

Climate Just:

Why are socially just responses to climate change important?

Wales version

Prepared by the University of Manchester with the Joseph
Rowntree Foundation and Environment Agency for the
Climate Just website

Introduction

- Climate change and extreme weather cause inequalities in health and wellbeing and, if unchecked, will tend to exacerbate them.
- This needs consideration when formulating responses. Policy responses to climate change can place additional burdens on people and communities who are already vulnerable.
- The extent of these burdens is not always obvious. People in communities who are worst affected may be the least likely to speak or to be heard in decisions.
- This presentation outlines why local authority and their partners in service provision need to take a socially just approach to building more resilient communities. Use it with other materials in the [Climate Just](#) website to make a case for equality in action in your local area.



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What is climate justice?



What basis is there for socially just responses to climate change?

1. Community resilience and policy delivery	2. Ethical arguments	3. Legal responsibility
<i>Responses which are socially just can improve community resilience and the effectiveness of policies and their delivery</i>	<i>Justice is required for responses to be ethically and socially acceptable</i>	<i>Many actions relate to core statutory duties or responsibilities for local authorities and their partners</i>

Adapted from Banks N et al (2014) [Climate Change and Social Justice: A Evidence Review](#), JRF, York

1. Community resilience and policy delivery

Responses which are socially just can improve community resilience and the effectiveness of policies and their delivery

What is community resilience?

- It is widely recognised that the UK must become better prepared for climate impacts e.g. from floods and heat-waves
- One important way to achieve this is by building more resilient communities



- ▶ Resilient communities are stronger communities
 - ▶ Better informed
 - ▶ Better engaged
 - ▶ More self-sufficient

Why does community resilience matter?



- Stronger communities can lead to a range of other benefits
- For example, social ties themselves have direct and indirect benefits for health & wellbeing

Umberson, Debra & Jennifer Karas Montez (2010) [“Social relationships and health: A flashpoint for public policy.” Journal of Health and Social Behavior 51: S54-S66](#)



1. Community resilience & policy delivery

2. Ethical arguments

3. Legal responsibility

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How can improving resilience support service delivery?

- Actions which account for vulnerability and disadvantage help to improve services that are already being delivered
 - improving not simply increasing services
 - prioritising & targeting service provision
 - turning decision-making into a proactive rather than reactive exercise
- Other benefits for service delivery include:
 - more effective working - cooperative working can identify other opportunities
 - engaging 'hard to reach' communities on local issues
 - stimulating, developing and directing local investment



Adapted from Australia's [Liveable and Just toolkit](#), 2013 (Resource no longer supported)

What can be done?

- Local authorities already provide the foundation for building more resilient communities
- The National Adaptation Programme suggests actions associated with
 - raising awareness about what adaptation is and why it is needed
 - increasing resilience
 - developing measures
 - addressing information requirements

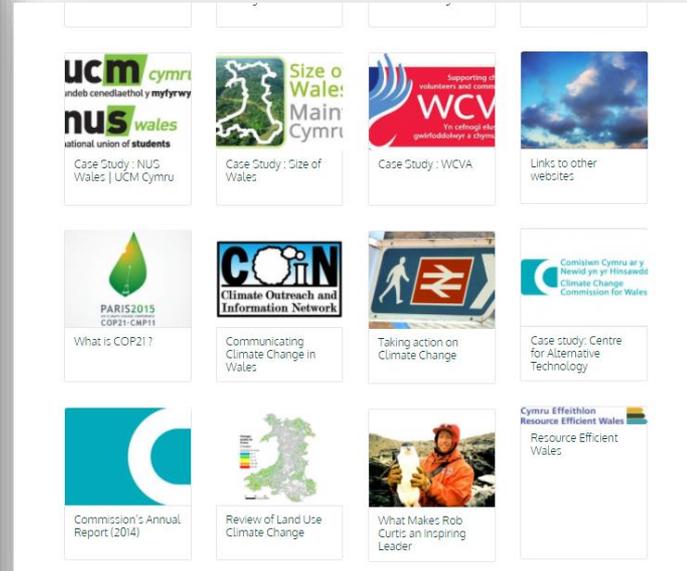
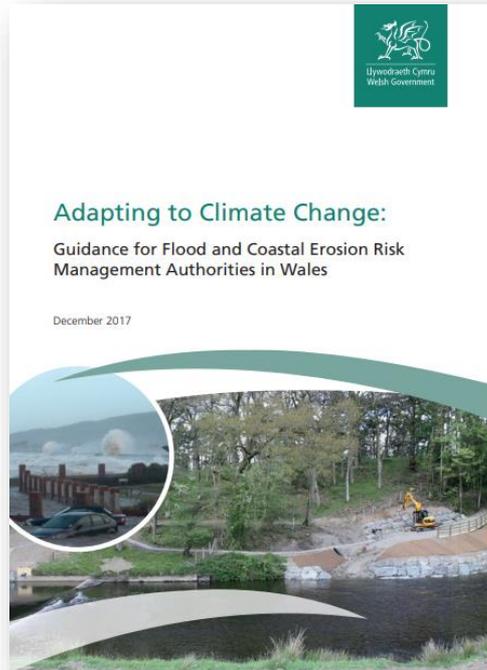
The [National Adaptation Programme](#) suggests actions are needed to help deliver on its Objective 13: *To minimise the impacts of climate change on vulnerable groups in society by strengthening their resilience to better prepare for, respond to & recover from future climate risk.*

The 2017 [Adaptation Sub-Committee's assessment](#) calls for more progress, more ambition & strengthening of actions for the next NAP, including *“engaging vulnerable groups and communities exposed to specific risks such as higher temperatures, coastal change, and increases in flood risk”*

The resources in this portal provide further help and guidance on:

- [Community engagement and awareness raising](#)
- [Building resilience through adaptation planning](#)

Additional Resources



- Though developed initially for authorities in England, many of the resources in the Climate Just portal are applicable across the UK.
- Selected additional materials have been added for Wales to complement the new 2017 data resources on flood vulnerability & risk
- For additional Wales specific materials, users are directed to the [Climate Change Commission for Wales](#)

<http://gov.wales/docs/desh/publications/180326-adapting-to-climate-change-guidance-for-flood-and-coastal-erosion-risk-management-authorities-in-wales-en.pdf>

<http://www.theccw.org.uk/resources/>

2. Ethical arguments for socially just responses to climate change

Justice is required for responses to be ethically and socially justifiable

What does ethical justification require?

- Ethically justifiable and socially just responses to climate change need to take account of who benefits from and who bears the burdens of the impacts of climate change and of policy and practice responses to climate change
- Currently, benefits and burdens are unevenly distributed within and across national borders and within and across generations

How does justice relate to climate change?

1. Unequal responsibilities: *who bears greater responsibility for greenhouse gas emissions?*
2. Unequal impacts of climate change: *who is more adversely affected by extreme weather?*
3. Unequal impacts of policy responses: *who benefits and who pays for policy responses?*
4. Procedural justice: *who has the power to affect policy responses to climate change?*

What does the evidence tell us about climate justice in the UK?

Low income households face injustice as they:

- contribute the least to emissions
- pay, as a proportion of income, more towards implementation of certain policy responses
- benefit less from those same policies
- are likely to be most negatively affected by climate impacts
- are less able to participate in decision-making around policy responses and in determining practice

Banks N et al (2014) [Climate Change and Social Justice: A Evidence Review](#), JRF, York

1. Responsibilities for emissions

Emissions of the richest 10% of the population are over 3 times higher than those of the lowest 10%.

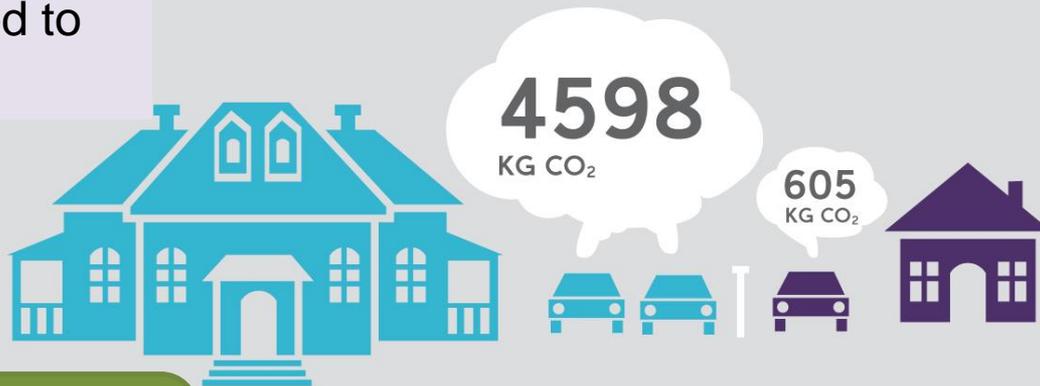


Preston, I et al 2013 [Distribution of Carbon Emissions in the UK: Implications for Domestic Energy Policy](#) JRF, York

Differences in household emissions are particularly pronounced for private transport, especially air travel, compared to housing



Mean annual household emissions



Mean private vehicle emissions



Mean aviation emissions



Find out more about [who emits most CO₂](#)

2. Adverse impacts of climate change

How disadvantaged different groups are from extreme weather depends on:

- Hazard Exposure: the likelihood and degree to which they are exposed to an extreme weather event such as a drought, flood or heatwave
- Social Vulnerability: the likelihood and degree to which the event will result in a loss in their wellbeing
- The Climate Just web tool contains more information on these themes
- See
 - Who is vulnerable?
 - Which places are disadvantaged?

Lindley S et al (2011) [Climate Change, Justice and Vulnerability](#) JRF, York

Sayers, P.B., Horritt, M., Penning Rowsell, E., and Fieth, J. (2017). [Present and future flood vulnerability, risk and disadvantage: A UK scale assessment](#). A report for the Joseph Rowntree Foundation published by Sayers and Partners LLP.

What makes people and neighbourhoods socially vulnerable to extreme weather events?

- People are more vulnerable if they are less able to respond to stresses placed on wellbeing
- To understand the distribution of vulnerability we need to know what factors create stresses that reduce people's wellbeing
- Personal social and environmental factors are all important

Find out more about the Climate Just approach to mapping social vulnerability and climate disadvantage and the national picture:

- Find out [who is vulnerable](#)
- Read our [overview](#) of which places are climate disadvantaged
- Use our [map tool](#) to view trends in your area
 - Look at our [user guide](#) to interpret the maps

Exposure to climate hazard
+ social vulnerability
= climate disadvantage

Lindley S et al (2011) [Climate Change, Justice and Vulnerability](#) JRF, York

What factors affect social vulnerability?

Social factors: Adaptive capacity (prepare/respond/recover)	Personal factors: Sensitivity	Environmental factors: Enhanced exposure
Low income	Age (very young & elderly)	Neighbourhood characteristics (green/blue space)
Tenure: ability to modify living environment	Health status: illness	Housing characteristics: (e.g basement/ high rise/ single storey buildings)
Mobility and access to services	Special care	Buildings
Social isolation	Homeless, tourists, transient groups	High housing density
Information and local knowledge		
Access to insurance	Lindley S et al (2011) Climate Change, Justice and Vulnerability JRF, York	

The Climate Just [map tool](#) maps neighbourhood vulnerability to flooding and heat across England

3. Impact of policy responses

Lower income households bear a greater burden of the costs of mitigation measures and receive fewer benefits

- Levies and charges on gas and electricity bills form a higher proportion of the expenditure of lower income households
- Schemes, such as the feed in tariff for home-based renewables, are only available to higher income households with funds or the means to borrow
- Current policies to reduce household carbon emissions are predicted to lower the bills of the wealthy more than those on lower incomes



Preston, I et al 2013 [Distribution of Carbon Emissions in the UK: Implications for Domestic Energy Policy](#) JRF, York

4. Procedural justice

Procedural justice concerns the justice of decision making procedures:

- Who has the power and voice in decisions?
- How do decision making procedures favour some groups over others?

Levels of participation in political action and civil society associations are closely correlated with income and occupation:

<i>No. of political actions</i>	<i>0 %</i>	<i>1-4 %</i>	<i>4+ %</i>
Income			
Under £10,000	19	56	25
£10,000 up to £19,999	15	54	31
£40,000 up to £49,999	9	41	50
£50,000 and above	3	43	54
Education			
15 years and under	19	57	24
19 years and over	7	43	50

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Adapted from: Pattie, C., Seyd, P. and Whiteley P. (2004) [Citizenship in Britain](#) Cambridge University Press, Cambridge p.86

Why does community engagement matter?

- Engaging vulnerable communities in decisions that affect them can help address both procedural justice and foster the development of more resilient communities

Find out more about building resilience in vulnerable communities through [raising awareness and engaging](#)

Find out more about the [benefits of working in partnership](#) across sectors and with communities

Why are approaches to decision making important?

- Decision making methods are not just technical tools. Their use can have implications for the distribution of benefits and burdens of policy.
- Cost benefit analysis (CBA) is widely used as a way of assessing different policies. In the context of climate change and justice it is deeply controversial.
- Standard CBA places lower monetary values on adverse impacts on lower income groups and future generations. Those worst affected by climate change and least responsible count least.

Find out more about [existing tools](#) to support decision-making

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1. Community resilience & policy delivery

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3. Legal responsibility

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Key messages

- Lower income and other disadvantaged groups contribute least to causing climate change but are most likely to be adversely impacted by its effects
- How *disadvantaged* a person or group will be to potential losses in wellbeing will be a function of two distinct factors, their likelihood and degree of exposure to extreme weather events and their vulnerability
- Current decision making procedures need to do more to target the most vulnerable



It is vital that other responses take account of the inherent inequalities in the ways people are affected by events like floods. If we do not, we simply store up more problems for the future.

3. Legal responsibility

Many actions are either

- *core statutory duties for local authorities and their partners, or*
- *part of the guiding principles informing public service delivery*

Introduction

- Legal responsibilities set a framework for local action on climate change and extreme weather events
- However, these are not the only considerations for those developing responses
- The activities of public bodies and, by extension, their partners in service delivery, are covered by wider principles
- Central pillars include:
 - Addressing sustainability and inequalities e.g. through the Flood and Water Management and the Health and Social Care Acts
 - Supporting people who are less able to help themselves, e.g. through the national capital allocation system for flood risk schemes

Find out how Climate Just can help you with [particular tasks](#) and [support you in your role](#)

The wider legal framework

The following legislation sets out some of the key relevant statutory requirements for action (details on following slides) – particularly for action linked to the direct effects of climate change:

- The Social Services and Well-being (Wales) Act (2014)
- The Well-being of Future Generations (Wales) Act (2015)
- Planning Policy Wales (2016)
- The Climate Change Strategy Wales (2010)
- Wales Spatial Plan: People, Places, Futures (2008)
- Flood and Water Management Act (FWMA) (2010)
- The Environment (Wales) Act (2016) Localism Act (2011)
- Natural Environment and Rural Communities (NERC) Act (2006)
- Equality Act 2010 (Statutory Duties) (Wales)
- Civil Contingencies Act (2004)
- Housing (Wales) Act (2004)

The Social Services & Wellbeing (Wales) Act 2014

- **Promotion of partnership working** and a recognition of its values for improved integration and delivery of health and social care
 - Including local authorities, health boards and NHS trusts.
- **Voice and control** – empowerment of individuals in terms of their own wellbeing and the outcomes which help to improve wellbeing.
- **Prevention and early intervention** – reducing critical need through an emphasis on preventative community services.
- **Wellbeing** – supporting capacity building through which people can improve their own wellbeing and measuring success.
- **Co-production** – encouraging a higher degree of participation in service design and service delivery

Source: Derived from

http://www.legislation.gov.uk/anaw/2014/4/pdfs/anaw_20140004_en.pdf

The Wellbeing of Future Generations (Wales) Act 2015

- **Places social justice and climate change at the forefront of Welsh government agenda**
- The Act emphasizes sustainability, community collaboration and participation in decision-making all of which are also important in climate justice debates.
- Co-operation and collaboration is encouraged in major public bodies
 - Ministers; Local Authorities; Local Health Boards; Public Health Wales NHS Trusts; National Park Authorities; Fire and Rescue Authorities; Natural Resources Wales; The Higher Education Funding Council for Wales; The Arts Council of Wales; Sports Council of Wales; National Library of Wales; National Museum of Wales.
- Links with the UK's shared principles
 - [‘Our future –different paths: The UK’s shared framework for sustainable development’](#) (2005)-
- Source: [Well-being of Future Generations \(Wales\) Act 2015](http://gov.wales/topics/people-and-communities/people/future-generations-act/?lang=en) <http://gov.wales/topics/people-and-communities/people/future-generations-act/?lang=en>

Planning Policy Wales (PPW) (2016)

- **Principles for land-use planning in Wales:**
 - *‘sound economic development; the conservation of natural assets; and the quality of life of individuals and communities’.*
- Focus on: i) sustainable development; ii) social, economic and ecological resilience; and iii) climate change adaptation.
 - *‘.[P]lanning should seek to ensure that development does not produce irreversible harmful effects on the natural environment and support measures that allow the natural heritage to adapt to the effects of climate change.’ (p.5)*
 - *‘Minimise the risks posed by, or to, development on or adjacent to unstable or contaminated land and land liable to flooding. This includes managing and seeking to mitigate the consequences of climate change (see 4.5.4 and 4.5.5) by building resilience into the natural and built environment (Chapters 5,12 &13).’ (p.5)*
 - *‘Ensure that all local communities have sufficient good quality housing for their needs, i.e. affordable housing for local and for special needs..’ (p.5)*
 - *‘Committed to achieving at least 40% reduction of all GHG emissions by 2020 against a 1990 baseline’ (p.5)*

Derived from [Planning Policy Wales](http://gov.wales/docs/desh/publications/161117planning-policy-wales-edition-9-en.pdf) <http://gov.wales/docs/desh/publications/161117planning-policy-wales-edition-9-en.pdf>

Planning Policy Wales (PPW) (2016)

- Emphasis on avoidance of new development in areas prone to flooding, rather than relying on flood defences and other prevention measures to protect new developments (Chapter 13, p. 192, section 13.2.3)
- Adoption of a precautionary for development planning and assessing planning applications
- *‘.[G]overnment resources for flood and coastal defence projects are directed at protecting ‘existing’ developments and are not available to provide defences in anticipation of future development. A sustainable approach to flooding will therefore involve the avoidance of development in flood hazard areas and, where possible or practical, the encouragement of managed retreat, the creation of wash-lands and flood plain restoration.’* (Chapter 13, p.192, section 13.3.1)

Sources: Derived from

[Flood risk management plans](https://naturalresources.wales/evidence-and-data/research-and-reports/reports-evidence-and-data-on-flooding/flood-risk-management-plans/?lang=en) <https://naturalresources.wales/evidence-and-data/research-and-reports/reports-evidence-and-data-on-flooding/flood-risk-management-plans/?lang=en>

[River Basin Management Plans Published 2015 – 2021](https://naturalresources.wales/evidence-and-data/research-and-reports/water-reports/river-basin-management-plans-published/?lang=en) <https://naturalresources.wales/evidence-and-data/research-and-reports/water-reports/river-basin-management-plans-published/?lang=en>

The Climate Change Strategy Wales (2010)

- UK Climate Impacts Programme (UKCIP) → expected changes & impacts from climate change in Wales –www.ukcip.org.uk
- CCSW aims to ensure that *land use* and *spatial planning* promote **sustainable development** and enable a move towards a low carbon economy.
- CCSW highlights the importance of UK and EU interventions to achieving targets; and the key contribution of people, communities, organisations and businesses across Wales to deliver this.

Source: Derived from [Climate Change Strategy for Wales](http://gov.wales/docs/desh/publications/101006ccstratfinalen.pdf)
<http://gov.wales/docs/desh/publications/101006ccstratfinalen.pdf>

The Climate Change Strategy Wales (2010)

Case Study: The National Trust Coastal Risk Assessment

The Trust cares for around a sixth of Wales's coastline (230km). It commissioned a study into the impacts of erosion & flooding over the next century.

Local and UK data (ie. FutureCoast, UK Climate Projections) were used to assess which natural, historic and recreational sites might be most affected.

- *Erosion - 55 sites could lose land area*
- *Tidal flooding - 66 sites affected*
- *2 low-lying sites affected by combined tidal & river flooding*

Managers have used the results for understanding adaptation requirements, for developing responses and for considering issues for future developments.

- Focus on climate justice and flooding:

Social equity

- A consideration of ability to pay for climate-related damages and low carbon choices.
- A consideration of minimising resource use and community support for how to consider climate change impacts.

Mainstreaming adaptation

- *'adaptation needs to be integrated into all sectors, at all levels.'* (p. 15)
- Promotion of a consistent approach by Welsh public sector
- Risk assessment & adaptation plans integrated in public service delivery
- Embedding considerations from climate change related impacts and consequences in all policies and processes
 - training to assist with understanding climate scenario data and associated tools
- Consideration of risks and adaptation at the appropriate spatial scale to identify appropriate solutions.

Source: Derived from [Climate Change Strategy for Wales](http://gov.wales/docs/desh/publications/101006ccstratfinalen.pdf)
<http://gov.wales/docs/desh/publications/101006ccstratfinalen.pdf>

The Climate Change Strategy Wales (2010)

- Third Sector and Communities
 - Role of community and voluntary sector for climate adaptation and supporting communities with building resilience, e.g. via home adaptations.
 - Related encouragement for the development of grassroots groups to help support adaptation.
- Individuals
 - Encouragement for individuals to discover potential climate change consequence, e.g. on their homes, and to develop actions.
 - E.g. 'Floodline' registration and flood warning system; retrofitting of properties, etc.

Source: Derived from [Climate Change Strategy for Wales](http://gov.wales/docs/desh/publications/101006ccstratfinalen.pdf) <http://gov.wales/docs/desh/publications/101006ccstratfinalen.pdf>

Wales Spatial Plan: *People, Places, Futures* (2008)

- Strategic framework guiding future development & policy interventions and put the Welsh government's sustainable development duty into practice
- Integrates spatial aspects of national strategies
 - *social inclusion; economic development; health; transport; environment.*
- The Planning Directorate is developing the **National Development Framework (NDF)**, a 20 year land-use strategy for Wales to replace the WSP (2008).
- Key features:
 - Using planning system to support and deliver growth & infrastructure at all levels
 - Framing Strategic & Local Development Plans & Developments of National Significance
 - Sit alongside PPW (2008)
 - Support national economic, transport, environmental, housing, energy and cultural strategies & ensure delivery via Welsh planning system
 - Regular reviews (every 5 years)

Source: Derived from [National Development Framework for Wales](http://gov.wales/topics/planning/national-development-framework-for-wales/?lang=en) <http://gov.wales/topics/planning/national-development-framework-for-wales/?lang=en>

Flood and Water Management Act (FWMA) 2010

- **FWMA (2010) applies to both England and Wales.**
- **County and unitary councils act as Lead Local Flood Authorities for flood risk management**
 - district councils, internal drainage boards, water companies, the Highways Agency and riparian owners have jurisdiction over certain aspects
- **Lead local flood authorities develop, maintain, apply and monitor Local Flood Risk Management Strategies**
 - Must consult risk management authorities (both Wales and England) and the public
- Activities need to involve water companies for data sharing and collaborative activities
- **Water companies also have some statutory duties, e.g. to promote the efficient use of water by customers**
- **Under Schedule 9 (6a and b) – local flood risk management strategies must involve consultation with other authorities and the public**
- The strategy must be consistent with the national flood and coastal erosion risk management strategy for Wales under section 8

Source: <http://archive.defra.gov.uk/environment/flooding/documents/policy/fwmb/fwma-local-authority-factsheet-110721.pdf>
<https://www.gov.uk/flood-risk-management-information-for-flood-risk-management-authorities-asset-owners-and-local-authorities>

The Environment (Wales) Act (2016)

- Builds on principles of sustainable management of natural resources
- Enhances the powers available to [Natural Resources Wales](#) for land management activities and developing experimental schemes
- Establishes a Welsh Flood and Coastal Erosion Committee
- Part 7 ‘Miscellaneous’ → establishment of Flood and Coastal Erosion Committee (FCEC)
 - Advisory with ‘additional functions’ for government on flood & coastal erosion risk management

See <http://www.legislation.gov.uk/anaw/2016/3/contents/enacted>

Natural Environment and Rural Communities (NERC) Act (2006)

- Section 42
- National Assembly for Wales required to publish lists of priority species and habitats.
- This (and Section 40 for Wales) superseded due to similar requirements now being enshrined in the Environment (Wales) Act 2016.



Source: <http://www.legislation.gov.uk/ukpga/2006/16/section/42>

Equality Act 2010 (Statutory Duties) (Wales)

- Promotion of a positive contribution towards creating a fairer society by public authorities & other bodies with public functions
 - Due regard to eliminating unlawful discrimination
 - Advance equality of opportunity
 - Foster good relations.
- Emphasising contributions in day-to-day activities
- Specific activities include:
 - equality impact assessments
 - Strategic Equality Plans
 - engagement
 - pay differences
 - procurement
 - reporting arrangements
 - equality and employment information

Source: Derived from [Equality and diversity](http://gov.wales/topics/people-and-communities/equality-diversity/?lang=en) <http://gov.wales/topics/people-and-communities/equality-diversity/?lang=en>

Civil Contingencies Act (2004)

- There are a number of policy levers which encourage local action for:
 - Improving emergency preparedness
 - Setting out roles and responsibilities
 - Providing mechanisms for communicating and working across sectors
- Local Authorities are part of a set of organisations who have responsibility for developing
 - emergency plans,
 - contingency plans
 - business continuity plans

Source: <https://www.gov.uk/preparation-and-planning-for-emergencies-responsibilities-of-responder-agencies-and-others>



- ▶ The emergency situations covered by the plan must include extreme weather
- ▶ Activities work through Local Resilience Forums which broadly cover police jurisdictions
- ▶ They produce Community Risk Registers

Housing (Wales) Act (2014)

- First Housing Act for Wales
- Aim: to improve the supply, quality and standards of housing in Wales.
- Social justice a key theme, also an emphasis on tackling homelessness.
- Key priorities:
 - More homes
 - Better quality homes
 - Better housing-related services
- Housing finance options:
 - Social housing grant,
 - Housing finance grant,
 - Houses into Homes scheme,
 - Help to Buy Wales,
 - Homebuy,
 - Rent First.

Source: Derived from: [Housing \(Wales\) Act 2014](http://gov.wales/topics/housing-and-regeneration/legislation/housing-act/?lang=en) <http://gov.wales/topics/housing-and-regeneration/legislation/housing-act/?lang=en>

Housing (Wales) Act (2014)

Key elements include:

- Introduction of compulsory registration and licensing for private rented sector landlords and letting and management agents to help improve standards
 - [Rent Smart Wales](#)
- New standards for local authorities on rents, service charges and quality of accommodation
- Changes of duties on homelessness, including legal reform, duties on local authorities to prevent homelessness and giving powers for use of private sector accommodation
- Duties for local authorities to provide sites for Gypsies and Travellers where needed
- Legal Reforms for
 - Housing Revenue Account Subsidy system related to social housing.
 - Leasehold Reform, Housing and Urban Development Act 1993
- Action on second homes & empty properties, allowing additional Council Tax charging.
- Assisting partners in providing further housing through Co-operative Housing Associations

Source: Derived from: [Housing \(Wales\) Act 2014](http://gov.wales/topics/housing-and-regeneration/legislation/housing-act/?lang=en) <http://gov.wales/topics/housing-and-regeneration/legislation/housing-act/?lang=en>

Conclusion

- Socially just responses to climate change are required if policy is to be ethically legitimate
- Socially just responses to climate change improve community resilience
- Many actions required to address justice in climate change responses relate to duties or responsibilities for local authorities and other bodies
- They also relate to wider principles for policy and practice which aim to achieve sustainability and reduce inequality
- There will be challenges in the future as the UK adjusts to wider changes driven by leaving the EU