

Title of Report	Draft Climate Action Plan	
Key Decision No	CHE S140	
For Consideration By	Cabinet	
Meeting Date	24 October 2022	
Cabinet Member	Cllr Mete Coban Cabinet Member for Environment and Transport	
Classification	Open	
Ward(s) Affected	All	
Key Decision & Reason	Yes	<p>Result in the Council incurring expenditure or savings which are significant having regard to the Council's budget for the service / function.</p> <p>Significant in terms of its effects on communities living or working in an area comprising two or more wards.</p>
Implementation Date if Not Called In	1 November 2022	
Group Director	Rickardo Hyatt Group Director Climate, Homes & Economy	

1. Cabinet Member's introduction

- 1.1. Since we declared a climate emergency in 2019, we've planted thousands of new trees, installed new zero carbon energy on lots of our buildings and transformed more than half of Hackney's streets to make them better for walking and cycling.
- 1.2. A cleaner and greener Hackney has emerged from the pandemic, yet the dangers of catastrophic climate change - where increased drought, flooding and higher sea levels causes risk to lives and habitats in the UK and further afield - are only increasing.
- 1.3. To tackle these dangers, everyone in Hackney must work together to: change what and how we buy and consume; make our buildings more energy efficient; change how we get around; adapt our infrastructure and

protect the most vulnerable; and, make sure Hackney's public spaces are greener, cleaner and more biodiverse.

- 1.4. This will be challenging. We will have to overcome significant financial and other barriers, and we must all work hard to make sure that the transition to net zero has fairness at its heart for residents and businesses. However, the benefits of climate action could be significant.
- 1.5. Reducing emissions from transport will help to improve air quality and reduce respiratory illness. Making Hackney's buildings more energy efficient will help to tackle the cost of living crisis, cut bills in the long-term and the risk of ill health. New green skills and jobs could be created from the need for our society to make this transition.
- 1.6. This draft Climate Action Plan aims to unlock these benefits for Hackney. Under five key themes - consumption, buildings, transport, adaptation and environmental quality - it sets out how residents, businesses and institutions, community groups and organisations and the Council could work together to tackle the climate and ecological crisis.
- 1.7. The plan is for everyone - and, through our consultation and the ongoing actions in the plan, we want to make sure that everyone knows how they can influence and benefit from a greener Hackney.
- 1.8. The Council has also developed an implementation plan as part of the Climate Action Plan - setting out specifically what we will do over the next three years, using our influence to best effect. This will be updated every year so we can track our progress alongside our climate emergency declaration.
- 1.9. Although we only contribute to 5% of the Borough's emissions, we must continue to lead by example. That's why we will be rejoining the UK100 network of Councils, committing us to reaching net zero emissions by 2030 across key functions.
- 1.10. From speaking to many Hackney residents - out in the borough and at our climate summit earlier this year - we know we can only tackle the climate and ecological crisis through collective action - sharing knowledge, building expertise and working together. This Climate Action Plan is designed as a guide that everyone can refer to and that we can work together on.
- 1.11. Despite our successes and continued action taken against our goals, there are ongoing external factors impeding progress, both for the Council and for our communities which have grown significantly in scale since our annual progress report in July this year. Continuing economic volatility that is manifest globally, is impacting our residents at a local scale through the rapid and uncontrolled cost of living increases, reducing take home pay for many essential workers, alongside the rise in costs of basic essentials, be that food or energy. The UK inflation rate continues to be too high and whilst the average energy bill is now to be capped for the average user at £2,500 for the next two years, this is still a rise of circa £600 from what was already an

unsustainable level at £1,926. Very recent domestic economic shocks as a consequence of the government's mini budget, based on the flawed theory of trickle down economics have increased borrowing rates substantially and it is uncertain how long the impacts may last. It is also more than likely that this will give forth to a further period of austerity impacting local government finances which are already stretched to breaking point.

2. Group Director's introduction

- 2.1. This report seeks approval to go out to public consultation on the draft Hackney Climate Action Plan (CAP) and as such marks a significant point in our journey to net zero. It also seeks approval for officers to progress rejoining the UK100 membership network that would require the revision of the Council's net zero target for its own emissions (within the scope of the current UK100 criteria) to 2030.
- 2.2. It is now some three years since the declaration of a climate emergency and there has been significant delivery by the Council and others across a wide range of emission areas. However, bringing together in one place what is a diverse and sometimes challenging set of actions to address both net zero and the development of better future climate resilience will ensure an integrated and holistic climate response that can be championed and delivered by a range of stakeholders both within the borough and with the help of regional and central government.
- 2.3. Whilst the Council has already developed a Net Zero Energy Strategy for its own emissions, there is a need for a collective plan for boroughwide emissions; the Council does have some key levers through its statutory and regulatory functions, however this is insufficient to deliver the scale of change required. The Council recognises its civic leadership role in bringing diverse stakeholders together to deliver the aspirations of this plan, however no single organisation can be responsible for the scale of change that will also require behavioural responses at all levels within the system.
- 2.4. This CAP should therefore be seen as a draft, open to the shaping and influence of others. Our ambition is that the practical action needed is a shared vision amongst everyone in our Borough, rather than a Council only plan we're simply consulting residents and other stakeholders on. By taking an evidence based approach to develop the goals and objectives, it seeks to identify and prioritise the key activities needed, driven by the adoption by the Council and others of the proposed ambitious and strategic collective goals for achievement by 2030. It also highlights some of the principal practical barriers to scaling future delivery such as finance, policy, skills and delivering a broader engagement response.
- 2.5. The CAP is rooted in an optimistic vision where change is possible and the benefits and opportunities are clearly stated. Notwithstanding this, it recognises that the climate and ecological crisis is already impacting

disproportionately many of our most vulnerable residents and hence fairness must be at the heart.

- 2.6. Alongside this plan is the Council's draft three year Implementation Plan (IP) that sets out the key actions that the Council will progress in the period of the CAP, considering where the Council has direct control and most influence to maintain momentum with its own climate response. The IP will be reviewed annually and form part of the current annual reporting commitments, detailed service delivery plans for the specific projects will sit underneath.
- 2.7. Our ability to deliver capital and resource intensive actions within the implementation plan is largely contingent on the impact of recent economic shocks in the UK and beyond. These are likely to have a bearing on the capacity of the Council to deliver our climate responses in the short and medium term; particularly if there is a reinvigorated period of public sector austerity.

3. Recommendations

- 3.1. **To approve the draft Climate Action Plan ahead of consultation;**
- 3.2. **To request approval to undertake consultation on the draft Climate Action Plan, over a ten week period to begin following Cabinet;**
- 3.3. **To agree that officers bring back a report with the results of the consultation, and the amended and final Climate Action Plan in Spring 2023;**
- 3.4. **To rejoin UK100, thereby adopting a net zero 2030 target for Council emissions, following an internal assurance process.**

4. Reason(s) for decision

- 4.1. The climate and ecological crisis is having a significant negative impact in Hackney and across the world, through increased extreme weather events, such as flooding and extreme heat, that put communities, ecosystems and natural resources at risk. Without drastic reductions in emissions, and adaptation to higher rainfall and warmer temperatures, the impacts of climate change will continue to worsen - affecting our lives and those of future generations. In response, the Council declared a climate emergency in 2019, supported by an ambitious vision to rebuild a greener Hackney in the wake of the coronavirus pandemic.
- 4.2. Hackney has made progress in reducing emissions over the last decade. Since 2010, emissions from buildings and road transport in Hackney have fallen by about 27%. Consumption emissions - from the things we all buy and use - have fallen by about 10-15% in the UK overall. Nevertheless, without faster action, driven by ambitious policies and targets, we won't be able to protect communities and ecosystems from the effects of climate change.

- 4.3. Since we declared a climate emergency, we have led some of the UK's most innovative work to tackle climate change: ending the dominance of motor vehicle traffic across large parts of Hackney, switching our energy supply to 100% renewable and generating more renewable energy on our buildings. While the Council's emissions only account for about 5% of the borough's overall emissions, our climate emergency declaration commits us to a 45% reduction in Council emissions by 2030 and net zero - where we will no longer be a net contributor to climate change - by 2040.
- 4.4. Significant practical project delivery has happened to date and is ongoing, much of which would have formed part of the first phase of delivering a climate action plan, and has focused on achieving wider benefits rather than solely carbon reductions. Further detail of our phase 1 delivery of climate related actions can be found in the three annual reports on progress with our decarbonisation commitments (see background papers).
- 4.5. It is clear that our focus over the last couple of years on practical delivery is yielding significant benefits for the borough and its residents, noting there have been a number of awards made to the Council including: Keep Britain Tidy awards and Letsrecycle awards for the introduction of residual waste collection arrangements to street properties; Local Government Chronicle national award in the Climate Response category for the transport related work on LTNs and School Streets, and Council of the year in the London Energy Efficiency awards. Future activity must not only continue at pace but in an increasingly systematic fashion maximising impact as well as working more collaboratively with others to enable progress on boroughwide emissions.
- 4.6. This draft Hackney Climate Action Plan (CAP) is the Council's first holistic plan to address the climate and ecological crisis, bringing together the various strands into one overall document and as such is a key marker in consolidating our journey to net zero.
- 4.7. The draft CAP sets out an integrated approach for tackling the climate and ecological crisis. It provides a framework for everyone to take action to reduce emissions and adapt to the climate change that is already occurring, driven by an ambitious vision for a greener Hackney in 2030. This CAP is designed to set us in the right direction, but it will continue to be developed to keep pace with shifts across society, technology and wider policy, including the changing needs of communities, groups and organisations in Hackney.
- 4.8. Throughout the CAP, there are four key principles that guide our approach.
- a) *Change is possible*: Achieving the ambitions of the Paris Agreement, the international treaty that aims to limit global temperature rise to 1.5°C above pre-industrial levels, will require collective action at a rapid pace and large scale. The good news is that there is still a path to avoid the worst impacts of the climate emergency and still an

opportunity to effectively prepare and adapt to cope with rising temperatures.

- b) *Collaboration is key:* We can only address the climate emergency by working together to tackle emissions and adapt our Borough to the changes already occurring. There are many opportunities to work collectively to reduce emissions and make our neighbourhoods more resilient.
- c) *Fairness must be at its heart:* We must ensure that those who are most vulnerable and affected by the climate emergency get the support they need. Although there are many benefits to taking action on the climate emergency, the risks are not distributed equally. To be effective, climate actions must be designed with attention to who might be most negatively affected, and how.
- d) *Climate leadership is essential:* There will be a need for leadership throughout our communities, including from businesses, big institutions such as our hospitals, the voluntary and community sector and residents themselves. Notwithstanding this, the Council can provide the civic leadership for the collective effort needed to tackle the climate emergency in the Borough, helping to bring together different organisations and communities.

4.9. The CAP sets out the themes, goals and objectives to address the climate emergency across the borough and aims to:

- Outline what a greener Hackney could look like by 2030 based on a fair and just transition to net zero;
- Build a shared understanding of the problem we face as a Borough – and how we can work together to reduce emissions and adapt to climate change;
- Help residents, businesses and other organisations to see their place in our shared response to climate change;
- Identify the key actions the Council proposes for the period of the next three years to maintain momentum with its own climate response - detailed in our implementation plan;
- Identify areas where local partners can collaborate on key strategic challenges such as financing and policy change;
- Outline initial proposals for monitoring and governance arrangements, as well as steps to support future stakeholder engagement requirements;
- Use the final adopted plan to shape agreements on how to work together to achieve shared goals.

- 4.10. There are a number of cross-cutting issues, and in particular, the CAP considers two specific aspects which impact on all the themes. These are the green economy and social justice.

Green economy

- 4.11. The transition to net zero in Hackney is creating economic opportunities. A growing green economy means opportunities for businesses already delivering green products and services, and opportunities for new green businesses to emerge. This growth and transition will create job roles in London, mainly in skilled craft work and in managerial and professional jobs.
- 4.12. There is a clear need to specifically support individuals whose livelihoods may be affected by the transition because their economic activity is dependent on businesses and services that contribute to climate change. Retraining programmes and new opportunities for jobs, skills and business should be widely available to Hackney's residents - the green economy as a whole should be diverse and inclusive.
- 4.13. The Council's regeneration programmes and procurement should be used to provide green economic opportunities for residents and business. Together, the Council, businesses and institutions need to address existing skills gaps in the construction industry and with science, technology, engineering or mathematics (STEM) degrees. By working with partners in London's skills system we can better prepare our residents for the possibilities a growing green economy has to offer, and further, address the lack of diversity among potential entrants into green jobs and the green economy.

Social justice

- 4.14. Climate action can reduce inequalities and create other benefits. For example, Hackney faces significant overheating risks; actions such as planting more trees to provide shade can provide cooling effects, and reducing vehicle usage by enabling walking and other means of public transport can reduce emissions, while improving air quality and public health.
- 4.15. In Hackney we must all make changes to our buildings, roads, public spaces and ensure our economy is accessible, equitable and inclusive. This includes ensuring that everyone in Hackney has a say on future changes, and that community groups and organisations are at the forefront of climate action. Hackney Council will make sure that efforts to decarbonise our buildings and systems help unlock wider changes, putting the most vulnerable or worst affected residents first and including local groups as much as possible.
- 4.16. A period of three years has been selected for the implementation plan to:
- provide a sharper focus on the key actions we need now to maintain momentum;

- help focus on actions that would enable us to scale activities for the period post the initial three year plan robustly; and
- recognise that the technology and costs associated with net zero actions are changing rapidly and hence deliverability may change markedly over time potentially creating shifting focuses for action in the future.

Themes, goals and objectives of the Hackney Climate Action Plan

- 4.17. *Themes:* The Hackney Climate Action Plan sets out the ambitious, science-based changes that we can work towards achieving a reduction in carbon emissions by 2030. All of these changes are organised into five themes: Adaptation, Buildings, Transport, Consumption and Environmental Quality. Within each theme, we have identified a set of ambitious 2030 goals.
- 4.18. The themes define the broad areas of focus within the CAP, reflecting the need to reduce emissions, protect the natural environment and build resilience to climate change alongside wider benefits to responding to climate change, such as the potential to improve public health.
- 4.19. Climate action is a complex and systems-wide challenge. To be effective, climate actions must be designed collaboratively, and with attention to who might be affected, and how. Proposals related to the green economy and social justice are part of all areas of climate action. Each theme identifies some of the key issues that need to be addressed to help ensure that climate action in Hackney is just and equitable. The five themes are set out below:
- Adaptation - ensuring that we are prepared for and resilient to the impacts of the climate emergency, protecting our most vulnerable residents;
 - Buildings - removing gas boilers, adding solar panels and decreasing energy use in our buildings, reducing fuel poverty;
 - Transport - reducing emissions from the transport network, improving air quality and helping residents live active and healthy lifestyles;
 - Consumption - changing what and how we buy, use and sell, creating a new green economy in Hackney;
 - Environmental Quality - maximising the potential for biodiversity in our green spaces, reducing pollution and helping local ecosystems thrive.
- 4.20. *Goals:* Across the five themes in this document, there are 21 goals which set out the ambitious changes that we collectively need to make by 2030. This will require significant changes in all of our behaviour, infrastructure, business models, and co-operation. These goals are ambitious, borough-wide and aligned with the Paris Agreement. Reaching these goals at a local level doesn't rely on action by a single organisation, they are for

everyone: residents, community groups and organisations, businesses and institutions.

- 4.21. *Objectives:* Each goal has a number of key objectives. Objectives are the activities that we will need to work on together to progress towards realising the 2030 goals. They are made up of objectives for all Hackney stakeholders, as well as some specific Hackney Council objectives. Together, it is intended that the themes, goals and objectives provide a framework that shapes future action planning and decision making for all Hackney stakeholders.

Council Three Year Implementation Plan

- 4.22. Sitting alongside the CAP is a draft Hackney Council Three Year Implementation Plan, which provides a detailed set of proposed key actions for the Council to undertake (by theme) over the next three years that contribute to delivering the goals and objectives, considering where the Council has direct control and most influence to maintain momentum with its own climate response.
- 4.23. The balance between our own emissions and influencing the reduction of borough wide emissions is a key consideration in the CAP. In particular the Council's own ability to make carbon reductions is based on what we can control or influence. We are directly responsible for about 5% of our local area emissions. However, we have many levers that can be used to deliver wider local action to reduce emissions and prepare local areas for a changing climate particularly through leadership and placemaking.
- 4.24. There are a further 25% of emissions that we have strong influence over. For example, from a built environment perspective we would be considered to have high influence over new housing and social housing activities. There is also good influence in respect of transport and waste.
- 4.25. Much of the remaining emissions are associated with consumption where our leverage may be more variable as most decisions lie with individuals (59% of boroughwide emission reduction need elements of behavioural change alongside low carbon technologies).
- 4.26. Council actions have been reviewed in respect of the potential implementation levers. The levers fall into the key categories identified below:
- Strategies, research and plans e.g. better planning guidance to enable domestic retrofit, new Housing and Transport strategies;
 - Partnerships and private sector collaboration and convening e.g. working with London Councils, other local authorities, housing associations, anchor institutions, key utility providers, as well as

building on existing participation in the London wide action plan developments;

- Education and training e.g. better signposting and reskilling of staff;
- Delivery and flagship projects e.g. Business as Usual work, retrofit pilots of social housing; and
- Regulations, licensing and planning e.g. lobbying for changes in domestic and non-domestic minimum energy efficiency standard (MEES) regulations, scheduled Local Plan 33 update.

UK100 membership network and net zero target for Council emissions

- 4.27. The Council's current target for its own greenhouse emissions requires a 45% reduction by 2030 based on a 2010 baseline and 'net zero' by 2040. However, we have also been clear that where we can move faster we will endeavour to do so, regardless of the stated 'net zero' targets.
- 4.28. In January 2022, the Mayor and Lead Member made a statement to Full Council outlining our ambition to rejoin the UK100 network. This followed earlier work to review 'net zero' targets set out within the original Climate Emergency declaration and to bring us in better alignment with key stakeholders across London.
- 4.29. It should be noted that the Council was previously a member of the UK100 membership network, albeit based on earlier membership requirements which required the Council to sign up to a commitment to 'use 100% clean energy across the full range of functions by 2050'. UK100 have modified their membership criteria and now require the adoption of a net zero target for Council emissions (within the current UK100 emission scope) by 2030 and boroughwide by 2045 (some five years later than our current Council net zero commitment). As outlined in this report, committing to a boroughwide 'net zero' target wider than the Council activities will require dialogue with stakeholders prior to adopting the CAP in Spring 2023. This will be supported by an internal assurance process for the new 'net zero' Council commitment.

5. Details of alternative options considered and rejected

- 5.1. Do nothing was rejected as it goes against the Mayor's strategic priorities, alongside the existing climate emergency declaration and more recent political commitments to rejoin the UK100 membership network.
- 5.2. An earlier option to continue with the delivery of our climate response through Council strategies and plans alone, (which although a significant contributor to emissions we can influence), was discounted due to the need to:

- bring key Council climate response actions into one place whilst taking a more system based approach;
- explicitly acknowledge that the draft Climate Action Plan represents the collective action needed boroughwide to reduce emissions and adapt to climate change, noting the Council only has direct control of some 5%;
- reflect the boroughwide actions will need a wider variety of key stakeholders to align around key goals and hence a document that reflects the breadth of likely future commitment is required to articulate that.

5.3. Alternative recommendations were considered and either modified or rejected through the internal Environmental Sustainability Board - chaired by the Group Director for Finance and Resources, the Corporate Leadership Team chaired by the Chief Executive and the Strategic Officer Climate Group consisting of senior managers and officers.

- A Council only focussed CAP - would not robustly make linkages with others to deliver a boroughwide multi partner response;
- Not including 2030 goals - lack of direction of travel;
- A longer period for the plan - could potentially dilute key focus on priorities;
- Relying on separate policies and plans without an overarching approach - too fragmented and cross cutting benefits likely to be reduced.

6. Background

Policy Context

6.1. The draft CAP is aligned with the Mayor's priorities in particular 'Greener healthier', which will form part of an updated Hackney Strategic Plan for issue in November 2022. It also supports the delivery of a number of key Council strategies and plans such as the Local Plan, Hackney Transport Strategy, Air Quality Action Plan, draft Parking and Enforcement Plan, Net Zero Energy Strategy, draft Green Infrastructure Strategy and draft Local Nature Recovery Plan amongst others.

The role of central and regional government

6.2. Nationally, central government has set the UK's first net zero target, to be reached by 2050, the first major economy to pass this into law. This ambitious plan will impact how the UK produces goods and services, how people move around the country and how to heat their homes. To guide this transition, central government has published their Net Zero Strategy, which

sets out UK policies and proposals to reduce greenhouse gas emissions for each sector.

- 6.3. The Climate Change Committee (CCC) is a non-departmental public body that advises central government on the climate, and publishes progress and advisory reports. Their latest annual progress report to Parliament in 2022 states that although central government now has a Net Zero Strategy in place, important policy gaps remain. Tangible progress is lagging the policy ambition. With a greenhouse gas emissions path set for the UK and the Net Zero Strategy published, greater emphasis and focus must be placed on delivery.
- 6.4. This outlines the importance and relationship between central government, creating top-down policies and the bottom-up implementation of local stakeholders. Everyone has a part to play, but critically climate action cannot be achieved by working within the Borough's boundary only.
- 6.5. The following points are status updates from the CCC closely related to the Hackney CAP themes. It outlines the current positive progress made but also the gaps where further action is needed from central government in order to decarbonise the UK. These will need to continue to be included within lobbying efforts, in collaboration with other local authorities amongst others:
 - Surface transport - the CCC suggests clear progress has been made in the sales of electric cars, although electric van sales are lagging behind. However, car travel rebounded much more quickly and completely following the lifting of lockdown restrictions than public transport did, and van and heavy goods vehicle (HGV) traffic rebounded to above pre-pandemic levels. Development of charging infrastructure for electric vehicles is not making fast enough progress.
 - Buildings - Rates of improvement in energy efficiency continue to be well below the necessary level, as they have been over the last decade. Central government proposes to scale up the market for heat pumps over the 2020s to achieve at least 600,000 installations a year, up from around 54,000 in 2021. Indicators of supply chain build-up will be needed to track whether this is progressing as planned. Additional limitations are the cost of retrofitting, mainly weighted towards the homeowner, and the potential difficulties of retrofitting in older properties, including those listed or in conservation areas.
 - Electricity supply - Deployment of renewable electricity capacity, especially offshore wind, has been strong. Additional renewables and nuclear power are needed to meet the 2035 national grid decarbonisation goals. Further work will follow from the CCC to define an Energy Security Strategy as to how this can be achieved.
- 6.6. The last few years have seen seismic changes in the national policy environment in relation to nature and the environment. The Environment Act

commits the government to reverse the decline of nature by 2030. It also places specific requirements on local authorities, including delivery of biodiversity net gain through the planning system, strengthened Natural Environment and Rural Communities Act (2006) duties, and the implementation of Local Nature Recovery Strategies. In respect of the latter obligations, the Council has produced a Local Nature Recovery Plan.

- 6.7. The Greater London Authority Act 1999 sets out environmental improvement and sustainable development as core to the London Mayor's role. They also have a duty to publish a 'London Environment Strategy' which covers an assessment of – and policies related to – biodiversity, waste management, climate change mitigation and energy, climate change adaptation, air quality and ambient noise. Some of the most visible powers of the Mayor are in their control of London's transport network which gives them enormous scope to tackle carbon emissions and the capital's dirty air, alongside substantial powers over planning, although the role does not have significant responsibility for land management in the capital.
- 6.8. The Mayor of London has set a target for London to be net zero carbon by 2030 and selected a preferred pathway to net zero - the Accelerated Green pathway. Amongst other things, achieving this will require:
- Nearly 40 per cent reduction in the total heat demand of London's buildings, requiring over 2 million homes and a quarter of a million non-domestic buildings to become properly insulated;
 - 2.2 million heat pumps in operation in London by 2030;
 - 460,000 buildings connected to district heating networks by 2030;
 - A 27 per cent reduction in car vehicle km travelled by 2030;
 - Fossil fuel car and van sales ended by 2030, enforced in line with the government's existing commitments.

Equality Impact Assessment

- 6.9. The Council has a duty under the Equality Act 2010, and in particular, section 149 of the Act, which sets out the three equality needs that must be taken into account when undertaking its functions:
- 1) Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act;
 - 2) Advance equality of opportunity between people who share a protected characteristic and those who do not; and
 - 3) Foster good relations between people who share a protected characteristic and those who do not.
- 6.10. The equality need that is most relevant to the CAP is the need to eliminate discrimination.

- 6.11. One of the four key messages of the CAP is to deliver 'A fair transition'. We need to ensure that those who are most vulnerable and affected by the climate emergency get the support they need. The risks of the climate emergency are not distributed equally; some communities, families and individuals are more vulnerable to the impacts of climate change.
- 6.12. Social justice and the just transition is rarely considered in central government climate plans and strategies. Support for vulnerable groups and those most affected by climate action and the physical impacts of the emergency is embedded in the proposed CAP. Fairness is at the heart of the CAP and the Council must ensure that those who are most vulnerable and affected by the climate emergency get the support they need. Although there are many benefits to taking climate action, the risks of the climate emergency are not distributed equally. To be effective, actions must be designed with attention to those who might be negatively affected, and how.
- 6.13. The impact on the cross cutting aspects of social justice within the Borough have also been considered. Each theme in the CAP describes the main social justice principles.
- Adaptation: Protect those who are worst affected, involve everyone, and prioritise green infrastructure;
 - Buildings: Tackle fuel poverty, overcome initial costs, remove legal barriers and track national changes;
 - Transport: Consider and involve everyone and recognise cost barriers;
 - Consumption: Acknowledge all dietary requirements and support accessible and affordable purchasing habits;
 - Environmental Quality: Reduce exposure to poor air quality, increase access to green spaces and support community groups.
- 6.14. Hackney is home to an estimated 275,930¹ people and c23,000 businesses, with the population likely to grow to 310,000 people by 2028. It is considered that because the scope of the CAP is borough-wide, all members of the public, residents, workers and visitors to the borough as well as business and partner organisations will be potentially affected. The following table shows the relevance of the positive or negative impacts of the CAP on the following equality strands or protected characteristics groups:

¹ [Hackney Council, 2022](#)

	Age	Disability	Gender reassignment	Pregnancy & Maternity	Marriage & CP	Race	Religion or belief	Gender	Sexual Orientation
Relevance	High	High	Low	High	Low	High	Low	Medium	Low

Table 1: Relevance of the CAP impacts on each of the protected groups.

- 6.15. Overall the CAP should have a positive impact as it is widely recognised that everyone will be affected by climate change, but the effects will not be felt equally, with those who are least responsible often worst affected by the impacts². There are a number of factors that put people at greater risk of being negatively impacted by climate change. These included age (young and old), pre-existing health conditions, socioeconomic status (poverty), race and ethnicity, particularly as it intersected with the other characteristics³.
- 6.16. *Age*: For older people, the impacts of climate change, including increased extreme heat, is likely to increase vulnerability to ill health⁴. Without intervention, some older people may find it harder to adapt to the changes that will be required, for example for transitioning to modern and low carbon heating systems, or to take advantage of the support that exists. Taking action on climate change will be important for safeguarding the current wellbeing and future rights of younger people. Having appropriate skills for the future economy will be particularly important for those who are starting in employment and will continue to work for many years to come. It will be important that individual interventions seek to have positive impacts for older and younger people, and the overriding principle of social justice and fairness within the framework will protect people.
- 6.17. *Disability*: For some disabled people, the impacts of climate change, including increased extreme heat, may increase vulnerability to ill health. Climate anxiety is a recognised health condition and increasingly forming part of long term mental health conditions such as OCD⁵. Some disabled people will find it harder to adapt to the changes that will be required, for example for transitioning to modern and low carbon heating systems, or may be less able to access the support that exists unless it is designed with their needs in mind. At the same time, giving the support to be part of the transition and to take positive action is likely to be positive to the health of these same people⁶.
- 6.18. *Pregnancy*: Climate change is having negative impacts on pregnant women and on birth outcomes due to increased exposure to heat, and linked air quality issues⁷. Actions both within the plan and in the delivery plans and

² [World Health Organisation 2021](#)

³ [Climate Change Committee, 2020](#)

⁴ [The Lancet Covets, S et al. 2015](#)

⁵ [Hickman et al. 2021](#)

⁶ [Transport for All 2021](#)

⁷ [Royal College of Obstetrics and Child Health 2021](#)

ongoing actions that will be developed under the framework that it creates are likely to have positive benefits for pregnant women and for their babies by improving factors such as air quality as well as by creating opportunities for people to be involved in acting on climate change.

- 6.19. *Race*: People from Black and Global Majority communities are likely to be disproportionately impacted by climate change for a variety of reasons. Pre-existing health inequalities mean that some Black and Global Majority residents have worse health⁸, which is likely to be impacted negatively by the changing climate, particularly respiratory and cardiovascular disease. These factors increase the negative impacts of climate change, in particular excess heat, as the urban heat island effect is felt more acutely where the natural environment is not able to provide a cooling effect, higher deprivation make it more difficult to effectively cool properties through natural ventilation or air cooling, and air pollution has worse impacts on health when combined with heat.
- 6.20. Every action listed in the implementation plan of the draft CAP will review any potential unintended consequences to vulnerable and marginalised residents and groups, as well as actions to mitigate these. Ultimately, it is envisaged that the draft CAP does not amount to direct discrimination, as no individual is being treated less favourably by a reason of a protected characteristic.
- 6.21. Public consultation will take into account the target groups identified and seek their feedback on the potential positive and negative impacts of the draft CAP. There will also be the opportunity to assess in more depth the impacts on target groups through the longer term engagement needed on specific interventions such as the proposed retrofit pilot on one of the Council's social housing estates.
- 6.22. After the consultation period a full Equalities Impact Assessment (EIA) will be completed to assess the impact of the draft CAP. Following the analysis of the consultation results the EIA will be reviewed to take into account the protected characteristics and the impact the proposals will have on those groups. The consultation should provide detailed information, providing a greater understanding of the impact of the draft CAP as well as identifying a series of mitigation measures.

Sustainability & Climate Change

- 6.23. This report outlines our response to the climate emergency, setting out our draft CAP and the accompanying three year implementation plan.
- 6.24. Many of the outcomes associated with transitioning to net zero accrue as societal benefits, also known as 'co-benefits'. These co-benefits have wide ranging value through:

⁸ [The King's Fund 2021](#)

- Local economic stimulus;
- Improved health outcomes reducing the ongoing cost of healthcare services;
- Improved biodiversity outcomes;
- Alleviation of fuel poverty;
- Job creation and the opportunity to upskill redundant roles;
- Mitigation of water run-off, avoidance of flood damage etc.

6.25. For example, reducing congestion can improve local air quality and in turn reduce respiratory and cardiovascular illnesses, absenteeism and health care spending. Tackling congestion might also free up space for parklets and green areas which can help improve surface water management and establish new habitats.

6.26. By considering these systemic interactions, it is possible to better understand the overall social, economic and environmental value of proposals and the trade-offs that might be required. We can use this understanding to inform future decision making and build the case for bolder and more ambitious action that will enable co-benefits to be better incorporated alongside net zero.

Consultation

6.27. In the last 18 months, the Council has led a mix of project-based statutory consultations and broader digital and place-based resident engagement on LTNs, School Streets, the Parking Enforcement Plan, the Air Quality Action Plan, Residual Waste changes and a number of walking and cycling proposals. This work has seen thousands of specific responses to consultations, broader feedback about its ambitions and genuine conversations between councillors, council officers, residents, businesses and activists. In particular, the Council has used an online platform (Commonplace) to seek broad resident feedback, and has heavily promoted this throughout all of its communications since 2020.

6.28. In addition to these projects, the Council has worked with already-engaged residents, external stakeholders and experts and local groups on its Air Quality Action Plan, Local Nature Recovery Plan, Green Infrastructure Strategy amongst others. These have provided opportunities to gain insight in respect of a number of significant actions that are also included in the draft CAP.

6.29. There have been two larger scale public engagement events, the first for voluntary and community organisations to start building a consensus about a greener recovery from the pandemic in 2021 (co-designed with community groups), and a second that reflects political commitments for a resident facing Citizens Assembly. The latter was held in March 2022 where a

demographically representative group of residents were able to debate and explore key elements of the Council's net zero ambitions and emerging Hackney CAP. The findings from these events have provided background insight for the draft CAP. We are therefore not starting from scratch and have found that the use of specific project proposals have been successful in gaining wide ranging responses from what is a diverse community.

- 6.30. The proposed approach to the public consultation for the draft CAP is set out below.
- 6.31. The consultation survey will be open for 10 weeks from 1st November 2022 to 10th January 2023. This will be an online survey to be hosted on Citizen Space, with paper surveys available upon request with a Free-post return.
- 6.32. Target groups will be encouraged to take part in the consultation through existing networks and reference groups taking into account the groupings that have been identified in the equalities section of this report as well as wider contact lists in respect of the environmental community of interest.
- 6.33. Further, there will be some focused communication and engagement with Council tenants and leaseholders, as well as businesses and key partners during the consultation period.
- 6.34. A number of drop in sessions are in development which are likely to be either held in Council buildings or online during the public consultation period.

Risk assessment

- 6.35. The development of a boroughwide response to the climate and ecological crisis through the development of a CAP has been publicly stated in previous annual updates on progress with decarbonisation commitments to Full Council. Failure to develop and approve the draft CAP for public consultation, followed by its approval scheduled for Spring next year would present a reputational risk to the Council.
- 6.36. There are a number of key risks both for the Council and more widely which could impact on the success of the CAP noting that currently, not all the necessary infrastructure, finance and regulation is in place to enable the changes needed, with a burgeoning impact of the cost of living crisis on current and future patterns of expenditure at both a personal and organisational level. The UK will only meet its emissions reduction targets if central government, regional bodies and local authorities, amongst others, work together to resolve some of these key barriers, noting that local authorities only have powers or influence over roughly a third of greenhouse gas emissions in their local areas.

Finance

- 6.37. Local areas have a huge role to play in reaching net zero and have the ability to start implementation quickly, however they do not have the funding

they need. Central government must provide certainty on its long-term funding plans for key areas such as retrofit and energy efficiency. Without this, it is impossible for local areas to play their part in building the skills, capacity and engagement needed to meet the challenge.

- 6.38. To enable plans for decarbonisation across the Council's own estate, major investment will be needed in the short/medium term to retrofit Council buildings, including social housing stock, to improve insulation and energy systems, even if there may be savings to be derived in the long term from reduced waste collections, energy efficiency and energy generation activities. Government announcements to date to financially support this work are woefully inadequate, neither responding to the scale of the task nor acknowledging the rapidly narrowing window of opportunity.
- 6.39. It should be noted that as a result of the pandemic, some of the Council's major funders such as Transport for London (TfL) are facing continuing uncertainty with their finances and hence it is not possible to state what level of funding will be granted for future years. However, we continue to work closely with TfL and are ready to respond as new funding initiatives are announced to ensure we can deliver green initiatives across the borough.
- 6.40. Across the borough there are many businesses, organisations and individuals committed to helping drive change, and willing to invest in the transition to create a better future. Together we must encourage and support organisations across Hackney to prioritise planned investment in climate mitigation and adaptation.

Organisational change

- 6.41. The climate and ecological crisis will need the Council to work differently, remain outcome focused, as well as smarter in its approaches where resources are constrained. Our CAP will assist this by providing the guiding framework.
- 6.42. The Council's ambitions for decarbonisation require substantial mobilisation and leadership across the organisation and involve transformational work across almost all functions, rethinking how we work and identifying the skills requirements and resources to manage its climate response effectively. This coupled with a desire to extend this activity by using the role of the Council in leading, shaping and influencing decarbonisation of the Borough will place added requirements that will need to be effectively targeted, managed and resourced.

Policy

- 6.43. There are estimated policy gaps associated with 57% of the future greenhouse gas emissions reductions required nationally. Embedding and integrating net zero and climate adaptation properly across the policy landscape is vital. Clearer responsibilities are needed between central

government departments, regulators, the GLA, and local authorities for the actions and interactions on the path to net zero.

Skills

- 6.44. Workers will need to develop new skills to fill the needs of new low carbon markets. However, evidence on skills requirements and current employment in key occupations (e.g. home retrofit coordinators) is limited. Availability of skilled workers therefore poses a risk for the net zero transition.

Governance

- 6.45. As part of the future adoption of the CAP, broader external governance and oversight is needed to reflect this plan is not solely focussed on the Council's activities, but also a range of borough-wide emissions for which the Council is not responsible and may have lesser influence. The ability to establish an appropriate and robust external governance will therefore be crucial.

Stakeholder engagement

- 6.46. Some local policies – while popular and supported in consultation work – have created strongly differing viewpoints within our community. The success of this plan depends on the involvement of all of Hackney's stakeholders, as well as central and city-wide government to enable the scale of change needed; the Council plays a critical role, providing the civic leadership for the collective effort needed to tackle the climate emergency in the Borough, helping to bring together different organisations and communities.
- 6.47. Work to date on the climate emergency has identified a continuing need for a more in depth and longer term response to engagement of residents and other key stakeholders. Meaningful engagement can be highly resource intensive and there remain key challenges in accessing the broadest range of residents in particular those that are most vulnerable. To date we have developed a better understanding about what needs to be done practically to address the climate crisis based on evidence, and proven solutions already exist. Our future engagement emphasis may need to be less on the what and more on the how to best deliver alongside others for the priorities identified and ensuring this is done with fairness at the heart.

Current Council plans, amongst others, include:

- developing a future Hackney Net Zero Partnership to convene partners and businesses, including major landowners, public institutions, large businesses, and large housing associations;
- aligning existing networks and reviewing established key partnerships with the goals of the Hackney Climate Action Plan;
- using a more diverse range of engagement and participatory methods with residents and community groups.

7. Comments of the Group Director of Finance and Corporate Resources

- 7.1. This report seeks to approve the draft CAP and to approve a consultation with residents and businesses with the view to ensuring that this Borough contributes towards net zero ambitions. The cost of the consultation will be met from existing budgets.
- 7.2. The draft CAP is a plan for the whole borough and it sets out the challenge Hackney is facing to achieve net zero, in particular the funding needed boroughwide. Analysis shows that retrofitting all buildings in Hackney would require investment of approximately £3 billion in the building stock. To achieve this local areas will require significant public funding, particularly for public sector assets and social housing. Further, homeowners and other landlords will need to be able to access affordable financial products, such as loans and green mortgages. This is especially critical given the Cost of Living Crisis and rising energy bills.
- 7.3. The report also includes a draft implementation plan that sets out the actions for the Council over the next three years that contribute to delivering the goals and objectives set out in the CAP. The estimated costs of delivering the implementation plan is significant and a prioritisation model is being developed to support decision making. This model will take into account carbon reduction and wider co-benefits.
- 7.4. The Council continues to face significant financial challenges over the medium term and the resources needed to finance the actions within the implementation plan is significant. We will need to target available budgets where it will have the most impact either by acting as match funding to pull in external grants or by investing in projects that draw in other investment.
- 7.5. The Council's implementation plan sets out a clear set of actions and a case for investment and the next step is to identify sources of funding and capital investment such as grant funding from central government, which is limited but will be particularly important for low income and social housing, local climate bonds, that can raise capital whilst allowing local people to invest in their area and directly benefit from the projects delivered, private sector capital (e.g. from businesses looking to fulfil commitments they have made to investors) and carbon offsets – investment of carbon offsets in local decarbonisation and adaptation schemes.
- 7.6. As part of the Council's existing programme of work to tackle the climate emergency, £25 million has been earmarked for climate related works from 2022/23 to 2024/25. In addition, private sector investment worth £11.5 million has been secured to deliver the Council's green objectives.
- 7.7. All of the actions within the plan requiring additional funding will need to be considered in the light of cost pressures on the Council's budget, both revenue and capital, and the external factors impacting the Council's finances, such as increasing inflation - especially in the construction sector,

the Cost of Living Crisis and its impact on income collection and, the rising cost of borrowing.

8. VAT implications on land and property transactions

8.1. Not applicable.

9. Comments of the Director of Legal, Democratic and Electoral Services

9.1. In accordance with Article 5 of the Council's constitution the Mayor and Cabinet when approving policies for the Council seek to balance the interests of the community and set priorities that contribute to the life and development of the borough.

9.2. The Mayor and Cabinet is recommended to rejoin UK100, approve the draft Climate Action Plan and to undertake consultation in respect of it with the view to ensuring that this Borough contributes towards addressing the climate and ecological crisis. The benefits associated with a reduction in emissions will contribute to improving the life and development of the borough.

Appendices

Appendix 1 - Draft Climate Action Plan 2023-2030

Appendix 2 - Summary of Draft Climate Action Plan 2023-2030

Appendix 3 - Draft Hackney Council Implementation Plan 2023-2026

Exempt

N/A

Background documents

[Annual update on progress with decarbonisation commitments 2022](#)

[Annual update on progress with decarbonisation commitments 2021](#)

[Annual update on progress with decarbonisation commitments 2020](#)

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