



# Climate Action, Regeneration & Renters Policy and Scrutiny Committee

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<b>Classification:</b>	General Release
<b>Title:</b>	High-Level Summary of Westminster's Climate Action Programme
<b>Report of:</b>	Amy Jones, Director of Environment
<b>Cabinet Member Portfolio</b>	Cllr Matt Noble, Cabinet Member for Climate Action, Regeneration and Renters
<b>Wards Involved:</b>	All
<b>Policy Context:</b>	Fairer Environment
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## **1. Executive Summary**

1.1 The purpose of this report is to provide an introductory summary of:

- The context of greenhouse gas emissions in Westminster, including the emissions baseline of the council and the wider City of Westminster.
- The existing Climate Emergency Action Plan for Westminster, the flagship actions that have been delivered to date, and a timeline for reviewing the Action Plan to reflect the priorities of the new administration.
- The internal and external climate engagement activities that have taken place in the last few months.
- The governance & oversight arrangements for the climate emergency programme and the plans to engage Westminster citizens in climate action through the use of a Citizens' Climate Assembly.

## **2. Key Matters for the Committee's Consideration**

- 2.1 The Committee is asked to note and comment on the High-Level Summary of Westminster's Climate Action Programme

## **3. Background**

- 3.1 In September 2019, Westminster City Council's Full Council meeting declared a climate emergency and committed to achieving net zero emissions by 2030 for the council and by 2040 for the wider city (ten years ahead of the UK-wide net zero target of 2050). In addition, by 2050 the council committed to be a zero-carbon emitter, without needing to offset any of its emissions.
- 3.2 A [Climate Emergency Action Plan](#) (CEAP) for Westminster was published in November 2021, setting out nearly 70 ambitious actions across five themes of Efficient Buildings, Clean and Affordable Energy, Sustainable Travel & Transport, Reducing Consumption & Waste and Green & Resilient City. Since then, officers have been focusing on action delivery, with progress being monitored via an interactive Climate Emergency Dashboard which tracks the progress of a wide range of actions to deliver a net zero council and city and a Fairer Environment. Progress is reported monthly to the officer-level Climate Emergency Delivery Board and to the strategic Member-led Climate Leadership Group.
- 3.3 The crucial importance of climate action is reflected in the 'Fairer Environment' section of the council's upcoming Fairer Westminster Strategy. One of the top-level key ambitions in the Strategy is 'The council takes ambitious action on climate change with the aim of becoming a net zero council by 2030 and a net zero city by 2040.'

## **APPENDICES:**

**Appendix A:** High-Level Summary of Westminster's Climate Action Programme

**Appendix B:** Visual Overviews of Council and City-Wide Emissions

**Appendix C:** Climate Programme Governance Structure

## **BACKGROUND PAPERS**

None

## Appendix A: High-Level Summary of Westminster's Climate Action Programme

### 1. Overall Climate Change Context

- 1.1 Westminster City Council is committed to supporting efforts to limit global warming to below 1.5°C. This is recognised by the Intergovernmental Panel on Climate Change as being the limit above which the damage from global warming would significantly increase.
- 1.2 In September 2019, Westminster City Council's Full Council meeting declared a climate emergency and committed to achieving net zero emissions by 2030 for the Council and by 2040 for the wider City. 'Net Zero emissions' is achieved when the overall contribution to global warming is zero, achieved through reducing emissions as far as possible and then offsetting any emissions that cannot yet be removed entirely. In addition, by 2050 the Council committed to be a zero-carbon emitter, without needing to offset any of its emissions.
- 1.3 These are highly ambitious targets which are ahead of the UK Government's net zero emissions target of 2050. The city-wide 2040 target will be especially challenging given that the council only has direct control over about 2% of city-wide emissions. This means that close collaboration with key partners such as businesses, landowners, community groups and residents will be essential.

### 2. Greenhouse Gas (GHG) Emissions Profile of Westminster

#### 2.1 Council Emissions

- 2.2 In 2018-19 (our baseline year), the council's emissions from its own assets and services were **44,619 tonnes of carbon dioxide equivalent (CO<sub>2</sub>e)**.<sup>1</sup> This currently includes emissions from scopes 1, 2 and limited scope 3<sup>2</sup>. Our overall target is to achieve net zero for these emissions by 2030, and we have also adopted annual interim reduction targets. Progress against these annual targets so far is captured in the table below (for a fuller summary, please refer to Appendix B).

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<sup>1</sup> 'Carbon dioxide equivalent' (CO<sub>2</sub>e) is a term for describing different greenhouse gases in a common unit. For any type and quantity of greenhouse gas, CO<sub>2</sub>e signifies the amount of carbon that would have an equivalent warming impact.

<sup>2</sup> **Scope 1** emissions cover direct emissions arising from activities under the council's control (e.g. burning fuel in WCC-owned vehicles, natural gas combustion in boilers). **Scope 2** covers indirect emissions from the purchase of energy (predominantly electricity) which is used on site but where emissions are generated at a site not owned/controlled by WCC. **Scope 3** covers other indirect emissions that can occur as a result of WCC activities but fall outside of the organisation's direct control (e.g. employee commuting, waste disposal, investments & pensions, and carbon embodied in goods and materials). Officers are currently undertaking analysis to baseline the council's full scope 3 emissions.

## Council GHG Emissions

Financial year	Actual emissions (tCO <sub>2</sub> e)	Target annual change in emissions (assumes linear reduction)	Actual annual change in emissions
2018-19	44,619 (Baseline)	N/A	N/A
2019-20	42,770	-8.3%	-4.1%
2020-21	41,399	-9.1%	-3.2%
2021-22	41,035	-10.0%	-0.9%

- 2.3 As shown in this table, the council appears to have fallen behind its annual reduction targets. As of 2022, the council is 22.5% above the required reduction rate for its 2030 net zero trajectory. However, the annual reduction targets are based on a trajectory with a linear rate of reduction, whilst actual emissions reductions will be non-linear and realised through the delivery of carbon saving projects.
- 2.4 Over 60% of all the council's emissions come from two sources: Pimlico District Heating Undertaking's (PDHU) gas boilers, and Housing communal supplies (e.g. gas-fed communal heating systems for social housing estates). This means that tackling emissions from these two areas will be essential to achieving our 2030 net zero target and supporting citywide progress against the 2040 target. Current action being taken by the council to address these emissions include rolling out insulation measures and solar panels across our social housing estates and developing the strategic options for the decarbonisation of PDHU, which will be presented to Cabinet Members in December. More detail is provided in Sections 4.4 and 4.5.
- 2.5 *City-Wide Emissions*
- 2.6 To date, the council has primarily used the Anthesis SCATTER<sup>3</sup> method to calculate Westminster's city-wide emissions, adopting the 2017 emissions figure of **2,273,000 tonnes of CO<sub>2</sub>e** (scopes 1 and 2) as the Westminster-wide baseline.
- 2.7 Within this baseline, the largest proportion of emissions come from non-domestic buildings (c. 71%), followed by domestic buildings (c.15%), road transport (c.11%) and industrial processes (c. 2.5%). The council's own emissions account for approximately 2% of all city-wide emissions.
- 2.8 Using a methodology developed by consultants Anthesis, Westminster adopted a 'high-ambition' pathway, with reduction targets of 57% against the baseline by 2030 and 73% by 2040 (no annual targets). These targets are based on Anthesis' estimate of what is 'realistically feasible' for Westminster to achieve. However, even this 'high-ambition' pathway does not go as far the scientific

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<sup>3</sup> SCATTER stands for Setting City Area Targets and Trajectories for Emissions Reduction and is a government-funded tool to help local authorities set emission reduction targets.

assessment (calculated by the [Tyndall Centre](#)) of what Westminster would need to do to contribute its 'fair share' of global emissions reductions to keep warming below 1.5°C. To reflect the Tyndall Centre pathway, Westminster would need to increase its 2040 target to a 93% reduction against its baseline.

- 2.9 The table below shows recent changes in city-wide emissions from the baseline year up to 2019 (the latest available data), using data gathered through the SCATTER methodology.

*Westminster-Wide GHG Emissions Data from SCATTER (Scopes 1 and 2)*

Year	Emissions (tCO <sub>2</sub> e)	Change in emissions vs baseline
2017	2,273,000 (Baseline)	N/A
2018	2,453,835	+7.9%
2019	2,229,001	-1.9%

### 3. Westminster City Council's Role in Reducing Emissions

- 3.1 Local authorities have most control over GHG emissions from their own assets and services; however, they also have a range of levers for influencing emissions across the whole local authority footprint. A summary of some of the different levers and levels of influence available to local authorities are set out in the diagram below.



- 3.2 This diagram shows that much of the council's role will be to influence and facilitate change rather than directly deliver emissions reductions, especially for the 98% of city-wide emissions that are not under the council's control.
- 3.3 The council's level of influence varies depending on the emission sector. For example, non-domestic buildings contribute the greatest proportion of the city's

emissions so tackling this area will be crucial to achieving the 2040 target. However, the council has very few statutory powers to control emissions from this sector. Whilst our planning regulations can set emissions targets for new development, this will not impact on any existing buildings that do not come through the planning process before the 2040 target year. For these buildings, the council's best approach is through supporting and influencing building owners and occupiers to encourage retrofit (The Sustainable City Charter action detailed under Section 4 is an example of work currently underway).

- 3.4 A [Climate Emergency Action Plan](#) (CEAP) for Westminster was published in November 2021, setting out nearly 70 ambitious actions across themes of Efficient Buildings, Clean and Affordable Energy, Sustainable Travel & Transport, Reducing Consumption & Waste and Green & Resilient City.
- 3.5 The CEAP was developed according to C40 Cities' guidance on Climate Action Plans, and was designed around the following key principles:
  - Credible: evidence based and cost-effective
  - Innovative: identifies and uses new approaches
  - Inclusive: fosters a collaborative approach
  - Holistic: maximises the delivery of co-benefits and supporting policies
- 3.6 The CEAP is a separate document from the council's Air Quality Action Plan. This is because Westminster's two major sources of air pollutants (nitrogen dioxide (NO<sub>2</sub>) and particulate matter (PM 2.5 & 10)) are not greenhouse gases and do not contribute to global warming. However, greenhouse gases and air pollutants are often emitted by the same processes, such as heating, cooking and road transport. Therefore, the Air Quality Action Plan and the CEAP are closely interlinked to ensure opportunities for co-benefits.
- 3.7 The CEAP will go through a light refresh in November 2022 (its one-year anniversary) to reflect the recent change in administration and the progress achieved over the past year. The CEAP will then undergo a fuller refresh in early 2023. A process is currently underway within the climate team to assess the priority level of the different CEAP actions and to ensure that the actions with the highest carbon-saving potential are prioritised in terms of resource.

#### **4. Climate Action Delivery**

- 4.1 Officer leads are required to report on the progress of their CEAP actions monthly, and deep dives into key actions are carried out at the monthly Climate Emergency Delivery Board meetings, which are chaired by the Executive Director for Environment and City Management (see 'Governance' section 6 below).
- 4.3 The sections below provide a high-level overview of some of the key climate actions that are currently being delivered across the five CEAP themes. For a full and up-to-date snapshot of progress, the CE Dashboard is available to view on request.

#### 4.4 *Efficient Buildings (Domestic Focused)*

- In 2021-22 we completed the retrofit of 108 Westminster **social homes** and are currently on track to retrofit a further 360 homes by March 2023 with £3.3m of funding secured from the Social Housing Decarbonisation Fund.
- We launched our **Energy Saving Show Home** in Queen's Park in the summer to help residents understand the improvements they could make to their own homes. As of September 2022, 118 local members of the public had visited the property, the majority of which (73%) are owner-occupiers, who are well positioned to make changes to their own homes.

#### *Efficient Buildings (Non-Domestic Focused)*

- In June 2022 we completed the retrofit of 61 **corporate council buildings**, saving 1,700 tonnes of CO<sub>2</sub>e per year. The second phase of the programme is now under development.
- In April 2022 we launched our **Business Energy Audit Scheme**, which provides free carbon and energy audits for up to 1,000 SMEs across Westminster by 2024. So far over 100 businesses have applied to the scheme and 9 audits have been delivered. Officers are exploring options to promote the scheme more widely to accelerate take-up.
- We are developing a **Sustainable City Charter** in partnership with the Westminster Property Association. The Charter is a pledge which commits owners and occupiers of non-domestic buildings to take a range of actions to reduce emissions from their buildings, including targeting net zero operational emissions from buildings by 2040. The Charter is due to be launched in November 2022.
- We have recruited industry experts to be part of a **Westminster Retrofit Taskforce**, which will start meeting in September 2022 to propose solutions to the challenges of retrofitting the city's buildings. Alongside this, we are upskilling Town Planning staff through the recruitment of two new Sustainability Officers within the planning service.

#### 4.5 *Clean and Affordable Energy*

- A multi-disciplinary team has now been recruited to develop a decarbonisation strategy for **PDHU** and is currently assessing the feasibility of different options including a river-source heat pump to replace one of the main gas boilers. A Cabinet Member decision on the strategic future of PDHU is expected by December 2022.
- We will be launching a **Westminster Climate Bond** later this year, having signed the Green Finance Institute's Local Climate Bond Pledge in July. Officers are currently working to create a list of local projects that could be funded through the Bond.
- We are rolling out **solar PV installation** across viable council-owned sites. This has included installing solar PV on 13 corporate properties earlier in 2022, with further installations on six social housing sites by November 2022.

- We are in the process of procuring a supplier to lead the development of a **Local Area Energy Plan** for Westminster, with a view to appointing in November 2022. Local Area Energy Plans are a holistic approach to energy decarbonisation and will enable us to identify the overall most cost-effective pathway to net zero energy 2040, including developing a strategic approach to the future of local low-carbon heat networks.
- We are mobilising the **Council's pension fund** to increase investment in renewable energy, targeting a £110 million investment by the end of 2022. So far, we have achieved £54 million of this target investment.

#### 4.6 *Sustainable Travel and Transport*

- We are continuing our **EV charging point** roll-out and had reached around 1,450 on-street charging points across Westminster by the end of July 2022, including 26 rapid chargers. In addition, we are rolling out over 410 dedicated resident charging bays to sit alongside existing resident charge points and we are also introducing 30 22kW fast chargers, both of which will be fully rolled out in the next month. Additionally, we have started a programme of introducing more resident charge points that will nearly double the number available in the City to over 2,000 and this should complete by the end of the financial year. Alongside this, our contractor will also be introducing discounted off-peak rates for resident charging points used at night.
- We are rolling out additional secure **cycle hangars** across the borough and will install an additional 50 hangars by March 2023. We will also carry out occupancy surveys of on-street cycle stands later this year.
- We are preparing to launch an **e-cargo bike** pilot scheme in selected locations across the borough including Church Street, Maida Hill, Tatchbrook and Harrow Road.

#### 4.7 *Reduced Consumption and Waste*

- We are continuing to roll out the new **food waste collection** service across the borough and have so far completed the roll out in north Westminster and Church Street, with Maida Vale and Little Venice planned for September.
- We have introduced a new **Responsible Procurement & Commissioning** Strategy for the council, which includes a requirement within contracts over £2 million for suppliers to have a baseline and action plan in place to target net zero emissions by 2050 or earlier. We are also working with our highest-spend/highest-carbon contracts to fully baseline and monitor emissions from these contracts and to develop carbon intensity targets for them.
- As part of the **London Responsible Procurement Network**, Westminster City Council is leading a joint activity to create a pan-London Supplier Charter, to ensure a consistent ask of suppliers across London boroughs.
- A **Carbon Impact Evaluation Tool** has been launched and the tool has been integrated into the decision-making process for all new capital project proposals. There is also now a requirement for officers to



consider the carbon impact of all proposals within Cabinet Member reports.

- We have recruited a Green Economy Programme Manager, who is carrying out scoping and engagement work with partners to develop a **Green Economy Strategy** for Westminster by March 2023.

#### 4.8 *Green and Resilient City*

- We are currently reviewing the **Open Spaces Greener Places** fund (which awards grants to community greening initiatives in Westminster) to ensure that future funded greening projects have a long-term maintenance plan in place and that the fund places a greater emphasis on community involvement. The fund should re-launch in early 2023.
- We have banned the use of **glyphosates** (a type of weed killer that is damaging to biodiversity) across council estates.
- We have been developing an **Environmental Justice Measure** which will enable us to compare wards across a variety of metrics including access to green spaces, flood and heatwave risk, access to public transport options and local air quality.
- We are continuing to **plant and maintain trees** on council-owned land to contribute to a 10% increase in tree canopy cover by 2050, including through planting approximately 250 trees on streets, parks and housing estates during the 2021-22 planting season.

### 5. **Engagement, Influencing and Behaviour Change**

5.1 Over the past two years we have been regularly engaging with Westminster residents and visitors on our climate programme, and we are continuing to refine our approach to ensure that our engagement results in meaningful behaviour change. Current activity includes:

- **Climate Assembly:** In line with the Labour manifesto, the Climate Team are moving forward with the delivery of a Citizen's Climate Assembly, as part of an ongoing commitment to increased collaboration and co-design of climate action with the community.
- We have also delivered a series of pop-up climate engagement stalls and climate events in 2022, including two Climate Action Community Days, hosting Climate Action stalls at various festivals including Westbourne Summer Festival and Queen's Park Summer Festival, and wider resident engagement to mark dates such as Clean Air Day, Circular Economy Week and London Climate Action Week.
- **School Engagement:** Following on from our successful school engagement in 2021-22, which included the successful delivery of 32 Climate Education workshops across 23 primary schools to 1,243 children, the team are currently drafting a proposal for the climate engagement programme for the academic year 2022-23. To help inform the approach for the 22/23 academic year, a survey was sent out asking what support would be required to help embed climate change in the

curriculum, receiving positive feedback on last year's programme from 28 schools.

5.2 We also have an ongoing programme of internal staff engagement and behaviour change campaigns, including:

- Rolling out Carbon Literacy Training to staff
- Rolling out re-usable coffee cups in the canteen, following a staff climate survey
- Working with facilities to improve bin signage to increase recycling rates in council buildings

## 6. Programme Governance

6.1 This section briefly summarises the role of the key governance elements of the climate programme. For a diagram of governance structures, please see Appendix C.

- *Climate Leadership Group (CLG)*: This includes all Cabinet Members, meets quarterly, and provides the overall strategic direction of the climate programme, as well as holding it accountable for delivery.
- *Cabinet Member Briefings*: Monthly briefing with Cllr Noble, Cabinet Member for Climate Action, Renters, and Regeneration, to update on climate programme progress and key projects.
- *Climate Emergency Delivery Board (CEDB)*: This board meets monthly and is chaired by the Executive Director for Environment and City Management. The CEDB provides operational oversight of the climate programme and holds action owners responsible for reporting back on progress against their KPIs. The CEDB feeds challenges and recommendations up to the CLG.
- *Climate Assembly*: A wider citizen engagement approach is in development and officers are in discussion with Councillors. Anticipated delivery date for climate assembly is late spring/early summer 2023.
- *The Energy & Green Transition Commission (E&GT)*: This group is part of the Future of Westminster Commission and is made up of independent experts on climate. It has no decision-making power but provides recommendations for the council and CLG to consider on the climate programme and work to support a green transition.

## 7. Programme Risks and Challenges

7.1 Looking ahead, although we are making progress across the CEAP actions, a number of risks and challenges remain for the overall programme. These are summarised below, along with mitigating actions being undertaken.

Risk / Challenge Type	Description	Mitigating Actions
<b>Emissions Monitoring</b>	We need to improve our ability to capture and obtain emissions data efficiently. We are also experiencing data quality issues from some of our emission sources.	We are reviewing and streamlining the reporting process, and we are doing a deep dive in to the data capture process with each owner.
<b>Forecasting Emissions Reductions</b>	Smarter forecasting is required to identify realistic reduction timelines and to identify areas of opportunity.	The Carbon Impact Evaluation Tool has been created, to be introduced for all projects.
<b>Funding Delivery</b>	The required actions to reach net zero cannot be delivered on current funding / budgets.	We are exploring opportunities for additional funding / new funding sources e.g. Green Bonds
<b>Capability &amp; Capacity</b>	Several teams have identified a need for greater capacity / expertise to deliver actions. Public engagement in particular is very important but can require considerable time investment.	We are utilising reserve to fund new roles including two climate engagement posts. We will work collaboratively with London Councils, GLA & other boroughs to share knowledge.
<b>Scope 3 Emissions</b>	There is an increasing awareness and public pressure for WCC to report on Scope 3 emissions.	Procurement officers are leading a deep dive into understanding council Scope 3 emissions alongside the London Responsible Procurement Network.

## Appendix B: Visual Overviews of Council and City-Wide Emissions

Diagram A1: Council Emissions Trajectory

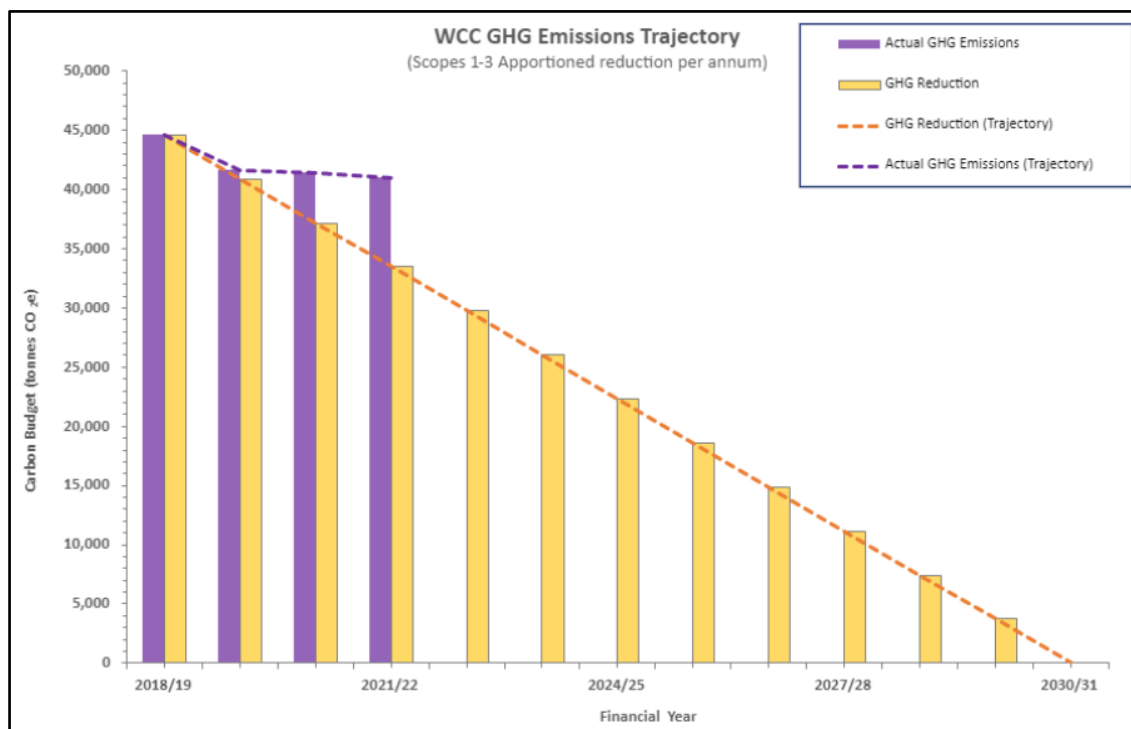
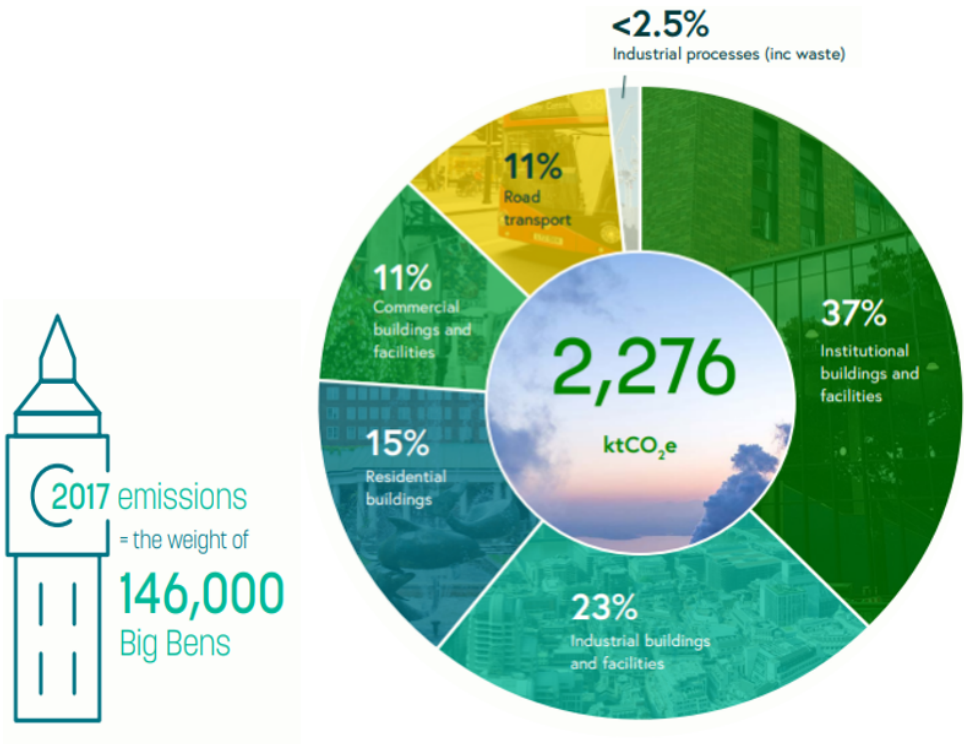


Diagram A2: Council Emissions Breakdown from 2018/19 to 2021/22

	Source	Total Emissions (tonnes CO <sub>2</sub> e) 2018/19	Total Emissions (tonnes CO <sub>2</sub> e) 2019/20	Total Emissions (tonnes CO <sub>2</sub> e) 2020/21	Total Emissions (tonnes CO <sub>2</sub> e) 2021/22	YoY Reduction	Overall % change compared to baseline
Scope 1	Natural Gas - PDHU	15,828	14,537	15,396	15,247	-1%	-2.7%
	Natural Gas - Housing Communal Supplies	9,735	9,587	9,778	9,564	-2%	0.4%
	Natural Gas - Corporate Assets	1,261	1,007	993	884	-11%	-21.2%
	Vehicles - WCC Owned Fleet	110	84	64	65	2%	-42.3%
Scope 2	Electricity - Communal Supplies	4,585	4,140	3,903	3,467	-11%	-14.9%
	Electricity - Corporate Assets	4,435	3,807	3,548	3,492	-2%	-20.0%
	Leisure Centres (Gas + Electricity Combined)	3,263	2,965	2,150	2,541	18%	-34.1%
	Vehicles - Outsourced Fleet 1 (Veolia)	2,954	3,869	2,958	3,413	15%	0.1%
Scope 3	PDHU - Heat Distribution Losses	849	733	760	748	-2%	-10.5%
	Vehicles - Outsourced Fleet 2 (FMC)	786	823	649	363	-44%	-17.4%
	Electricity T&D - Housing Communal Supplies	391	351	336	307	-9%	-14.0%
	Electricity T&D - Corporate Assets	378	323	305	309	1%	-19.3%
	Water - Corporate Assets	39	49	36	30	-18%	-7.9%
	Water - Outsourced Assets	0	0	0	17	N/A	N/A
	Vehicles - WCC Grey Fleet	6	15	18	19	5%	187.8%
	Vehicles - Outsourced Fleet 3 (Axis)	0	26	16	14	-16%	N/a
	Vehicles - Outsourced Fleet 4 (Precision)	0	38	24	30	25%	N/a
	Vehicles - Outsourced Fleet 5 (GEM)	0	84	76	75	-1%	N/a
	Vehicles - Outsourced Fleet 6 (Morgan Sindall)	0	331	308	365	19%	N/a
	Vehicles - Outsourced Fleet 7 (Oakray)	0	0	81	77	-5%	N/a
	Vehicles - Outsourced Fleet 8 (United Living)	0	0	0.3	2	628%	N/a
	Vehicles - Outsourced Fleet 9 (Effectable)	0	0	0.0	7	N/A	N/a
	<b>Total Emissions (tCO<sub>2</sub>e)</b>		<b>44,619</b>	<b>42,770</b>	<b>41,399</b>	<b>41,035</b>	<b>-0.9%</b>

Diagram A3: City-Wide Baseline Emissions Pie Chart



# Appendix C: Climate Programme Governance Structure

