



Housing Select Committee

Climate Emergency Action Plan: update 2022/23

Date: 05 January 2023

Key decision: No

Class: Part 1

Ward(s) affected: Not Applicable

Contributors: Climate Resilience Manager

Outline and recommendations

This report provides the Housing Select Committee with an update on delivery of Lewisham's Climate Emergency Action Plan.

The report is a modified version of a report scheduled for discussion by the Sustainable Development Scrutiny Committee on 10 January 2023 and is intended to support the Housing Select Committee's discussion on Climate Emergency and housing retrofit.

The Committee will also be given presentations from local social housing providers at the meeting on the 5 January 2023.

Timeline of engagement and decision-making

In February 2019 Lewisham councillors agreed a motion to declare a 'Climate Emergency' and asked Mayor and Cabinet to adopt an action plan by the end of 2019/20 with the aim of making the borough carbon neutral by 2030.

<https://councilmeetings.lewisham.gov.uk/documents/s62942/Motion%20%20proposed%20Cllr%20Anwar%20seconded%20Cllr%20Krupski.pdf>

Mayor and Cabinet agreed Lewisham's Climate Emergency Action Plan on 11 March 2020.

<https://councilmeetings.lewisham.gov.uk/documents/s72555/Climate%20Emergency%20Action%20Plan.pdf> and have reviewed progress on an annual basis:

10 March 2021

<https://councilmeetings.lewisham.gov.uk/documents/s78637/Lewishams%20Climate%20Emergency%20Action%20Plan.pdf>

<https://councilmeetings.lewisham.gov.uk/documents/s78638/Annex%20Action%20tracker.pdf>

9 March 2022

<https://councilmeetings.lewisham.gov.uk/documents/s96746/Climate%20Emergency%20update.pdf>

A further update to Mayor and Cabinet is scheduled for March 2023.

In March 2022 Lewisham's Housing Retrofit Task & Finish Scrutiny Group published a range of recommendations aimed at supporting retrofit and reducing carbon emissions across housing in the borough of all tenures

<https://councilmeetings.lewisham.gov.uk/documents/s96788/Housing%20Retrofit%20Task%20and%20Finish%20Group%20final%20report.pdf>

<https://councilmeetings.lewisham.gov.uk/documents/s96789/Final%20report%20of%20the%20Housing%20Retrofit%20Task%20and%20Finish%20Group.pdf>

In September 2022 Mayor and Cabinet approved a response to the Task and Finish Group recommendations

<https://councilmeetings.lewisham.gov.uk/documents/s102828/03%20Response%20to%20the%20recommendations%20of%20the%20Housing%20Retrofit%20Task%20and%20Finish%20Group.pdf>

1. Summary

- 1.1. This report provides the Housing Select Committee with an update on Lewisham's Climate Emergency Action Plan, published in March 2020.
- 1.2. The report is a modified version of a report scheduled for discussion by the Sustainable Development Scrutiny Committee on 10 January 2023 and is intended to support the Housing Select Committee's discussion on Climate Emergency and housing retrofit.
- 1.3. The Committee will also be given presentations from local social housing providers.
- 1.4. A further version of this update will be reported to Mayor and Cabinet in March 2023

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and following that a public-facing document will be produced in line with the Manifesto commitment for “a fully costed plan to make the Council net-zero by 2030”.

2. Recommendations

- 2.1. Housing Select Committee is invited to review and comment on the update on progress, specifically in relation to the sections on ‘Sustainable Housing’.

3. Policy context

- 3.1. In 2016, the UK Government ratified the Paris Agreement, part of the United Nations Framework Convention on Climate Change, which commits countries to taking action to prevent the global average temperature increasing 2°C above pre-industrial levels. In 2019 the Climate Change Act 2008 (2050 Target Amendment) Order 2019¹ committed the UK to a legally binding target of net zero emissions by 2050. In 2021 the Government published its Net Zero Strategy the UK’s latest proposals for delivering the UK’s commitment under the Paris Agreement. In the 2022 Autumn Statement the Government set a national ambition to reduce energy consumption by 15% by 2030, with a new Energy Efficiency Taskforce to drive improvement in energy efficiency in households, business and the public sector. The Autumn Statement also announced £6bn new funding in 2025-28 in addition to the £6.6bn from existing manifesto commitments.
- 3.2. The Lewisham Council Corporate Plan 2022-26 identifies the climate emergency as one of four local challenges, and states that
 - We continue to strive towards being a net zero borough by 2030 and will continue to lobby the government and work with our partners to achieve this.
 - We will lead by example, by using 100% renewable energy, retrofitting public buildings where possible to make them more energy efficient, and supporting residents to make their homes warmer and more efficient.
 - Our parks and green spaces are a lifeline to the health and wellbeing of our residents and provide important resilience against the climate emergency. We will continue to invest in them and continue to plant more trees – adding to the 25,000 we’ve planted since 2018.
 - The progress of our Climate Emergency Action Plan will be reviewed annually by our Executive Management Team and through our scrutiny committee process, including reporting annually to the Mayor and Cabinet. We will publish a public update once a year setting out what has been done in that year and updating our set of actions going forward.
- 3.3. The Corporate Plan priority ‘Greener and Cleaner’ commits to continue to embed climate throughout the Council and identifies work on tree planting, parks and active travel as part of this work. The priority on ‘Quality Housing’ includes a commitment to improve the conditions in the borough’s housing stock, working with all housing providers to encourage retro-fitting as part of our drive to be carbon-neutral by 2030.

4. Background

- 4.1. In February 2019 Lewisham Councillors approved a motion declaring a Climate

¹ <https://www.legislation.gov.uk/ukdsi/2019/9780111187654>

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Emergency and setting the ambition for Lewisham to be carbon neutral by 2030². Lewisham's Climate Emergency Action plan was developed over the course of 2019 through an internal working group, discussions with residents and community groups, and input from the Sustainable Development Select Committee. The Action Plan was also informed by a study to identify and cost delivery of the ambition for the borough to be net zero carbon by 2030³. Lewisham's Climate Emergency Action Plan was approved by Mayor and Cabinet on the 11 March 2020⁴.

- 4.2. The Action Plan identified the following priorities:
- The scale of threat from climate change requires us to be ambitious
 - Action on climate change is action on social justice
 - Responding to the climate emergency creates opportunities to improve local health outcomes and benefit the local economy
 - The Council must demonstrate leadership through its own operations
 - Net zero Lewisham cannot be delivered by the Council alone
- 4.3. An assessment of progress against each of the actions in Lewisham's Climate Emergency Action Plan is included as an annex to this report.

5. Update on delivery

- 5.1. The 143 actions in the March 2020 Action Plan are divided across the following themes:
- Leading by Example;
 - Sustainable Housing;
 - Decarbonised Transport;
 - Green Infrastructure;
 - Inspiring, Learning and Lobbying.
- 5.2. COVID19 affected delivery in the immediate period after the Action Plan was published. The pandemic also reinforced the central underlying principle of the Council's response to the climate emergency: that a changing climate has the greatest impact on our most vulnerable communities, and that taking action on climate should be framed in the context of taking action on social justice.
- 5.3. An annotated list of the actions is attached as an annex to this report. Each action has a narrative update and is then assessed as either: Achieved, Not Achieved or Ongoing. The following table shows these assessments by Action Plan thematic:

	Achieved	Not Achieved	Ongoing
Leading by Example (45)	40% (18)	4% (2)	56% (25)
Sustainable Housing (43)	28% (12)	5% (2)	67% (29)
Decarbonised Transport (22)	17% (4)	5% (1)	77% (17)
Greener Adaptive Lewisham (14)	1% (1)		93% (13)
Inspiring Learning and Lobbying (19)	58% (11)		42% (8)

² <https://councilmeetings.lewisham.gov.uk/documents/s62942/Motion%20%20proposed%20Cllr%20Anwar%20seconded%20Cllr%20Krupski.pdf>

³ <https://councilmeetings.lewisham.gov.uk/documents/s72556/Annex%20C%20Routes%20to%20Carbon%20Neutral%20Report.pdf>

⁴ <https://councilmeetings.lewisham.gov.uk/documents/s72555/Climate%20Emergency%20Action%20Plan.pdf>

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All (143)	32% (46)	3% (5)	64% (92)
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Note: rounding errors mean some rows do not add to 100%

5.4. Key achievements since Lewisham's Climate Emergency Action Plan was published in March 2020 include:

Leading by Example

- In 2022 Climate Emergency UK published a scored assessment of all UK Climate Emergency Plans. Lewisham's was scored 77%, 4th highest in London and 12th nationally (see action 1.1.1).
- In 2021 Lewisham Council was awarded £3.5m to deliver works to 10 corporate and school buildings under the Government's Public Sector Decarbonisation Scheme. The works, completed in 2022, cut carbon emissions by 316 tonnes a year through replacing gas boilers with heat pumps and retrofitting insulation, lighting upgrades and wider improvements to heating and ventilation (1.2.1).
- In 2021 the Pension Investment Committee approved a low carbon mandate to divest the Council's pension scheme from carbon and moved assets into holdings supporting positive investment in carbon reduction (1.5.1).
- A range of Council services have adopted improvements that are reducing emissions associated with delivery. This includes upgrades to the Council's fleet (1.3.2), electrification of tools used in parks and green spaces (1.3.9), adopting 'warm mix' for road surfacing works (1.3.10) and the roll out of food waste collections to schools (1.4.7).
- In 2020 the Council switched its corporate electricity contracts to 100% renewable (1.5.5)

Sustainable Housing

- In 2022 Lewisham's Housing Retrofit Task & Finish Scrutiny Group published a range of recommendations aimed at supporting retrofit and reducing carbon emissions across housing in the borough of all tenures (2.3.1)
- In 2021 Lewisham Homes approved an Asset Management Strategy and Sustainability Strategy setting out plans to improve Lewisham Homes' housing stock to 2030 in line with the Lewisham Climate Emergency Strategic Action Plan (2.1.1). This approach informed the development of an application by the Council in November 2022 for £2.9m funding from the Social Housing Decarbonisation Fund as part of £9m decarbonisation works to the Lewisham Homes' estate (2.1.5).
- Lewisham Council leads the South London Healthy Homes partnership delivering a practical energy advice service across 12 South London boroughs targeted at low income and vulnerable households helping them stay warm in Winter. In three years the programme has supported 8,699 households including 1,602 in Lewisham (2.4.1).
- Lewisham has delivered borough-wide energy master-planning and detailed techno-economic studies into the viability of decentralised energy in clusters based in Catford, Lewisham Town Centre and Deptford which will support zero carbon growth through the planning system (2.6.2).
- The Council has sought to improve standards in the borough's least efficient homes. With Government funding officers led a sub-regional approach to engagement with private sector landlords to raise awareness of Minimum Energy Efficiency Standards, which in Lewisham involved 2,840 stakeholders (2.3.6). In 2022 the Council launched a new borough-wide additional licensing scheme

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meaning that all HMOs in the borough are now licensable (2.3.1).

Decarbonised Transport

- Lewisham has one of the highest number of School Streets in London with 48 covering 39 schools. School Streets have roads closed to traffic at drop off and pick up times, reducing congestion and improving air quality and road safety around the school site. (3.2.3).
- Permanent traffic orders have been approved for Lewisham's Low Traffic Neighbourhood in Lee Green, the largest LTN in London. Further monitoring and implementation of wider complementary measures continue to support the scheme (3.2.2).
- In December 2022 Mayor and Cabinet approved a Sustainable Transport and Parking Improvements Programme which will take an area-based approach to controlling parking alongside improvements to promote walking and cycling including footway widening, trees and planting, bike hangers as well as electric vehicle charging and car clubs. (3.2.2).
- There are currently 153 electric vehicle charging points across Lewisham. The Council is accelerating delivery of charging points and will continue to seek additional funding in support of the ambition that all residents live within a 500m walk of a charging point (3.4.1).
- The Council is installing anti-idling signage near local schools, with 75 schools scheduled to be covered by the end of 2022 and new campaigns to raise awareness and compliance (3.4.7).

Green Infrastructure

- The Council has planted 25,000 trees since 2018. In 21/22 there were 964 trees planted in parks and 294 street trees in partnership with Street Trees for Living (4.1.1) over 500 trees are going in over the 22/23 planting season.
- Thanks to the additional care and ownership of trees by local communities developed as a result of the partnership with Street Trees for Living, Lewisham's street trees have an excellent survival rate of 98%, significantly higher than the industry standard of 70% (4.1.1).
- The Council has secured funding for new flooding measures at Beckenham Place Park: £1.2m from the Environment Agency will create new flood storage capacity protecting communities the length of the Ravensbourne River and reducing risk to over 800 properties as part of the wider enhancements to the eastern side of the park (4.1.2).
- The Council has consulted on and published a range of key strategic documents including a new Parks and Open Spaces Strategy (4.1.7), Waste Strategy (4.3.2), Flood Risk Management Strategy (4.1.4) and Air Quality Action Plan (3.4.7) supporting a long-term and joined up approach to improving the borough's environment.

Inspiring, Learning and Lobbying

- Lewisham's London Borough of Culture Year 2022 has had a strong focus on diversity and climate (5.1.2). Lewisham Speaks was the result of a 6-month artists' residency within the Climate Resilience Team and a borough-wide programme of engagement resulting in a show in summer 2022 performed in every ward and Lewisham's People's Day. Over 5,000 residents engaged with Lewisham Speaks in one way or another and the commission has left as a legacy a giant map created by residents, a manifesto and a video that will be part of Lewisham's induction programme for new staff and members (5.1.4).

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- In November 2022 Mayor and Cabinet approved proposals to proceed with the development of a £1m Lewisham Green Bond. The Bond is expected to launch in 2023 and will be an opportunity for residents and communities to directly invest in net zero initiatives whilst earning a return on their investment (1.5.3).
 - A Schools' Climate Conference was held during COP26 in 2021 with 26 schools attending. This led to an ongoing Schools' Climate Network meeting termly with an average of 15 schools attending. A Pupils' Climate Network has also now been launched meeting twice in person in 2022 to share good practice and enthusiasm for climate action across the borough's schools (1.4.3).
 - A practical guide to retrofit was published in December 2022. <https://lewisham.gov.uk/my services/environment/climate-emergency/improving-the-energy-efficiency-of-your-home> A 'Residents' guide to action on the climate crisis' was published in 2021 and updated in 2022. <https://lewisham.gov.uk/my services/environment/resident-guide> (5.1.3).
 - Lewisham has played a leading role in lobbying government for change and influencing delivery at a regional and national level. Through UK100, London Councils' Transport & Environment Committee, the London Environment Directors Network and a range of other forums the Council has called for greater clarity on the role of local authorities in delivering net zero and a need for realism and long-term thinking about how current funding works. (5.5.2)
- 5.5. An annotated list of all 143 actions is attached as an annex to this report. Following discussion at Sustainable Development Scrutiny Committee and Housing Select Committee this update will be adapted as a report to Mayor and Cabinet in March 2023. This report will also identify priorities for delivery in 2023/24. In 2023/24 a public-facing document will be produced based on the update to Mayor and Cabinet and in line with the Manifesto commitment for "a fully costed plan to make the Council net-zero by 2030".

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6. Financial implications

- 6.1. Achieving the ambition for Lewisham to be net zero carbon has significant cost implications. Work undertaken to support the development of Lewisham's Climate Emergency Action Plan estimated a minimum cost of £1.6bn over 10 years.
- 6.2. Lewisham Council's funding from government has been hugely cut since 2013/14, while at the same time, the Council has faced increased costs through population growth, changes to government policy, the COVID19 pandemic and costs associated with inflation and rising energy bills. Considering the minimum cost required to achieve the action plan, there is a need to find creative ways to find the resources needed to support this work.
- 6.3. Responding to the Climate Emergency is about making better use of resources and creating an alternative to a high-carbon consumer economy. In this context there are potential connections between delivering on a low carbon agenda and the Council's need to cut expenditure and secure greater financial stability.

7. Legal implications

- 7.1. The report refers to the Climate Change Act 2008 and regulations under that Act. The Act establishes a legal framework that underpins the UK's commitment to tackling climate change, including reducing CO2 emissions and addressing climate risks. The provisions of the Act apply at central government level.
- 7.2. Local authorities can use their own powers to take actions. The relevant powers are likely to include the wide general power of competence under Section 1 of the Localism Act 2011 which allows local authorities to do anything that individuals generally may do. The existence of the general power is not limited by the existence of any other power of the Council which (to any extent) overlaps the general power.
- 7.3. The matters considered in this report are not key decisions. The implementation of various matters referred to in this report may be key decisions and if so will be addressed through the appropriate mechanisms when those decisions arise.

8. Equalities implications

- 8.1. There are no specific equalities implications arising directly from this report but it should be noted that the risks and impacts of a changing climate will not fall equally, and without action the consequences will exacerbate poverty and health inequalities globally and locally.
- 8.2. In addition, given the fundamental nature of the changes needed, there are considerable risks that the actions taken to limit carbon emissions could, in themselves, disadvantage low income and vulnerable individuals and communities. Further work is needed to fully identify the equalities implications of climate change for Lewisham residents.

9. Climate change and environmental implications

- 9.1. The environmental implications of the climate crisis are summarised in the Action Plan. Further work is needed to embed action on the climate within the Council's strategies and operational functions, and to bring together the Council's work across wider environmental activity including in relation to air quality, waste and recycling, biodiversity, flood risk and sustainable transport and air quality.

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10. Crime and disorder implications

10.1. There are no direct crime and disorder implications arising from this report.

11. Health and wellbeing implications

11.1. Lewisham's Climate Emergency Action Plan will deliver a range of health and wellbeing benefits to residents, including actions to improve air quality, increased participation in active travel as well as support for low income and vulnerable households to cut the cost of staying warm in winter.

12. Background papers

12.1. Lewisham's Climate Emergency Action Plan (March 2020)

<https://councilmeetings.lewisham.gov.uk/documents/s72555/Climate%20Emergency%20Action%20Plan.pdf>

13. Report author and contact

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14. Glossary

Term	Definition
Carbon / Carbon dioxide	Carbon dioxide (CO ₂) is a naturally occurring gas fixed by photosynthesis into organic matter and is a by-product of fossil fuel combustion, land use changes and other industrial processes. CO ₂ is the principal greenhouse gas (see below) associated with human activity and climate change (see below) and the reference against which other greenhouse gases are measured. Unless otherwise indicated the terms 'carbon' or 'carbon dioxide' are used in this report to refer to a combined measure of greenhouse gases (CO ₂ e or CO ₂ equivalent), of which carbon dioxide is the most common.
Carbon Neutral	The term "carbon neutral" is used in this report in line with the original declaration of a Climate Emergency in Lewisham. Carbon neutrality balances greenhouse gas emissions with carbon removals. As defined by the Committee on Climate Change, a net-zero or carbon neutral target requires "deep reductions in emissions, with any remaining sources offset by removals of CO ₂ from the atmosphere". In the context of Lewisham's target this means additional carbon removal and storage activity at the borough level or 'carbon offsets' funding an equivalent removal outside the borough.
Carbon Offsetting	Carbon offsetting enables individuals and organisations to compensate for any emissions they cannot avoid by paying for a carbon credit, typically a payment for an equivalent amount of emissions to be reduced or removed elsewhere. These emissions savings are generated through the implementation of a variety of projects such as planting trees and installing solar panels. Offsetting should be seen as an option of last resort and there is no commitment by Lewisham Council to fund carbon offsets to meet the aspiration to be carbon neutral by 2030.
Climate	Climate is usually defined as the average weather, or more rigorously, as a statistical description in terms of the mean and variability of relevant quantities over a period of time ranging from months to thousands or millions of years. The relevant quantities are most often surface variables such as temperature, precipitation, and wind.
Climate Change	Climate change, as used by the United Nations International Panel on Climate Change, refers to a change in the state of the climate that can be identified by changes in the mean and/or the variability of its properties, and that persists for an extended period, typically decades or longer.
Fuel Poverty	The Government's definition of fuel poverty for England and Wales states that a household is said to be in fuel poverty if: they have required fuel costs that are above average (the national median level), and, were they to spend that amount they would be left with a residual income below the official poverty line. There is a direct link between living in cold and damp conditions and poor health outcomes.
Greenhouse Gases	Greenhouse gases are those gaseous constituents of the atmosphere which absorb and emit radiation at specific wavelengths within the spectrum of thermal infrared radiation emitted by the Earth's surface, by the atmosphere itself, and by clouds. This raises global temperatures with a consequential impact on climate. Water vapour (H ₂ O), carbon dioxide (CO ₂), nitrous oxide (N ₂ O), methane (CH ₄), and ozone (O ₃) are the primary greenhouse gases in the Earth's atmosphere.
Scope 1, 2 & 3 emissions	Scope 1, 2 and 3 emissions are a method of defining, measuring and reporting carbon emissions on an organisational or an area basis. Scope 1 covers direct emissions from owned or controlled sources. Scope 2 covers indirect emissions from the generation of purchased electricity, steam, heating and cooling. Scope 3 includes all other indirect emissions including in particular the supply chain.

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