

Item No. 13.	Classification: Open	Date: 14 July 2020	Meeting Name: Cabinet
Report title:		Climate Change Strategy for Southwark	
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

Last year, the council declared the Climate Emergency and committed to making the borough carbon neutral by 2030.

These are not empty words: this was a defining moment for Southwark council and is shaping its entire vision for the future of our borough. The coronavirus pandemic has shown how rapidly statutory bodies, individuals, companies and other organisations can rise to the challenge of an emergency by fundamentally changing how they operate.

The Climate Emergency is one that has an even greater impact on us than COVID-19. Rising world temperatures and changing climate will impact fundamentally on how we live our lives for generations. In Southwark, we face the particular challenge of rising global sea levels when most of our residents live on land less than 10m above the current level.

This strategy sets out how the council will address this challenge in a holistic way: not just cherry-picking easy measures with little impact but looking at every aspect of carbon in our borough and what needs to be done to radically reduce it.

We also recognise that we cannot do this alone, and that the scale of the challenge will have an impact on how all our residents live their lives. To get this right, we need the engagement of all our communities and the report sets out the next steps of that engagement to construct the full action plan to deliver carbon neutrality.

But we also recognise that we cannot wait for this process to conclude to take action. We have therefore set out in this report the actions that we are currently undertaking to reduce our carbon.

The Climate Emergency is the greatest challenge of our time. I therefore urge cabinet to agree the draft report and the process to take this forward with our communities.

RECOMMENDATIONS

1. To agree the draft climate strategy (Appendix 1) be consulted upon and to ask officers to undertake this.
2. To ask officers to consider the consultation responses and bring a final climate strategy to cabinet for approval.

3. To ask officers to develop a climate action plan which will set out the timescales, methods and resources for implementing a final climate strategy.

BACKGROUND INFORMATION

4. 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.
5. Cabinet agreed an approach and timetable for developing the strategy in October 2019 and March 2020. Cabinet asked officers to develop a strategy to be agreed at cabinet in July 2020. In addition to cabinet's decisions, work was undertaken by the environment scrutiny commission whose recommendations cabinet considered in February 2020.
6. The March 2020 cabinet report proposed a programme of engagement to ensure there was a diverse and inclusive conversation about the borough's response to the climate emergency. The report set out a timescale to deliver a strategy in July 2020. Due to the coronavirus pandemic and government advice around meetings and public gatherings it has not been possible to carry out the engagement with the depth or breadth that was envisaged in the March 2020 report.
7. Engagement is central to this strategy and engaging with the many different communities within the borough is central to its ultimate success. While the pandemic has made engagement more difficult, the climate emergency has not diminished in importance and urgent action is still needed.
8. Officers have therefore continued to develop a strategy to set out a vision and ambition to tackle the climate emergency. It is developed in line with previous cabinet reports and draws on ideas from think tanks, interest groups and other local authorities. Alongside this, the council has launched an online portal where the public can share their views and ideas about how we can all tackle the climate emergency together in Southwark. The initial findings (appendix 2) from that portal have influenced this strategy, but the portal remains online for further public engagement.
9. The strategy sets out a comprehensive ambition for this borough but it is just one vision. Engagement remains essential if it is to be shaped by all our residents, businesses and those with an interest in the borough. It also needs to be open to challenge and new ideas from those at the cutting edge of climate thinking. We are therefore proposing that this strategy is agreed by cabinet as a draft strategy and that as the restrictions around coronavirus are eased, that engagement work as originally agreed, is undertaken. Alongside this, this report recommends that officers start work to develop an action plan that would show the detail of how these ambitions could be delivered.
10. As there is a climate emergency, we must not let this enforced delay in agreeing a final strategy, delay our action to tackle climate change. Therefore, this report also recommends work starts on some work immediately whilst the final strategy is being consulted on and finalised.

KEY ISSUES FOR CONSIDERATION

11. The draft strategy in Appendix 1 sets out this an ambitious plan for the borough to tackle climate change and to make the borough carbon neutral by 2030. It sets out our understanding of the current carbon emissions, our approach to tackling climate change and a series of objectives that we should meet to be carbon neutral by 2030.
12. While the strategy will outline a range of policy ideas that taken together can help us to become carbon neutral, paragraph 20 of this report sets out our objectives – the top priorities across different policy areas to achieve carbon neutrality. This includes changes in planning and building, how we travel and an investment in the biodiversity of the borough.
13. Paragraph 33 sets out work that we are already getting underway. This includes a commitment to low carbon development of the Old Kent Road and commitments on carbon offsetting.
14. We recognise throughout this report and the strategy that there is social inequality in Southwark and the country and as we move from a strategy to an action plan, we will be constantly reviewing our approach and work to ensure that we are inclusive so that everyone in Southwark is empowered and enabled to take action and play their part in tackling climate change.

Summary of Strategy

15. Manmade climate change is already having an impact across the world, there is overwhelming evidence that the planet continues to heat which threatens all who inhabit it. This threat is not even, and it is the poorest and most vulnerable who are most threatened. The effects can already be seen in Southwark with more extreme weather, greater flood risk and an impact on health of our residents
16. Southwark, is joining with other London Boroughs to demand urgent action now from government to retrofit London, invest in low carbon development, halve petrol and diesel road journeys, secure 100% renewable energy for London, reduce emissions from consumption and build a green economy.
17. The strategy reconfirms our commitment to the council's fairer future principles, and want to align our work with the global UN Sustainable Development Goals. It also supports a just transition, where the burden of change to a more sustainable future is shared amongst those who can most afford it. Our approach is governed by three principles to be: inclusive, transparent and ambitious. These principles will underpin how we work and how we engage with our residents, businesses and partners.
18. The strategy recognises that the council is only one part of the solution. Action is needed at every level, from the individual to the government. We have a role in leading and bringing together different people and ideas – but the solution will only be achieved by working together. The council is aligning this strategy with its other plans and strategies and will embed its principles and targets in every part of the council's work so that as one council we are driving this work forward for the borough.

19. It is essential to be able to measure the carbon we produce, and the effect of the decisions we take on the overall carbon produced by the borough. In the strategy we set out our current emissions. This is preliminary work, to assess where carbon is produced and the likely change over time if we continue to pursue existing policies. This highlights a gap that we need policy change to fill for us to become carbon neutral. Alongside this, we are working with London Councils to develop a robust way to measure carbon that also enables comparison between boroughs. While our focus will be on scope 1 emissions, our strategy will also take steps to reduce scope 2 and 3 emissions.
20. To deliver the change that is necessary our work will focus on five key areas. In each of these, the strategy sets out a series of objectives, and a programme of activity that can help us to achieve these objectives. For each area of work there is a combination of actions that are needed at the individual, borough and national level. As we move from the strategy into action planning, we will evaluate the different ideas in each area, and assess how we will do it, whether it is a small change, an area which requires a larger change but we have a route to achieve it, or whether it is a more major change that may require changes to legislation or national policy. The strategy proposes the following objectives:
- Buildings, construction and regeneration
 - Planning regulations that put carbon neutrality at the heart of development
 - Embedded building techniques such as green roofs and solar panelling
 - Encouraging the repurposing of existing buildings where practical
 - Using and creating buildings that protect and enhance our green spaces
 - Buildings which minimise carbon emissions in their use
 - Transport and travel
 - Make cycling and walking easier
 - Discourage the ownership and use of polluting private cars
 - Improve the accessibility and sustainability of public transport
 - Reduce unnecessary journeys
 - Cut down on unnecessary flying, and offset their carbon when they do fly
 - Biodiversity, trees and green spaces
 - Greener streets, with more planting and fewer cars, making our streets places for nature to flourish.
 - Improved biodiversity with green corridors to help wildlife to move.
 - Increasing tree coverage across the borough with more planting and loss of existing trees as a last resort
 - Residents in touch with nature, more “grow your own” and community gardening.
 - Building and development that works alongside and enhancing our natural environment.
 - Consumption
 - For Southwark to have a more circular economy, that reduces consumption, and keeps resources in use for as long as possible.
 - To drive behaviour-change about what we consume and what we eat so that we are more sustainable consumers.

- To support local supply chains and local businesses to be more sustainable.
 - To shift the approach of large businesses away from carbon heavy methods of delivery and production
 - To encourage more plant based diets with more sustainable choices and less waste
- Energy
 - To move towards zero carbon, green energy for all businesses, residents and services in the borough.
 - To increase local sustainable energy production
 - To tackle fuel poverty by promoting and providing accessible energy alternatives
 - To reduce energy demand and cut energy waste
21. The strategy outlines how we will be transparent. It commits the council to report on progress and embed the targets into the council's performance system where we publish annual performance. It also commits the council to work towards making data public whenever we can so that our residents, businesses and partners can be part of understanding the issues that we face and the progress we are making together as a borough.
 22. This strategy is the start of a climate conversation with the public. We will only make it a success if we engage, educate and empower. We will engage with the public making sure that diverse voices are heard, and that everyone in Southwark can be part of the conversation.
 23. We will put education at the heart of what we do. Making sure that people have the facts and information they need to make good choices about how they live and what they expect from others. And, we will empower our residents, ensuring they have the tools they need to make positive change. Our transparent approach means that residents can access what they need to take action.
 24. Our delivery will be inclusive, ensuring that vulnerable communities, BAME communities and our young people are all equal participants in tackling climate change together. Delivery relies on our residents, but also our partners. Our approach will work with local business, public institutions as well as global companies based in our borough.
 25. It is through a clear and ambitious action plan with a transparent and inclusive approach that we will work with our residents, our businesses, our partners and everyone with an interest in Southwark and its future, that we will tackle the climate emergency together.

Engagement

26. The climate emergency impacts everyone in the borough. It also impacts on our businesses and other institutions. If the strategy is to be a strategy for the whole borough, then we need to ensure that we engage with the whole borough, particularly those who are traditionally under-represented in consultations such as this.
27. Following the publication of the draft strategy we plan to engage across the borough. In line with the values in the draft strategy, our engagement will be:

- Inclusive – it should aim to reach and speak with the widest range of people in the borough. This is an issue that impacts on everyone, and so we need to ensure that our engagement reaches all parts of the community, not just those who are already engaged in this issue.
- Transparent – it will be honest about the scale of the challenge, and honest about what we do and do not know regarding how we will meet the challenge. We will set out the barriers that exist and seek ideas of how to overcome them.
- Ambitious – we want to ensure that our ideas are as ambitious as our residents would demand. We will seek ideas from our residents about how we can tackle the climate emergency and whether there are new ideas that we can add to the draft strategy. We want bold and ambitious plans, that move beyond the work we are currently doing, and which challenge the council and the borough to do more. We will use the engagement to encourage creativity and fresh thinking on the challenge so that we can develop innovative solutions.

28. To do we plan to engage in the following ways:

- Online portal – the portal is already online. The initial responses are set out in appendix 2 of this report. The portal is aimed at a wide range of local stakeholders including community groups, businesses and individual residents and will encourage them to give their views on climate change as a whole as well as across the five key themes in the draft strategy. The portal provides information on climate change to act as a prompt and stimulus for contributors, through one pagers for each theme and key stats and information on Southwark and what the council is doing currently. The portal can be accessed at www.southwark.gov.uk/yourclimatethoughts
- Co-design sessions - running concurrently with the online portal we have facilitated a session with the Partnership Steering Group to seek feedback on the best way to engage with residents about climate change. We are planning a similar session with a group of young people for them to design with us, and advise us, on the most effective ways to engage with young people about climate change.
- Community group engagement – we are planning targeted engagement with different groups in the community. We want to ensure that our engagement reaches as broad a group as possible, including groups which traditionally have lower levels of engagement in consultations. This method of engagement also enables us to approach different groups in different ways to ensure we find the best method to engage with each group.
- Pop up events – we are exploring how to deliver pop-up events with ongoing social distancing restrictions. We are working with Traverse, the public engagement company that we have commissioned for this work, to plan and deliver pop up events in the borough to speak with residents in the community about climate change.

29. In addition to our engagement directly with the public, we will also receive advice from the following:

- Partnership steering group – this is made up of local environmental groups, businesses and others who have an interest in this issue. They have provided feedback and challenge on various aspects of the climate strategy. We intend to continue meeting with the group to provide a steer to the strategy.
 - Members working group – the March 2020 cabinet paper establishes a cross party working group. The groups have nominated members and this group will now start meeting to provide member input into the climate change process.
 - Officers working group – the October 2019 cabinet paper outlined an internal governance structure including officers from across the council in an officer working group. This group will, alongside the public engagement, review the details of the draft strategy to advise on implementation and delivery of the ambitions set out in the draft strategy.
30. This engagement will form part of the formal consultation that the council will go through with this strategy.

Immediate Action and Developing an Action Plan

31. Following consultation on this draft strategy we will develop a ten-year action plan. This will set out how for each programme or policy within the strategy, a measurable plan for implementation including timescale and targets. Some of the ideas in the ambition section of the strategy are not deliverable by the council, and in these cases it will set out what needs to happen, and by whom to make this deliverable. This action plan will show the gap between what is possible with existing resources, and what needs government and others to deliver. It will enable us to demonstrate transparently the scale of the challenge and what will need to happen to deliver it.
32. The action plan cannot be finalised until the strategy is agreed, but we intend to start work on it once this draft is agreed, subject to any necessary change as the results of the consultation become clear and changes are made to the draft strategy.
33. As already stated throughout this report and strategy, there is a climate emergency and so we do not want to wait for the agreement of a final strategy or action plan before we start work. Officers are therefore already working on the following schemes this year:
- **Old Kent Road** – the redevelopment of the Old Kent Road is a major regeneration project for Southwark delivering new homes, business space and fantastic green spaces for local residents to enjoy. There is a climate change emergency so the council will now commit to this development being net carbon neutral and having the lowest carbon footprint of any regeneration scheme in Britain. This is the first project to do this, but we want to raise the bar on regeneration and challenge others to do too.
 - **Carbon Offset** - the council is reviewing the rate it charges for carbon offset and how to best use this money to reduce carbon in the borough. Proposals will come forward for agreement in the Autumn of 2020 to ensure the offset

fund is spent on projects that reduce carbon in the borough.

- **Streetspace** - Southwark is producing its Streetspace plan to address the short to medium term issues involved with social distancing during COVID-19. The plan is supporting the increase of cycling and walking through numerous measures (such as pavement widening and street closures) that we will start to build on for the future.
- **Heating and Water Contracts** - We are updating our heating and water contracts through our gateway process which cover various areas of council work, including upgrading old and inefficient boilers
- **Housing Strategy** - Our 2020 housing strategy will set out how the council intends to deliver good quality and genuinely affordable homes across the borough. A central focus of this strategy is tackling carbon emissions, through greater energy efficiency in our homes and an emphasis on safe and clean green spaces for residents to work, live and play in. The strategy is expected to go to Cabinet in September 2020.
- **Heat networks strategy and investment plan** - Southwark Council is working on a district heating strategy and investment plan to reflect the need to improve the efficiency, reliability and carbon impact of our communal and district heat networks. We are currently consulting with residents to identify priorities and any problems they are facing with their heat networks. The strategy will include aspects of renewable and low carbon heating technology such as heat pumps, as well as how we control and measure our heat use with heat meters in certain cases.
- **Asset Management Strategy** - Southwark Council will be refreshing its Asset Management Strategy and exploring carbon reduction adaptations in our housing stock, such as LED intelligent efficient lighting, use of sustainable building materials, improved energy efficiency of our blocks, the provision of electric vehicle charging points/spaces (including Solar) and advanced lift control technology to reduce energy consumption. The refresh is expected to go to Cabinet in October
- **Capital lantern replacement** - The Council is renewing old street lighting luminaires that are high in energy consumption through our capital lantern replacement scheme. This renewal runs into 2030 and we are hoping of replacing on average 850 lanterns a year at a 40% reduction in energy consumption.
- **Electric Vehicle Charging Points (EVCP - Lamp columns only)** – The Council have two separate schemes for lamp column chargers, one where we are matching funding for Go Ultra low City Scheme (GULCS) – equating to around 50 EVCP installs this year. We then have also been successful in securing funding for capital roll out of EVCP on lamp columns which should equate to a further 50 installs.

Policy implications

34. The strategy, if implemented, requires a review of many council policies. To deliver, officers will undertake a review of existing council policies and changes that will be needed. The climate action plan will timetable when policies are due

for renewal, to map out when changes will be made. In some cases, these reviews will need to be brought forward to enable more fundamental change.

35. Some policies will have greater impact on carbon emissions than others. In all cases, the council will consider those that have the greatest impact on carbon as a priority.
36. The New Southwark Plan is the council's key planning document which sets out our framework for planning and regeneration in the borough. We will need to review whether any policy changes or amendment is required in light of the declaration of a climate emergency. Officers in planning have already started technical assessment of what changes would be needed to meet the 2030 target and will bring forward proposals in due course.
37. Other policies such as the movement plan already promote sustainable travel, but with travel being a major contributor to carbon, we will need to again review if changes are required.
38. In addition to major strategies such as the movement plan and the Southwark plan, there are a range of other strategies and plans that need to be considered. This includes, but is not limited to:
 - School Travel Plans
 - Economic Wellbeing Strategy
 - Skills Strategy
 - Carbon Offset Funds
 - Air Quality Action Plan
 - London Energy Project and Procurement
 - Southwark Nature Action Plan
 - Tree Management Strategy
 - Public Health strategies and action plan
 - Investments and improvements in housing and the council's other buildings
 - Divestment in pension funds from fossil fuels.
39. The council reports on progress against the council plan annually, and published a six monthly interim report each year. This sets out the performance indicators for the council and its progress against delivery in each of those. The council is currently undergoing a refresh of the council plan as the mid-point of the administration, and also in light of the coronavirus pandemic. The cabinet has agreed that climate change remains one of the top priorities for the council as we renew following the start of the pandemic. When the strategy and action plan is agreed, the targets and timelines will need to be incorporated into the council plan and reported in the same way as other council performance.

Community impact statement

40. While everyone is affected by climate change, the extent of that affect is not equal. As set out in the draft strategy, climate change has the biggest impact on those who are poorer or have underlying health conditions. BAME residents are disproportionately affected. The draft strategy supports the principle of a just transition, so that the cost is met by those who can most afford it. Recognising the inequality in the climate emergency, we are aiming to engage with the

broadest section of the borough so that those who are most affected are able to share their views about the solutions.

41. 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 through a period of engagement. Through this engagement the council will take steps to connect with harder to reach or potentially under-represented groups.
42. 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 engagement and subsequent policies.
43. To enable a breadth of views to be heard, we are expanding our engagement beyond online-only. While this does mean that the engagement will take longer, it will ensure that we are able to reach a broader section of the community.
44. As set out under the Equality Act 2010 and the Public Sector Equality duty (PSED) an equalities impact assessment must be carried out before the final strategy is approved. An analysis has been started and will be developed during the consultation until the final strategy is presented to Cabinet. Extensive consultation will be carried out with internal departments, external groups and residents, to ensure that the strategy meets its commitment to being inclusive.
45. Before the final strategy is brought to cabinet, an equalities analysis will be undertaken. Our ambition is that the climate strategy should have a positive impact on the community

Resource implications

46. This report is recommending that the council undertakes engagement work with the community on the climate emergency. The costs of this can be met within existing budgets.
47. When the climate strategy is developed further and brought back to cabinet, further work will need to be done to understand the resource implications of the commitments within it. As part of the engagement period, officers will consider the resource implications of ambitions in the draft strategy.

Financial Implications

48. The Policy and Resources Strategy 2020-21 cabinet report has approved an allocation of £2m for Climate Change Emergency reserve to fund the various initiatives to deliver the Climate Change Strategy. Work connected with this report will be contained within this one off funding and the ongoing requirement for future years will be incorporated into the budget setting process for 2021-22 once confirmed.

Legal implications

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

Consultation

50. As set out above the council will undertake extensive engagement on the strategy with the public, including focused engagement on groups that are traditionally under-represented in consultations. Alongside the proactive engagement work that we do, we will have a copy of the strategy online on the council's consultation hub.
51. We will engage for at least three months to give people opportunity to engage.
52. There will be further consultation on the council's climate strategy action plan before it is agreed by the council.
53. The council will also engage with a number of group including its partnership steering group. It will also work with young people in particular to design engagement that is effective in engaging with and reaching young people in the borough.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

54. There are no significant legal implications arising from the recommendations in this report, but the Director of Law & Democracy and her staff will provide advice to officers on any legal and governance issues arising during the continuing development of the strategy.
55. The council has the statutory authority to produce this policy in accordance with the powers of general competence in section 1 of the Localism Act 2011.
56. The cabinet will need to ensure that the public sector equality duty in section 149 Equality Act 2010 is considered in developing and finalising this policy i.e. to have due regard to the need to eliminate discrimination, advance equality of opportunity, and to foster good relations between people with protected characteristics and others. The report recognises the potentially disproportionate impact of climate change on those with protected characteristics and particularly refers to this in the community impact section above, consideration has been given to ensuring that those with protected characteristics can appropriately engage in the consultation process. It is noted that a full equalities analysis will be produced to be considered by the cabinet when it finally determines the climate strategy after the consultation.
57. The development of a climate strategy is an executive function of the Council which can be considered by the cabinet in accordance with the Local Government Act 2000 and Part 3B of the council's constitution.
58. The report proposes consultation on the emerging climate strategy and then returning the matter to cabinet for a final decision. The requirements set out in case law relating to consultation are demonstrated by this report:
 - The consultation must be at a time when proposals are still at a formative stage
 - The council must give sufficient reasons for any proposal to enable intelligent consideration and response
 - Adequate time must be given for consideration and response

59. There is also a legal requirement that the product of the consultation must be conscientiously taken into account when finalising the policy.

Strategic Director of Finance and Governance (EL20/015)

60. The strategic director of finance and governance notes the recommendation to the cabinet to agree that the draft climate strategy (Appendix 1) be consulted upon and to ask officers to undertake this as set out in this report.
61. The strategic director also notes the current funding arrangements for the various initiatives to deliver the Climate Change Strategy and that, the ongoing requirement for future years will be incorporated into the budget setting process for 2021-22 once confirmed.
62. Officer time to effect recommendations will be contained within existing budgeted revenue resources.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Delivering a climate strategy for Southwark	Constitutional Team, Southwark Council	Paula Thornton 020 7525 4395
Link: http://moderngov.southwark.gov.uk/documents/s88204/Report%20Climate%20Update.pdf		

APPENDICES

No.	Title
Appendix 1	Climate Change Strategy (circulated separately)
Appendix 2	Online Engagement – Initial Findings (To follow)

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	
Version	Final	
Dated	2 July 2020	
Key Decision?	Yes	
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	Yes	Yes
Date final report sent to Constitutional Team		2 July 2020