on this, by switching to green energy, investing in the energy efficiency of council homes, and investing in walking and cycling. But

the 2030 target will need us to look at a wider range of options for reducing carbon emissions. We will need to have an up front and honest conversation with residents and businesses about the changes required. It is only by doing so that we will build a shared commitment to becoming a carbon neutral borough.

2.23 We will start this process by launching Lambeth's first citizens' assembly. This will bring together Lambeth residents, fully representative of the population, to develop a collective response to the climate crisis. Together it will review the evidence, develop climate change commitments that can command broad support, consider new initiatives, and agree targets to respond to the climate crisis.

### ***What is a citizens' assembly?***

2.24 A citizens' assembly is *'a form of deliberative democracy: a process through which citizens can engage in open, respectful and informed discussion and debate with their peers on a given issue'*.

2.25 Citizens' assemblies have gained recent popularity because they are viewed them as offering the opportunity for more *'evidence based decision making' and seen to confer greater democratic legitimacy, in a wider political context of greater polarisation, pessimism and distrust.*

2.26 Citizens' assemblies have been shown to be effective in securing consensus about how politicians and policy makers should address complex and controversial topics. In the UK, assemblies have been used to make recommendations on big issues like how *adult social care should be funded in the future.* Internationally, citizens' assemblies have been used to inform policy on a range of issues, including in a process which has resulted in Texas being touted as the US leader in *renewable energy.*

2.27 In practical terms, citizens assemblies are *'a group of people who are brought together to discuss an issue or issues, and reach a conclusion about what they think should happen'*

2.28 To have legitimacy and be effective, citizens' assemblies need to:

- Be representative: participants need to be chosen randomly and selected so that they reflect the wider population (or range of stakeholders) in terms of demographics (e.g. age, gender, ethnicity, social class) and sometimes relevant attitudes. This is usually achieved by sending invitations out to a random sample of residents and then undertaking recruitment using sample quotas.
- Support deliberation of complex issues: the process for undertaking a citizens' assembly gives members of the public the time and opportunity to learn about and discuss a topic, before reaching conclusions. This often includes reviewing materials which reflect a range of opinions and hearing from expert witnesses, reviewing evidence and working through scenarios.
- Support the agreement of practical recommendations: processes need to be structured so that assembly Members are supported to collaborate, arrive at consensus and agree workable recommendations.
- Be independent and objective: information and expert evidence provided to the assembly needs to be accurate, comprehensive, balanced and unbiased. Often this is achieved by contracting a 'lead expert' to oversee collation of evidence and materials.
- Be accessible and inclusive: the process for engagement needs to be designed so that it is accessible to groups who may experience barriers to participation whether due to language, literacy, finances or disability. This means making provision for things like participant expenses, physical accessibility and British sign language (BSL).

### ***Our proposed approach***

- 2.29 The council proposes to appoint an independent organisation to assist us in holding our citizens' assembly. They will be responsible for recruiting and engaging a representative group of residents from Lambeth, planning and facilitating the discussion days, and engaging experts to help prepare the evidence.
- 2.30 Our initial assessment is that this will require a budget commitment of £85,000, and will take up to 12 weeks once the contract has been awarded. Once the panel has been recruited, there will be opportunities beyond climate change to engage them in other areas of policy development where deliberation is seen to be particularly valuable.
- 2.31 The scope of the citizens' assembly will be to look at how the borough as a whole can reach carbon neutrality, therefore the recommendations arising from the assembly are likely to require a response from partners, businesses, residents and the council.
- 2.32 Therefore, alongside the citizen's assembly, the council will be working with stakeholders – many who are already pressing ahead in working on cleaner, low-carbon alternatives - in discussions about the climate crisis and the 2030 target. Over the next few months we will be talking to our biggest partners – KCL, LSBU, GSTT, Kings, the GLA, the Southbank Centre and our business improvement districts (BIDs). We'll agree how we can work together, build on the good work already taking place, and see how we can collectively accelerate our response to the climate crisis and make Lambeth a carbon neutral borough.
- 2.33 The council will reflect the recommendations arising from the citizens' assembly, and the stakeholder engagement in a borough-wide carbon reduction plan, to be published in 2020. Alongside this, we propose establishing a partnership of residents, partners and businesses to maintain focus and momentum on the delivery of the plan.
- 2.34 Our response to the climate crisis will not be fully captured in one plan. It will need to be considered as part of all our key plans and strategies. Over the next 12 months we will publish or update our Borough Plan, Medium Term Financial Strategy, Local Plan and Growth Strategy. Each of these will reflect the council's decision to declare a climate emergency, and demonstrate how our priorities and actions will reflect this.

### **3. FINANCE**

- 3.1 The cost of setting up and running the Citizens Assembly is estimated at £85,000. This cost can be met from the existing Chief Executive's budget.
- 3.2 The cost of implementing the activities detailed within the Action Plan is not yet known. Before the relevant activity can take place, the projects will need to be fully costed and funding allocated. It is likely that the majority of the relevant funding would be capital in nature and thus would need to be allowed for in future capital budget plans. As some activities relate to Council housing these would require funding from the Housing Revenue Account.

### **4. LEGAL AND DEMOCRACY**

- 4.1 There are no legal implications directly arising from this report. Legal advice will be provided as the Council uses its various powers to implement its Corporate Carbon Reduction Plan.

- 4.2 This proposed key decision has not been entered in the Forward Plan and so the necessary 28 clear days' notice has not been given. The climate crisis requires an urgent response, so the special urgency procedure will be followed. The reasons why the report was not included in the forward plan and that the decision cannot be delayed will be included in the necessary public notice to be published on the council's website (and sent to the Chair and Vice-Chair of Overview & Scrutiny Committee and relevant officers) alongside this report. This decision is therefore not subject to five clear days' pre-notification. A period of five clear days - the call-in period – will then elapse before the decision is enacted. If the decision is called-in during this period, it cannot be enacted until the call-in has been considered and resolved.

## **5. CONSULTATION AND CO-PRODUCTION**

- 5.1 This report acknowledges that co-production is essential in developing our borough wide plan to tackle the climate crisis. A citizens' assembly will bring together a fully representative group of residents to help grow our shared understanding of the impact of climate change in Lambeth, and develop a collective response. The report places a particular emphasis on representation and inclusion; ensuring that all Lambeth's communities are able to have their voices heard in the development of the plan and our response. There will also be opportunities for people to contribute to the design of the citizen's assembly, as well as being part of the assembly itself.
- 5.2 Our partners – public, private and third sector – employ significant numbers of people in the borough, and carry out operations that are likely to contribute to carbon emissions in the borough. Collectively, there are opportunities to make significant reductions in carbon emissions and to make it easier for employees and residents to make low-carbon choices. Therefore, we will also be engaging with stakeholders throughout this process to find out about their good practice that we can help to share and promote, and where we can take much greater action together.
- 5.3 Lambeth council's staff also have a significant role to play in achieving the 2030 target, and implementing the actions set out in the corporate carbon reduction plan. Our staff are strong advocates and innovators; identifying new ways for the council to meet its carbon commitments. We will be engaging staff in the development of the corporate carbon reduction plan, and working together to lead change across the organisation and supply chain.

## **6. RISK MANAGEMENT**

- 6.1 The climate crisis poses multiple risks to our borough and population. These are described in the report above, and will be further detailed in the proposed work to prepare for the citizens' assembly and in the work to develop the equalities analysis. It must be noted that there are significant risks arising from inaction.
- 6.2 The main risk associated with the proposals in this report is that the actions are insufficient to significantly reduce carbon emissions and meet the 2030 target. This applies to both the council's corporate carbon reduction plan, and the proposed borough wide plan. To mitigate this risk, there will be annual reviews of progress, and action plans adjusted accordingly.

## **7. EQUALITIES IMPACT ASSESSMENT**

- 7.2 Climate change is recognised globally as a significant risk factor for inequality.<sup>1</sup> It has the potential to exacerbate existing inequalities, and create new inequalities. As we develop our borough wide plan to reduce carbon emissions, we will build our evidence base on the impact of climate change on Lambeth's population to allow us to strengthen our equalities analysis. The consultation we undertake through the citizens' assembly and stakeholder engagement will allow different groups to contribute to the development of the equalities analysis and the carbon-reduction plan. The citizens' assembly will bring together a representative sample of Lambeth's residents and ask them to consider the potential impacts of climate change, and the impacts of any proposals to reduce carbon emissions.
- 7.3 In both the corporate carbon reduction plan, and the borough wide plan, we expect some proposals to have short-term impacts on groups sharing protected characteristics. These may be negative and positive. For example, improving the energy efficiency of council owned housing, and in doing so reducing heating costs and improving the warmth of homes, is likely to have a positive impact on older and very young people (age), those with poor health (health), people with some disabilities (disability) and poorer residents (socio-economic). However, reducing the use of vehicles in council operations without making sure alternatives are sufficiently accessible could negatively impact some groups, for example staff with a disability (disability), and preclude them from some tasks or roles. These risks will be analysed further as part of the EIA, and mitigations developed accordingly.
- 7.4 These shorter-term risks associated with shifting to a low-carbon economy and society need to be considered in the context of the longer-term risks of climate change, which are likely to have significant equalities impacts. These include higher risk of extreme weather events, with long dry periods followed by heavy rain leading to flooding; damage to buildings and infrastructure; worsening air quality; higher energy and food costs; increasing temperatures and increasing frequency of heat waves rising temperatures, and economic restructuring.
- 7.5 These longer-term risks will in part be mitigated by the actions taken by cities, regions and countries across the world to reduce carbon emissions. But the council recognises that the response to climate change can also help promote equality of opportunity and reduce existing inequalities. This is likely to happen by developing our economy in a way that is both more inclusive and sustainable: looking for opportunities to create 'good' jobs in new green industries; improving digital connectivity to allow for fewer work journeys; or reducing the costs of transport and heating through investment in more sustainable travel and home insulation. In turn, these changes could have positive benefits for health and wellbeing: improving active travel; reducing working hours by reducing commuting; improving household income.
- 7.6 The council will look for opportunities in the development of this work, and through associated strategies such as the growth strategy, to improve equality of opportunity as suggested above. We will also use our evidence base to influence partners, stakeholders, regional and central government to use their powers similarly.

## **8. COMMUNITY SAFETY**

- 8.1 None.

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<sup>1</sup> UN/DESA: Policy Brief 45: the Nexus between Climate Change and Inequality (2018) <https://www.un.org/development/desa/dpad/publication/wess-policy-brief-the-nexus-between-climate-change-and-inequalities/> accessed 28/06/19

## 9. ORGANISATIONAL IMPLICATIONS

### Environmental

- 9.1 The substance of this report addresses the council's response to the climate emergency, and the actions the council will take to provide leadership on this issue within Lambeth and across London.

### Staffing and accommodation

- 9.2 None.

### Procurement

- 9.3 The procurement of a contractor to provide support on the citizen's assembly will be undertaken in accordance with Lambeth's policy, including the responsible procurement policy.

### Health

- 9.4 The report has noted the significant risks of climate change on health, health inequalities and wellbeing. This analysis will be developed as part of the EIA and the evidence base considered as part of the citizen's assembly.

## 10. TIMETABLE FOR IMPLEMENTATION

Action	Date
Commission support for citizens' assembly	July 2019
Engage staff and key stakeholders on corporate carbon reduction plan	July 2019
Undertake citizens' assembly	October/November 2019
Engage partners and stakeholders in 2030 carbon commitments	October 2019
Establish corporate carbon reduction measurement framework and baseline	Early 2020
Publish borough wide carbon reduction plan	April 2020

## AUDIT TRAIL

### Consultation

Name/Position	Lambeth directorate / department or partner	Date Sent	Date Received	Comments in paragraph:
Councillor Claire Holland	Deputy Leader, Environment and Clean Air	01.07.19	01.07.19	
<i>Emma Peters, Strategic Director</i>	<i>Sustainable Growth and Opportunity</i>	01.07.19	01.07.19	
<i>Bayo Dosunmu, Strategic Director</i>	<i>Residents Services</i>	01.07.19		
<i>Raj Mistry, Director</i>	<i>Residents Services</i>	01.07.19		
<i>Matthew Gaynor, Finance</i>	Corporate Resources	01.07.19	02.07.19	
<i>Alison McKane, Legal Services</i>	Corporate Resources	01.07.19	03.07.19	
<i>Maria Burton, Democratic Services</i>	Corporate Resources	01.07.19	01.07.19	

## REPORT HISTORY

<b>Original discussion with Cabinet Member</b>	05.06.19
<b>Report deadline</b>	N/A
<b>Date final report sent</b>	N/A
<b>Part II Exempt from Disclosure/confidential accompanying report?</b>	No
<b>Key decision report</b>	Yes
<b>Date first appeared on forward plan</b>	N/A
<b>Key decision reasons</b>	3. Meets community impact test
<b>Background information</b>	<p>M. Palese, 'The Irish abortion referendum: How a citizen's assembly helped break years of political deadlock', Electoral Reform Society (2018)</p> <p>'What is a citizen's assembly' MHCLG Select Committee (2018)</p> <p><i>Net Zero: The UK's contribution to stopping global warming</i>, Committee on Climate Change (2019)</p>
<b>Appendices</b>	Appendix A: <i>Corporate Carbon Reduction Plan</i>

**APPROVAL BY CABINET MEMBER OR OFFICER IN ACCORDANCE WITH SCHEME OF DELEGATION**

**I confirm I have consulted Finance, Legal, Democratic Services and the Procurement Board, and taken account of their advice and comments in completing the report for approval:**

**Signature:** \_\_\_\_\_ **Date:** \_\_\_\_\_

**Post:** Hannah Jameson, Head of Strategy and Partnerships

**I confirm I have consulted the relevant Cabinet Members, including the Leader of the Council (if required), and approve the above recommendations:**

**Signature:** \_\_\_\_\_ **Date:** \_\_\_\_\_

**Post:** Councillor Claire Holland, Deputy Leader (Environment and Clean Air)

**Any declarations of interest (or exemptions granted):** None

**Any conflicts of interest:** None

**Any dispensations:** None