

Title of Report	Adoption of Climate Action Plan		
Key Decision No	CHE S162		
For Consideration By	Cabinet		
Meeting Date	22 May 2023		
Cabinet Member	Cllr Mete Coban Cabinet Member for Environment and Transport		
Classification	Open		
Ward(s) Affected	All		
Key Decision & Reason	<table border="1"> <tr> <td>Yes</td> <td> <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> </td> </tr> </table>	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>
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Implementation Date if Not Called In	6 June 2023		
Group Director	Rickardo Hyatt Group Director Climate, Homes & Economy		

1. Cabinet Member's introduction

- 1.1. When it comes to tackling the climate crisis, we see ourselves as one of the most ambitious councils in the country. The increasing frequency of extreme weather events such as flooding and extreme heat pose significant risks to communities, ecosystems and natural resources. However, we remain optimistic that, through drastic reductions in emissions and adaptation to higher rainfall and warmer temperatures, we can mitigate the worst effects of climate change. Our climate emergency declaration in 2019, alongside the ambitious work set out in this Climate Action Plan, demonstrates our commitment to work together with residents, businesses and community organisations towards a greener, healthier Hackney.
- 1.2. The benefits of climate action for our communities are significant. 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, as well as harnessing the new green skills and jobs that are being created from the need for our society to make this transition.

- 1.3. The Climate Action Plan (CAP) aims to unlock these benefits for Hackney. Under five key themes - adaptation, buildings, transport, consumption and environmental quality - it sets out how residents, businesses and institutions, community groups and organisations, and the Council must work together to tackle the climate and ecological crisis.
- 1.4. In responding to climate change, we must recognise that our poorest residents have less resilience to climate shocks. We will all need to use diverse approaches to engagement that ensures inclusive decision making and that prioritise accessible and affordable solutions to better reflect the needs of low-income, minority, and vulnerable residents.
- 1.5. I welcome the positive response to the public consultation on the draft CAP, with respondents showing significant agreement with the goals and objectives and the majority seeing the beneficial impacts arising from the individual themes, while also recognising some of the challenges and the need for more detail. This is not the end of the conversation; the CAP will continue to evolve.
- 1.6. Alongside the CAP we have developed a draft Council Implementation Plan - setting out our action over the next three years, acknowledging where we have direct control and where we can use our influence to best effect. This will be updated every year to 2030.
- 1.7. The tracking of the CAP's progress now forms part of the more detailed monitoring and reporting framework set out in the CAP, confirming the immediate requirements in respect of Council and borough-wide emissions. As part of the adoption of the pledges by key stakeholders, together we will develop the headline progress indicators and further public reporting mechanisms for borough-wide emissions.
- 1.8. The CAP, Council Implementation Plan, and Council monitoring and reporting requirements considered in tandem will provide the robust platform needed to determine whether the Council remains on the right trajectory to contribute to the achievement of the 2030 goals set out in the CAP.
- 1.9. There are significant financial and regulatory barriers to reducing emissions, and we will need to work together across Hackney to share that load equitably, lobbying together for the changes needed, while also pledging to align with the 2030 goals in the CAP.
- 1.10. Our current modelling of the impact of achieving the 2030 goals in the CAP suggests a 77% reduction in borough-wide territorial gas emissions by 2030 relative to a 2010 baseline. This therefore exceeds the earlier climate emergency declaration of a 45% reduction by 2030 based on the same baseline. The 2030 date is critical, and progress needs to be made at pace.

Goals to 2030 within the CAP help to provide the required framework for everyone in Hackney, though the transition remains inherently uncertain and some sectors will move quicker than others in the early stages of transition.

- 1.11. We are however not complacent and that is why we have rejoined the UK100 network. This is because - although we only contribute to circa 5% of the Borough's territorial emissions - we must continue to lead by example. This has committed the Council to reaching net zero territorial emissions by 2030 across key functions. The initial scope of that commitment will be coming back to Full Council in July 2023, although the intention is to expand its range over time.
- 1.12. Since the earlier Cabinet report in October 2022 we have secured government funding to kick-start retrofit plans for our corporate and social housing properties for delivery over the next two years and will be making further funding bids - subject to eligibility later this year with the aim of building on this success. Nine significant non-domestic buildings will benefit from this funding by installing either air source or ground source heat pumps at London Fields Lido, Clissold Leisure Centre, Queensbridge Leisure Centre, the Trowbridge Centre, Stoke Newington Town Hall and Library, and 3 schools. In addition, over 500 social housing street properties will benefit by improving their energy efficiency.
- 1.13. We have also progressed some of our bigger political commitments such as the roll out of EV charging infrastructure, accelerating its delivery so there will be over 3,000 charging points across the Borough by 2026, helping businesses and residents and institutions where they need to use vehicles, to make transport decisions that will reduce their future carbon impact.
- 1.14. Hackney Light and Power has also made the grant awards in our first round of the Community Energy Fund to thirteen projects which will support community based organisations to build capacity to deliver future community energy projects alone. The second phase of our Green Homes programme for owner occupiers and private renters is now complete and saw 35 applications receive over £200,000 of grant funding; Phase 3 is starting shortly. We have secured £500,000 from the s106 Carbon Offsetting Fund to deliver 1MW of solar installations on selected social housing properties this year.
- 1.15. Despite the Council's lower level of direct control in respect of borough-wide emissions, we have significant influence in a number of specific areas. In January 2023 we got agreement for our Transport Local Implementation Plan for the next three years, and with funding now confirmed by the key funder Transport for London, we will be moving on to deliver the target of 75% of all eligible roads in Hackney to be within a Low Traffic Neighbourhood by 2026, a UK leading initiative.
- 1.16. We know however that 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. Join us on this vital journey to 2030 and beyond.

2. Group Director's introduction

- 2.1. This report requests approval to adopt the revised Hackney Climate Action Plan (CAP) - Appendix 1, subsequent to assessing the responses received following a public consultation on the draft Climate Action Plan.
- 2.2. The Council's Implementation Plan and the initial scope of the Council's new 2030 'net zero' commitment, will form part of the annual decarbonisation report to Full Council in July 2023.
- 2.3. The CAP, once adopted, will help to underpin a more 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. The Council recognises its key levers through its statutory and regulatory functions, however, this is insufficient to deliver the scale of change required. It also requires civic leadership, bringing diverse stakeholders together to deliver the aspirations of this plan. However, no single organisation can be responsible overall for the scale of change. Establishing robust external governance arrangements will therefore be a key priority for the near term to drive that collective progress.
- 2.4. Analysis of the response from the public consultation undertaken between November 2022 and January 2023 has indicated significant endorsement of the goals and objectives. Whilst the pace of change requires the greatest urgency, practical barriers to scaling future delivery such as finance, policy and skills remain as key issues for the Council, businesses, institutions and residents. Despite the understandable concern stated in recent reports from the Intergovernmental Panel on Climate Change (IPCC) this year regarding the global trajectory to reduce emissions, the CAP remains rooted in an ambitious vision where change is possible.
- 2.5. Since the public consultation, the Council have had success in securing external funding to pursue our own retrofitting plans for its social housing and corporate estate, using central government funding, match-funded by the Council. It will be making further submissions in bidding rounds later this year where projects are eligible.
- 2.6. The impact of economic shocks in the UK and beyond continue to persist and again, these are likely to have a bearing on the capacity of the Council to deliver our climate responses in the short and medium term.

3. Recommendations

Cabinet is recommended:

- 3.1. **To approve the final Climate Action Plan attached as Appendix 1 for adoption;**

3.2. To delegate authority to the Group Director for Climate, Homes and Economy to make amendments to the Climate Action Plan as necessary.

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. 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. Many aspects of the transition are inherently uncertain, hence it is likely that progress may be faster in some sectors than others. Even in the near term there is high uncertainty whether projected emissions savings will advance as anticipated, we therefore need to keep options open while assessing if sufficient groundwork has been put in place to achieve overall borough-wide emissions targets.

Hackney Climate Action Plan

4.4. The Hackney Climate Action Plan (CAP) is the first holistic borough-wide 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 the journey to net zero.

4.5. The 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 fairer and greener Hackney in 2030. This CAP is designed to set us in the right direction, but it will continue to need 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.

4.6. 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. 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 although we must act now without further delay if it is to remain in reach.

- 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.

4.7. 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 a 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 an implementation plan;
- Identify areas where local partners can collaborate on key strategic challenges such as financing and policy change;
- Confirm proposals for monitoring and Council governance arrangements, as well as steps to support future stakeholder engagement requirements and establish external governance; and
- Use this adopted plan to shape agreements on how to work together to achieve shared goals.

Revising the draft CAP

4.8. Following the decision by Cabinet on 24 October 2022, a public consultation was carried out to gather feedback on the draft CAP. The revised CAP that has now been produced takes account of the comments and feedback received during this process, noting that a broad range of insight has been gained from the public consultation exercise, much of which will help shape and inform the delivery of the CAP over the next three years.

4.9. Key insight pointers from the public consultation:

- SMARTen goals and objectives (see monitoring and reporting section) and provide clarity on the targets/outputs from the Council's 3 year Implementation Plan (IP), noting the latter was not included in the public version of the draft IP;
- Social justice remains central to a fair and just climate response and we must ensure vulnerable and disadvantaged groups are a key focus as their views continue to be under-represented, although they often experience the greatest impacts;
- More engagement, including using diverse approaches and including deliberative methods (where appropriate) in respect of specific topic areas and audiences;
- Ongoing challenge of engaging Hackney's wide-ranging business sector meaningfully, both generally and specifically, in the borough's climate response. Responses to the cross cutting theme of the green economy were also low;
- A desire for urgent action by respondents in respect of the climate emergency, coupled with an anxiety about the current speed of action globally;
- General comments that acknowledged the existing constraints on the Council in the borough-wide journey to net zero, due to the significant role of other players to enable action and accelerate progress, not least central government in respect of funding, policy and regulation; and
- More detail needed on how net zero will be funded and/or financed, and how progress with the journey to net zero will be monitored and tracked.

Highlights of comments on specific themes etc

- There was significant agreement with the goals and objectives of the draft CAP: Adaptation (77%), Buildings (77%), Transport (72%), Consumption (76%) and Environmental Quality (78%). The majority of respondents across all the themes stated that they would have a positive impact. Further insight for individual themes below:

- Adaptation theme: there is a need for greater recognition of adaptation actions alongside net zero, noting for many people this appears an immediate concern. In particular the impacts of extreme weather - flooding, heat waves and fires and the role of better resilience;
- Buildings theme: there are concerns about high financial cost of retrofitting especially for older buildings with significant technical constraints, alongside the demand to adapt existing buildings to extreme weather;
- Transport theme: there is strong support to further encourage walking and cycling, including the need for more cycling infrastructure and pedestrianised areas, better access to public transport and reduction in bus journey times through reduced congestion and support for continued improvements in air quality. There were a number of negative concerns noted that included impacts on businesses and income, costs associated with cars, traffic and journey times;
- Consumption theme: there is support for improvements to recycling facilities, as well as making it easier to recycle and repair, plus a need for more emphasis in the role of behavioural change in reducing consumption emissions; and
- Environmental quality theme: there is support to improve air quality, provide more green space and trees, actions to improve biodiversity, enable better protection of water bodies, as well as the positive role of environmental community groups as a volunteer resource.

4.10. A draft consultation report was produced in early February 2023 and a revised CAP was produced, based on a detailed analysis of the consultation responses that included feedback from the public, businesses, community organisations, focus groups with residents on specific issues and pre-engagement with the environmental community of interest. The analysis and actions encompassed:

- A review of all consultation responses by external consultants and internal officers with key updates incorporated into the revised CAP;
- A review of goals (to make them smarter where possible) and the objectives (rewording to make more specific);
- Inclusion of a new section per theme of Council specific targets/outputs for the next three years generally drawn from the draft Implementation Plan to make the Council's own commitments more explicit in the revised CAP;
- Updating the social justice sections of the revised CAP based on the Equality Impact Assessment (see Appendix 2);

- Updating some of the finance sections with more information about the Council approach to addressing the funding needed to reach net zero amongst others; and
- including a more developed section in the revised CAP on monitoring and reporting commitments.

4.11. Internal review of the revised CAP identified a need for further assessment of the CAP borough-wide goals and objectives. It also included a review of the Council deliverables for the next three years (generally taken from the draft IP). Key changes are:

- Minor amendments to specific thematic goals;
- Inclusion of new objectives to reflect gaps;
- Making existing objectives more outward facing, so they are more clearly collective and less about the Council, unless it has sole responsibility;
- Better reflecting the fact that the IP should cover the detail of Council activities in the next three years, not the CAP;
- Reducing duplication, ambiguity or any unwarranted overlap of objectives, deleting some in the process;
- Further prioritising based on impact and influence, ensuring three year objectives are the key ones, and taking a more strategic rather than catch all approach that could dilute focus and reduce impact; and
- Ensuring Council 3 yr deliverables contained in the CAP are sufficiently robust and clear.

4.12. 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

4.13. 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 but also in the evolving circular economy which is well represented in Hackney.

4.14. 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.

- 4.15. 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

- 4.16. Climate action in Hackney can reduce inequalities and create benefits such as improved air quality, mental health, and biodiversity enhancement. By ensuring inclusive decision-making, prioritising accessible and affordable solutions, and tackling systemic issues a fairer, more equitable, and inclusive environment will be enabled. Encouraging community engagement, raising awareness, promoting financial viability of sustainable options, and regularly monitoring progress will help ensure climate policies and initiatives remain effective and inclusive for all community members. Key aspects based on responses received during the public consultation are further elaborated on below and apply to all key stakeholders.

- Ensure inclusive decision-making: Involve diverse communities, including vulnerable and underrepresented groups, in the planning and implementation of climate policies and actions;
- Prioritise accessible and affordable solutions: Develop climate initiatives that cater to the needs of low-income, minority, and vulnerable populations, focusing on affordable housing, public transport, and access to green spaces;
- Tackle systemic issues: Address the root causes of climate change and social inequalities, such as poverty, racial and class disparities, and hold polluters accountable;
- Offer targeted support: Provide resources and assistance to vulnerable groups for climate adaptation, resilience, and mental health support to cope with climate-related stress and anxiety;
- Raise awareness and educate: Conduct outreach and educational programmes on climate change, its impacts, and sustainable options for diverse audiences, emphasising the importance of inclusivity;
- Foster community engagement: Encourage active participation from various social, economic, and cultural backgrounds in climate initiatives and sustainable practices;

- Promote financial viability: Ensure that sustainable options and green actions are economically feasible for everyone by offering financial incentives, subsidies, or affordable alternatives; and
- Monitor and evaluate progress: Regularly assess the effectiveness and inclusiveness of climate policies and initiatives, and adjust them as needed to ensure a fair and equitable transition for all community members.

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, are 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; and
 - 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, where relevant, 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. The borough-wide modelled pathway in Figure 1, illustrates the territorial emissions savings that could be achieved if the 2030 goals of the CAP are delivered, and then continue to remove fossil fuels beyond that date. In this case, there would be a 94% reduction in the Borough's territorial greenhouse gas emissions in 2040, compared to 2010, and a 77% reduction by 2030. This ambitious pace of change is closely aligned with the pace of decarbonisation that the borough needs to achieve to contribute to limiting global warming by 1.5°C, based on current greenhouse gas emissions and Tyndall Centre modelling.

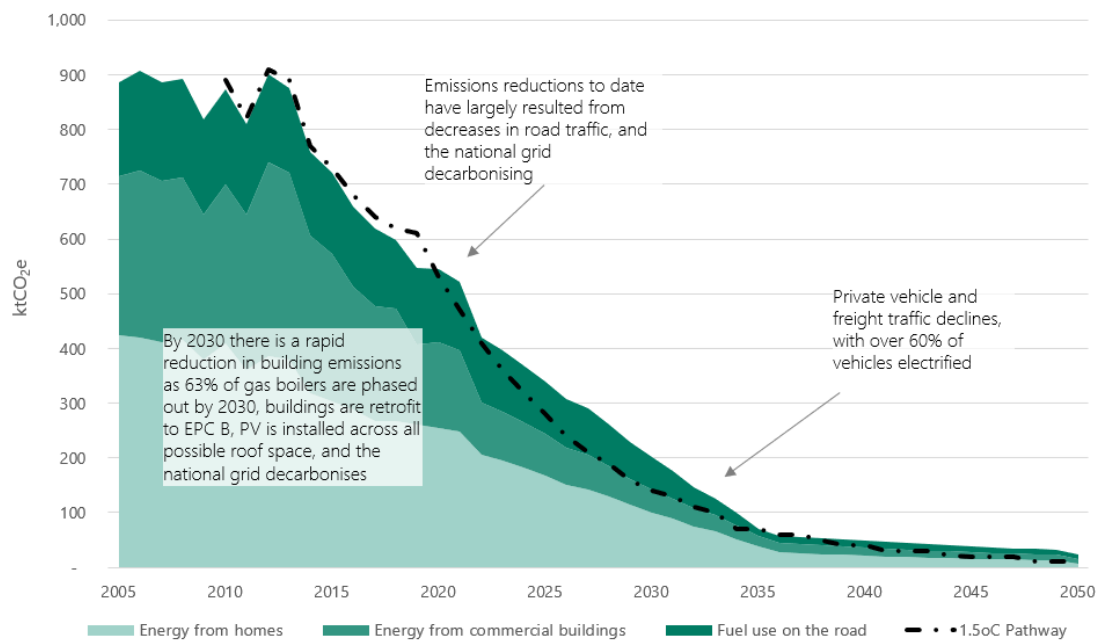


Figure 1: achieving Hackney's 2030 goals would rapidly reduce territorial greenhouse gas emissions, contributing to global efforts to limit warming to 1.5°C. Source: Buro Happold modelling, for Hackney Council.

- 4.22. **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 Council objectives where it would have the lead responsibility. 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 Implementation Plan

- 4.23. Sitting alongside the CAP is a Council Implementation Plan (IP), which provides a detailed set of proposed key actions for the Council to undertake

(by theme) initially over the next three years and 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.

- 4.24. The Council's own ability to make carbon reductions is based on what it can control or influence. It is directly responsible for about 5% of local area territorial emissions. However, it has 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.
- 4.25. There are a further 25% of territorial emissions that it has strong influence over. For example, from a built environment perspective the Council 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.
- 4.26. Much of the remaining non-territorial emissions associated with consumption are where the Council's leverage may be more variable. Many decisions lie with individuals and require behavioural change; consumption emissions are also from a diverse range of sources. Notwithstanding, the Council has prioritised areas where it has strong levers to effect change such as waste, food, procurement, the circular economy, the Council's pension fund, as well as the embodied carbon within its own future developments amongst others.
- 4.27. An initial period of three years was selected for the implementation plan to:
- provide a sharper focus on the key actions needed now to maintain momentum;
 - help focus on actions that would enable the Council 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.
- 4.28. A draft of the implementation plan was included in the appendices for the October 22 Cabinet approval for public consultation. Although this wasn't a formal part of the consultation, a number of detailed comments and suggestions were received, generally from those with a specialist knowledge of the climate and ecological agenda. These have been assessed as part of the consultation responses.
- 4.29. Original plans were that the IP should form part of the additional documents for this Cabinet report. There are however a number of more significant revisions needed to the IP, including a further prioritisation of the detailed actions already included for impact, both from a carbon perspective, but also those with significant co-benefits. As a result the IP will form part of the annual report to Full Council in July 23.

Monitoring and reporting framework

- 4.30. A commitment was made in the October 2022 Cabinet report to develop a monitoring and reporting framework and include it as part of the adoption of the CAP. This has been progressed, assessing both Council and borough-wide monitoring and reporting needs. Where there is certainty regarding future monitoring and reporting, this has been included in the revised CAP.
- 4.31. Monitoring and reporting is an important tool to assess progress towards net zero, informing decisions that may be needed to update the scale or pace of interventions accordingly. It is widely agreed to be key to credible, long term climate action by:
- **Maintaining transparency and accountability:** Monitoring climate action gives councils and other stakeholders the ability to demonstrate progress and quantify the benefits of climate action. This can aid future decision making by indicating where climate action has been most successful, and most challenging and when carbon offsetting has been used for emissions that can't be reduced;
 - **Providing key review points:** testing whether what we are doing collectively is having the desired impact on progress, whilst enabling opportunities to revise actions;
 - **Communicating with stakeholders on progress with targets:** The Council alone cannot deliver the actions needed to reach net zero and therefore must work in partnership with other organisations and individuals and enable stakeholders to make change happen; and
 - **Building a case to improve delivery and/or secure further funding:** Monitoring can help identify where further resources, investment or investigation is needed, and build the evidence base for this – ultimately informing further action planning.
- 4.32. The development of a monitoring framework will therefore support the need to measure the reduction in carbon emissions amongst other climate related actions, and track progress towards the 2030 goals of Hackney's borough-wide CAP, alongside an agreed reporting and review mechanism. For the Council's own obligations, a key principle of the approach is to acknowledge its existing reporting systems for subsidiary plans and strategies, so that the monitoring framework can build upon and complement these, rather than duplicating them.

Monitoring

- 4.33. Monitoring will be completed through a variety of interrelated mechanisms. Further detail can be found in the revised CAP (Appendix 1).

- Council territorial emissions initially aligning with the UK100 membership scope but expanding over time, using the [Local Partnerships GHG accounting tool](#);
- Borough-wide emissions principally initially via [The London Energy and Greenhouse Gas Inventory \(LEGGI\)](#) and [Consumption-Based Emissions Accounting Framework \(CBEA\)](#);
- Monitor an agreed set of key performance indicators to track Council and borough-wide progress; and
- The Council's Implementation Plan for its own actions, to support delivery of goals and objectives which reflect its control and influence, supported by:
 - More granular monitoring through other established Council plans and strategies;
 - Key performance indicators to track Council progress where required.

Reviewing

4.34. The impact on achieving Hackney's borough-wide emissions targets will be recorded by changes in the borough-wide emissions footprint. This will provide an indication of the overall direction of progress across the Borough and by sector. Reviewing progress with meeting borough-wide and Council targets using a suite of key performance indicators will provide a more detailed assessment helping us to take more timely and evidence-based decisions to:

- Understand Hackney's progress towards its net zero target based on current and proposed actions;
- Understand progress towards its 21 goals and assess where greater action or alternative tactics are required;
- Track delivery of actions annually towards Hackney's borough-wide CAP with SMARTer measures;
- Help measure (where possible), the differential impact on different groups in Hackney;
- Better understand the success of climate action in delivering wider environmental, social, and economic co-benefits; and
- Enable shared learning and information sharing across organisations.

Reporting

4.35. The Council has made annual reports on its progress with its decarbonisation commitments (for each 12 month period) for the last three

years to Full Council in July each year. The next one is scheduled for July 2023. Whilst this has covered key progress at a project level and informed the development of the draft Climate Action Plan, a new format more accessible annual report on the Council's progress towards its own territorial emissions reduction targets - supported by key performance indicators, will be put in place for July 2024.

- 4.36. There are however a number of work streams that will have to be undertaken in the 12 months post CAP adoption in May 2023 to inform some of the above requirements and are set out below.

Council

- Confirm headline performance indicators and targets to track progress on territorial emissions within the Council's direct control;
- Incorporate these headline key performance indicators focused on Council controlled carbon emissions reduction as part of the Council's update of its corporate dashboard so as to provide high level corporate progress monitoring, reflecting the priority given to addressing the climate emergency in the Council's recently updated strategic plan;
- Explore ways to reduce the Council's Scope 3 emissions;
- Review and embed earlier Net Zero Energy Strategy monitoring and reporting requirements into CAP monitoring and reporting requirements; and
- Identify next steps as to the role for the Scrutiny Panel and Commissions in governance.

Borough-wide

- Update the current borough-wide baseline assessment using latest data from 2022 to establish an updated baseline and inform targets with which to track progress against, whilst testing the existing modelled pathway for conformity with net zero ambitions;
- Review other data sources for borough-wide emissions including the Office For National Statistics (ONS) on carbon dioxide emissions for local authorities and whether/how to integrate;
- Develop options with key partners to establish the headline key performance indicators for tracking progress on carbon reduction associated with the overall CAP, focusing on the relevant borough-wide goals in the CAP. This will be developed collaboratively with external partners to enable a response that is proportionate and where possible relies on existing accessible data sets, noting key partners may have their own performance monitoring mechanisms for their organisations and the intention is not to duplicate that;

- Review themes and goals with others, where carbon reduction is not the focus to develop headline key performance indicators;
- Consider future options to assess wider social and economic co-benefits of climate actions such as health to inform considerations of social justice and inequalities; and
- Assess options with key partners for public reporting of progress on the borough-wide CAP.

UK100 membership network and net zero target for selected Council territorial emissions

- 4.37. The Council's existing target for its own greenhouse emissions requires a 45% reduction by 2030 based on a 2010 baseline and 'net zero' by 2040. However, it has also been clear that where it can move faster it will endeavour to do so, regardless of the stated 'net zero' targets.
- 4.38. In January 2022, the Mayor and Lead Member made a statement to Full Council outlining their 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 the Council in closer alignment with key stakeholders across London. This has now been progressed such that the Council now has a revised 'net zero target' of 2030 for territorial emissions that fall within the defined scope of UK100 membership requirements. The full detail of the initial territorial emissions scope to be applied in pursuance of the Council's revised 2030 'net zero' target is to be brought to Full Council in July 2023 as part of the annual decarbonisation report.
- 4.39. 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 territorial emissions (within the current UK100 emission scope) by 2030 and boroughwide by 2045 (some five years later than the current Council net zero commitment). In respect of the latter, committing to a boroughwide 'net zero' target wider than the Council activities will require further dialogue with stakeholders post adoption.

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 the Council's 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 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% of territorial emissions; and
- Reflect that 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; and
- 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. In November 2022, the Council adopted its Strategic Plan, 'Working Together for a Better Hackney' that sets out the ambitions for the Council for the next four years, as well as the challenges it faces, describing how it needs to respond and change, working with residents, businesses and partners. The CAP is aligned with the Mayor's priorities in particular 'For a greener healthier Hackney', synopsis in italics below, but also the priority 'For a fairer, safer Hackney'.

"We will continue to lead the way in the fight against climate change, working towards a net zero Hackney, with cleaner air, less motor traffic, and more liveable neighbourhoods. We will transform adult and children's social care, tackle physical and mental health inequalities and continue to support, value, and give voice to our older and disabled residents."

The CAP also supports the delivery of a number of key Council strategies and plans such as the Local Plan, Hackney Transport Strategy, Reduction & Recycling Plan, Air Quality Action Plan, Parking and Enforcement Plan,

earlier Net Zero Energy Strategy, Green Infrastructure Strategy and Local Nature Recovery Plan amongst others.

- 6.2. The Synthesis Report of the IPCC Sixth Assessment Report was released in March 2023 summarising the state of knowledge of climate change, its widespread impacts and risks, and climate change mitigation and adaptation. It recognises the interdependence of climate, ecosystems and biodiversity, and human societies; the value of diverse forms of knowledge; and the close linkages between climate change adaptation, mitigation, ecosystem health, human well-being and sustainable development, and reflects the increasing diversity of actors involved in climate action. The report underscores the urgency of taking more ambitious action with temperatures now about 1.1C above pre-industrial levels. It states that if greenhouse gas emissions can be made to peak as soon as possible, and are reduced rapidly in the following years, it may still be possible to avoid the worst ravages that would follow a 1.5C rise.

The role of central and regional government

- 6.3. 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 published a Net Zero Strategy, which sets out UK policies and proposals to reduce greenhouse gas emissions for each sector.
- 6.4. The 'net zero' review chaired by Chris Skidmore MP is a comprehensive assessment of the UK's progress towards achieving net-zero carbon emissions by 2050. The review highlights the urgent need for coordinated action from all sectors of society, including local governments. Local authorities play a crucial role in mitigating climate change by implementing sustainable policies and infrastructure projects that reduce carbon emissions and promote renewable energy sources. The report calls for increased collaboration between national and local governments to deliver effective climate action plans at a local level. It also recommends greater investment in green technology and innovation to support local economies and create green jobs.
- 6.5. Most recently the government has released an extensive suite of documents entitled Powering up Britain, which set out the UK's new energy plan including support for carbon capture projects, nuclear energy, offshore wind farms, electric vehicles, home heat pumps and hydrogen power amongst others. Its ambition is to make the UK more energy independent, reducing the impact of volatile international energy markets, while underpinning a clean energy transition, so the UK becomes a net zero economy by 2050. There are however serious concerns being raised outside of government as to whether the components identified are the right direction of travel (such as the significant focus on nuclear and carbon capture and storage, whilst ignoring onshore wind), the absence of new funding to underpin delivery,

and whether taken as a whole it would achieve the legally binding 2050 UK net zero target.

- 6.6. 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 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.
- 6.7. Both outline the importance and relationship between central government, creating top-down policies and the bottom-up implementation of local stakeholders such as local government. Everyone has a part to play, but critically climate action cannot be achieved by working within the Borough's boundary only.
- 6.8. 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; and
 - 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.
- 6.9. The CCC's most recent report in March 2023 on progress in preparing for climate change, as required under the Climate Change Act, provides an

assessment of progress at the end of two National Adaptation Programmes, the statutory programme required from the Government to help prepare the country for climate change. The second National Adaptation Programme covered the period of 2018 – 2023 and the third (NAP3) is due to be published in summer 2023. Key recommendations/findings from the report were:

- The second National Adaptation Programme has not adequately prepared the UK for climate change. Its assessment found very limited evidence of the implementation of adaptation at the scale needed to fully prepare for climate risks facing the UK across cities, communities, infrastructure, economy and ecosystems.
- The impacts from extreme weather in the UK over the last year highlight the urgency of adapting to climate change. The record-breaking temperatures seen in summer 2022 brought unprecedented numbers of heat-related deaths, wildfire incidents and significant infrastructure disruption.
- The next National Adaptation Programme must make a step change. (NAP3) must be much more ambitious than its predecessors and lead to a long overdue shift in focus towards the delivery of effective adaptation.

6.10. The last few years have seen significant 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 to start in November 2023, a strengthened 'biodiversity duty' which will require local authorities to review their operational and decision making process, 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 which has been recommended for adoption.

6.11. 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.

- 6.12. 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

- 6.13. After the consultation period a full Equality Impact Assessment (EIA) has been completed to assess the impact of the draft CAP. Following the analysis of the consultation results, the EIA has been reviewed to take into account the protected characteristics and the impact the proposals will have on those groups. The consultation has provided more detailed information, so as to provide a greater understanding of the impact of the draft CAP, as well as identifying a series of mitigation measures if required.
- 6.14. Hackney Council and its decision-makers must comply with the Public Sector Equality Duty set out in Section 149 of the Equality Act (2010), which requires us to have due regard to the need to:
- 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.
- 6.15. One of the four key messages of the CAP is to deliver 'A fair transition' and needs 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.
- 6.16. 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 however embedded in the CAP, with each theme in the CAP describing the main social justice issues.

6.17. Hackney is home to an estimated 259,200¹ people and c23,000 businesses, with the population likely to grow to 291,555 people by 2030². 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:

	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

6.18. Overall it is anticipated that 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 impacts³. 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 intersects with the other characteristics⁴.

6.19. The initial assessment of the anticipated impact on high relevance protected characteristics groups (completed prior to the public consultation) is set out below.

- Age: For older people, the impacts of climate change, including increased extreme heat, is likely to increase vulnerability to ill health⁵. Without intervention, some older people may find it harder to adapt to the changes that will be required. 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.

¹[Census Briefing, 2021](#)

²[Greater London Authority, 2020](#)

³[World Health Organisation 2021](#)

⁴[Climate Change Committee, 2020](#)

⁵[The Lancet Covets, S et al, 2015](#)

- 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 OCD⁶. Some disabled people will find it harder to adapt to the changes that will be required, 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 people⁷.
- Pregnancy: Climate change is having negative impacts on pregnant women and on birth outcomes due to increased exposure to heat, and linked air quality issues⁸. Actions both within the CAP and in the delivery plans and 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.
- 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 health⁹, 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.

Developing the EIA

- 6.20. Consultation results from the draft CAP have been used to inform the development of the EIA, noting there was a broad agreement from residents that the goals and objectives of all the five themes in the CAP would have a positive impact. Over 65% positive impact in contrast to the 12% negative impact highlighted by some.
- 6.21. Positive impacts stated by residents for each of the themes were:
- **Adaptation:** Improving health and wellbeing of individuals and communities;

⁶ [Hickman et al. 2021](#)

⁷ [Transport for All 2021](#)

⁸ [Royal College of Obstetrics and Child Health 2021](#)

⁹ [The King's Fund 2021](#)

- **Buildings:** Reducing energy use and costs and improving the energy efficiency, insulation, and resilience of their homes;
- **Transport:** Reducing air pollution and traffic congestion results in cleaner air with positive impacts on physical and mental health; Creating a more positive attitude towards sustainable transport; Taking action to take the needs of disabled people and vulnerable residents can help promote a more inclusive and equitable system; Safer and cleaner streets, improve health and wellbeing;
- **Consumption:** Benefiting health and the local environment; Improving the affordability and availability of healthy, sustainable, and locally sourced food; and
- **Environmental Quality:** Improving their health, wellbeing, and quality of life, creating job opportunities; Improving air quality and making it safer to be outside.

6.22. Negative impacts stated by residents for each of the themes were:

- **Adaptation:** Concerns about associated costs such as council tax increases to pay for it and that resources could be better spent;
- **Buildings:** Concerns about associated costs and need for financial support, some responses stated that the goals and objectives would have a limited impact on private and social housing renters. Some residents already feeling invisible and disadvantaged in terms of housing repairs and opportunities and they don't believe the CAP will fix it;
- **Transport:** Critical views about Low Traffic Neighbourhoods (LTNs) and the impacts related to businesses, income, costs associated with cars, traffic, and journey times, promoting active travel and discouraging motor vehicle use could disproportionately affect those with mobility issues;
- **Consumption:** Objections to Council overreach in encouraging residents to adopt a plant-based diet; and
- **Environmental Quality:** None.

6.23. Tables 2 and 3 provide an assessment of the objectives proposed in the draft CAP and whether they would have an overall positive impact or negative impact on different equality groups, and on cohesion and good relations, whilst noting that many people may identify with more than one protected characteristic. For example, young people may fall under the sexual orientation group, disability group, and the race groups.

6.24. Respondents to the consultation mentioned the need to ensure the positive impacts of the CAP benefit other at-risk groups such as climate migrants and

refugees and people needing information in other languages; it is likely that these groups will already fall in one or more of the protected groups.

Key: Y: Yes; N: No.

A: Age; D: Disability; GR: Gender reassignment; PM: Pregnancy and maternity; MC: Marriage and Civil Partnership; R: Race; Re: Religion or belief; S: Sex; and SO:Sexual orientation.

Table 2: Proposed objectives per theme and the potential positive impact on each protected group

Theme	A	D	GR	PM	MC	R	Re	S	SO	Comments
Adaptation	Y	Y	Y	Y	Y	Y	Y	Y	Y	These groups, like all other residents, should benefit from ensuring that they are prepared for and resilient to the climate impacts, protecting the most vulnerable residents.
Buildings	Y	Y	Y	Y	Y	Y	Y	Y	Y	These groups, like all other residents, should benefit from removing gas boilers, adding solar panels and decreasing energy use and reducing fuel poverty.
Transport	Y	Y	Y	Y	Y	Y	Y	Y	Y	These groups, like all other residents, should benefit from reducing emissions from transport, improving air quality and helping residents live active and healthy lifestyles.
Consumption	Y	Y	Y	Y	Y	Y	Y	Y	Y	These groups, like all other residents, should benefit from changing what and how we buy, use and sell and from the positive impacts of generating a green economy.
Environmental Quality	Y	Y	Y	Y	Y	Y	Y	Y	Y	These groups, like all other residents, should benefit from maximising the potential for biodiversity in green spaces, reducing pollution and helping local ecosystems thrive.

Table 3: Proposed objectives per theme and the potential negative impact on each protected group

Theme	A	D	GR	PM	MC	R	Re	S	SO	Comments
Adaptation	N	N	N	N	N	N	N	N	N	There is no evidence found to show that these actions would have a potential impact on these characteristics.
Buildings	N	N	N	N	N	N	N	N	N	There is no evidence found to show that these actions would have a potential impact on these characteristics.
Transport	N	N	N	N	N	N	N	N	N	There is no evidence found to show that these actions would have a potential impact on these characteristics
Consumption	N	N	N	N	N	N	N	N	N	There is no evidence found to show that these actions would have a potential impact on these characteristics.
Environmental	N	N	N	N	N	N	N	N	N	There is no evidence found to show that these

Quality										actions would have a potential impact on these characteristics.
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- 6.25. The impact of the CAP is to reduce emissions and adapt to climate events, it is therefore anticipated that all groups would experience a positive impact including those with protected characteristics. All five themes in the CAP aim to protect these groups by ensuring they are prepared for climate extreme events (heatwaves, prolonged cold weather events, drought and flooding), tackle fuel poverty, consider transport needs whilst increasing active travel, increase the consumption of affordable and more sustainable food whilst acknowledging religious dietary requirements, reduce exposure to poor air quality and increase access to green spaces and support community groups.
- 6.26. Having due regard to the need to advance equality of opportunity involves considering the need to:
- Remove or minimise disadvantages suffered by people due to their protected characteristics;
 - Meet the needs of people with protected characteristics; and
 - Encourage people with protected characteristics to participate in public life or in other activities where their participation is low.
- 6.27. The adoption and implementation of the CAP should therefore pay due regard to the equality considerations highlighted in the EIA, to ensure that the Council is compliant with its statutory obligations under the Equality Act 2010.
- 6.28. The Council will continue to consider the impact on all protected characteristics during the ongoing development and implementation of the climate actions. Where appropriate it will undertake additional engagement with the community or more detailed equality analysis where negative impacts on specific protected characteristics have been identified.
- 6.29. It should be noted that the consultation was self-selecting and not wholly representative of the demographic of Hackney. The key points were the high percentage of respondents who gave their ethnic background as White, the high percentage that stated having no religious belief and the very low response rate from those aged under 25.
- 6.30. The full Equality Impact Assessment can be found in Appendix 2.

Sustainability & Climate Change

- 6.31. Many of the outcomes associated with transitioning to net zero can accrue as societal benefits, also known as ‘co-benefits’. These co-benefits have wide ranging value through:

- 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; and
 - Mitigation of water run-off, avoidance of flood damage etc.
- 6.32. 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.
- 6.33. 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.
- 6.34. Future work to develop an assessment of co-benefits as a key outcome of the borough-wide climate response, is included in the monitoring and reporting framework proposals, covered earlier in this report.

Consultation

- 6.35. The consultation survey was open for 10 weeks from 1st November 2022 to 10th January 2023. It involved an online survey hosted on Citizen Space, with paper surveys available upon request with a Free-post return. Participants could complete the draft Climate Action Plan consultation in reference to the summary or full version of the draft Climate Action Plan. The summary document was provided with paper surveys.
- 6.36. Following analysis, and in response to the numbers of respondents to the consultation, a short social media survey was published on Citizen Space which ran from 2nd December 2022 to 10th January 2022. The survey was designed to allow respondents to quickly share their views and was promoted on Facebook and Instagram. The short survey also invited respondents to take part in the full consultation.
- 6.37. The consultation was promoted in Love Hackney, the Council's magazine, Hackney newsletters including Greener Hackney, parks and housing newsletters, and was featured on the Council's Consultation Hub website. The consultation was shared widely with stakeholders and Council networks including but not limited to: NHS partners, Public health and health and wellbeing networks, Housing partners and Council tenant and resident

associations, Schools and education partners, Community Strategy Partnership, Hackney Business Network, Zero Emissions Network, Zero Waste Network, Hackney Faith Forum, Hackney Food Network, Community Safety Partnership, Local environmental and sustainability community groups, Community and voluntary sector partners and organisations representing groups identified as communities who may be more vulnerable to climate change risks.

- 6.38. Target groups were encouraged to take part in the consultation through existing networks and reference groups taking into account the groupings that were identified in the equalities section of the Cabinet report of 24 October 2022, as well as wider contact lists in respect of the environmental community of interest.
- 6.39. Eight drop-ins sessions were held at each of Hackney's libraries across November and December 2022. Drop-ins were advertised through posters at libraries, alongside consultation communications, and on social media.
- 6.40. The consultation was also promoted via Hackney's citizen's panel, Hackney Matters.
- 6.41. Four focus groups were held with groups underrepresented in survey responses, details below:
- Two focus groups with older residents, organised with the Older Citizens Committee;
 - Focus group with Black and Global Majority residents, organised through the Hackney Matters Panel;
 - Focus group with Somali women, organised in partnership with Coffee Afrique.
- 6.42. The results from the consultation have been set out in an attached Consultation Report, Appendix 3. The report also provides a breakdown of the mix of respondents according to factors such as age, religion, ethnicity, and their relationship to the Borough. Response rates are summarised below:
- A total of 219 respondents took part in the consultation survey;
 - A total of 306 respondents took part in the short social media survey;
 - An additional 14 respondents shared their views on the consultation by email. Two email responses were also submitted through the consultation survey;
 - 40 participants took part in focus groups; and
 - 65 participants attended the Climate Action Plan drop-ins at libraries.

6.43. Although covered in more detail in the Consultation Report, some of the key findings from the feedback are:

- Most individuals who submitted a response lived in Hackney (68%) followed by those who either work (19%) or commute through Hackney (9%);
- The bulk of organisations that responded were from the voluntary and community sector with smaller numbers from businesses (15%) or were unstated (29%). The number of responses from organisations was relatively low relative to those from individuals. In particular businesses were underrepresented, despite promoting the consultation on more than one occasion, and demonstrates some of the challenges of engaging with a diverse and extensive local business base on broader cross-cutting issues with less specific asks;
- The majority of respondents, just over 84%, stated that they were concerned about the impact of climate change in Hackney. This includes just over 65% of respondents who were “very concerned” and just under 19% of respondents who were “concerned”. This was followed by smaller numbers who were unconcerned, neither concerned nor unconcerned and don’t know. The cohort of respondents was therefore likely to be from those with the starting point of a strong interest in the climate crisis per se;
- The percentage of respondents was split fairly evenly between males (46.08%) and females (48.04%);
- Most respondents were aged between 25 and 64, with the age group 45-55 representing 26.5% of all respondents. Those aged over 65 made up 23% of the respondents. Despite being a significant proportion of young residents in Hackney, responses from those under 25 were relatively small (1%) and indicates that more work will need to be done to engage this age group going forwards, most likely in respect of specific topic areas;
- 79.39% of respondents described their ethnicity as ‘White’. Only 4.23% identified as ‘Asian’ and 3.7% as ‘Black’ which are lower figures than within the population of the Borough as a whole (10.4% and 21.1% respectively);
- 52.36% of the respondents indicated that they had no religious belief or were atheist. This is a much higher proportion than in the Borough population as a whole (36.3%) and meant that respondents who stated that they hold religious beliefs were under-represented.
- The percentage of respondents who stated they considered they were disabled was 19.7%. This is higher than the figure for the Borough (14.3%), however the latter figure represents those disabled within the terms of the Equality Act.

- The housing tenures stated by respondents were: owned outright (35.05%), being bought on a mortgage (29.9%), rented - Local Authority/Council (10.82%), rented - private (10.31%), rented - Housing Association (7.73%). This suggests that private homeowners were heavily represented in the respondent mix, considering that Hackney has one of the lowest levels of home ownership in the country (24.6%).

6.44. Prior to the consultation, four pre-engagement workshops were delivered on the five themes in the CAP. The pre-engagement workshops aimed to gather environmental 'community of interest' stakeholders' views on the actions that we should work towards over the next three years. Environmental 'community of interest' refers to local individuals and organisations with an interest or technical expertise in the CAP themes. A summary of the findings is included in the Equality Impact Assessment section 2.3.3.

Risk assessment

6.45. 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 adopt the CAP post public consultation would potentially present a reputational risk to the Council.

6.46. 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 territorial greenhouse gas emissions in their local areas.

Finance

6.47. 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.

6.48. 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 energy efficiency and energy generation activities. Government announcements to date to financially support this work are inadequate.

6.49. It should be noted some of the Council's major funders such as Transport for London (TfL) continue to face uncertainty with their longer term finances. Recent financial settlements for the Council's Transport Local Implementation Plan 2023-2026 have been significantly lower than previous years and it is not possible to state what level of funding will be granted for future years. However, the Council continues to work closely with TfL and is ready to respond as new funding initiatives are announced to ensure it can continue to deliver green initiatives across the Borough.

6.50. 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

6.51. 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. The borough-wide CAP will assist this by providing the guiding framework.

6.52. The Council's ambitions for decarbonisation require substantial mobilisation and leadership across the organisation and involve transformational work across almost all functions, rethinking how it works 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

6.53. 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

6.54. 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

6.55. As part of the future adoption of the CAP, broader external governance and oversight is needed since 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. Establishing an appropriate and robust external governance will therefore be a key future step. Initial steps are:

- Working collaboratively with others post adoption, to develop and agree a form of community oversight;
- Developing a future Hackney Net Zero Partnership to convene partners and businesses, including major landowners, public institutions, large businesses, and large housing associations who are responsible for significant borough-wide emissions, amongst others, based on an agreed terms of reference; and
- Better aligning existing networks and reviewing established key partnerships with the goals of the CAP.

Stakeholder engagement

- 6.56. The success of the CAP thrives on the collective efforts of Hackney's stakeholders, central and regional governments, and the Council's civic leadership. This collaboration inspires change and addresses the climate emergency by connecting various organisations and communities. The Council is committed to strengthening its future capabilities in this area by enhancing organisational skills to deliver the diverse range of engagement approaches e.g. citizens assemblies, juries and panels, that may be needed.
- 6.57. High quality engagement is a shared responsibility across a broad range of key organisational stakeholders in Hackney. It should seek to complement the Council's own activities by establishing a wider, diverse programme of engagement that uses varied techniques including more deliberative engagement on specific topics, amongst others.
- 6.58. 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 amongst others. There remain key challenges in accessing the broadest range of residents, in particular those that are most vulnerable and less engaged.
- 6.59. To date there is a better understanding about what needs to be done practically to address the climate crisis based on evidence, and proven solutions already exist. 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.

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

- 7.1. This report recommends approval of a Climate Action Plan (CAP) for Hackney following consultation and engagement with residents and

businesses. The CAP sets out how the Borough will contribute towards net zero ambitions over the next three years.

- 7.2. The 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. There are no direct financial implications arising from the adoption of the CAP itself, however, the delivery of the Council's ambitious implementation plan and the associated costs are significant. The implementation plan 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.
- 7.4. The Council continues to face significant financial challenges over the medium term and the resources required to finance the actions within the implementation plan are significant. Included in the Council's Capital Programme budget for 2023/24 to 2025/26 is an investment commitment of £61m towards achieving our net zero ambitions and delivering the action set out in the CAP. Resources have also been committed as part of the 2023/24 budget to increase programme management and engagement capacity to support the delivery of the CAP implementation plan.
- 7.5. This investment commitment aligns with the funding strategy for the Council's implementation plan that is to embed actions into business as usual, 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 will be self funding over the long term.
- 7.6. We continue 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.
- 7.7. All of the actions within the implementation plan requiring additional funding are being 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. These actions will be considered as part of the Council's medium term financial planning and budget setting process.

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. A key decision is a Cabinet decision which is likely to:

i) Result in the Council incurring expenditure which is, or the making of savings which are, significant having regard to the Council's budget for the service or function to which the decisions relates, or

ii) Be significant in terms of its effects on communities living or working in an area comprising two or more wards in the area of the Council.

9.3. Recommendation 3.1 of this report recommends that Cabinet approves the final Climate Action Plan attached as Appendix 1 for adoption.

9.4. Currently the Mayor's Scheme of Delegation reserves to the Mayor and Cabinet approval of: all corporate policies and strategies and all formal service strategies. The Mayor and Cabinet are permitted to approve the recommendation set out in Paragraph 3.1 of this report.

9.5. The recommendation set out in 3.2 of this report recommends that Cabinet Delegates authority to the Group Director for Climate, Homes and Economy to make amendments to the Climate Action Plan as necessary. Paragraph 2.2 (Sub-delegation of Cabinet Functions) i) of the Cabinet Procedure Rules states that "*If the Elected Mayor delegates functions to the Cabinet, unless they direct otherwise, then the Cabinet may delegate further to a Committee of the Cabinet, to an officer, to any joint arrangements, to another authority or to area committees*". Cabinet is therefore permitted to approve and delegate functions as per the recommendation in 3.2 of this report.

Appendices

Appendix 1 - Adoption Climate Action Plan 2023-2030

Appendix 2 - Equality Impact Assessment

Appendix 3 - Consultation report on draft Climate Action Plan

Exempt

N/A

Background documents

[Draft Climate Action Plan 2023-2030](#)

[Draft Hackney Council Implementation Plan 2023-2026](#)

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