

Item No. 10.	Classification: Open	Date: 4 February 2020	Meeting Name: Cabinet
Report title:		Environment Scrutiny Commission Report on the Climate Emergency Road Map – Cabinet Response	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Richard Livingstone, Environment, Transport and the Climate Emergency	

FOREWORD - COUNCILLOR RICHARD LIVINGSTONE, CABINET MEMBER FOR ENVIRONMENT, TRANSPORT AND THE CLIMATE EMERGENCY

In March last year, Southwark Council's council assembly voted unanimously to declare the Climate Emergency. In doing so, it also committed the council to become carbon neutral by 2030 – bringing its previous target forward by 20 years.

Since declaring the emergency, Southwark council has been clear that this declaration is not an empty aspiration but must be delivered through a robust strategy which engages with the community. To achieve its aim, the strategy needs to look at everything that it does across all its activities, and beyond to tackle the carbon usage in our communities. The council therefore held its Climate Summit in July to bring partners together and cabinet agreed in October the process for developing a comprehensive strategy with our communities to tackle the Climate Emergency.

Before that October cabinet meeting, the council's Environment Scrutiny Commission reviewed the emerging process, with input from Camden council on how they had used a Citizens' Assembly approach in developing their strategy. The commission also took evidence from Extinction Rebellion Southwark on how engagement between the council and the community could work. This report responds to the Environment Scrutiny Commission's recommendations arising from this work.

Since October, the council has continued to make progress towards developing its strategy:

- In the autumn, Southwark became the first council in the country to appoint a Climate Change Director to drive through its commitment to tackle the Climate Emergency – Chris Page started in this role in January.
- As part of the 2020/21 budget process, cabinet will be asking council assembly to agree to identify £2 million of reserves to be earmarked for this work.
- Work is progressing on the draft strategy for consultation, which will take place between March and May. As part of this consultation, the council's first Borough Conference on 21 March will be dedicated to this process.

The valuable work of the environment scrutiny commission's report has significantly helped in shaping this process and the proposals that will be included within the draft strategy. I therefore very much welcome their report and thank the commission for their commitment and hard work towards our shared goal of taking urgent action to protect our borough, our planet and our future.

RECOMMENDATIONS

1. That cabinet notes the recommendations made by the environment scrutiny commission and agrees the response set out in this report.
2. That cabinet agrees that the recommendations of the commission, and response from cabinet, form part of the consultation on the climate strategy when it is published.

BACKGROUND INFORMATION

3. The global challenge from climate change is unprecedented and urgent action is required now to tackle it. In March 2019, the council declared a climate emergency which recognised the scale and scope of the crisis and committed the council to doing all that it can to make the borough carbon neutral by 2030.
4. In July 2019 the council hosted a climate summit in response to the declaration. Officers were asked to develop a climate change strategy. In October 2019, Cabinet agreed the report “Delivering a Climate Strategy for Southwark” which agreed a timetable to develop and deliver a climate strategy for Southwark.
5. Following the summit, the council's environment scrutiny commission invited the cabinet member with officers to present evidence on the draft road map as well as taking evidence from other witnesses. The commission made a series of recommendations to cabinet which were received by Cabinet in October 2019.
6. Cabinet agreed that it would report back on the commission's recommendations. This report sets out this response.

KEY ISSUES FOR CONSIDERATION

7. Officers are developing a draft strategy at the moment. As agreed by cabinet in October, there will be a full engagement programme and consultation from March. The outcome and a draft strategy will then come to cabinet in June ahead of our second climate summit in July.
8. The commission's work is timely and very welcome as officers develop this strategy. A clear recommendation that came from the commission was that the council must not hold back on green initiatives until a perfect plan is formed. They also stress the urgency of the climate crisis and urge immediate action across a range of areas. The council agrees with the commission and the urgency of the situation.
9. As a strategy is currently being developed, this report is intended to respond to the recommendations of the commission and indicate how the council plans to take these forward. However, we do not want to pre-empt the draft strategy consultation and so in a number of areas are proposing that the recommendations of the commission form part of the consultation.
10. In some areas, we do not consider that the commission is being ambitious enough, and where this is the case will make proposals outlining the council's ambition.

11. This report is therefore an initial response to the work of the commission, but hope that the commission continues to play an active part in the process going forward as the strategy emerges and is then delivered.
12. The commission has focused on the council's policies and strategies and offered helpful recommendations as we develop our climate strategy. However, if the borough is to be carbon neutral beyond by 2030 we need to look beyond those things that the council has direct control over and look at how the council can also use its influence, lobbying and networks to get others to play their part.
13. The council in its emerging strategy must look at a number of factors. As well as areas that the council controls directly or enables through funding, procurement, policy or partnership, the council must also consider how it can use its influence both locally and nationally to deliver change.
14. As agreed by cabinet in October 2019, we will consult with the public on our draft strategy from March to May 2020. A final strategy will come to cabinet in June 2020. We have agreed to establish a partnership steering group, which we hope will help shape the strategy as it is developed.

Policy implications

15. The commission made eight recommendations which are set out below along with corresponding actions.

Recommendation 1

16. The council must not hold back on green initiatives, until we have a perfect plan. The situation is an emergency and demands urgent action, and as such schemes, such as community energy, must be brought forward at the earliest opportunity. This will help build community engagement and confidence in our resolve and commitment.
 - a. We agree with the commission that green initiatives should not be held back until the perfect plan is in place. A draft strategy is being developed for consultation in the spring, and ahead of that a review is taking place across council services looking for opportunities which will tackle climate change.
 - b. In December, cabinet agreed a proposal to establish a climate emergency reserve of £2m 2020-21 to coordinate the various activities and action plans across the council and will support the delivery of the climate change strategy following extensive engagement during the first half of 2020. The council has also created and filled a new senior post to manage the council's response to the climate emergency.
 - c. Other initiatives we have taken forward. For example divestment from fossil fuels in our pension fund, reducing council carbon emissions rolling our school streets programme and making it easier to walk and cycle in the borough.
 - d. While we agree that we should not hold back on pursuing green initiatives until the plan is fully formed, we also need to ensure that any initiatives we do follow are going to be effective and deliver the outcomes we want for the

investment that we make. For example, the council has already taken forward the proposal for community led renewable energy as reported to cabinet in October 2019. There are challenges in developing sustainable energy projects on our estates but as reported, we are looking at a range of ideas to take work forward.

Recommendation 2

17. The engagement process should start with a leadership statement from the council about the Climate Emergency issue and the council's approach to environmental stewardship. How does fossil fuel burning, vehicle emissions, a denuded green environment, loss of species, all contribute to the climate emergency and why does it matter? What position does the council take for our borough, city and planet? This statement, and subsequent distribution and education in the borough, should be implemented before the rounds of engagement detailed below to ensure we have the best input from our communities. The statement should additionally overlay some of the wealth of information we have (council tax bands, indices of multiple deprivation, car ownership, road causality rates, air quality etc.) to fully understand who in the borough experiences the benefits and who suffers the most from our environmental actions and to integrate the principle of climate justice.
 - a. We agree that it is very important to publish a statement and will do so alongside our consultation on the strategy. The council has a crucial leadership role in responding to the climate emergency and we recognise that clarity on our approach is necessary for this.
 - b. We also recognise that while we have an important contribution to make on this issue, there is also considerable expertise in other areas. We can set out our initial position on these issues, but want to be open the expertise of others both locally and nationally so they can help shape out thinking as we develop our strategy.
 - c. We will ensure that through the consultation we make quality information available to help ensure an informed debate. Looking forward over the next decade as we work to meet our target, we will have ongoing consultation with the public where we ensure that there is clear and accurate information from the council about the climate emergency, what needs to be done and how everyone can play their part.

18. A borough-wide online engagement process to discover what residents feel about issues relating to the Climate Emergency and the sorts of actions they want the council to take. The Our Healthy Streets approach using Commonplace, an online platform, in Dulwich and now Walworth is a good place to start. The Council should work with a range of groups including environmental campaigners and residents associations to get them to feed into this process. We suggest that in order to bring this survey to life for residents, it is prefaced with a strong, evidence based statement
 - a. We agree that there should be a strong online presence. We will look at other initiatives in the council and beyond to ensure that we use best practice. Our ambition is for the engagement to be as full as possible and ongoing over the life of the strategy. To do this effectively we will look at a

range of approaches to ensure that we reach residents effectively and that they can properly engage with the council on this issue.

- b. We are developing the scope and nature of our engagement as part of the strategy consultation, but we will want to ensure that we reach the widest and most diverse range of people and groups – not just those already actively engaged in this issue. This will of course include campaigners and TRAs but we need to be more ambitious than that, and will look at how we engage all parts of the borough.
19. Multi-ward meetings across the borough where Councillors and residents come together to discuss issues around the Climate Emergency. This will give a sense of how issues may be viewed differently across the different parts of the borough.
 - a. We would support the use of multi-ward meetings to encourage further action on this issue. Multi-ward meetings are led by members who decide on local priorities and the agenda. If members want to hold meetings on this issue, we would be supportive of this and can ensure that relevant consultation resources are available.
 - b. Members have announced that Southwark's first borough conference on 21 March will have the climate emergency as its theme. The borough's Community Champions will work with the Cabinet Member and officers to develop a series of workshops, and speakers for the conference and are exploring ways to engage with a range of community groups and other organisations based in the borough.
20. The use of the Youth Council/Young Advisors to engage in a structured and representative way with young people across the borough. This method of engagement is proving of value in relation to the Walworth Town Hall redevelopment for example.
 - a. Young people and future generations are the people who will live with the consequences of climate change and the actions that we take today. It is essential that they are at the heart of our approach and that their ideas are central to this work moving forward.
 - b. We agree about the huge contribution that the youth council and young advisers can make and support their involvement in this process. We will engage with them, but also go further and look at what other ways, in addition to young advisers and the youth council, we can use to engage with and hear from young people.
 - c. We will learn from the 'Southwark Conversation', where young people were one of the hardest groups to reach. Through this process we will work again with established groups like the youth council and young advisers, but also consider whether there are other approaches such as sessions in schools, or through youth groups which are also needed to reach the widest range of young people.
21. Engaging with schools and the growing number of elected eco-councillors in primary and secondary to help children and parents contribute and build momentum.

- a. We agree that young people are some of the most passionate advocates for this issue and their activism can drive change in society. Young people are helping to set the agenda internationally as well as driving change locally. We will look for every opportunity to engage with young people through this process.
 - b. We will work with our schools to find ways to align the work that they are doing with young people on this issue, with our approach.
22. A citizens assembly, where a representative sample of Southwark citizens (usually about 50) come together, to first learn about the challenges and possible solutions and then to deliberate and propose recommendations.
- a. Citizens' assemblies have been used in other authorities with an aim to build a demographically representative citizen consensus about how the local authority should address the issue. Camden Council has led on some very interesting work developing this approach in relation to climate change.
 - b. As Southwark develops its strategy and approach, we would look at the experiences of Camden and others and explore whether this model is right for Southwark. We agree that there needs to be engagement from across the borough, representing the diversity of the borough and we will explore the citizens assembly model as one way of ensuring this.
23. Online testing of emerging themes of the strategy with those who are interested to participate (potentially identified from the original borough-wide survey) to help assess and modify emerging policies.
- a. The consultation will include online consultation but will be broader than this. We need to engage with those beyond people who are already interested and test our policies and ideas with the broadest range of residents. We will ensure that there is ongoing dialogue and opportunities for the public to engage and consult with the council on its full range of policies.
24. A rolling programme of People's Assemblies to discuss the emerging strategy and to help Southwark address the most difficult issues.
- a. As set out in paragraphs 21a and 21b we will explore the use of citizens or people's assemblies. We are very interested in this model, but at this stage do not want to limit ourselves to this as the best or the only way to address such issues.

Recommendation 3

25. Provide a timetable for reviewing all significant policies and action plans. This should include baseline data and milestones. The plan should go further than just reducing the rate of carbon emissions and instead must look at absorbing carbon, restoring ecosystems and opportunities to fund this.
- a. We agree. The final strategy needs to be comprehensive and measurable. In the same way the council is held to account on its council plan commitments, there needs to be measurable reporting on the progress that the

council is making to deliver this commitment. To enable this, we will develop a performance framework that is transparent and open to public scrutiny.

- b. There are many different ways to measure carbon emissions and different boroughs have employed different methods. In order for the data to lead to the greatest change it needs to be robust and enable effective comparison and accountability. We will therefore be working with London Councils to try and agree a single framework across London.
- c. This process may take longer than is ideal, but the benefits of a joint approach outweigh this. As with the concern about green initiatives being delayed (recommendation 1) we will ensure that this does not hold up action and will continue to take positive steps towards our commitment to being carbon neutral by 2030.
- d. Officers are already collating information about policies across the council that can impact on the climate emergency. As policies and approaches are being developed, such as the new homes design guide, the council aims to take a holistic approach to the issue and consider all aspects of work on the climate.

Recommendation 4

26. Adopt Climate Justice as a key principle.

- a. We are very concerned about the social injustice and inequality of climate change. In the UK and across the world it is those who are often least able to adapt to change who will be worst affected. Tackling social injustice will be at the heart of our approach to climate change. As we adapt to reduce our carbon, we must ensure that the burden does not fall disproportionately on the groups of residents with the least. The council's values and our vision of a fairer future for all is at the heart of everything that we do. This is also true of our approach to climate change.
- b. In establishing our approach to the climate emergency, we should define a set of principles that are clear and meaningful to our residents and wider community.

Recommendation 5

27. Review all the transport and planning policies to drive down total car use and increase provision of play-spaces, Low Traffic Neighbourhoods and enhance sustainable transport options that prioritise vulnerable residents including children, schools, older people, disabled people and those with lower incomes. This ought to take a holistic approach to traffic management and ensure that the emissions burden is not unfairly moved to those communities least able to bear it.

- a. We agreed the council's movement plan in April 2019. The plan took a more holistic approach than past 'transport plans'. The plan aims encourage more people to make healthy choices in travel, reduce pollution and the space required for motor vehicles. The nine missions contained in the document set a clear vision for creating the environment for increased wellbeing and with this a reduction and more efficient network.

- b. In developing the plan we have set out how we will use traffic management, parking controls and other measures. We will encourage active travel and use more space that is currently for cars to encourage people to socialise and use these public spaces differently.
- c. The plan contains an equity framework. This will guide our work in delivering the movement plan ensuring that the needs of all people are considered. The framework considers access to transport (cost of travel or physical access, people's experience (how long it takes, how crowded it is) and the impact of movement (air and noise pollution, safety) and how this affects people's wellbeing. It is important that we reduce carbon emissions overall from travel and not simply displace them from one area to another. As set out in paragraph 26a, our approach must be one which reduces social injustice and social inequality.

Recommendation 6

- 28. Include a review of carbon offsetting with a view to a) eliminating or drastically reducing its use and b) ensuring any offsetting fund is used effectively and produces an annual report.
 - a. Carbon off-setting makes a valuable contribution to reducing carbon in the borough and will continue to do so. There is some production that will be unavoidable and where that is the case offsetting is necessary. Offsetting should therefore remain part of any plan to become carbon neutral.
 - b. We do however agree that we should aim to reduce the use of carbon offsetting and it should not be used in place of other methods which reduce or eliminate carbon emissions.
 - c. With any carbon offsetting which is used, it is important that this is effective and open to scrutiny.
 - d. Officers will be reviewing policies including supplementary planning documents which include our approach to carbon offsetting.

Following publication of the New Southwark Plan, the Cabinet Member for Growth Development and Planning announced that officers will review the plan in the light of the declaration of the climate emergency and bring forward a proposed amendment to further reduce carbon. Officers will also review our policy on carbon offsetting which could include increasing the amount we charge for offsetting.

Recommendation 7

- 29. A carbon rating system is recommended for all proposed developments in the borough, which must include embedded carbon.
 - a. We agree that a carbon rating system would be desirable. To be effective, this needs to be done at the regional or national level so that standards were enforced across the development sector. This would encourage improvements in building design and construction. Officers will explore this idea with London Councils.

Recommendation 8

30. Consider adopting the Circular Economy approach in the Climate Strategy, which also encompasses biodiversity and social justice impacts, as well as carbon emissions.
 - a. We will ensure that these ideas are part of the consultation. We already encourage people to firstly reduce waste, reuse what they can and then recycle what they cannot either reduce or reuse. Reducing our overall waste whether in our daily lives or in processes such as building needs is crucial if we are to reduce our carbon emissions.

Community impact statement

31. The council is committed to exploring all available opportunities for the borough to be carbon neutral by 2030. As set out in the report above, the council wants to engage with the widest range of residents including potentially through a citizens assembly. As also set out in the report, the council will take steps to reach harder to reach or potentially under represented groups.
32. The council is committed to the values of a fairer future for all, and as detailed in this report is also committed to narrowing social inequality and injustice. This will shape both consultation and subsequent policies.

Resource implications

33. The council has previously committed to consultation at October 2019 Cabinet "Delivering a Climate Strategy for Southwark". There are no further resource implications arising from this paper.

Legal implications

34. There are no significant legal implications arising from the recommendations in this report.

Financial implications

35. There are no financial implications arising directly as a result of this report.

Consultation

36. This report recommends (recommendation 2) that the views of the commission and the response from cabinet in this report form part of the consultation on the climate strategy. This is currently scheduled to take place in the spring and early summer of 2020. A final climate strategy is due to cabinet in the summer of 2020.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

37. The report recommends that cabinet notes the recommendations made by the

scrutiny commission and that these and the cabinet response are included in the consultation on the climate strategy. This will be finalised in summer 2020. There are no significant legal implications arising from the recommendations in this report but the director of law and democracy and her staff will provide advice to officers on any legal and governance issues arising during development of the strategy. The cabinet will need to ensure that the public sector equality duty is taken into account in developing and finalising this policy i.e. to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between people with protected characteristics and others.

38. This report is being considered by the cabinet in accordance with the cabinet rules in the constitution.

Strategic Director of Finance and Governance (FC19/029)

39. This report is requesting cabinet to note the recommendations made by the environment scrutiny commission and agree the response set out in this report and also ensure that these are included in the consultation on the climate strategy.
40. The strategic director of finance and governance notes that there are no immediate financial implications arising from this report. Any resource implications that may emerge in the future will be subject to further reports for formal approval.
41. Staffing and any other costs connected with this report to be contained within existing departmental revenue budgets.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Draft Environment Scrutiny Commission report on the Climate Emergency road map	Constitutional Team, Southwark Council	Everton Roberts 020 7525 7221
<p>Link (please copy and paste into your browser): http://moderngov.southwark.gov.uk/documents/s85360/Appendix%203%20Environment%20Scrutiny%20Commission%20report%20on%20the%20Climate%20Emergency%20sent%20to%20cabinet.pdf</p>		
Delivering a Climate Strategy for Southwark	Constitutional Team, Southwark Council	Paula Thornton 020 7525 4395
<p>Link (please copy and paste into your browser): http://moderngov.southwark.gov.uk/documents/s85359/Report%20Delivering%20a%20Climate%20Strategy%20for%20Southwark.pdf</p>		

APPENDICES

No.	Title
None	

AUDIT TRAIL

Cabinet Member	Councillor Richard Livingstone, Environment, Transport and the Climate Emergency		
Lead Officer	Caroline Bruce, Strategic Director for Environment and Leisure		
Report Author	Chris Page, Climate Change Director		
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CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER			
	Officer Title	Comments Sought	Comments Included
	Director of Law and Democracy	Yes	Yes
	Strategic Director of Finance and Governance	Yes	Yes
	Cabinet Member	No	No
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