

## CABINET 21ST MARCH 2022

**Report title:** Lambeth's Climate Action Plan

**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 recommends that Lambeth Council, as the democratic body for the borough, formally adopts the Climate Action Plan. The Climate Action Plan is a borough-wide response to the climate and ecological emergency. It presents a vision of a climate resilient, just and thriving borough that has successfully played its part in mitigating climate change and preparing for the climate impacts we will inevitably experience. It describes the impact climate change will have on Lambeth and goals that the council, its partners and communities will need to work towards to achieve that vision.

### FINANCE SUMMARY

The Climate Action Plan sets out the vision for the borough to reach Net Zero by 2030. As this is a borough wide Climate Action Plan, the financial cost of reaching this target will need to be further developed in 2022.

### RECOMMENDATIONS

1. To adopt Lambeth's Climate Action Plan and to agree to work with Lambeth's partners, communities, regional and central government to implement the actions necessary to achieve the climate goals.

## **1. CONTEXT**

- 1.1 In 2019 Lambeth Council declared a climate and ecological emergency. The declaration acknowledged the scale of the climate crisis and the threat that global warming poses to our livelihoods, environment and communities. It called on the council to play a leadership role in building partnerships across the borough to help achieve net zero by 2030 and to develop a comprehensive action plan that also took account of the need to adapt to the changes we are already experiencing in our climate.
- 1.2 The Climate Change Act 2008 set a mandatory greenhouse gas reduction target for the UK of 80% by 2050, amended to 100% in 2019. In December 2020, the National Audit Office highlighted the critical part that local authorities will play in delivering carbon net zero, noting that, “[t]here are 333 principal local authorities and 10 combined authorities (as well as the Greater London Authority) in England, between them providing a range of services to people in their areas which impact on net zero, such as transport planning, social housing and recycling and waste services.”
- 1.3 Localities have a unique role in responding to the climate emergency. Their relationships allow them to develop climate actions with local people and take account of local needs; they can convene a wide range of organisations to come together to develop joint approaches; and through their democratic functions provide meaningful accountability. However, boroughs like Lambeth cannot respond to the climate emergency alone. To meet the goal of net zero by 2030, local areas need the powers, resources and support from central government and the commitment to invest in decarbonising and adapting the national infrastructure that local areas rely on.
- 1.4 The development of the CAP has been led by a group of organisations, now formed into the Climate Partnership Group. These organisations recognise their role in providing leadership on climate to their workforces, audiences, customers and local residents. We need to work together to have an even greater impact, to move faster, to learn quicker, to find the resources needed, and to ensure climate action benefit our local population. The Climate Action Plan is the framework to enable this collaboration and to provide accountability.

## **2. PROPOSAL AND REASONS**

### **Developing the Climate Action Plan**

- 2.1 In May 2021 Lambeth held its first citizens’ assembly on the climate crisis. Over 6 weeks, 47 residents drawn from across Lambeth’s communities learned about climate change and possible solutions, and considered the impacts these would have on their families and neighbourhoods. The assembly members worked together to develop a set of recommendations for how the borough should respond to the climate crisis and also proposed a set of principles by which decision-makers in Lambeth should develop climate policy and make decisions.
- 2.2 The recommendations were wide ranging, covering issues such as transport, buildings and energy, food and waste. The assembly also made recommendations on how the council and its partners should work, emphasising the importance of governance, accountability and transparency. On 22<sup>nd</sup> September, these recommendations were presented to a meeting of the Full Council by members of the assembly, and accepted by that body, as well as representatives from partner organisations who took part in the assembly’s steering group, including TfL and the Business Improvement Districts.
- 2.3 The council’s political administration committed to responding to the recommendations in full through the publication of a Climate Action Plan (CAP). The recommendations from the assembly were not

just directed to the council, but to organisations across the borough who had a role to play in reducing emissions, including residents. Therefore, the council began a process of engagement in the autumn of 2021, to share the recommendations with these groups and to begin to develop a response.

- 2.4 Through the engagement process the council brought together our anchor institutions (such as universities, hospitals, foundations and housing associations), infrastructure providers, voluntary and community groups representing those most impacted by climate change, environmental groups, developers, trades unions, and businesses. Over the course of this engagement over 1,000 comments were submitted through the Climate Action website, bringing local knowledge and expertise to the development process. Together, these organisations and residents considered what role they could play in responding to the recommendations, and helped develop the vision, themes and goals.
- 2.5 Out of this engagement process a group of organisations has come together to form the Lambeth Climate Partnership; a group of organisations with a longstanding presence in the borough and a commitment and responsibility to work together to reduce emissions and help build climate resilience. This includes Lambeth Council, King's College Hospital, Guy's and St. Thomas' NHS Foundation Trust, Guy's and St. Thomas' Foundation, King's College London, LSBU Group, National Theatre, Hyde Housing Association, Southbank Centre, Metropolitan Thames Valley Housing Association and Lambeth Schools Partnership. The Climate Partnership will work with climate experts and community groups to ensure Lambeth achieves its goal of a more sustainable and just future.
- 2.6 The Citizens' Assembly recommendations emphasised the importance of accountability and transparency. Throughout the development of the CAP Lambeth has benefited from the advice and guidance of a range of experts – on climate policy, sustainable development, community engagement and climate solutions. We would like to continue this practice by establishing an independent advisory group. The group will review the actions and progress being made towards the goals, and provide advice on how this could be strengthened.
- 2.7 Climate solutions developed by communities will often work best for those communities. We have also referred to the importance of ensuring that the voices of those people most exposed to climate impacts are heard in the development and implementation of our CAP. To do this, we will establish a community climate action forum to bring together organisations working with communities to share learning, support greater action, and collectively deliver on the ambitions of the CAP

## **Lambeth's Climate Action Plan**

### *Why we need to take action*

- 2.1 People across Lambeth are already responding to the climate crisis. Our own residents survey shows the high level of support for action, and the commitment people have to making changes in their own lives. Lambeth is fortunate to have businesses that recognise the importance of preparing for climate change and playing their part in reducing emissions through their supply chains, products and services. We have large institutions who acknowledge the importance of providing leadership on climate, in some cases nationally, but also locally to their workforce and surrounding communities. We also have a strong network of civil society organisations who have worked for decades developing climate solutions with communities, campaigning to ensure the voices of those impacted by climate change are heard, and educating and empowering others to take action.
- 2.2 Yet our own analysis suggests that as a borough we are still not on track to meet net zero by 2050, let alone 2030. Flooding, continued excess deaths and hospital admissions associated with poor air

quality and high temperatures suggests we are still not adequately prepared for the climate impacts that are likely to become more frequent. We need to do more.

- 2.3 At the same time the last two years has brought the extent of inequality in the UK into sharp focus. We are acutely aware that sudden shocks, such as pandemics, floods or energy price rises, do not affect us all equally. We do not have the same ability to prepare and insulate ourselves from a changing climate, and do not have the same freedoms to make low carbon choices, be that how we heat our homes, the food we eat, or how we travel.
- 2.4 Despite these challenges, throughout the development of the CAP we heard repeatedly of the benefits and opportunities that climate action offered; that by taking action on climate we could help to create new businesses and employment; that it could help to improve the quality and comfort of our buildings, including homes; that it could improve our health by making active travel easier or improving air quality.
- 2.5 The Climate Action Plan is a way for us to present a hopeful vision of the future of the borough, one where we have achieved a just transition to a low carbon economy, played our part in averting the worst of the climate crisis, and adapted well to a changing climate.

#### *Focus of the Climate Action Plan*

- 2.6 The CAP focuses on 5 areas of climate action, listed below. Within each of these areas the CAP describes the challenge we face locally, and a set of goals we need to pursue to be net zero compatible and improve the borough's resilience to climate change while achieving a series of co-benefits. These areas of focus arose from the evidence base, engagement and recommendations from the citizens' assembly.
  - a. Adaptation
  - b. Buildings and energy
  - c. Transport
  - d. Waste, consumption and food
  - e. Biodiversity and environmental quality
- 2.7 Across the themes set out above there are 20 measurable or observable goals. These are challenging goals that if achieved, will make a significant difference to Lambeth's future. The plan makes clear that no one organisation can achieve these goals alone. They are goals that will require the commitment and action of numerous organisations and individuals, including central and regional government. The plan is also clear on the support – through policy, funding and delivery of enabling infrastructure – that Lambeth will need to achieve these goals. The CAP will therefore form the basis of our engagement and lobbying of government on climate policy.
- 2.8 As importantly, the CAP includes three core principles that have helped shape the plan, and will guide the development of subsequent implementation and future decisions on climate. These are fairness, impact-focused and collaboration. These principles are drawn from the recommendations of the citizens' assembly, and their reflections on how to achieve a just transition for Lambeth.

#### *Next steps*

- 2.9 The publication of the CAP is an important milestone in the borough's climate action. The vision and goals will help to align different organisations' climate action, encourage collaboration and identify shared challenges where we will need to innovate and find new solutions.
- 2.10 The next priority will be to establish the governance arrangements described in 2.4 to help develop the plans for implementation and provide leadership and accountability. They will be supported in their role by a climate impact and measurement framework that will also be developed this year. This framework will help to track the borough's progress toward the CAP's goals, identify priority areas for action, and facilitate learning.

- 2.11 There will also need to be further work to assess the costs of the CAP, and how these costs can be met. This is a plan for the whole borough; the cost of reaching Net Zero will require investment from individuals, and organisations as well as significant investment from central government. However, we are clear that this work must be driven by the principles of the CAP, and that to achieve a just transition those with the fewest resources must be asked to contribute the least.

### **Contract Management**

- 2.12 N/A

## **3. FINANCE**

The action plan attached to this report outlines a variety of actions and outcomes that would be required for the Council and its partners to achieve its Net Zero objectives. Further work is required before the cost of achieving the Council's objective is known but it is already clear that the cost is likely to be many billions of pounds. Clearly this vastly exceeds the funding that the Council can directly make available from its own resources and thus to achieve the Council objectives will require very significant amounts of funding becoming available from other sources, be that other public sector bodies, such as central government or private sector sources. For context the entire Council capital programme for the period 2020 to 2025 is £370m.

Cabinet made an allocation of £20,150,000 in July 2020 for Energy, Flood Prevention and Climate Change Response Infrastructure. Alongside an allocation of £44,178,000 for transport and public projects across the borough. These budgets have been supplemented with grant funding received in the intervening period. The Council will need to target its available budget where it has most impact either by acting as match funding to pull in external grants or by contributing to projects that draw in other investment.

The report also identifies some potential financing solutions in Section 5. These need to be viewed as an early list of options on which further work is required to determine whether they are realistic options for the Council bearing in mind factors such as the level of funding likely to be generated, the cost of implementing, the policy decisions required to implement and the risk profile to the Council. It is likely that some of these solutions will not be appropriate for the Council and that other options emerge over time.

## **4. LEGAL AND DEMOCRACY**

- 4.1 There are no immediate legal implications arising from the recommendation in this report and the associated plan. As aspects of that plan fall for delivery and where the need arises, legal advice on the implications will be provided.

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

- 5.1 The CAP has been created following Lambeth's Citizens' Assembly on the Climate Crisis. Between May and July 2021, 47 Lambeth residents, selected to reflect the borough's population, came together as part of the Assembly through online workshops and activities delivered over six weeks. The assembly members developed a set of [13 recommendations](#) for the borough to reduce carbon emissions to net zero. These recommendations, alongside key principles for change, have been incorporated into this plan. During the development of the Climate Action Plan a series of dedicated workshops, interviews and other engagement events were held to co-create the vision for Lambeth in 2030 and start exploring how collective action could begin to achieve this. This encompassed key

partners and those providing leadership in the borough such as housing associations, Business Improvement Districts and smaller businesses, large businesses, charities and funding bodies, healthcare providers, educational and academic institutions, trades unions, and arts and cultural institutions. The co-creation process also engaged voluntary and community organisations, including faith groups, charities for younger and older people in the borough, organisations working with refugees and minority groups, as well as environmental groups and community-based cultural societies.

## 6. RISK MANAGEMENT

6.1 The main risks that impede on the successful delivery of borough wide collaborative climate action are:

**Table 1 – Risk Register**

| Item | Risk  | Likelihood | Impact | Score | Control Measures  |
|------|---|------------|--------|-------|---|
| 1    | Risk that the pace of implementation of the CAP is not sufficient | 3          | 4      | 12    | The Climate Partnership Group will begin work to develop implementation plans to achieve the CAP's goals. A measurement framework will allow the partnership to track progress and take mitigating actions.                                 |
| 2    | Insufficient resources and policy to achieve the CAP's goals      | 3          | 8      | 24    | Financial analysis will be developed to understand the resource requirements for the CAP and suitable financing options. The council and partners will continue to engage closely with government to influence climate policy.              |
| 3    | Lack of support for the CAP and implementation of climate actions | 2          | 2      | 4     | The CAP has been co-created to ensure it responds to a wide range of stakeholder priorities. The governance and ongoing engagement will help to ensure climate actions are co-created and understood by Lambeth's residents and businesses. |

### Key

|                   |                 |             |                 |                   |
|-------------------|-----------------|-------------|-----------------|-------------------|
| <b>Likelihood</b> | Very Likely = 4 | Likely = 3  | Unlikely = 2    | Very Unlikely = 1 |
| <b>Impact</b>     | Major = 8       | Serious = 4 | Significant = 2 | Minor = 1         |

## **7. EQUALITIES IMPACT ASSESSMENT**

- 7.1 Everyone in Lambeth will be affected by climate change, but the effects will not be felt equally, with those who are least responsible often worst affected by the impacts. The Lambeth Annual Public Health Report 2020 (APHR) identified a number of factors that put people at greater risk of being negatively impacted by climate change. This included age (very young and very old); pre-existing health conditions; socioeconomic status (poverty); race and ethnicity, particularly as it intersected with the other characteristics.
- 7.2 The report explained that those who were least able to adapt to a changing climate were most likely to be negatively impacted. Access to finance impacts on the ability to adapt. Almost 90,000 residents are living in poverty once housing costs are taken into account, and 20% of people in Lambeth are paid below the London Living Wage. There are 37,000 people living with illness or disability and over half of our residents aged 75 and above have a limiting health condition. Deprivation limits options to adapt homes and recover from climate events such as flooding, and research tells us that climate events are likely to amplify existing inequalities. Climate change risk can intersect with existing inequalities, meaning that women, multi-ethnic groups, older and younger people, and disabled people are also more likely to be vulnerable to the impacts of climate change and climate policy. These factors are interconnected, and anyone with multiple vulnerabilities are more likely to experience worse health impacts. We recognize that climate change is likely to exacerbate existing inequalities, and therefore climate actions must work hard to help reduce this.
- 7.3 The feedback from the EIA panel included ensuring that our climate action focused on those groups most at risk, and ensuring that we are open, inclusive and accountable in our policy-making. Alongside ensuring that we hear the voices of residents from across the borough who may not traditionally engage with climate issues. To ensure that the voices of those people most exposed to climate impacts are heard in the development and implementation of our CAP, we will establish a community climate action forum to bring together organisations working with communities to share learning, support greater action, and collectively deliver on the ambitions of the CAP. In creating this forum we have ensured that all protected characteristic are represented to ensure that inclusive climate action is at the heart of all decision making.
- 7.4 The key findings of the EIA are that the delivery of a Climate Action Plan can realise many other benefits for residents across the borough. While there are no adverse impacts associated with the CAP, to ensure that this remains the case, the principles of Fairness, Impact and Collaboration will need to be adhered to and monitored closely. The implementation plans for the Climate Action Plan will be subject to individual EIAs as the CAP moves towards delivery.

## **8. COMMUNITY SAFETY**

- 8.1 N/A

## **9. ORGANISATIONAL IMPLICATIONS**

### **Environmental**

- 9.1 The aim of the CAP is to improve the environment, through reducing emissions and increasing green infrastructure and biodiversity in the borough. Through bringing key partners together, the CAP will serve to ensure that we meet our ambitions and play a role in reducing emissions to Net Zero for the borough by 2030 alongside adapting to the changing climate.

9.2

### **Health**

- 9.3 The co-benefits of climate action are well documented. The actions we take to respond to climate change can contribute to broader goals we have for our borough, such as improving health and wellbeing, increasing prosperity and opportunity, and reducing inequality. The goals set out in this CAP are intended to contribute to these wider goals and maximise the benefits of climate action for

local people. Actions to reduce our emissions will also improve our air quality, resulting in fewer instances of asthma, better overall health and longer livelihoods in Lambeth. By upgrading and insulating our buildings and energy systems we can lower energy bills, improve comfort and living conditions, and reduce our exposure to the impacts of uncertain energy prices. Improving our roads and streets by reducing the number of vehicles and congestion and creating safer cycling and walking routes will help us move around the borough more easily, quickly and cheaply, whilst considering the needs of people who require access to a vehicle. Creating more green space in the borough filled with trees, plants and wildlife will help keep our buildings cooler during heat waves, which particularly impact the older people, children and people with existing health conditions. It also provides more opportunities for us to spend time in nature, such as through food growing or outdoor exercise, which benefits our mental and physical health. Reducing our waste can help us save money, and sharing and repairing items rather than buying new and throwing away can bring us together and create stronger communities.

**Corporate Parenting**

9.4 N/A

**Staffing and accommodation**

9.5 There are no potential staffing or accommodation implications arising from this report

**Responsible Procurement**

9.6 There are no immediate procurement implications arising from this report

9.7 N/A

**10. TIMETABLE FOR IMPLEMENTATION**

10.1 The table below details the stages and deadlines for implementing the recommendations:

| Activity                                   | Proposed Date |
|--|---------------|
| Date published on Forward Plan             | 10 January 22 |
| Cabinet Decision                           | 21 March 22   |
| End of Call-in Period (key decisions only) | 25 March 22   |

## AUDIT TRAIL

| Name and Position/Title                         | Lambeth Directorate                                  | Date Sent | Date Received | Comments in paragraph: |
|---|--|-----------|---------------|------------------------|
| Councillor Claire Holland                       | Cabinet Member for Climate Change and Sustainability | 03.03.22  | 07.03.22      |                        |
| Informal Cabinet                                |  | 24.02.22  | 24.02.22      | Throughout             |
| Management Board                                |  | 09.02.22  | 09.02.22      | Throughout             |
| Sara Waller & Eleanor Purser Strategic Director | Sustainable Growth and Opportunity                   | 04.03.22  | 09.03.22      | Throughout             |
| Matthew Gaynor, Finance                         | Finance and Property                                 | 14.02.22  | 08.03.22      | Throughout             |
| Jean-Marc Moccarme Legal Services               | Legal and Governance                                 | 14.02.22  | 22.02.22      | Throughout             |
| Wayne Chandai, Democratic Services              | Legal and Governance                                 | 14.02.22  | 23.02.22      | Throughout             |
|   |  |           |               |                        |
|   |  |           |               |                        |

## REPORT HISTORY

|   |  |
|---|--|
| <b>Original discussion with Cabinet Member</b>                          | August 2021  |
| <b>Report deadline</b>  | 09.03.22   |
| <b>Date final report sent</b>   | 09.03.22   |
| <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>                              | 10.01.22   |
| <b>Key decision reasons</b>   | 1. Amendment to the Community Plan Outcomes Framework or requires Council to amend the Budget and Policy framework   |
| <b>Background information</b>   | <a href="#">Citizens' Assembly Report   Lambeth Council</a><br><a href="#">Climate action plan   Lambeth Council</a> |
| <b>Appendices</b>   | Appendix A – Climate Action Plan<br>Appendix B – Equalities Impact Assessment  |