

## London Borough of Enfield

### Cabinet

Meeting Date 15 July 2020

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**Subject: Adoption of the Enfield Climate Action Plan**

**Cabinet Member: Cllr Ian Barnes, Deputy Leader**

**Executive Director: Sarah Cary, Executive Director Place**

**Key Decision: 5136**

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### Purpose of Report

1. To provide an overview of Enfield's Climate Action Plan and seek approval for its adoption.

### Proposal(s)

2. Adopt the Enfield Climate Action Plan.
3. Delegate responsibility for implementation of the Enfield Climate Action Plan to the Executive Director Place in consultation with the relevant Cabinet Member.

Note that whilst a number of the actions in the Enfield Climate Action Plan are already funded, others will require new funding commitments, including from central and regional government, and there will be full consideration of the financial implications as workstreams are progressed.

### Reason for Proposal(s)

Adopt the Enfield Climate Action Plan	<p>The Enfield Climate Action Plan defines the scale of the Council's existing carbon emissions and then sets out a challenging but deliverable set of actions which will get us to our target of zero emissions by 2030.</p> <p>The Plan now requires endorsement by the Council's Cabinet so that it is adopted as a formal document which should be recognised and implemented.</p>
Delegate responsibility for implementation of the Enfield Climate	<p>The Enfield Climate Action Plan needs senior operational leadership to make sure that it is successfully implemented.</p>

<p>Action Plan to the Executive Director Place in consultation with the relevant Cabinet Member.</p>	<p>Political oversight will be provided via regular consultation with and briefings to the relevant Cabinet Member.</p>
<p>Note that whilst a number of the actions in the Enfield Climate Action Plan are already funded, others will require new funding commitments, including from central and regional government, and there will be full consideration of the financial implications.</p>	<p>The Council has already made its commitment to climate change clear and a number of the actions in the CAP are already funded, for example Energetik, LED lights on-street and new woodlands. Some actions will require additional resources and funding from within the Council, while others will need external funding, particularly from central and regional government.</p> <p>As with all Council decisions, as separate actions/reports are brought forward for approval, where required they will be supported by business cases and there will be full consideration of the financial implications.</p>

### **Relevance to the Council's Plan**

#### Good homes in well-connected neighbourhoods

4. The CAP recognises that buildings, both Council and privately owned, are key carbon emitters and that transport also has a significant impact on climate change. Reducing the impacts of buildings will involve making them more energy efficient, including via high quality new homes and the retrofit of existing, as well as connecting them to sources or renewable and low carbon energy such as the Energetik network.
5. New homes will also need to be built with low embedded carbon and to standards, such as Passivhaus, which minimise the energy they use. We are committing to leading with our own developments, with the forthcoming Meridian Water Sustainability Strategy setting out how this will be achieved on our largest development site.
6. Well-connected neighbourhoods will be delivered by improving active and sustainable travel provision to encourage a shift away from private cars, while also encouraging less polluting vehicles.

#### Sustain strong and healthy communities

7. Reducing carbon emissions should be a collaborative effort so there will be opportunities for everyone to be involved and play their part. One of the elements of the CAP is engaging with young people so that they support the long-term delivery of a carbon neutral Enfield.

8. As for health, aside from reducing the occurrences of adverse weather which have direct impacts on residents and the services they receive, reducing carbon emissions is linked to air quality.
9. Build our local economy to create a thriving place
10. Taking the lead on low carbon approaches, for example to construction, will require expertise and a suitably trained workforce so going carbon neutral presents an opportunity for local people to gain new knowledge and skills.

## **Background**

11. The Intergovernmental Panel on Climate Change report in 2018 served as a warning to the world about the urgent need to act on climate change to prevent catastrophic consequences for our community in Enfield and communities around the world.
12. This was not a hollow warning and transformation is taking hold in unprecedented wildfires in Australia, floods in Venice, droughts in New Zealand and devastating storm surges in the UK. Without action these will be just the start of a process that could prove unstoppable by human activity.
13. The action to remedy it must be local, national and global. As a major employer and influencer, the Council has acknowledged its responsibility and declared a climate emergency. In doing this we committed to:
  - Make Enfield Council a carbon neutral organisation by 2030.
  - Divest the Council from investment in fossil fuel companies.
  - Only use environmentally friendly products where we are able to do so.
  - Make our supply chain carbon neutral through ethical procurement.
  - Work with local partners and communities and positively promote changing behaviours in Enfield to limit activities scientifically linked to climate change.
14. To ensure we do not lose time in starting to deliver on the actions in the Climate Action Plan, it is being finalised having been informed by feedback helpfully received, including from local climate change organisations, residents and staff. Further engagement with all stakeholders will be an ongoing, and vital, part of this delivery.

## **Main Considerations for the Council**

15. A Climate Change Task Force (CCTF) has been set up to support the Council in managing its response to the declared climate emergency. To do this the CCTF will:
  - Focus on activities which the Council can control and influence with a view to identifying opportunities to address climate change through specific and deliverable actions.

- Develop a strategy to deliver on the climate emergency pledge in relation to the following seven thematic areas.

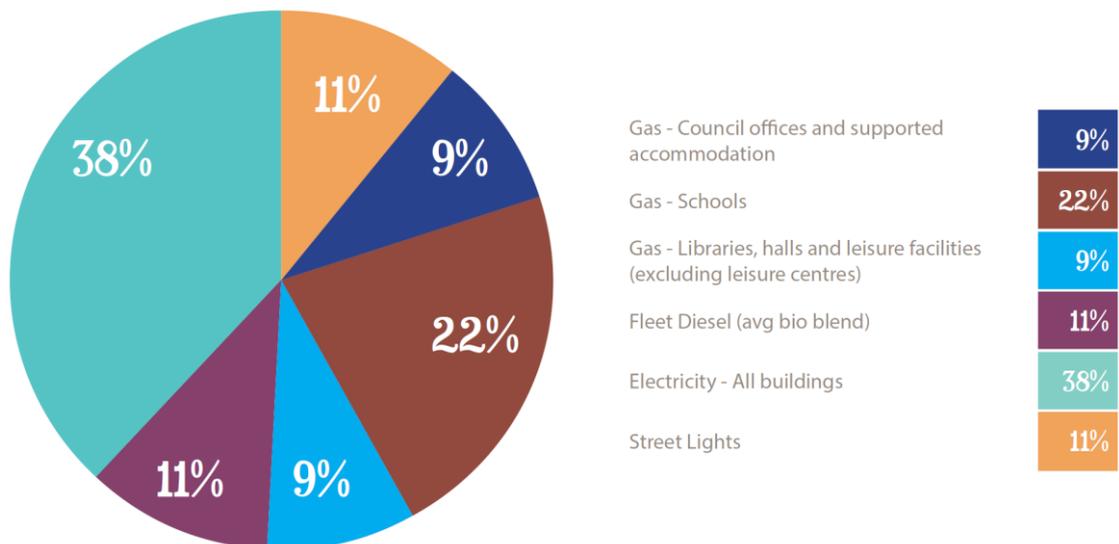
16. In developing this strategy, the first task was to undertake a baselining exercise of the Council’s carbon footprint over three ‘scopes’, an approach recognised globally in carbon management. These are a way of classifying the varied nature of emissions. The table below outlines what has been included in Enfield’s new baseline:

Scope 1	Scope 2	Scope 3
Gas Council vehicle fleet	Purchased electricity	Council housing Staff business journeys Capital goods from construction Transmission and distribution losses from the grid Staff commuting Suppliers Outsourced services

17. Enfield has previously only reported its scope 1 and 2 emissions. Recognising the severity of the climate crisis and the need to work with our partners and across the borough, for the first time Enfield is working to establish the carbon footprint of its suppliers and those who deliver services on its behalf (scope 3). Whilst we are focusing on reducing scope 1 and 2 to zero by 2030, we need to influence others across the borough to do the same.

18. In order to monitor progress, this baseline will be updated annually.

19. For 2018/19 Enfield’s scope 1 and 2 emissions have been calculated at 21,907 tCO<sub>2</sub>e<sup>1</sup>. The breakdown of these emissions was calculated to be:



<sup>1</sup> Tonnes of carbon dioxide equivalent is a measure of emissions which takes different outputs, for example amount of electricity used, and applies a standard multiplier to give a comparable figure.

20. The delivery of the actions within the strategy are based around:
- A. Reducing our scope 1 and 2 emissions through direct action
  - B. Offsetting the remaining emissions through in borough programmes and investment
  - C. Undertaking a cultural change programme that places the climate at the heart of our decisions.
21. Whilst the focus in this initial CAP is on reducing the Council's own emissions, additional emphasis is given to borough wide activities – transport, housing and green spaces. Seven areas have been identified as immediate priorities:
1. The Council's operations
  2. Travel
  3. Buildings
  4. Waste
  5. Energy
  6. Natural landscape
  7. Influencing others.
22. For each priority area the Council has identified a number of supporting actions and these are presented along with timescales. There are also performance indicators and targets which will allow progress to be monitored. This reflects our ambition that the CAP is a living document which is regularly reviewed.
23. It should be noted that there is also a separate chapter which looks at how the actions in the CAP will be financed. Whilst the details are to be determined as actions are further developed, achieving carbon neutrality and tackling emissions across the borough will be hugely challenging given the budgetary pressures on local government. This means that whilst we are committed to delivering on our plan, the Council's resources alone (including significant commitments to Energetik, LED streetlighting and reforestation) will not be enough. There will need to be ongoing work to access other sources of including grants from the Government and the Mayor of London.
24. The CAP is also a document which we want to be owned by a range of stakeholders including businesses, residents and organisations with an interest in climate change. The first step towards this has been via engagement with a range of people:
- Councillors – briefings and draft CAP circulated for comment.
  - Climate change organisations – Representatives from a number of organisations (including eXtinction Rebellion, Enfield Climate Action Forum, Divest Enfield and Enfield Help The Climate, Fox Lane District Res. Assn.) responded to the draft CAP.
  - Public – The publication of the draft CAP was highlighted via the Council's website and social media. A public meeting was planned for 19 March 2020 but this was cancelled due to Covid-19.
  - Staff – There have been workshops and the draft CAP was publicised using internal communications.

The next planned engagement event will be a virtual launch of the CAP shortly after it is adopted. The aim is for people to be able to find out more about the CAP and consider what they can do to address climate change.

25. A key part of delivering the CAP is an extensive long-term engagement programme with all stakeholders, as set out in the Influencing Others section. This makes clear our intention to engage proactively with residents, businesses, schools and social care providers as well as regional and national government on the range of actions we need to take to become a carbon neutral organisation and to reduce emissions across the borough.
26. In terms of the public engagement, a range of responses on the draft CAP were received, including from a number of representative organisations as noted in 3.14. Appendix 2 includes an overview of the main themes arising from responses.
28. When considering all of the responses received, even where they have the potential to reduce emissions, it was in the context of the ongoing funding challenges faced by the Council and what we can reasonably control and influence at this time. The CAP reflects this and represents an achievable and manageable plan which delivers on the commitments made by the Council. However, as the actions are developed and delivered there will be new opportunities, which means (as noted above) some of the suggestions put forward will form part of our climate change work going forward.
29. As for the practicalities of delivering the CAP, a number of supporting workstreams have been identified; these group together related areas of work within the themes. In some cases, these have already started and, with senior management leading them, will be the mechanism for delivering the numerous actions. Two of these workstreams focus on the management and communications (including engagement) of the CAP. These will be led by a member of the executive management team, to ensure the CAP is a corporate priority and to deliver a climate change in all policies approach.

### **Safeguarding Implications**

30. None identified as arising directly from reducing carbon emissions.

### **Public Health Implications**

31. The World Health Organisation in its 2003 report '*Global climate change and health: an old story writ large*' noted that:
32. "Populations of all animal species depend on supplies of food and water, freedom from excess infectious disease, and the physical safety and comfort conferred by climatic stability. The world's climate system is fundamental to this life-support."

33. The climate change emergency that we currently face is having a direct impact on the world's life support, which in turn has a range of health impacts.
34. Some of these could be positive, for example more temperate winters leading to a reduction in the seasonal peak in deaths.
35. However, as recent events have shown, overwhelmingly these impacts will be negative including the direct impacts on health arising from adverse weather events, such as peaks in deaths attributable to respiratory illnesses in periods of high temperatures. Therefore, the CAP, seeks to drastically reduce the Council's own carbon emissions and lead by example to encourage others to do likewise. This will have a positive impact on resident's health.
36. The CAP has significant synergy with the Joint Health and Wellbeing Strategy (HWBS) which encompasses work on reducing smoking, increasing physical activity and improving access to healthy foods. As well as addressing the overall negative impacts of climate change, many of the actions in the CAP will have more direct health benefits addressing priorities within the HWBS such as:
  - Increasing the use of low carbon and zero carbon forms of transport reduces air pollution and, given our ambition for more people to walk and cycle, should also reduce the health damaging effects of motorised transport e.g. road traffic injuries, community segregation and noise and physical inactivity.
  - By encouraging a sustainable food offer within the borough we will contribute to better nutrition among residents as well as reduced carbon emissions.
  - Similarly, by reducing smoking among residents we will contribute to reducing the negative impact that tobacco production has on the environment as well as also achieve improved health outcomes.

Other positive health benefits to the CAP include:

- Improving the quality of housing stock, including providing better insulation, has a positive impact on mental health and could reduce incidents of conditions such as hypothermia and excess winter deaths.

In addition, consideration of reducing the impact of climate change amongst the most socially and economically vulnerable residents will also positively impact on health inequalities.

37. Given this, overall the actions proposed in the CAP will support Public Health's efforts to embed Health in all Policies across the Council.

### **Equalities Impact of the Proposals**

38. The Enfield Climate Action Plan sets out a number of actions which will reduce carbon emissions both from the Council's operations but also more

widely across the borough. Reducing carbon emissions is universally beneficial and acting on climate change is urgently required to prevent catastrophic consequences (for example flooding and severe weather incidents) for our community in Enfield and communities around the world.

39. Given it is the most vulnerable in society, as well as those on low incomes, who tend to be most impacted upon by extreme events, addressing them through the actions set out in the CAP will have positive equalities impacts.
40. In terms of the specific actions set out in the CAP, where there are changes required to the way we, as a Council work, then these will be assessed with any negative equalities impacts identified and mitigated as far as possible, taking into account the importance of addressing climate change.

### Environmental and Climate Change Considerations

41. The Climate Action Plan which accompanies the report sets out how Council operations will be carbon neutral by 2030.
42. The Climate Action Plan which accompanies the report provides a framework for making the borough carbon neutral by 2040.

### Risks that may arise if the proposed decision and related work is not taken

Risk Category	Comments/Mitigation
<b>Strategic</b>	<p><b>Risk:</b> There is significant change in national and / or regional climate change policy</p> <p><b>Mitigation:</b> Irrespective of national and / or regional policy, the Council has committed to be carbon neutral by 2030. A priority of the CAP is 'Influencing others' which includes actions to influence national and regional government. In terms of whether the CAP is doing enough to reduce carbon emissions, the 2030 target date it aims to achieve is far more challenging than the UK national target date of 2050.</p>
<b>Reputational</b>	<p><b>Risk:</b> The Council does not deliver against the targets in the CAP</p> <p><b>Mitigation:</b></p> <ul style="list-style-type: none"> <li>• The CAP is ambitious and delivering it will require taking bold and sometimes unpopular action. However, it is also realistic with actions which can be delivered in the timescales identified.</li> <li>• The Council already has a track record of success in respect of reducing carbon emissions and taking forward innovative approaches.</li> <li>• Implementation of the CAP will be overseen by a senior manager with a dedicated resource maintained to support</li> </ul>

	<p>this.</p> <ul style="list-style-type: none"> <li>• There will also be regular monitoring of the CAP to ensure that targets are being met and, where not, that remedial actions are put in place.</li> </ul>
<b>Regulatory</b>	<p><b>Risk:</b> Failure to comply with statutory requirements and / or there are conflicting priorities.</p> <p><b>Mitigation:</b> The Council's response to climate change will be in line with current statutory requirements. Where these limit our ability to deliver on climate change commitments or there are conflicting priorities, we will seek to influence others to change these requirements.</p>
<b>Sustainability / Environmental</b>	<p><b>Risk:</b> The Council does not deliver against the targets in the CAP</p> <p><b>Mitigation:</b></p> <ul style="list-style-type: none"> <li>• The CAP is ambitious and delivering it will require taking bold and sometimes unpopular action. However, it is also realistic with actions which can be delivered in the timescales identified.</li> <li>• The Council already has a track record of success in respect of reducing carbon emissions and taking forward innovative approaches.</li> <li>• Implementation of the CAP will be overseen by a senior manager with a dedicated resource maintained to support this.</li> <li>• There will also be regular monitoring of the CAP to ensure that targets are being met and, where not, that remedial actions are put in place.</li> </ul>

**Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks**

<b>Financial</b>	<p><b>Risk:</b> Impact on Council funding in the absence of other funding sources limit the implementation of the CAP</p> <p><b>Mitigations:</b></p> <ul style="list-style-type: none"> <li>• There will be a dedicated resource maintained to oversee implementation of the CAP.</li> <li>• Grants will be sought to fund the CAP as opportunities arise. It is envisaged that such opportunities will increase as central and regional government seeks to address their own targets for net zero carbon emissions.</li> <li>• The CAP includes a number of actions which should not have an impact on Council funding; they will simply involve new ways of working.</li> <li>• The CAP also includes actions which, following initial</li> </ul>
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	<p>investment costs, will see long term net savings (for example the introduction of LED street lights).</p> <ul style="list-style-type: none"> <li>• There will be opportunities for revenue generation, for example through energy generation and trading on the Council's expertise in some areas.</li> <li>• Continuing work to influence national and regional policy to make sure that climate change remains a priority and that funding for related activities, such a property retrofit programmes, are funded.</li> </ul>
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## Financial Implications

43. Achieving carbon neutrality and tackling emissions across the borough will be hugely challenging given the budgetary pressures on local government. There will be numerous conflicting demands on the Council's finite resources.
44. Nonetheless, despite these financial challenges, the Council has successfully invested in carbon reduction where there has been a clear business case. Council approved £5.236m for LED lighting for 2020/21 as part of its Capital Strategy to de-carbonise its infrastructure and generate £0.51m of revenue savings in the 2020/21.
45. Similarly, the Council's Ten-Year Capital Programme for 2020/21 and 2021/22 includes £19.28m and £13.25m respectively for Energetik, its wholly owned heat network company. The Council seeks to support a local carbon future, while generating more than £10m of interest payments above the cost of financing over the lifetime of its loans, besides building a sustainable and attractive business.
46. Funding has also been secured to create 60 hectares of new woodland in the north of the Borough.
47. A number of the actions in the CAP are already committed and funded, as highlighted above this includes committed investment, but some are new areas which need further development. This will include identifying the detailed financial implications of delivering these actions.
48. Where additional resources are required this will require the identification of funding sources, with some already identified in the CAP. As with all Council decisions, as separate actions/reports are brought forward for approval, where required they will be supported by business cases and there will be full consideration of the wider financial implications on the overall budget.
49. There will also be opportunities to reduce costs by operating more efficiently, for example by using less energy and water, and to generate revenue through climate change activities.

50. All opportunities for external resources will need to be explored, including grants from Central Government and the GLA. Examples of potential external funding sources include:
- Accessing the renewable heat incentive (RHI).
  - Salix funding for specific projects.
  - Heat Networks Investment Project funding to further develop Energetik's heat network.
  - Office of Low Emission Vehicles funding for electric vehicle infrastructure.
51. It is also noted that there will be specific initiatives in focus areas (for example low carbon infrastructure and renewables) which, following internal capacity building as set out in the CAP, the Council will be well equipped to access.

### **Legal Implications**

52. Section 3 LGA Local Government Act 1999 (as amended) requires an authority "to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness" ("the best value duty"). It also obliges the authority to consult certain groups of persons "for the purpose of deciding how to fulfil the duty" (s.3(2)). In line with this duty, this report seeks authority to publish a draft Climate Action Plan for the purpose of engaging with a range of stakeholders on how to fulfil its commitment to be carbon neutral by 2030.
53. The Climate Change Act 2008 requires the UK to achieve an 80% reduction in greenhouse gas levels (below 1990 levels) by 2050. The Prime Minister announced on 12th June 2019 that the UK will eradicate its net contribution to climate change by 2050. The Climate Change Act 2008 (2050 Target Amendment) Order 2019 amends the 2008 Act.
54. The Government's commitment to the Paris Agreement, and its ratification by the UK in November 2016 is another important consideration. The Paris Agreement is aimed at tackling climate change by cutting greenhouse gas emissions and keeping global temperatures "well below" 2°C above pre-industrial levels and to pursue efforts to limit warming to 1.5°C.

### **Workforce Implications**

55. The Council's staff have been instrumental in developing the CAP and will be essential to its the successful implementation. The actions set out in the CAP include some which will require changes to the way we work as an organisation, including embedding a climate change in all policies approach, with climate champions supporting this.
56. While some of these changes might not be popular, initial engagement shows that staff see the overall benefits of reducing carbon emissions and support the Council taking action.

57. Where changes impact on contractual terms and conditions, staff engagement and consultation will be undertaken in line with statutory requirements and agreed HR policies.

### Property Implications

58. Buildings and assets make up 89% of the Council's scope 1 and 2 emissions. Therefore, the CAP sets out measures to achieve significant reductions in these emissions through an energy efficiency investment programme:
- Light sensors in all council buildings by 2024 (date to be reviewed and updated following financial assessment)
  - LED lights in all council buildings by 2025 (date to be reviewed and updated following financial assessment)
  - Review building management practices to maximise the non-cost measures through efficient building management.
  - Comprehensively meter water usage across the largest buildings across the council's portfolio and install water saving devices in all council buildings
  - Where appropriate the council will install metering and sub-metering for all council buildings in the areas of energy and water by 2023
  - Further consolidate our council property estate, while continuing to provide good public services in appropriate locations.

This programme will see buildings and assets improved so the overall implications are expected to be positive.

59. At this time the detailed financial and funding implications of delivering the CAP are still to be determined and will be identified as separate actions are brought forward.

### Other Implications

60. The key performance and data implications are:

<i>Implication</i>	<i>Mitigations</i>
Annual baseline refresh - Staff resources required to collect and collate updated baseline data.	<p>Dedicated resource maintained to oversee delivery of the CAP including baseline updates.</p> <p>The majority of the inputs into the baseline should be available publicly or locally because they are already regularly collected.</p> <p>A tool has been developed which should streamline the collation of the data inputs.</p>
Performance monitoring - Staff resources required to collect and collate	<p>Dedicated resource maintained to oversee delivery of the CAP including performance monitoring.</p> <p>The majority of the performance targets are</p>

performance data.	already reported either publically or locally. Any new targets will be monitored by the relevant service as part of their day to day activities.
Reporting – Regular performance reports and annual summary will require staff resources.	Where not already part of the Council’s performance monitoring framework, the reporting of progress against CAP targets should become part of the existing monitoring regime to ensure appropriate oversight.  Dedicated resource maintained to oversee delivery of the CAP including performance monitoring and annual reporting.

### Options Considered

61. None – The Council has committed to tackling the climate change emergency, to do this requires a clear strategy with supporting actions.

### Conclusions

62. The Council should adopt the Climate Action Plan because it will meet the commitment in the Climate Emergency Pledge for the Council to be carbon neutral by 2030. To ensure it is successfully delivered authority to implement it should be delegated to the Executive Director, Place.

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Date of report 19/06/20

### Appendices

Appendix 1 – Enfield’s Climate Action Plan 2020

Appendix 2 – Overview of main themes arising from draft CAP public engagement and related responses

### Background Papers

None