

CABINET

Subject Heading:

Havering Climate Change Action Plan (HCCAP) 2024-25 Annual Report

Cabinet Member:

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Policy context:

The HCCAP is a strategic and corporate priority for the Council. It has links to each of the Corporate Plan themes but is most directly reflected in the 'Enabling a resident-focussed and resilient Council' theme.

Financial summary:

The costs of annually reviewing the Havering Climate Change Action Plan will be contained in the existing corporate financial provision.

Is this a Key Decision?

This is a Non Key Decision.

When should this matter be reviewed?

May 2026

Reviewing Overview & Scrutiny Sub Committee:

Overview & Scrutiny - Places

Is this decision exempt from being called-in?

The decision will be exempt from call-in as it is a Non Key Decision.

The subject matter of this report deals with the following Council Objectives

People - Things that matter for residents **X**

Place - A great place to live, work and enjoy **X**

Resources - A well run Council that delivers for People and Place **X**

SUMMARY

This report presents a progress update on the Havering Climate Change Action Plan (HCCAP) for 2024-25. It builds on the actions first introduced in November 2021, and which established a target of becoming carbon neutral by 2040 or sooner. Full Council went on to overwhelmingly declare a Climate Emergency on 21 March 2023. The HCCAP provides a framework for the Council's actions to deliver on its target of becoming carbon neutral by 2040 or sooner.

The report details the work we have undertaken and the progress made over the past financial year in addressing the climate emergency. It celebrates key projects, actions achieved, and the partners we have collaborated with. Notably, 30% of the actions in the HCCAP were completed in 2024-25. A further 48% of in-year actions are on track.

This is an evolving framework, and the Council will continue to update the approach over time; as targets change, as new data becomes available and following major Government decarbonisation strategies. There are two elements to the monitoring framework: one relates to the Council's emissions from the operation of its services which are broadly controllable, subject to financial constraints and Government support. The other aspect of the data collection relates to Borough emissions where the Council has an influencing and/or leadership role.

The latest published figures show that in 2022, Havering's greenhouse gas emissions were the lowest since 2005. However, the borough still had the 14th highest emissions in London, equating to the 7th highest per capita. Transport (46%) and domestic energy use (37%) were the biggest contributors to emissions.

Greenhouse gas emissions for the Council's operations have also decreased between the last two financial years. The biggest reductions have come from improvements and upgrades to the Council fleet.

RECOMMENDATIONS

It is recommended that Cabinet:

1. Notes the progress that Havering has made in tackling the climate emergency over the last financial year as outlined in Appendix 1 (Progress on 2024/25 actions to date).
2. Notes the overall emissions for Havering Council outlined in this report.

REPORT DETAIL

The Climate Change Act 2008 places national targets on the reduction of emissions by 2050. In 2019, the UK became the first major world economy to legislate binding targets to reach net zero emissions by 2050, and two further interim targets were created in 2021. The momentum for climate change continues to gain pace.

The Council's climate declaration of 2023 commits the Council to doing all it can to make the borough carbon neutral by 2040 and ensure it is adapted and resilient to the effects of the changing climate. The revised HCCAP 2024-27 is set out under nine work streams each with a number of activities and actions. Some of these are long-term actions that have carried over from the previous HCCAP from 2021, and some are brand new actions. It is treated as a 'live' document.

Progress is monitored internally through the Climate Change Action Board and the internal cross-cutting climate action work streams which sit underneath this Board. The actions are monitored and provided with a status rating. A breakdown of the descriptions of each of these ratings are set out below.

Although the HCCAP 2024-27 is primarily focused on the actions that we can directly take as a Council, we will only meet our ambitions if we work closely with residents, partners and others to ensure that everyone with a stake in our borough is part of the change that we need to see. We are committed to delivering a more sustainable and greener future where the benefits of climate action also deliver improvement to people's lives by reducing fuel poverty, enhancing physical and mental health, improving air quality and delivering new jobs.

We will continue to embed our climate ambitions across all Council services, and to align new and emerging Council plans and strategies with the themes and policies in the HCCAP 2024-27. This will ensure that all opportunities to reduce emissions and make the borough more adapted are identified and captured. A good example of this is the 'Where We Live' campaign, which has a strong focus on working with the community to improve our streets.

Our annual report provides an update on the work we are undertaking and the progress we have made over the past financial year in tackling the climate emergency. It celebrates key projects and actions we have achieved and the partners that we have worked with.

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The status of each action has been summarised using the following ratings to clearly indicate its progress:

Status Rating	Description
Green	Work on completing the core aspects and actions to the action is underway, with the expectation that the action is on track to complete within the expected timescale.
Amber	There are concerns the action is not on track to complete within the expected timescale, however, the action is being regularly monitored to bring it back on track and complete within the expected timescale.
Red	Substantive work on completing the action has not yet started (this may be deliberate depending on timescales and to manage officer capacity) and it is unlikely the action will be completed within the expected timescale or has already exceeded it.
Completed	The action may either be completed and closed in totality, or the core aspects of the action are up and running and ongoing into business as usual.
On hold	The action is not possible to complete at this stage.
New	This is a new action.

The current picture of progress across the entire programme as of 31 March 2025 is as follows:

Status Rating	No. of actions	% of actions
Completed	44	30%
Green	70	48%
Amber	19	13%
Red	2	1%
On hold	4	3%
New	6	5%

Over the three-year lifespan of the action plan, we have made significant progress. In the first year alone, over a quarter of the actions have been completed, and nearly half are on track. While a small percentage are behind schedule, work stream leads are regularly monitoring these actions to ensure they are brought back on track. For more details on the completed actions, please refer to the HCCAP Progress Report for 2024-25 (Appendix 1).

Ongoing actions within the HCCAP will continue to progress towards the Council's carbon neutral target and will incorporate these themes.

The Council continues to develop and improve emissions monitoring, so that we can inform our decision making and invest resources where they will be most effective. This is particularly important for developing our understanding of how we will adapt the borough and focus on the most vulnerable areas and residents.

The Council is seeking to lead by example, by tackling its own emissions first, while working across the borough with all partners to tackle the climate emergency.

The annual report presents the most recently available emissions data. For borough wide emissions, the most recent figures available from central government are for 2022. For the Council's operations, officers have provided figures up to and including the financial year April 2023 to March 2024.

Greenhouse gas emissions for Havering

Data for borough emissions are published annually by the Department for Energy Security and Net Zero (DESNZ)¹. In 2022, Havering's greenhouse gas emissions were the lowest since reporting began, and have been steadily decreasing year on year since 2012.

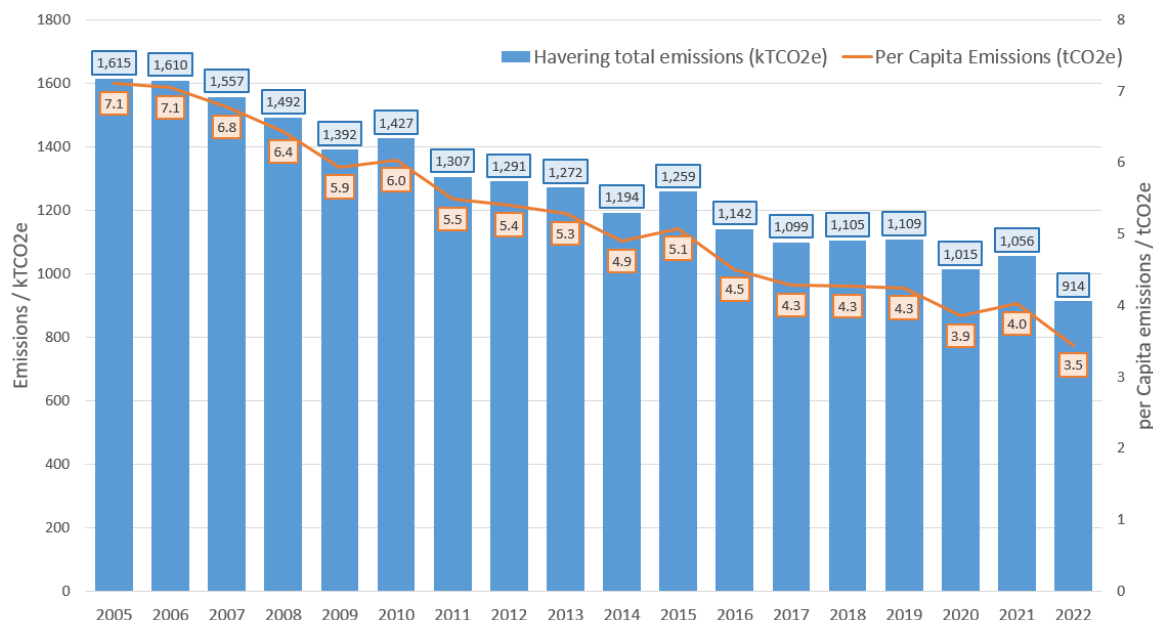


Chart 1 London Borough of Havering Greenhouse Gas emissions over time, total and per capita.

On average, 3.5 tonnes greenhouse gas² (CO₂e) were emitted per Havering resident in 2022.

Benchmarking data show that in 2022, Havering had the 14th highest greenhouse gas emissions in London, and the 7th highest per capita emissions (excl. City).

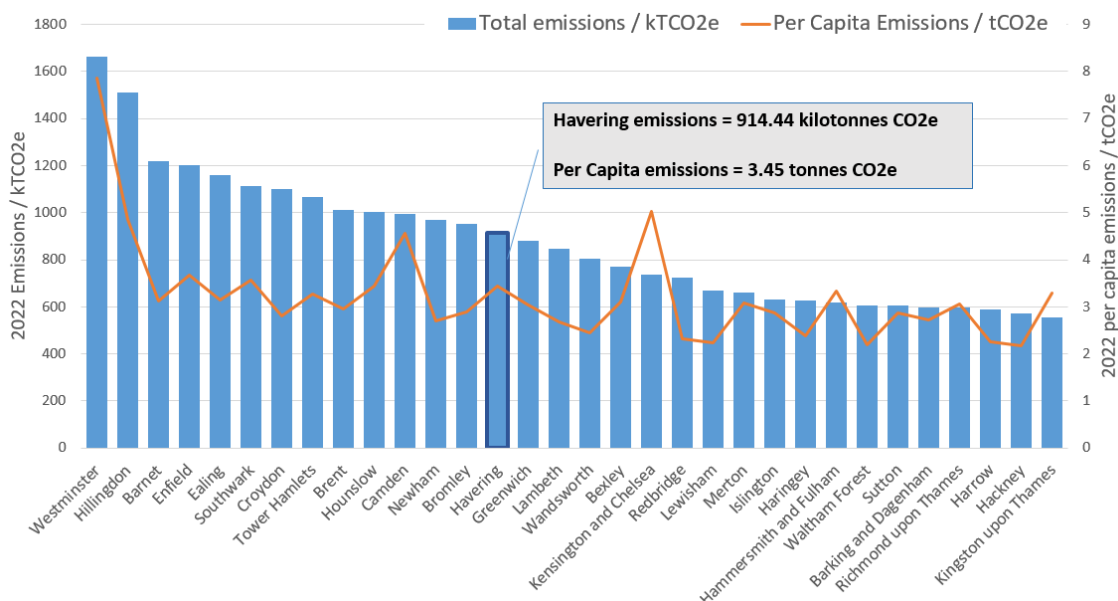


Chart 2 London Borough Greenhouse Gas emissions in 2022

¹ <https://www.gov.uk/government/collections/uk-local-authority-and-regional-greenhouse-gas-emissions-national-statistics#full-publication-update-history>

² Greenhouse Gases included in the data are: Carbon Dioxide CO₂; Nitrous Oxide N₂O; Methane CH₄. These are shown as "CO₂e" which means "Carbon Dioxide Equivalent".

Chart 3 shows which sectors emit the most greenhouse gas in Havering.

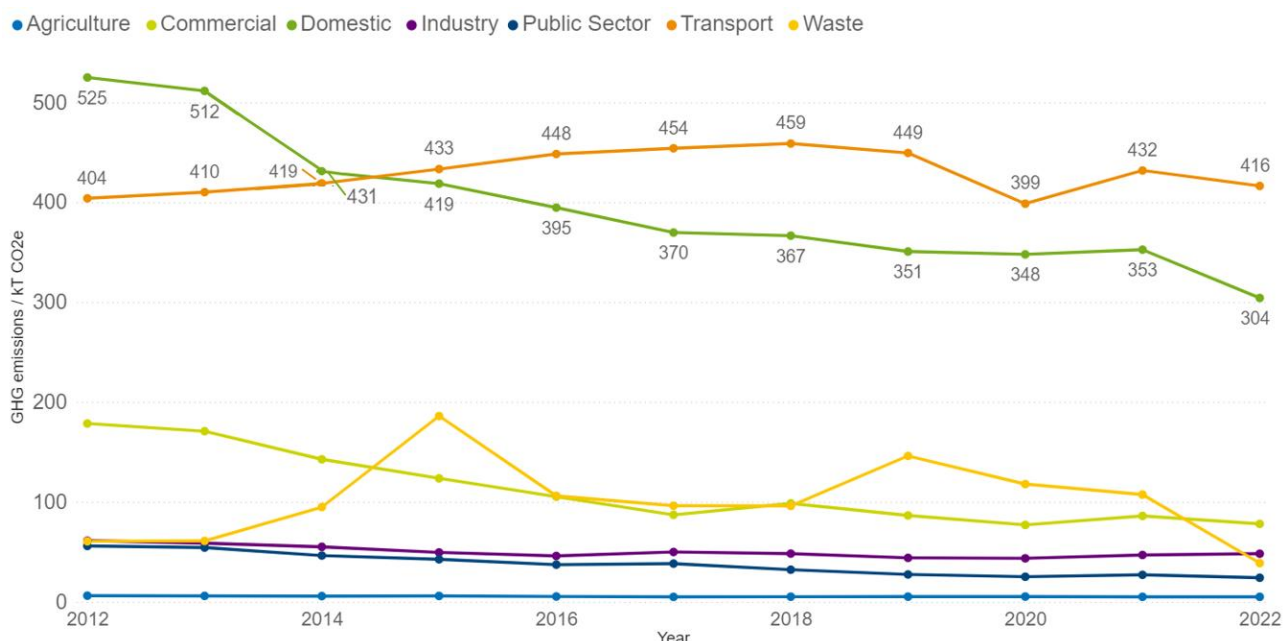


Chart 3 Sources of greenhouse gas emissions from the London Borough of Havering over time

In 2022, the biggest contributors to Havering's greenhouse gas emissions were transport (46%) and domestic energy use (33%). Emissions from the Public Sector, which includes public buildings such as hospitals and Council offices, contributed less than 3% of the borough's total emissions.

Transport

The main source of emissions from this sector come from petrol and diesel use in road transport. Since 2012, emissions from A-roads have gradually decreased. Emissions from minor roads increased steadily year on year (with a reduction during the Covid19 pandemic) but have started to decrease from 2021. Emissions from motorways, which are not within our scope of influence, are the biggest contributor to Havering's transport emissions.

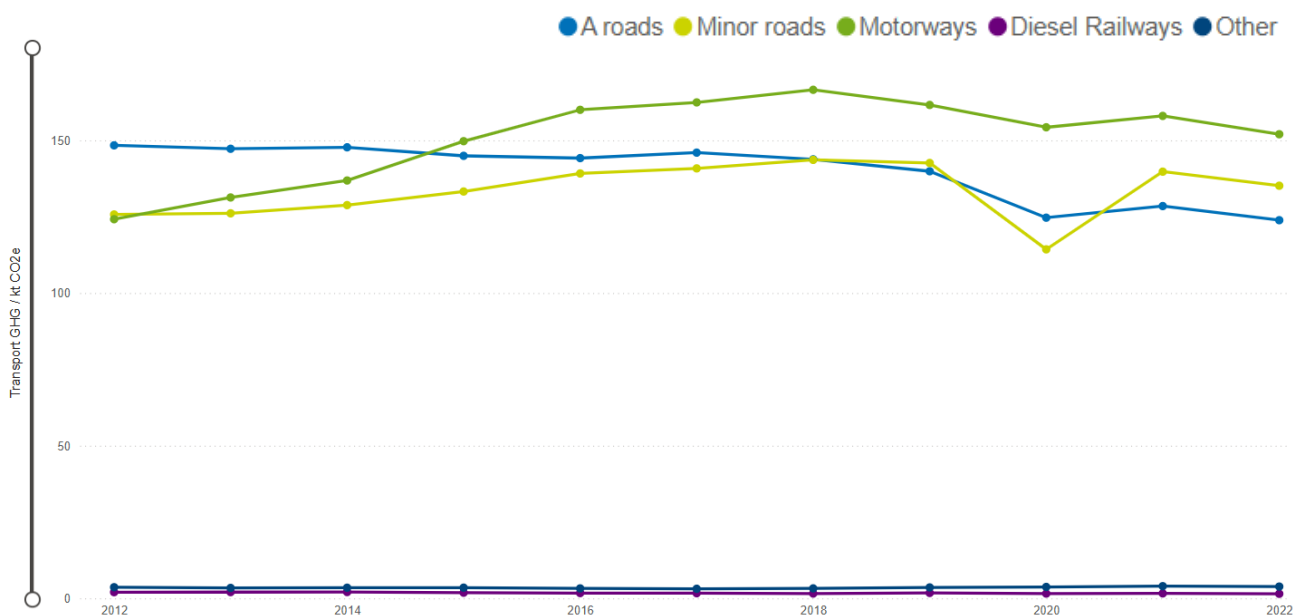


Chart 4 London Borough of Havering transport emissions over time

In 2022, Havering had the third highest total transport emissions, and the highest motorway emissions, of any London Borough.

Domestic energy

The main sources of emissions from the domestic sector are from gas central heating and electricity used in residential homes. Since 2012, emissions from domestic electricity have reduced by more than half, demonstrating the increasing proportion of electricity from sustainable sources within the National Grid. Domestic natural gas emissions have remained more or less constant since 2014, with a bigger reduction seen between 2021 and 2022.

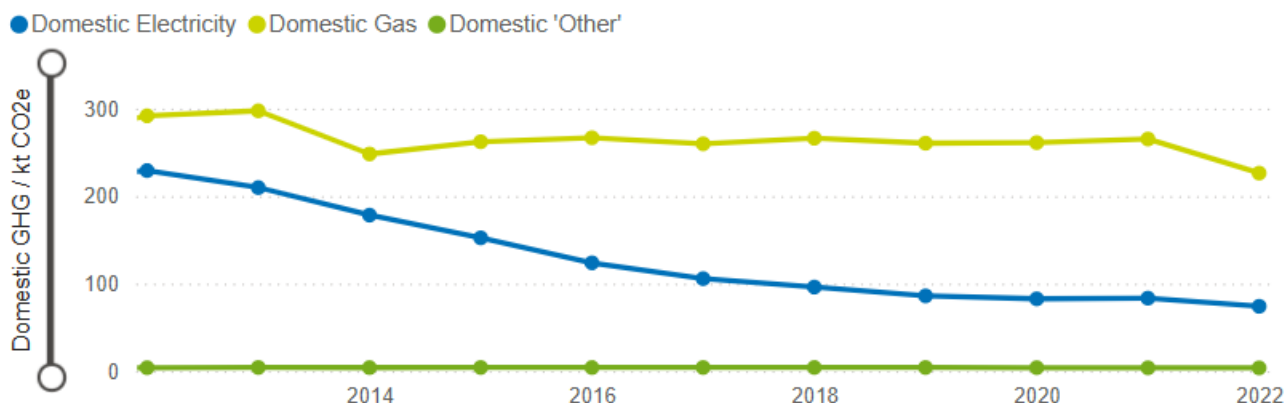


Chart 5 London Borough of Havering domestic fuel emissions over time

The most recent data from the Office for National Statistics (ONS) show that Havering had the second least energy efficient residential housing stock³, and the highest estimated energy bills⁴, of all London Boroughs. This represents not only a financial challenge in terms of fuel poverty, but also a significant opportunity for residents to improve the energy efficiency of their homes and reduce their energy bills and associated greenhouse gas emissions.

³

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/energyefficiencyofhousingenglandandwaleslocalauthoritydistricts>

⁴

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/articles/energyefficiencyofhousinginenglandandwales/2021#subnational-statistics>

Greenhouse gas emissions for the Council

Chart 6 shows the Scope 1 and Scope 2 emissions from Havering Council's operational activity over the past four years. Scope 1 emissions are those we are directly responsible for, and to some extent have control over, such as fuel burned on a car journey, or gas used in a boiler. Scope 2 emissions are indirect emissions associated with the purchase of electricity – the emissions physically occur at the power station where the electricity is generated but we are still responsible for them. The figures do not yet include Scope 3 emissions which are indirect emissions associated with our supply chain. Figures are based on electricity and gas consumption in kWh and the litres of fuel used by different vehicles in the corporate fleet. The Local Government Association Greenhouse Gas Accounting tool⁵ is used to convert consumption data to emissions which are expressed in units of tonnes of CO₂ equivalent (tCO₂e), which allows us to take all the greenhouse gases into account.

Total Direct (scope 1 and 2) emissions over time (tCO₂e)

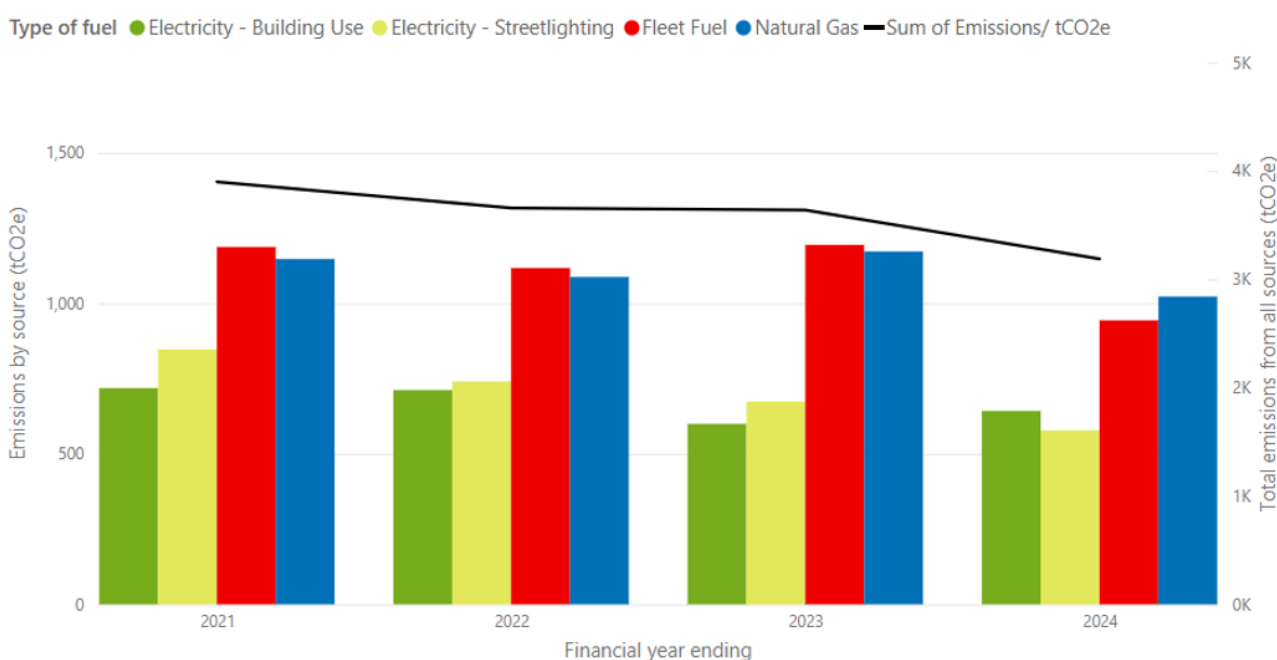


Chart 6 LBH Operational Greenhouse Gas emissions / tCO₂e

The biggest contributors to operational greenhouse gas emissions over the past four years have been the use of fleet fuel and natural gas.

⁵ <https://www.local.gov.uk/greenhouse-gas-accounting-tool-frequently-asked-questions#introduction>

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Chart 7 shows the projected reduction in emissions over time to 2040, based on the previous four years' data.

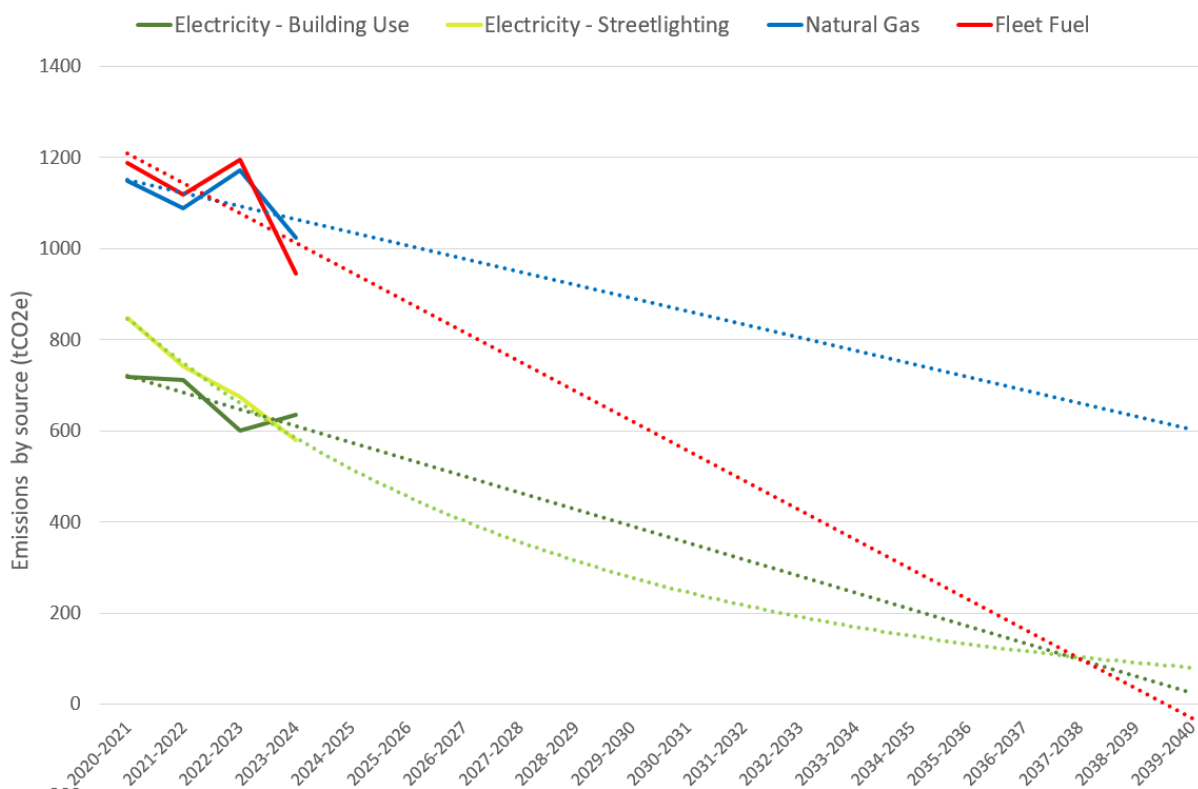


Chart 7 projected reduction in emissions over time to 2040

The dotted lines demonstrate what the emissions would be if the observed trend between 2020/21 to 2023/24 continued to 2040. It should be noted that the trendlines do not take account of factors such as supply and demand, improvements in technology or rationalisation of the corporate estate.

The trends for transport and electricity provide a useful guide on which to base annual reduction targets. These emissions could be reduced even further by switching to a green electricity tariff or a greener fuel. There is less control over the emissions from natural gas consumption, and the trendline shows these are not predicted to decrease at the rate required to meet the 2040 target.

Natural gas

Natural gas consumption was the biggest contributor to corporate greenhouse gas emissions in 2024. Future emissions can only be reduced by using less gas to heat Council buildings. This may, in part, be achieved through rationalisation of the Corporate Estate. Further reductions can be achieved by the replacement of gas boilers with alternative fuels. Actions to reduce gas consumption across the Corporate Estate will form part of the Corporate Estate Energy Management Plan. So far 92% gas smart meters have been installed.

Fleet Fuel

It is recognised that fuel used by the Corporate Vehicle Fleet is a major contributor to corporate greenhouse gas emissions, however emissions have decreased by 944 tonnes CO₂ between 2022-23 and 2023-24. The reasons for this are:

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- (i) Switching to GTL fuel which is more efficient than diesel.
- (ii) Ensuring larger fleet vehicles are all Euro 6 compliant and operate at peak fuel efficiency.
- (iii) Reminding drivers not to leave vehicles idling.
- (iv) The use of route mapping and sat navs to optimise the most fuel efficient routes for all vehicles.
- (v) Not counting private work (i.e. fuel used during journeys commissioned by other boroughs).
- (vi) Switching Parks and Grounds Maintenance vehicles from petrol to electric.

The replacement of GTL fuel with an HVO/GTL blend commenced in 2024. This will not have impacted much on figures for 23-24 but is expected to reduce CO₂ emissions significantly in 2024-25.

Electricity

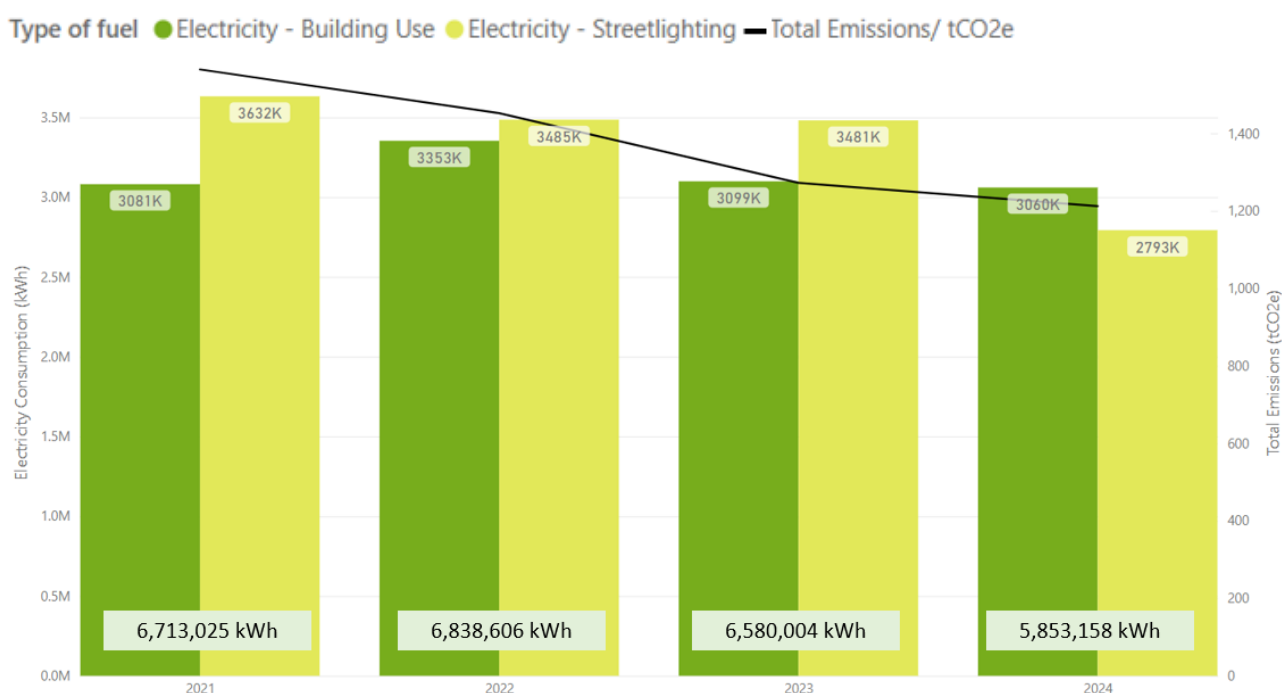


Chart 8 LBH Operational Electricity consumption and emissions over time

Chart 8 shows operational electricity consumption and associated emissions over time. The green bars represent the amount of electricity used in kWh, and the black line represents the total emissions in tCO₂e. Emissions from electricity are not directly proportional to the rate of consumption (as they are with natural gas). This is demonstrated between 2020-21 and 2021-22, where consumption of electricity increased, but total emissions decreased. As the National Grid derives an increasing proportion of electricity from sustainable sources, such as wind and solar power, then the amount of CO₂ emitted for each unit of electricity will reduce. This reduction has not been as significant over the last two years, as the rate of introducing greener electricity to the National Grid has slowed down.

Reduction in energy consumption will not only help to reduce emissions, but will also have a significant impact on costs. Table 1 shows the cost of powering the corporate estate.

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Year	Electricity - Building Use	Electricity - Streetlighting	Natural Gas	Total costs
2020-2021	£436,307	£477,828	£171,715	£1,085,849
2021-2022	£495,501	£538,949	£168,067	£1,202,517
2022-2023	£726,019	£946,311	£421,614	£2,093,944
2023-2024	£1,129,142	£987,422	£555,644	£2,672,209

Table 1 LBH Operational electricity and gas costs over time

The total cost of gas and electricity has more than doubled over the past four years. The Council paid almost £600,000 more in 2023-24 than 2022-23, despite using less energy.

Continuing to reduce consumption is essential to reduce emissions. There has been a big reduction in the amount of electricity used for street lighting between 2022-23 and 2023-24. There is an aim to dim all of the street lighting on the distributor roads by 30% as part of the new street lighting contract starting in April 2025. Actions to reduce electricity consumption across the Corporate Estate will form part of the Corporate Estate Energy Management Plan. So far 82% electric smart meters have been installed.

Addressing the challenges

There continues to be an immense funding gap, which needs to be closed if we are going to realise our ambition to become carbon neutral. During this period of financial hardship, the Council has achieved significant success in securing £7.5m in external funding to support its sustainability objectives in 2024-25. By including external funding secured as part of the previous HCCAP 2021, a cumulative amount of £11m has been obtained to deliver actions to tackle climate change. Council officers have demonstrated exceptional initiative by applying for external grants to develop long-term, cost-effective strategies for reducing greenhouse gas emissions and implementing adaptation interventions.

We continuously monitor new funding opportunities to build on this success. By understanding the scope of available grants and aligning them with our plans and target areas, we aim to maximise our chances of securing additional funding.

With UKSPF funding received in 2024-25, Raphael Park Lodge has seen a series of retrofit measures delivered as part of a wider project to create a Low Energy Visitor Centre. It showcases various energy saving home improvements to help residents and local businesses learn about energy saving products and help make homes and offices become more efficient. It is due to open to the public in 2025-26.

REASONS AND OPTIONS

Reasons for the decision:

When Cabinet endorsed the revised HCCAP in 2024 it agreed that the Council's emissions and actions would be reported on an annual basis.

Other options considered:

No other options considered. This is a progress report only.

IMPLICATIONS AND RISKS

Financial implications and risks:

This report asks cabinet to:

1. Notes the progress that Havering has made in tackling the climate emergency over the last financial year as outlined in Appendix 1 (HCCAP Progress Report for 2024-25).
2. Notes the overall emissions for Havering Council outlined in this report.

The recommendation (noting) doesn't in itself contain any inherent financial implications. The work undertaken in 2024/25, as described in the Report to Cabinet on 10 April 2024 (see Background Papers), to reduce the Council's carbon footprint has either been funded by successful grant bids or from existing resources. At present there are no financial pressures relating directly to climate change built into the Council's Medium Term Financial Strategy and as the report outlines, there can be financial advantages to reducing greenhouse gas emissions. The Council will continue to work towards realising its Climate Change Action Plan ambitions whilst operating within its financial constraints.

Legal implications and risks:

There are no immediate legal implications arising from the recommendations in this report. The Council has an obligation under The Climate Change Act 2008 (as amended) to contribute to the net zero reduction of carbon emissions in the discharge of its functions and to comply with the national targets on the reduction of emissions by 2050.

This is an annual report on progress of the Havering Climate Change Action Plan for 2024/25. The legal implications and risks have been addressed in the previous report (see Background Papers). There are no additional considerations arising from this progress report.

Human Resources implications and risks:

This is an annual report on progress of the Havering Climate Change Action Plan for 2024/25. The human resources implications and risks have been addressed in the previous report (see Background Papers). There are no additional considerations arising from this progress report.

Equalities implications and risks:

The Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010 requires the Council, when exercising its functions, to have due regard to:

- i. the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- ii. the need to advance equality of opportunity between persons who share protected characteristics and those who do not, and;
- iii. foster good relations between those who have protected characteristics and those who do not.

Note: 'Protected characteristics' are: age, sex, race, disability, sexual orientation, marriage and civil partnerships, religion or belief, pregnancy and maternity and gender reassignment/identity.

The Council is committed to all the above in the provision, procurement and commissioning of its services, and the employment of its workforce. In addition, the Council is also committed to improving the quality of life and wellbeing for all Havering residents in respect of socio-economics and health determinants and this is taken into consideration within the climate agenda.

An EIA was completed for the revised Havering Climate Change Action Plan 2024-27 to identify any potential areas of concern. This includes potential impacts on those residents who are at a greater risk of fuel poverty which will be exacerbated by requirements to fit electric boilers and heat pumps which may increase household bills (socio-economic) as well as those residents whose first language is not English (ethnicity). Reasonable adjustments have been identified and included in the HCCAP 2024-27.

Health and Wellbeing implications and Risks

Climate change is the greatest threat to global health in the 21st century⁶. Climate change impacts health directly through weather extremes (heatwaves and floods) and indirectly through disruption to natural systems, such as changing patterns of disease that impact on both human and animal health, and social systems. Equally, protecting and improving the biodiversity of the Borough plays an important role in improving the health and wellbeing of residents.

In the UK, extreme weather events already have a significant impact on public health, resulting in increased deaths and ill health. Climate change is described as having the most impact on those who are socioeconomically disadvantaged and is anticipated to widen health inequalities.

Under the Health and Social Care Act 2012 the Council is responsible for improving and protecting the health and wellbeing of local residents. Havering Council is committed to improving the health and wellbeing of all residents.

This is an annual report on progress of the Havering Climate Change Action Plan for 2024/25. The health and wellbeing considerations and risks have been addressed in the

⁶ <https://www.thelancet.com/countdown-health-climate>

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previous report (see Background Papers). There are no additional health and wellbeing considerations arising from this progress report.

ENVIRONMENTAL AND CLIMATE CHANGE IMPLICATIONS AND RISKS

This is an annual report on progress of the Havering Climate Change Action Plan for 2024/25. The environmental and climate change implications and risks have been addressed in the previous report (see Background Papers). There are no additional considerations arising from this progress report.

BACKGROUND PAPERS

HCCAP Progress Report for 2024-25 (Appendix 1)

[Revised Havering Climate Change Action Plan 2024-27 Report to Cabinet 10 April 2024](#)

[Havering Climate Change Action Plan \(Working Document\) 2024-2027](#)