

## OVERVIEW AND SCRUTINY COMMITTEE 12 OCTOBER 2021

**Report title:** Lambeth's climate emergency response: progress update

**Wards:** All

**Portfolio:** Leader of the Council: Councillor Claire Holland

**Report Authorised by:** Eleanor Purser and Sara Waller: Strategic Directors for Sustainable Growth and Opportunity

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### REPORT SUMMARY

This report provides an update on the council's climate emergency response, as requested by the Overview and Scrutiny Committee. It also provides an update on the recommendations made by the Committee in July 2020.

### FINANCE SUMMARY

None arising from this report.

### RECOMMENDATIONS

1. To note the update provided in this report.

## 1. CONTEXT

- 1.1 The Council declared a climate emergency in 2019. Since then it has published its first carbon emissions report, established a dedicated climate response team and created a strategic programme to bring about the transformation of the council's operations in order to achieve net zero carbon by 2030.
- 1.2 During the last 12 months the council's climate emergency work has continued to develop and grow with large structural pieces of work underway to enable the council to take informed and decisive action over the coming years. This work involves the Council in the role as enabler and convenor also, as the great majority of the carbon emitted in the borough is by others, and therefore the Council will be working with key partners over coming months on a Climate Action Plan which will set out implementation plans for the recommendations from the recent Citizens' Assembly. This report provides an update on that work and some of the key achievements during that period.

## 2. PROPOSAL AND REASONS

### **Lambeth's citizens' assembly**

- 2.1 The citizens' assembly on the climate crisis took place between May and July 2021. The assembly was convened by the council and its partners to address the question:  
*Lambeth is facing a climate crisis: How can Lambeth respond to climate change and its causes quickly, fairly and effectively?*
- 2.2 47 residents, reflective of the borough's wider population, worked together over the six-week period to examine evidence, listen to experts, and consider the causes of climate change in Lambeth, its impacts, and what action we must take. In keeping with the principles of citizens' assemblies, after over 20 hours of learning and deliberation, the assembly produced 13 recommendations for the borough, including the council, wider public and third sectors, and business. The recommendations were targeted at the main sources of carbon emissions as described in our emissions report. These are transport, residential, commercial and industrial. There were further recommendations relating to ways of working, food, waste and biodiversity.
- 2.3 The assembly were also asked to consider the principles that decision-makers in Lambeth should apply as they develop the climate response. We do not know all the decisions we will need to take to mitigate and adapt to climate change, so understanding how residents would like us to approach decisions will be important.
- 2.4 The recommendations and principles, along with more detailed information on the methodology for recruitment, demographic data for the assembly members, the structure of the assembly and the process by which the recommendations were arrived at is set out in the final report, published on the council's website.
- 2.5 Alongside the assembly, the council worked with representatives from the Steering Group to develop a communications and engagement plan to ensure that residents and businesses were able to follow the work of the assembly and that the assembly was able to hear from local people, particularly disabled people and young people, and consider their perspectives on the impacts of climate change and mitigation measures. The conclusions of this engagement were shared with the assembly for consideration.
- 2.6 Overall, between May and August 2021 a total of 10,172 subscribers received weekly update newsletters and campaign social media posts performed well across key performance indicators

with over 1.9m Twitter impressions and a total engagement<sup>1</sup> of over 1000 across council channels. The council shared recordings and resources from the assembly on online engagement platform, Commonplace, receiving over 1000 submissions. The council also hosted 2 focus groups with Disability Advice Service Lambeth (DASL) and the Youth Council and presented during local and regional events from Lambeth Forum Network to London Climate Action Week. The council used its own communications channels to widen engagement around the citizens' assembly including a dedicated corporate webpage; three Lambeth Talk entries; JCD screens, BT boards and posters in over 300 locations around the borough; three Love Lambeth blogs and two press releases gaining local coverage such as from Brixton Blog.

- 2.7 The feedback from the assembly members on their experience of taking part in the assembly was overwhelmingly positive; in the feedback survey 100% of assembly members agreed or strongly agreed that 'taking part in this citizens' assembly has been a positive experience'. The full results of the survey and the qualitative feedback are included in the full report, referenced above.

#### *Next steps*

- 2.8 The assembly's recommendations were presented to full council in September. Members of the Steering Group, representing partner organisations, assembly members and the borough's community and political leadership attended and received the recommendations on behalf of the borough, with a commitment to consider them and work to implement wherever possible.
- 2.9 A citizens' assembly is not a research process; there is an obligation on the part of those commissioning the assembly to consider the recommendations and respond. Therefore, the council will be engaging with partners, businesses and residents to share the recommendations and agree what action must be taken. The recommendations give a clear indication of the ambition that residents have for Lambeth's climate response; it is incumbent on everyone to look at their own climate, business or operational plans and see if they match up to that ambition. The collective climate action plan will be published later this year.

#### **The Council's Net Zero Carbon 2030 programme**

- 2.10 The citizens' assembly will help to inform the development of a climate action plan to reduce the borough's carbon emissions and improve its resilience, but the council has already adopted a target to reach net zero carbon in its operations and estate by 2030 and published the corporate Carbon Reduction Plan to achieve this.
- 2.11 To help coordinate the council's decarbonisation work and the associated projects, a strategic programme was established in 2020, with oversight from the council's corporate leadership, and support and assurance from a cross-organisational programme board. There are a number of workstreams – themed groups of projects – addressing some of the main sources of carbon emissions and improving the environment. This next section provides a brief update on the work that that has taken place under these themes over the last year.

#### **Residential energy and buildings**

- 2.12 This workstream is focused on reducing emissions associated with the council's own housing stock and new build. This forms the largest proportion of the council's carbon emissions and addressing this will mean ensuring that new development is built to the highest energy efficiency standards, and that existing stock is retrofitted to improve energy efficiency.
- 2.13 Recent analysis commissioned by London Councils shows the scale of the retrofit challenge in Lambeth. It estimates that it would cost £3.7billion to retrofit all homes in Lambeth, including owner

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<sup>1</sup> Engagement includes likes, shares and comments

occupied, private rented and social housing. There will be significant health and wellbeing and economic benefits from this investment, but at present there is not the finance or policy in place to enable retrofit at this scale.

- 2.14 In the absence of a comprehensive national strategy on retrofit, the council is using its own investment, alongside grant funding, to begin retrofitting its own stock. The council was successful in being selected as part of the National Net Zero Retrofit Accelerator programme and secured approximately £1m to pilot a deep retrofit of 40 properties in Myatts Field and establish a Net Zero procurement framework for other social landlords to use. Along with seven other organisations across the UK, this highly innovative pilot uses the Energiesprong approach, helping to test and develop financially sustainable models of retrofit. More information on the programme and the Energiesprong approach can be found [here](#). The learning from this pilot is being used to inform the development of the wider council retrofit programme. It is expected that 100 council properties will be retrofitted over the next 12 months, with that figure rapidly increasing across the decade.
- 2.15 The council has also been successful in securing funding through the Green Home Grants Local Authority Delivery scheme. This funding targets low income, low energy efficiency owner occupied homes. The funding allows councils to put in place energy efficiency improvements up to value of £10,000, helping to address fuel poverty and improve health and wellbeing. Through a partnership with 6 other boroughs, Lambeth is due to undertake works on 53 homes this financial year. The scheme has been promoted through targeted letters, and referrals from VCS organisations and council services like to be in contact with these residents.
- 2.16 Alongside these short-term retrofit projects, the council is developing a longer-term housing investment programme and is in the process of appointing a strategic partner who can help to accelerate this work; building a more accurate picture of the condition of our stock, and a programme of works to improve energy efficiency as well as address other priorities such as fire safety.
- 2.17 Councils do not currently have the financial resources to retrofit their housing on the scale and at the pace that will be required to meet net zero by 2030 and it is clear that funding from central government will be required. Within London it is recognised that investment in retrofit will also have significant benefits for health and wellbeing, employment and the local economy, and therefore forms an important part of the city's economic recovery strategy. Lambeth is therefore working with other London boroughs to see how we can make faster progress on retrofit by sharing knowledge and expertise and attracting the financial investment we need.

### **Non-residential energy and buildings**

- 2.18 The council owns a range of non-residential property, such as office buildings, parks buildings, community buildings and schools that will also need works to improve their energy efficiency. The council has been successful in securing approximately £8million from the Public Sector Decarbonisation Scheme (PSDS) to carry out works such as installing heat pumps, solar PV systems, LED lighting and insulation. As well as improving the comfort of these buildings, these measures will reduce carbon emissions and lower bills for the council and buildings occupiers.
- 2.19 Alongside this, the council is investing some of its own capital to increase the size of the solar PV systems on some of the schools to achieve greater carbon and financial savings. These works will be completed by the end of the financial year. In total, this year the council will be retrofitting 23 schools and 11 community buildings. By reducing the buildings' reliance on gas, reducing energy demand and increasing onsite renewables, we estimate that we will achieve over 1,000 tonnes of carbon savings per year.

- 2.20 In the 23 schools that Lambeth is currently working with, the decarbonisation measures will reduce their total carbon emissions by an estimated 42% per annum. The measures will reduce electricity use by 10% and gas use by 57%, and the solar panels will now generate an estimated 13% of each school's electricity. This reduction in use of gas and electricity will save a total of £313,700 of all school's fuel bills, working out to an average of £13,600 annual savings for each school.
- 2.21 While the PSDS has allowed the council to move rapidly to start retrofit works, there is a need to build a longer-term plan for heat decarbonisation across the borough and to engage all asset owners in this. To that end, the council has been working with partners, including the Greater London Authority (GLA) and the Department for Business, Energy and Industrial Strategy (BEIS), energy network operators, and major heat consumers like hospitals, on a heat decarbonisation study for the borough. The study will create an address-level profile of domestic and commercial buildings in Lambeth, modelling emission reduction pathways and cost implications at both the individual building and energy system level. This research will form the technical basis for subsequent local area energy planning, providing recommendations on appropriate low carbon technologies and infrastructure investments in Lambeth. This report will also provide the council with the data and analysis it needs to plan the decarbonisation of its own stock.

### **Transport and Air Quality**

- 2.22 Although transport related emissions account for a relatively small proportion of the council's carbon emissions, they are a significant proportion of the borough's emissions. The measures we take to reduce borough wide emissions will also help to reduce council emissions. For example, under this workstream the council has made rapid improvements to the infrastructure across the borough that enables people to make zero carbon journeys. Low Traffic Neighbourhoods and Healthy Routes are designed to make walking and cycling easier, safer and more attractive. Almost 12% of the borough has been covered by our trial low traffic neighbourhoods brought in at the beginning of the coronavirus pandemic, and several kilometres of Healthy Routes have either been improved to bring them up to the required standard or newly built. This helps residents to make more sustainable transport choices, but also helps staff and council services and suppliers to do the same. The council continues to move our own fleet vehicles and vehicles used in key contracts to low / zero emitting alternatives, this will be developed further in the forthcoming fleet strategy.
- 2.23 Climate change is linked to air pollution, both as a driver of poor air quality (through e.g. increased ozone pollution associated with heat waves) and as an amplifier of negative health impacts (e.g. extreme heat exacerbating respiratory conditions caused by air pollution). Therefore, as well as being important in its own right, our air quality monitoring and mitigation work also forms part of our adaptation efforts. Over the last year the council has been reviewing its approach to air quality monitoring and following that review, has started a second trial of light weight air quality monitors to improve the range of air quality data collected and access to that data. We have also commissioned improvements to our air quality monitoring stations, enabling monitoring of PM 2.5 on Brixton Hill and the ability to validate data on PM 2.5 and other particulate matter collected by the lightweight monitors.
- 2.24 Mitigation projects this year have included enforcement on vehicle idling, continued support for zero emissions vehicles for business deliveries, expansion of school streets from 2 to 19, and the launch of a contract to install green screens at schools across the borough.
- 2.25 Vehicle idling has long been a concern in the borough, and the council has worked closely with Idling Action London to raise awareness among pedestrians and motorists about the impacts of idling. In 2020 the council adopted a new policy to issue £20 fines to drivers who refused to turn off their cars when stationary. Between February 2018 and September 2019 wardens in Lambeth

have advised 2,044 drivers to switch off their engine while stationary, of which 2,017 drivers complied with their advice and 27 people did not. In 2021 the council installed more signs to further improve awareness. Residents can contact the council to let us know about idling hot spots and further signage will be installed and enforcement targeted to these areas.

- 2.26 Green screens refer to the use of plants to create barriers to reduce exposure to air pollution. Improving air quality in and around schools is a priority across London, and the GLA and boroughs have been taking steps to both [collect data](#) and develop interventions to reduce children's exposure to air pollution. This includes initiatives such as school streets, promotion of active travel through scooter, walking and cycle training, improving cycling infrastructure, and green screens.
- 2.27 In 2018 the Environmental Research Group and Kings College London carried out an evaluation of the impact of green screens at a school in Ealing. They found that the introduction of the green screen 'led to a decrease in the mean daily pollution concentrations on the playground side of the screen by 22%; this was higher than the measurement uncertainty and thus significant. Comparing school hours independently a mean reduction in concentrations of up to 23% was found for NO<sub>2</sub>'<sup>2</sup>.
- 2.28 Following this insight, the council is prioritising installing green screens at those schools on main roads where pollution levels are higher. By early 2022 19 schools will have new green screens.
- 2.29 The council has also been working with the Mayor's Resilience Fund, which has invested £80,000 in technical expertise to improve data and analysis on Lambeth residents' exposure to poor air quality, and understanding of the impact of different interventions. This work is taking place at the moment with the results available later in the year. Both the monitoring and modelling work will help inform the development of the new air quality action plan, which is due to be published next year.

### **Adaptation**

- 2.30 The adaptation workstream focuses on improving the borough's resilience to climate change. Our climate is already changing, and the impacts that are already being felt by our residents, economy and infrastructure will only increase. The adaptation workstream is focused on reducing key climate risks such as flooding and increasing temperatures. Over the last year the council has been working with Thames Water and a range of internal teams to develop a Sustainable Drainage Systems (SuDS) programme to more effectively manage surface water flooding, and at the same time achieve a range of other co-benefits including improving biodiversity, shade and access to green space. The first of these schemes will be built later in the year, with further development to include projects in schools, housing estates and roads.
- 2.31 The council's ability to prepare for climate change, and help the borough prepare, will involve a wide range of teams and activities. It might include measures such as increasing shading, public health advice on managing heatwaves, adjusting the materials we use for the construction of key infrastructure, and retrofitting homes to cope with hot as well as cold weather. To help bring more focus to this work, and also to help others in the borough play their part, the council is developing an adaptation framework that will be published next year. In addition, adaptation will form a core part of the climate action plan to ensure that the response to tackle climate change also deals with how we cope with the changing weather.

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<sup>2</sup> A. Tremper and D.Green, *The impact of a green screen on concentrations of nitrogen dioxide at Bowes primary school Enfield* (2018)

### Enabling workstreams – communications and engagement; data and decision-making

- 2.32 While the above workstreams contain most of our key projects, building a climate capable organisation will need us to invest in our staff, residents and members’ skills, knowledge, engagement and ability to take decisions in light of their potential climate impacts.
- 2.33 The citizens’ assembly has been a focus in this area, but alongside that the council has been growing our staff engagement programme – supporting different groups of staff to understand the opportunities to respond to the climate emergency within their work. The council’s ability to implement climate change measures will depend on the support of residents and businesses, and we will also have to enable residents to play their part. The council is therefore increasing its communications activity on the climate emergency using its own communications channels and engaging with existing networks.
- 2.34 The council has been working to better understand the impact of its decisions by developing the Societal Impact Framework – a tool to assess the impact of decisions holistically, including their environmental impact. This tool is being tested within the council currently, with further roll out to follow.
- 2.35 Finally, the annual emissions report will be published in October. This builds on last year’s report, expanding the range of data collected and published and developing the borough-wide analysis.

### Road Danger Reduction

- 2.36 The Overview and Scrutiny Committee requested information on road danger in the borough. Statistics on the number of people killed or seriously injured (KSI) are included in the council’s quarterly budget and performance monitoring reports to Cabinet.
- 2.37 Lambeth is committed to working with the Mayor of London to deliver ‘Vision Zero’ for deaths and serious injuries on our roads with a target date of 2041 for this. Between 2015 and 2019 a total of 6311 collisions were recorded in Lambeth with around 13% (799) of these being KSI collisions. Figure 1 below shows that overall collisions have declined since 2017, whereas KSIs have remained relatively static. The majority of these, and of all collisions in Lambeth, occurred on the Transport for London road network (red routes) which carries the largest volumes of traffic.

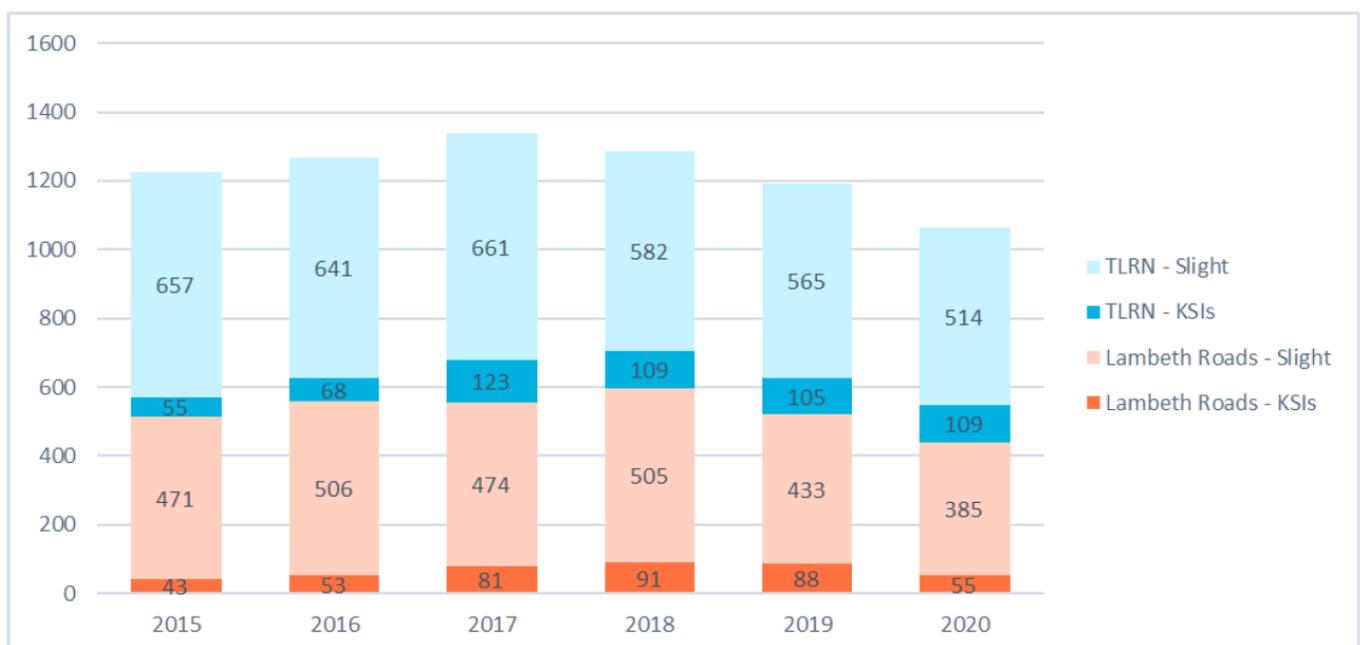


Figure 1: Yearly trends in Lambeth by collision severity and road authority

2.38 Lambeth is performing slightly worse than the average for inner London and for London as a whole. It should be noted that the steep increase between 2015 and 2017 shown in Figure 2 below is attributable to a change in reporting methodology. More recent data shows a dip in the level of KSIs during 'lockdown' periods of the Covid-19 pandemic, but with those levels increasing again as restrictions have been eased and traffic volumes have risen.

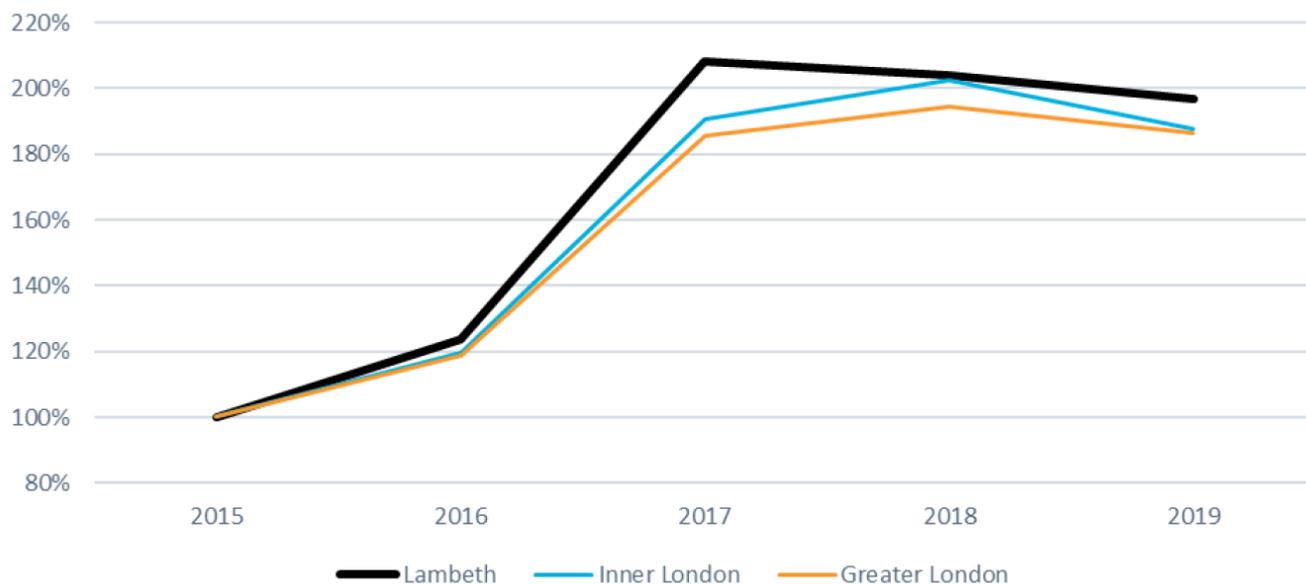


Figure 2: Change in KSI levels over time (2015=100%)

2.39 Pedestrians, cyclists and motorcyclists/moped riders are collectively termed 'vulnerable road users' (VRUs). Between 2015 and 2019 VRU casualties accounted for 87% of KSIs in Lambeth. When measured relative to exposure (time/distance travelled), motorcyclists followed by cyclists are shown to be the highest risk groups. Pedestrians are most affected in absolute terms.



Figure 3: Proportion of collisions involving VRUs

2.40 Lambeth has been a pioneer in terms of changing approaches to tackling the issue of road casualties. Rather than focusing simply on avoiding exposure to risk, for example by restricting opportunities for pedestrians to cross the road, a Road Danger Reduction approach emphasises the need to tackle threats at source, for example by reducing motor vehicle speeds and volumes.

2.41 Although grant funding for targeted infrastructure measures, such as junction improvements, was suspended as a result of Covid-19, the Covid-19 Transport Programme focused on reducing road

danger by providing safe space for walking and cycling and by reducing through traffic volumes in residential areas. Early analysis has shown for example that the introduction of low traffic neighbourhoods has had a significant positive impact in terms of reducing road danger in local areas.

- 2.42 We are currently preparing the council's Road Danger Reduction Strategy. This will include a review of all the possible actions required to help achieve 'Vision Zero'. As part of this process, we are reviewing locations where collision clusters have been recorded. The strategy will also identify where high-risk behaviours or street layouts are likely to lead to collisions even if not evidenced by the collision data. The Strategy will also consider the need for schemes in response to feedback received from the community in relation to road danger. This will lead to a prioritised programme of interventions that we will deliver over future years. The Strategy will also include non-infrastructure measures that influence specific high-risk behaviours. Measures such as education, publicity and training have an important role to play in complementing physical improvements to our streets. Given the number of collisions taking place on the TfL road network - lobbying for schemes to improve safety and collaborating on joint schemes will play a part in reaching Vision Zero.
- 2.43 In order to deliver Vision Zero we will have to be bold and consider measures that will lead to a significant re-balancing of priorities on our road network and changes to established norms and travel behaviours.

### **3. FINANCE**

- 3.1 There are no direct financial implications arising from the recommendations in this report as it is largely for information purposes. The cost of the actions detailed in this report have been met from existing revenue budgets, grant funding received by the Council or the capital budget agreed by Cabinet in July 2020, which included significant investment in Climate Change infrastructure.
- 3.2 Where the cost of planned future activity exceeds the funding available, separate decision making will be required, although it is likely given the scale of the costs involved that the Council will be dependent on external grant funding to pursue some options

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

- 4.1 There are no specific legal comments arising from this report.
- 4.2 There are no additional comments from Democratic Services.

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

- 5.1 Citizen engagement is an important part of the council's climate change programme. For this reason, the council has carried out a range of consultation and engagement activities to help increase understanding and gain input into our climate response.
- 5.2 From July to December 2020 the council ran an online engagement exercise to gather input into the design and focus of the citizens' assembly. The citizens' assembly was launched the following May, with 50 residents selected to develop recommendations on the borough's climate response. Alongside the assembly, the council, partners and community groups worked together to encourage residents to engage in the assembly and its work.
- 5.3 Strategic partners have also been engaged in this work. Organisations such as GSTT, LSBU, KCL the BIDs and faith groups have come together as part of the Steering Group for the assembly and will continue to work together to develop and deliver the borough's climate action plan.

## **6. RISK MANAGEMENT**

- 6.1 The risks of the Net Zero Carbon 2030 programme are recorded in the programme analysis and reported to management board on a 6 weekly cycle. The risks of climate change to the borough and council are recorded in the corporate risk register.

## **7. EQUALITIES IMPACT ASSESSMENT**

- 7.1 The 2020 Annual Public Health Report identified a series of equalities impacts associated with climate change. It showed that those with the fewest resources to adapt were most likely to be exposed to climate change impacts such as increasing temperatures, increased flood risk and poorer air quality. The groups identified at highest risk included very old and very young people; those with pre-existing health conditions; and poorer residents.
- 7.2 In practical terms, these insights have informed the council's Net Zero Carbon programme. The programme has been shaped to prioritise projects, investment and interventions that are most likely to reduce climate impacts for at risk communities. This means, for example, concentrating our efforts on developing strategies and projects to retrofit the homes of lower income residents, and considering where green infrastructure might be located to help address inequalities in access to green space.
- 7.3 To understand the equalities impacts of climate change and mitigation measures we may take in Lambeth, the council and partners commissioned the citizens' assembly. The assembly members were able to bring their lived experience and evidence presented to them from other community groups to think about how we can ensure equalities considerations are at the heart of our emerging climate change response. The recommendations and principles developed by the citizens' assembly have been received by the council, and a response will be published later in the year as part of the borough wide Climate Action Plan.

## **8. COMMUNITY SAFETY**

- 8.1 None

## **9. ORGANISATIONAL IMPLICATIONS**

### **Environmental**

- 9.1 None.

### **Health**

- 9.2 None

### **Corporate Parenting**

- 9.3 None

## **10. TIMETABLE FOR IMPLEMENTATION**

- 10.1 N/A

<b>Audit Trail</b>				
<b>Name and Position/Title</b>	<b>Lambeth Directorate</b>	<b>Date Sent</b>	<b>Date Received</b>	<b>Comments in paragraph:</b>
Councillor Claire Holland	Leader of the Council	18.08.2021	29.09.2021	
Sara Waller and Eleanor Purser, Co-Strategic Directors	Sustainable Growth and Opportunity	18.08.2021	06.09.2021	
Matthew Gaynor, Finance	Finance and Property	30.09.2021	01.10.2021	
Andrew Pavlou, Legal Services	Legal and Governance	30.09.2021	01.10.2021	
Maria Burton, Democratic Services	Legal and Governance	31.08.21	02.09.21	
Jonathan Pook, Head of Parking	Residents Services	13.08.21	23.08.21	
Rob Bristow, Director of Planning, Sustainability and Transport	Sustainable Growth and Opportunity	18.08.2021	24.08.2021	
Andrew Marshall, AD Housing Capital and Asset Management	Residents' Services	13.08.21		

<b>Report History</b>	
<b>Original discussion with Cabinet Member</b>	14.08.2021
<b>Report deadline</b>	01.10.2021
<b>Date final report sent</b>	01.10.2021
<b>Part II Exempt from Disclosure/confidential accompanying report?</b>	No
<b>Key decision report</b>	No
<b>Date first appeared on forward plan</b>	N/A
<b>Key decision reasons</b>	Not applicable
<b>Background information</b>	<a href="#">Lambeth's Corporate Carbon Reduction Plan</a> <a href="#">Lambeth's Citizens' Assembly Recommendations</a>
<b>Appendices</b>	Appendix 1: Climate Change Action Log