Open Agenda

# Environment Scrutiny Commission

Wednesday 1 July 2020
7.00 pm
Online / virtual .Members of the public are welcome to attend the meeting.Please contact FitzroyAntonio.williams@southwark.gov.uk or julie.timbrell@southwark.gov.uk

# Supplemental Agenda

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Date: 30 June 2020

Agenda Item 4

Southwark Council's Environment Scrutiny Commission's

# Air Quality Report

June 2020

**Contents**

# 1 Executive Summary

**The Impact of Poor Air Quality.**

Poor air quality kills. One of the biggest contributors to poor air quality are transport emissions, particularly diesel. Tiny particulates (PM2.5) released by diesel vehicles are so small that they can travel deep into the lungs, aggravating breathing problems such as asthma, and lead to worsening of heart and lung diseases.

Dr Ian Mudway advised the Commission that across the UK long-term exposure to man-made air pollution is thought to have an effect equivalent to 28,000 to 36,000 deaths a year. Small particulates (PM2.5) alone are estimated to cause an average per person loss of life expectancy of 7 months for the UK population as a whole. Children, older people and those with respiratory conditions are particularly vulnerable to exposure, however poor air quality impacts everybody over their life course. Furthermore, recent evidence indicates that air pollution may be key contributor to COVID-19 deaths.

In Southwark both Nitrogen Dioxide and Particulates are above safe levels in many parts of the borough. Thirty three locations in Southwark exceeded air pollution targets in 2019. It is clear we are facing a public health crisis that we need to tackle urgently.

Over the course of a year the Commission has taken a wide range of evidence from council officers, cabinet members, health experts, transport experts, community groups, environmental groups and activists and students to find out what interventions are needed to improve air quality and ultimately people's health in Southwark.

In parallel with other strategies such as the Climate Emergency, our recommendations seek to recreate Southwark as an inner city area with high air quality which is marked by the lowest possible private car use and ownership, freight delivered sustainably and an urban environment that is highly conducive to walking and cycling and in due course the return of public transport.

We are aware that much of this will require significant input at a London-wide level (e.g. with the introduction of Road User Charging) but there is much that Southwark can do locally to aid this transformation.

Below we set out our rationale for these recommendations and how our ambition will be delivered as one of the many objectives Southwark Council has to improve the health and wellbeing of its numerous residents, workers and visitors.

**Air quality is a social justice issue**

We found that car ownership is closely linked to higher incomes, while the harm traffic causes falls most heavily on those with lowest incomes. In Southwark 69% of households Newington ward have no car or van access whereas only 28% of Village ward households do not.

Dr Mudway said at the first Commission meeting that “it is the people who matter.” All the data suggests that children, people with disabilities, BAME communities and those on the lowest incomes, who are least equipped to cope with the ill-effects of pollution in particular, are most at risk.

**Southwark Council’s Movement Plan**

In March 2018, the Mayor of London’s Transport Strategy (MTS) was adopted. This underscores the role transport can play on health, wellbeing and the quality of the places we live and work in. In response, Southwark Council moved boldly and developed a Movement Plan with a holistic public health led approach and active travel at its heart.

The Movement Plan needs, however, to embed social justice at its core, ensuring that the council prioritises interventions based on objective needs and known health inequalities.

Organisational attention also needs to be paid to teams and changes should be made to eliminate silo working and instead ensure that cross-departmental cooperation is embedded in our structures.

Furthermore, after taking twice evidence from officers, there was concern that the operational activity to deliver the positive ambitions of the Movement Plan lacked a coherent programme. The Commission identified deprivation data sitting behind the plan which identified the locations of greatest need, but there was no evidence that this has been used to drive funding decisions in a systematic way. There were concerns too that an excessive weight was given to programmes of behavioural rather than infrastructure/physical change.

With the Movement Plan now adopted, tangible steps taken by Southwark so far include the development of a number of low emission neighbourhoods to reduce through traffic by motorised vehicles along with a School Streets programme that will improve road safety and air quality around schools and discourage driving. All of this work has been accelerated and deepened by Southwark’s initial bold response to the TfL Streetspace for London Plan, which aims to rapidly increase walking and cycling as lockdown eases.

**Measures to tackle poor air quality.**

During the Commission members visited the LB Waltham Forest Mini-Holland scheme to find out more about recent progress. This includes the creation of a number of Low Traffic Neighbourhoods consisting of some 40 modal filters that prevent local neighbourhood streets being used by motorists as through routes, significantly decrease short car journeys and instead encourage more movement by foot and cycle as the streets become safer and quieter. The Low Traffic Neighbourhoods have been complemented by around h 22km of protected cycle lanes on main roads.

Living Streets reported that the first Low Traffic Neighbourhood in Walthamstow Village saw motor traffic levels fall by over half inside the residential areas and by 16% when the adjacent main roads are taken into account. Motor traffic levels had declined by over 5% on the main road nearest the site of the borough's second Low Traffic Neighbourhoods scheme. This data is positive; however the Commission is acutely aware that the introduction of Low Traffic Neighbourhoods must be accompanied by measures to ensure that traffic is driven down overall.

The Commission recommends that Low Traffic Neighbourhoods be delivered across Southwark, starting with areas with the highest levels of public transport, worse air quality and most vulnerable populations. Any risk of displacement of traffic onto main roads by Low Traffic Neighbourhoods must be complimented by measures to prevent this and ensure air quality is carefully monitored as our communities live, work, and go to school on both side roads and main roads.

It is clear that Southwark needs to make it easier for people to cycle and walk and also needs to take bold measures to discourage people from driving in and through the borough. In order to achieve the above we will need to transform our neighbourhoods and main road high streets to support walking, cycling and public transport. This should be coupled with a programme to enable sustainable freight deliveries. Travel by private vehicle must become the exception rather than the rule especially for the numerous short journeys that are currently driven.

**The Themes of our Recommendations.**

Cycling advocates highlighted the issue of perverse parking charges; currently it is common for cars to be charged in the region of £125 per year for a residential parking space, whereas a space in a bike hanger (storing 6 bicycles) is £48, despite cycling's health and air quality benefits and low use of kerbside space. In the light of this, we recommend that parking charges should increase and include parking on all Southwark's own housing estates. In addition, Southwark Council should make a commitment to repurposing 10% of kerbside car storage to cycle storage within the next 18 months. All new developments should provide a minimum of 1 secure cycle space per dwelling. With the exception of provision for those with disabilities, Southwark should no longer grant car parking space in any new developments. Furthermore, we recommend setting a target for reductions in on-street residential parking spaces (particularly where Low Traffic Neighbourhoods are developed) and identify alternative uses for them (e.g. community parklets).

Southwark should adopt a local target to halve petrol and diesel road journeys by 2025, and by 90% by 2030, and encourage London Councils and the Mayor to do likewise.

Electrical Vehicles (EV) are an improvement on diesel and petrol vehicles however they still contribute harmful Particulates through road, tyre, and brake dust. EV cars also require the maintenance of the vehicular infrastructure that we want to see transformed to support walking and cycling, therefore our support for EV ought to be limited to buses, car clubs, scooters and bicycles.

The GLA has recently reported that levels of NO2 on some of London's busiest roads have fallen on average to half what they were before the lockdown. This is in addition to the significant reductions in pollution being delivered by policies that include the world's first Ultra Low Emission Zone (ULEZ), which had contributed to a 44 per cent reduction (over February 2017 levels) in roadside NO2 in the Central Congestion Charge Zone prior to the lockdown. It is critical that we lobby the GLA to ensure delivery of ULEZ expansion in October 2021. At present, the ULEZ expansion is only planned to extend from its current boundary (the Central Congestion Charging Zone) to the south circular. All parts of Southwark should benefit from the ULEZ expansion and we should argue strongly that the whole of the borough should be included.

The coronavirus pandemic has shown us that governments can quickly implement potentially unpopular policies in the interest of the public good and that we can respond to a crisis when we need to. Society now needs to respond to the air quality crisis with the same urgency and at the same comprehensive scale. In Southwark, the signs are extremely positive with the initial round of COVID-19 transport measures that includes Southwark's first large-scale Low Traffic Neighbourhood scheme along with delivery of protected cycle lanes.

Although funding will be far from plentiful for the foreseeable future, further bold action using low cost interventions on main roads and across our neighbourhoods combined with fairer pricing for motor vehicle ownership and usage is needed. This, combined with support and action from the GLA and TfL, offers a real prospect of transforming Southwark into a place where all will have the air quality that they have a right to and where the previous injustices of the least affluent having the poorest air quality have finally been overcome.

## 2 Summary of recommendations – to be completed

# 3 Introduction

## Why have we conducted this review?

As the recorded temperature of the earth gets hotter, internal combustion engines in almost all motor vehicles continue to pump out dirty emissions, while half the world's population has no access to clean fuels or technologies (e.g. stoves, lamps) with the result that the very air we breathe is growing dangerously polluted: nine out of ten people now breathe polluted air, which kills 7 million people every year.

The health effects of air pollution are varied – one third of deaths from stroke, lung cancer and heart disease are due to air pollution. This is having an equivalent effect to that of smoking tobacco, and is much higher than, say, the effects of eating too much salt. Exposure to poor air quality is associated with both ill-health and premature death.

Air pollution is hard to escape and tends to be unequally distributed. Those on the lowest incomes are often disproportionally affected. It is all around us. Microscopic pollutants in the air can slip past our body's defenses, penetrating deep into our respiratory and circulatory system, damaging our lungs, heart and brain.

Air pollution is also closely linked to climate change - the main driver of climate change is fossil fuel combustion which is itself a major contributor to air pollution - and efforts to mitigate one can improve the other.[1]

Air pollution is ubiquitous, but in urban and especially areas with high traffic, exposures can be high. Numerous research studies replicated across the world agree that breathing air of poor-quality impacts on human health. People may be affected by poor air quality even if they never experience any noticeable pollution related health effects.

**Southwark**

Air quality in Southwark is a major health problem. To put it bluntly we have levels of NO and PM in many parts of the borough that are above what the World Health Organisation deem safe. Thirty three locations in Southwark failed to reach Nitrogen Dioxide air quality targets in 2019 of 40mg.m-3, the UK air quality target, with 5 locations above 60mg.m-3.

A data audit, conducted by environmental group Friends of the Earth in 2017, found two locations– those surrounding Haddon Hall on Tower Bridge Road, and Peckham High Street – recorded levels more than double the limit, a whopping 90.79ug/m3 and 87.51ug/m3 respectively, and are two on of the top ten most polluted in London.

[1] https://www.who.int/airpollution/news-and-events/how-air-pollution-is-destroying-our-health

# 4 Covid 19


Recent evidence shows that air pollution may be a key contributor to COVID-19 deaths. Research shows almost 80% of deaths across four countries were in the most polluted regions.

The analysis shows that of the coronavirus deaths across 66 administrative regions in Italy, Spain, France and Germany, 78% of them occurred in just five regions; the most polluted.

The research examined levels of nitrogen dioxide, a pollutant produced by internal combustion, especially diesel vehicles, and weather conditions that can prevent polluted air from dispersing away from a city. Many studies have linked NO2 exposure to health damage, and particularly lung disease, which could make people more likely to die if they contract COVID-19.

“The results indicate that long-term exposure to this pollutant may be one of the most important contributors to fatality caused by the COVID-19 virus in these regions and maybe across the whole world,” says Yaron Ogen, at Martin Luther University Halle-Wittenberg in Germany, who conducted the research. “Poisoning our environment means poisoning our own body, and when it experiences chronic respiratory stress its ability to defend itself from infections is limited.”

On a more positive note, the GLA has reported that levels of NO2 on some of London’s busiest roads have fallen on average to half what they were before lockdown. This is in addition to the significant reductions delivered by policies including the world’s first Ultra Low Emission Zone (ULEZ), which contributed to a 44 per cent reduction in roadside NO2 in the Central Congestion Charge Zone prior to lockdown. [2]

This is, therefore, a clear and pressing public health issue that we need to tackle. To understand the issues more fully and to develop potential solutions, we have taken evidence from a wide range of individuals and groups during the Commission.

[2] https://www.london.gov.uk/WHAT-WE-DO/environment/environment-publications/estimation-changes-air-pollution-during-covid-19-outbreak-0

## 5 Commission witnesses

Officer attendance:

- Sarah Newman, Business Unit Manger Environmental Health & Trading Standards
- Pip Howson, Team Leader Transport policy
- Juliet Seymour, Planning Policy Manager
- Tim Cutts, Senior Regeneration Manager
- Jin Lin, Deputy Director of Public Health
- Simon Bevan, Director of Planning

Members

- Councillor Richard Livingstone, Cabinet Member for Environment, Transport and the Climate Emergency
- Councillor Johnson Situ, Cabinet Member for Growth, Development and Planning

Partners

- Casper and Ella, Eco School Councillors at Judith Kerr Primary
- Dr Ian Mudway, senior lecture at the School of Population Health and Environmental Sciences at King's College London
- Mums for Lungs
- Dulwich and Herne Hill Safe Routes to School
- Katherine Jacobs, Living Streets, London
- Karrim Jalali, Fossil Free Southwark
- The Zero Emissions Network
- Iskander Erzini Vernoit, Bill Perry, Caoimhe Basketter from Southwark Extinction Rebellion
- Councillor Adam Harrison, Cabinet member for a Sustainable Camden
- Fiona Sutherland, Deputy Director, London Play
- Peter Walker; cyclist, blogger, journalist, author and Southwark resident
- Simon Munk, London Cycling Campaign
- Paul Gasson, Waltham Forest
- Afsheen Kabir Rashid, CEO of Repowering London, and Chair of Community Energy England

- David Smith, grassroots South London air quality campaigner who blogs, tweets and campaigns as Little Ninja

## 6 How power and influence is divided in the environment field

Role for Local Authorities: Local authorities in the UK have a responsibility under Local Air Quality Management (LAQM) legislation to review air quality. Where concentrations exceed national objectives, measures should be put in place to reduce emissions, and be reported in the local Air Quality Action Plan (AQAP). Most such Action Plans are designed to address difficulties in complying with national objectives for either NO2 or PM10.

The Environment Act 1995 requires the UK Government and the devolved administrations for Scotland and Wales to produce a national air quality strategy containing standards, objectives and measures for improving ambient air quality and to keep these policies under review.

In addition to this, the EU *"Air Quality Directive" (EU Directive 2008/50/EC) on ambient air quality and cleaner air for Europe* sets legally binding standards for ambient air quality (the condition of the air in the outdoor environment). The Directive is implemented in the UK through regulations for each country. The UK is in breach of this act and was taken to Europe's highest court to explain the failure to take an adequate response and still faces millions of pounds in fines for the failure to safeguard UK citizens in accordance with European rules.

The local air quality management (LAQM) regime requires every district and unitary authority to regularly review and assess air quality in their area. Southwark provides an annual report. These reviews identify whether national objectives have been, or will be, achieved at relevant locations, by an applicable date.

**ACTIONS SOUTHWARK AS A LOCAL AUTHORITIES CAN DO TO IMPROVE AIR QUALITY**

Local authorities use various means to achieve air quality standards, such as traffic and parking management, road design and planning, vehicle regulation, introducing Clean Air Zones, establishing Smoke Control Areas, enforcing statutory nuisance powers and regulating planning.

**GLA ACTIONS**

A recent GLA report reveals that the introduction of policies including the world's first ULEZ have contributed to a reduction of 44 per cent in roadside NO2 in the Central London ULEZ zone. In January there were 44,100 fewer polluting vehicles being driven in the central zone every day with 79 per cent of vehicles in the zone now meeting the ULEZ emissions standards - up from 39 per cent in February 2017.

Around half of London's air pollution comes from road transport. Evidence shows how our polluted air is often caused by the way we choose to move around the city. In the year leading up the Covid pandemic, nearly half of car trips made by Londoners could have been cycled in around ten minutes.

**NATIONAL PROPOSALS TO IMPROVE AIR QUALITY**

The Government has published and consulted on various proposals aimed at improving local air quality management. Some of these were included in the Environment Bill 2019 which fell at Dissolution. A new Environment Bill (Bill 9, 2019-20) was introduced on 30 January 2020 and contains measures to clarify duties and enable greater cooperation under the Local Air Quality Management Framework, make smoke emissions in Smoke Control Areas in England subject to civil penalty notices (fines) rather than prosecution as criminal offences, and redefine smoke from private dwellings in smoke control areas in England as a statutory nuisance.[3]

## 7 The harms or air pollution

Dr Ian Mudway advised the Commission that across the UK as a whole:

• Long-term exposure to man-made air pollution is thought to have an effect equivalent to 28,000 to 36,000 deaths a year.

• PM2.5 alone is estimated to cause an average per person loss of life expectancy of 7 months for the UK population as a whole.

•The health costs arising from air pollution are thought to add up to more than £20 billion per year, although this figure is conservative and the true cost could be higher.

• More than 8% of all deaths in the UK are linked to air pollution. This is much lower than in many developing countries , where as many as a quarter of deaths are attributable to air pollution, but it still puts us 55th in the world in terms of the proportion of deaths caused by air pollution –higher than a range of other countries including the United States, Iceland, Sweden, Canada and Norway.

Dr Mudway told the Commission that there is an urgent need to improve our air quality, especially within our traffic-congested cities. Policies such as Low Emission Zones strive to do this, but their effectiveness needs careful and objective evaluation, not only in terms of whether they improve air quality, but more importantly, whether they deliver better health.

As the evidence base grows, demonstrating that air pollution impacts on the health of children in our cities, so the justification for decisive action increases. Air pollution has an affects the capacity to learn, through structural changes in the brain of children. Air pollution contributes to premature death.

**Harm over the life course**

In the short-term, air pollution can lead to irritation to the eyes, nose and throat, headaches, nausea, bronchitis and pneumonia.

Over a longer period, it can result in heart attacks and lung diseases, cancers, even damage to the brain, nerves, liver, and kidneys, and contribute to premature death.

Children are especially vulnerable and at risk of lifelong breathing disorders, asthma attacks, chest infections and earlier death.

He said that we need to be careful that the debate just doesn't focus on levels of exposures and short-term effects. We need to look at the long-term effects and the

[3] https://commonslibrary.parliament.uk/research-briefings/cbp-8804/

development of the disease. For example, there is evidence to suggest that air pollution is liked to dementia. This, therefore, puts a massive strain on adult social care in the longer term.

**The Dangers of Diesel**

Air pollution, especially from diesel engines, is a "neglected, hidden killer" and children and old people are especially at risk. There is strong evidence that if you live near main roads you will have smaller lungs and that they will not reach capacity and will be stunted. Emissions from diesel vehicles are significantly more harmful than those from petrol vehicles. Diesel combustion exhaust is a source of atmospheric soot and fine particles, which is a component of the air pollution implicated in human cancer, heart and lung damage, and mental functioning. Diesel engines produce nitrogen dioxide (NO2), which irritates the lungs of people with breathing problems. Diesels fumes contain several times more NO2 than petrol cars.

**Experimental evidence**

In a study led by King's College London, Queen Mary University of London and the University of Edinburgh, 164 children aged 8-9 were enrolled into the study from 28 primary schools in the London boroughs of Tower Hamlets, Hackney, Greenwich and the City of London (all areas which fail to meet current EU nitrogen dioxide limits). The research team monitored children's health and exposure to air pollutants over five years, covering the period when the LEZ was introduced, and found:

Children exposed to air pollution showed significantly smaller lung volume (a loss of approximately 5 per cent in lung capacity). This was linked to annual exposures of nitrogen dioxide (NO2) and other nitrogen oxides (NOx), both of which are in diesel emissions, and particulate matter (PM10).

Following the implementation of London's LEZ, there were small improvements in NO2 and NOx levels, but no improvements in PM10.

Despite these improvements in air quality, there was no evidence of a reduction in the proportion of children with small lungs or asthma symptoms over this period.

The percentage of children living at addresses exceeding the EU limit for NO2 fell following the LEZ introduction, from 99 per cent in 2009 to 34 per cent in 2013, but they were exposed to higher levels when at school, many of which were next to busy roads.

Low Emission Zones (LEZ) restrict or penalise specific vehicle entry into urban areas and may encourage the uptake of lower emission technologies. London introduced the world's largest city-wide LEZ in 2008, roughly contiguous with the M25 orbital motorway and encompassing around 8.5 million residents. But up until now, there has been little evidence on whether LEZs improve air quality or public health.

**Electric Vehicles (EV)**

Whilst EVs do not emit exhaust fumes at the point of use, they emit fine particles through brake and tyre wear and road dust, and therefore contribute to raised levels of PM2.5 and PM10 particulates.

## 8 Social Justice and Air Quality

*Taming car traffic: a social justice issue'- Rachel Aldred, Reader in Transport, Director of the Active Travel Academy.*

'The communities that have access to fewest cars tend to suffer from the highest levels of air pollution, whereas those in which car ownership is greatest enjoy the cleanest air. Pollution is most concentrated in areas where young children and their parents are more likely to live. Those communities that are most polluted and which also emit the least pollution tend to be amongst the poorest in Britain. There is therefore evidence of environmental injustice in the distribution and production of poor air quality.'

This presentation, originally provided for Hackney, demonstrated that car ownership is closely linked to higher incomes, and the harms of traffic fall on those with lowest incomes. Collisions involving those walking and cycling are much more likely to involve people with low income, disabled people, and those who are not car owners.

Similarly, in Southwark 69% of households in Newington ward have no car or van access whereas only 28% of Village ward households do not. Nationally and locally, pollution and the harms of traffic are most concentrated in areas where children and families live.[4]

It is critical to point out that Black communities in London are disproportionately more likely to breathe illegal levels of air pollution than White and Asian ones, new research seen exclusively by the Guardian shows. A study for the Mayor of London shows Black, African and Caribbean people account for 15.3% of all Londoners exposed to NO2 levels that breach EU limits, but they account for just 13.3% of the city's population. The proportion of White and Asian individuals exposed to the dangerous NO2 levels is lower than the fraction of the population they account for, said Aether, the consultancy which produced the report.

Southwark, Lambeth and Hackney were among the boroughs with an overlap of both a higher proportion of Black residents and the higher pollution levels.[5]

As Dr Mudway said at the first Commission "it is the people who matter." Addressing the impact of air pollution and traffic on Southwark residents requires the council to make its policy crafting far more data rich, overlaying demographic information on age and disability, alongside information on council tax bands, indices of multiple deprivation, car ownership, journeys and more - to fully understand who in the borough experiences the benefits of and who suffers from our actions.

All the data suggests that children, disabled people, BAME communities and those on the lowest incomes, who are least equipped to cope with the ill-effects of pollution in particular, are most at risk. Moreover, these groups are least likely to produce the emissions that are most harmful, and so experience a double injustice.

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See Taming car traffic: a social justice issue, a presentation given by Rachel Aldred, Reader in Transport University of Westminster, to Haringey Council.

5 https://www.theguardian.com/environment/2016/oct/10/londons-black-communities-disproportionately-exposed-to-air-pollution-study

## 9 What other major cities are doing to tackle air pollution

Many cities across the world are transforming themselves to adapt to climate changes and address increases in air pollution. The Commission considered the approach taken by the Mayor of Tirana, the capital of Albania, which prioritised children in the provision of transport, piloting temporary car free days, followed by banning cars in the city centre. More recently they have decided to mirror the provision of public space to the patterns of car ownership and are working to ensure that the public realm priorities disabled and older people. In Tirana, 80% of households do not own cars so instead of building roads they have built linear parks with children and adult play spaces, cycleway and pathways.

Other European cities have taken a similar approach of prioritising children over car owners:

*"The great city is not the one that has highways, but one where a child on a tricycle or bicycle can go safely everywhere." ~ Enrique Peñalosa, former Mayor of Bogotá.*

The Paris Mayor, Anne Hidalgo, has made phasing out vehicles and creating a "15-minute city" a key pillar of her offering at the launch of her re-election campaign. The idea is to encourage more self-sufficient communities within each arrondissement of the French capital, with grocery shops, parks, cafes, sports facilities, health centres, schools and even workplaces just a walk or bike ride away.

Called the *"ville du quart d'heure"* – the quarter-hour city – the aim is to offer Parisians what they need on or near their doorstep to ensure an "ecological transformation" of the capital into a collection of neighbourhoods. This would reduce pollution and stress, creating socially and economically mixed districts to improve overall quality of life for residents and visitors.

We need to *Integrate, integrate, integrate!* Cities need to consider transport, urban planning, business, public services, energy and food supply as part of the same integrated system. They should offer people choice and easy connections.

Pop-up bike lanes have helped with coronavirus-related physical distancing in Germany. German cities are redrawing road markings to create "pop-up" cycle lanes for the duration of the COVID-19 lockdown, as cyclists demand more space to physically distance on their commutes to work. Local authorities in the Kreuzberg district of Berlin trialed a temporary widening of two cycle lanes on 27 March, arguing

it would help cyclists keep the required 1.5-metre distance apart while car traffic had declined owing to Germany's coronavirus restrictions. The council has already declared the pilot scheme a success because it had improved cycling safety while not hindering traffic.

## 10 Movement Plan

In March 2018, the Mayor of London's Transport Strategy (MTS) was adopted. This has a greater focus on health, wellbeing and the importance of place. Each council in London was required to prepare a Local Implementation Plan (LIP) to detail how the authority will assist in delivering the Mayor's Transport Strategy.

In response, Southwark Council made a bold move away from its previous approach of developing Transport Strategies and instead prepared a far more holistic Movement Plan with a public health led approach and active travel at its heart. The adopted Movement Plan is supported by a more technical document titled Southwark's transport implementation plan which takes the ambition of the movement plan and meets the requirements of the borough's LIP3 targets.

Southwark is responsible for local roads while TfL is responsible for red route main roads so a strong partnership between Southwark and TfL is important, with action needed from both TfL/GLA and Southwark to make improvements to air quality and public transport provision and thus improve the lives of people who live and work on these roads by reducing traffic and its impact.

The commission received two presentations on the Movement Plan, one in December 2019 and one in March 2020 where a number of local initiatives were also presented. The Commission also heard about big-ticket changes planned for the Old Kent Road, with the plans for the extension of the Bakerloo line and received an update on school streets from officers and local community groups.

**Local neighbourhood initiatives and School streets**

Currently there are three variations on low emission neighbourhoods that are being developed to reduce through traffic by motorised vehicles: a Livable Neighbourhood pilot around South Bermondsey station and the Bonamy & Bramcote Estates; Dulwich Healthy Streets; and the Walworth Low Emission Zone.

**Dulwich Healthy Streets**: A neighbourhood approach to working with the community to address concerns about traffic volume and its impact on the community. The project is focused around the Dulwich Village area. Proposals have been prepared and were subject to a consultation, which had been open until 29

March 2020. All the proposals were originally due to be subject to modelling and further in-depth consultation before implementation.

**Walworth Low Emission Neighbourhood**: a scheme to reduce vehicle movements and overall traffic levels both along the Walworth Road and through surrounding neighbourhoods. This made use of traffic management changes and other improvements to create new public spaces for people to enjoy whilst supporting walking and cycling.

**Bonamy and Bramcote Liveable Neighbourhood**: an initial data collection on traffic, parking, and local assets had been undertaken, as well as localised topographical surveys. Officers have been working with the community, attending Residents Association meetings, coordinating an on-street engagement event and sending out questionnaires to every household in the project area.

## 11 School streets

Along with many other London boroughs, Southwark has introduced a new programme called School Streets. The aim of this initiative is to improve road safety and air quality around a school and discourage driving. Restrictions are put in place in the road immediately outside a school at the beginning and end of a school day. Pedestrians and cyclists are still allowed to access the road during these hours.

Between 2018-2019 the following School Streets have been trailed and implemented:

- Bellenden Primary School  Permanent.
- Bessemer Grange Primary School
- Robert Browning Primary School
- Harris Academy East Dulwich
- St Francis RC Primary School
- Goose Green Primary School
- Hollydale Primary School
- Ilderton Primary School
- Albion Primary School.

The demand for School Streets is high and there are over 30 schools in the borough on the waiting list. School Streets are highly popular with parents and children; however, the drawback is that they only cover a very small area and only a part of the journey to school. We have found the process and criteria for selecting which schools are chosen is not clear, for example if the area has high pollution levels or high levels of deprivation.

We need to consider how decisions are made as it is often the local residents who have the means, time and the knowhow who are able to influence council decisions such as targeting side roads.

There is also evidence that the closure of side roads, and other small schemes, do not reduce air pollution exposure for the people on main roads who are at greatest risk. There are certain criteria that must be met for traffic evaporation to take place effectively, a fact that is often overlooked by policy makers. If drivers can find an alternative route where levels of congestion are acceptable, they will continue to drive. If alternatives like cycling are deemed unsafe due to lack of protected cycleways or if there is insufficient space on public transport (as is the case at the moment due to the need for social distancing) then those with access to vehicles will continue to drive, increasing traffic congestion and air pollution on boundary/main roads.

While the Commission welcomed these local initiatives, on the whole, there was concern that the operational activity to deliver the positive ambitions of the Movement Plan lacked a coherent programme. The Commission discovered deprivation data sitting behind the plan, but this was not referred to by the officers in the meeting and there was no evidence that this is being used to drive funding decisions in a systematic way.

There is a risk that pockets of good practice will emerge only in places with the most vocal activists or in areas of large-scale regeneration, but these will not necessarily be the places with the greatest objective needs or that they will deliver the changes which will benefit the majority population. Furthermore, hyper local changes are most likely to cause unintended outcomes with displaced traffic, rather than the win-win outcome of traffic reducing overall (on both the neighbourhoods roads where through traffic had been removed AND adjacent main roads where traffic has evaporated. More work needs to be done to implement Low Traffic Neighbourhoods (LTNs) over a broader area, and in conjunction with TfL work on major roads. Projects should also be aligned with plans to increase public transport and active travel. Many of these issues have, however, been affected by the COVID-19 crisis and the subsequent Streetspace for London Plan. This has largely removed LIP3 funding and replaced it with pots of funding that are almost entirely focused on active travel in the form of walking and cycling and in deterring the return of traffic to previous levels along with the negative impact that is associated with that of poor air quality, road casualties and deterrence of active travel.

The recent announcement by the Mayor of London that main streets in the city, including between London Bridge and Waterloo, will only be open for buses, pedestrians and cyclists, is a welcome response to the pandemic. He has also asked local councils to close neighbourhood roads to through traffic. An initiative such as Low Traffic Neighbourhoods would be complementary to this initiative and enable citizens to sustain the increased walking and cycling witnessed during lockdown. Measures will need to be taken to ensure people with impaired mobility are catered for.

Overall we commend the Movement Plan for having ambitious aims, but we have found that there is substantial gap between strategy and delivery. There is no observable delivery plan and decisions do not seem to be driven by data demonstrating need. LIP3 funding bids to TfL and their replacement during the lifetime of the Streetspace for London plan need to concentrate on the most effective actions to change the built environment and wider infrastructure, to enable more walking and cycling, reduce the impact of general traffic (in terms of volumes and speeds) and improve public transport, rather than focusing on behaviour change.

**Recommendation 1:** Develop an operational plan with partners to implement this, focusing on structural changes, informed by the ambitions of the Movement Plan and its associated deprivation data.

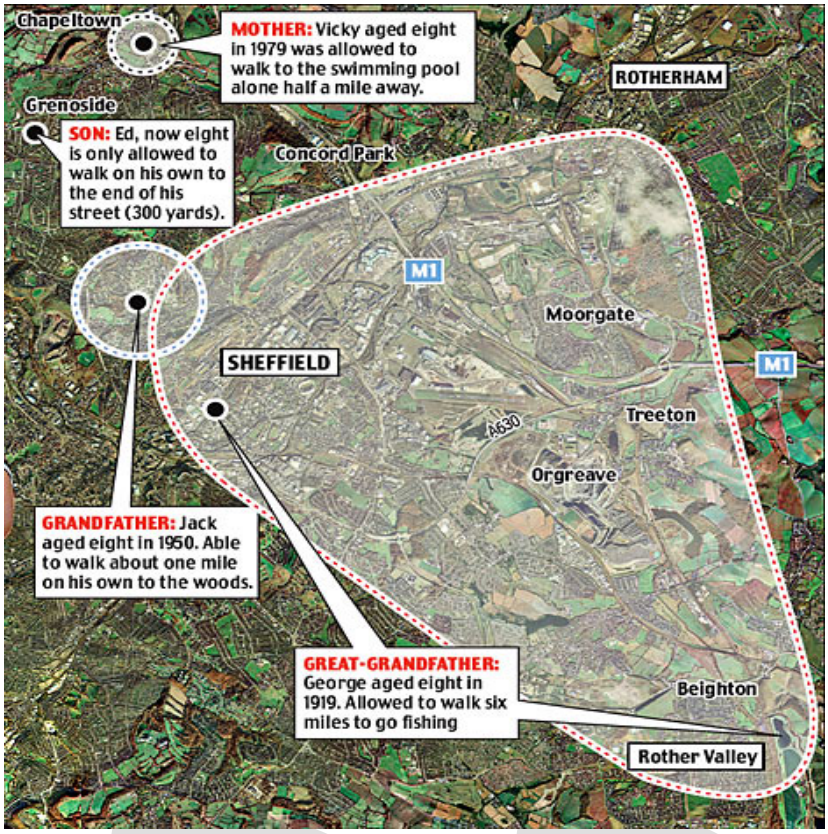
**Recommendation 2:** The Movement Plan needs to embed social justice at its core, ensuring the council prioritises interventions based on need and health inequalities. Organisational attention needs to be paid to teams and changes should be made to eliminate silo working and instead ensure cross-departmental cooperation embedded in our structures.

**Recommendation 3:** Southwark Council should roll out a School Streets programme across every school in the borough. Where schools are sited on main roads and road closures are not possible, pavement widening should occur to make the area around the school safer and more attractive. School Streets should be seen as a starting point for more permanent change across the local/surrounding area that supports the whole journey to school.

## 12 Ending the dominance of the car

The dominance of the car is a relatively recent phenomenon. Play Streets, who gave evidence to the Commission, charted the rise of car throughout the century and said it was only in the 1980s that this became fully established and that by this point traffic collision involving children were no longer treated as exceptional events.

The Commission was also struck the evidence that children’s journey and freedoms have shrunk over time:




The presentation went on to outline how the dominance of the car in our inner cities has had a negative impact on children's freedoms and the loss of what is termed *Children's Independent Mobility*. Only 25% of primary school children are now allowed to travel home from school alone compared with 86% in 1971, the Policy Studies Institute at the University of Westminster found. Data collected in 1971, 1990 and 2010 discovered a large reduction in the youngsters' independent mobility - the extent to which parents allow them to play and travel around in their local area without any adults. While 48% of children want to cycle to school, only 2% actually do.

The evidence of Dulwich and Herne Hill Safe Routes to School to the Commission remarked on the long and good relationship with the council. There are now gold travel plans in 10% of Southwark schools. School children and families want to make use of active travel there are significant barriers – and they emphasised that unless it is safe and feels safe, families will not do it. Internationally the Safe School movement has evidence that it is infrastructural and engineering of the built environment that drives behaviour change. When walking and cycling is easy and safe people will do it.

They reported that School Streets is a good programme. Bessemer School in South Camberwell was provided as an example of children and parents enjoying the quiet play space, and there has been 6% modal shift in travel. However, what is needed is need a network of safe streets; a single School Street is not enough to drive significant change in travel patterns.

They said the dominance of the environment by the car produces alarming levels of road deaths and poor air quality and that this needs to change.

Katherine Jacobs, Living Streets' London Manager told the Commission that things are changing and the use of cars is starting to reverse, particularly in inner cities with good transport provision. However, this needs to accelerate as presently 88% of London's transport space is claimed by cars, and yet 45% of households do not have cars. In Southwark 60% of households do not have a car.

**Transformative change based on a risk hierarchy**

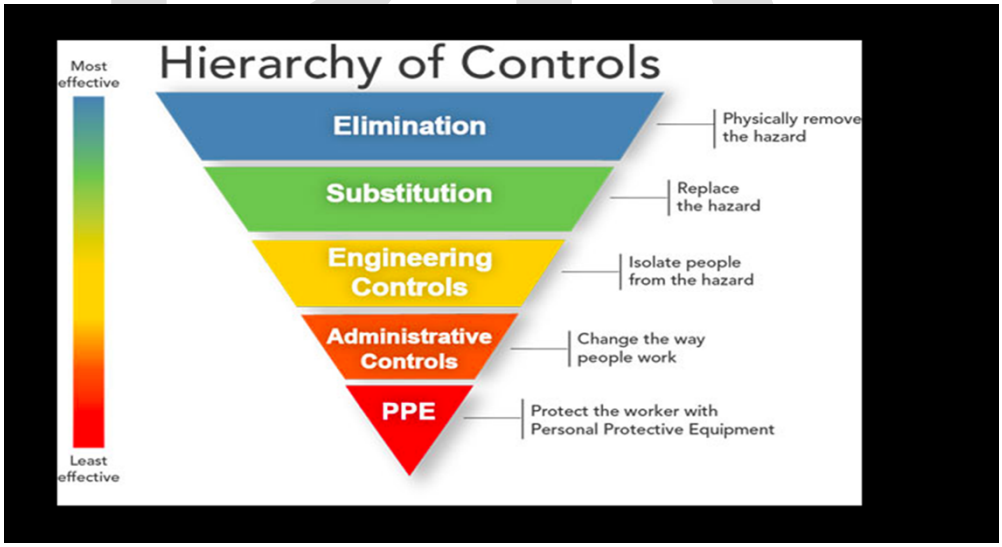
In seeking to tackle emissions far too often the approach in modern transport planning appears to have been one of sustaining the dominance of the car, alongside road, parking and neighbourhood infrastructure that sustains this transport system, while trying to mitigate the consequences, often through behaviorist techniques, which have proven to be ineffective.

This approach means that Southwark residents, including our children, will be continued to be exposed to dangerous levels of NO2 and PM2.5 and PM10 particulates, which Dr Mudway emphasised were harmful at even very low levels.

The Commission proposes an alternative approach which seeks to eliminate the primary cause of transport-based emissions; which is mainly private and commercial vehicular traffic, particularly from diesel and petrol-fueled vehicles.

In order to achieve the above we will need to transform our neighbourhoods to support walking, cycling, public transport, and low carbon commercial freight with vehicular transport being the exception rather than the rule.

Where elimination is not possible, other methodologies ought to be employed that use the below hierarchy of controls, moving down from the most effective to those considered least effective.



When applied to transport policy these are the kind of methodologies that map to different types of controls:

- **Elimination:** remove the hazard. Practically: dramatically reduce car volumes in the borough through a combined framework of interventions/mechanisms.
- **Substitution**: replace the hazard. Practically: Improve walking, public transport and cycling infrastructure.
- **Engineering:** isolate people from the hazard. Practically: segregated cycle lanes, barriers, bollards, planters.
- **Process**: change behaviour. Practically: public education / awareness, signs, enforcement.
- **PPE**: personal protective equipment. Practically: Hi-Viz, green barriers to shield people from pollution.

**Eliminating vehicular traffic by prioritising the most harmful**

Emissions from diesel vehicles are significantly more harmful than those from petrol vehicles. Petrol emissions are next in line for causing harms, and these should to be drastically reduced.

Further down the scale of harms are Electric Vehicles (EV). EVs should be a transport method of last resort owing to their negatives impacts from brake and tyre wear, and road dust, as does the danger they pose to pedestrians, particularly children and disabled people and those cycling. In addition, EVs like other private forms of travel consume high volumes of transport infrastructure owing to a continued requirement for road space and parking space. Provision of car clubs and cycle clubs should take precedence as alternatives to car parking for private motor vehicles.

We also need to distinguish here between electric cars and electric micro-mobility i.e. cars for people with disabilities, scooters, freight deliveries and public transport, where it is reasonable to substitute EV vehicles for diesel or fossil fuel alternatives.

**Recommendations 4:** End the current diesel contract for Southwark fleet vehicles and switch to EV as soon as possible. Swap EV for sustainable transport / freight. Revisit our procurement strategy to ensure subcontractors have EV or a sustainable fleet. Set a cut-off date for compliance so that subcontractors have time to make the switch.

**Recommendation 5:** Drive down total private vehicle usage over time so that by 2030 only a limited number of EV vehicles are in common use on Southwark roads. Set targets for yearly traffic volume reduction. Adopt a local target to halve petrol and diesel road journeys by 2025, and by 90% by 2030, and encourage London Councils and the Mayor to do likewise.

**Recommendation 6:** Support for the rollout of EV should be limited to

- Car clubs

- EV Bicycles and scooters
- EV Commercial freight
- EV Public transport

**Recommendation 7:**

Lobby the GLA to ensure delivery of ULEZ expansion in October 2021. At present, the ULEZ expansion is only planned to extend from its current boundary (the Central Congestion Charging Zone) to the south circular meaning that parts of Southwark will be excluded when it is due to come into force in October 2021. It is important that all parts of Southwark benefit from the ULEZ expansion and we should argue for the whole of the borough to be included.

**Recommendation 8:** Lobby the GLA to introduce Road User Charging as a matter of urgency. As the Centre for London July 2018 report on Road User Charging[6] shows, road user charging is the most equitable way to allocate the use of road space across London.

**Recommendation 9:** The Movement Plan (M5 – Action 11) envisaged an expansion of timed closures in high footfall areas. We recommend seeing this come forward as a matter of urgency with locations where pedestrian footfall is extremely high being potential candidates for early action. Locations could include – Bermondsey St, St Thomas St between London Bridge Station and Guys Hospital and Elephant Road (E&C).

## 13 Alternative modes of transport

If we are going to reduce the number of cars on our roads we need to implement the right infrastructure to encourage more cycling and walking, as well provide support

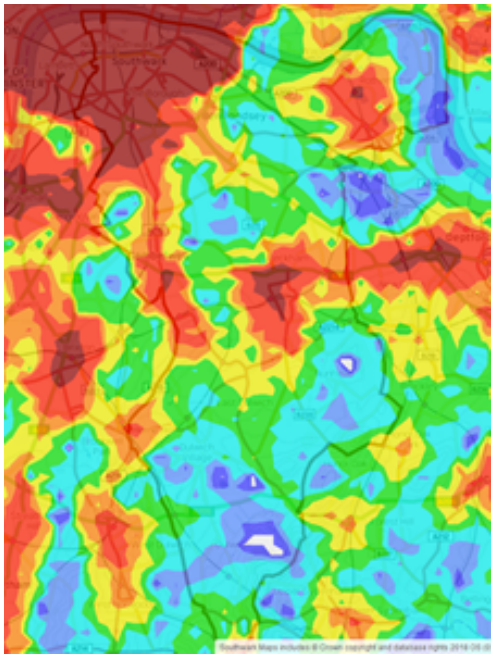
[6] https://www.centreforlondon.org/project/road-user-charging-london/

for more environmentally friendly transport options for businesses. Overall more investment is needed in public transport, cycling and walking, and these need to compliment Low Traffic Neighbourhood interventions mentioned above and in more detail below.

**Public Transport**

As an inner-city borough, levels of public transport provision (as evidenced by PTAL ratings[7]) is very good in certain parts of Southwark, particularly the north and around central Peckham, Camberwell and Rotherhithe.

TfL has more work to do, however, to create a borough where it is easy to move around by public transport everywhere. More investment is needed along Southampton Way, Canada Water, Surrey Quays, the Camberwell/Peckham borders and Nunhead and Dulwich. See PTAL maps:



Southwark would also benefit from an extension of the Low Emissions Bus route programme in Southwark (from currently just the A202).

**Recommendation 10**

Lobby TfL to:

[7] https://tfl.gov.uk/info-for/urban-planning-and-construction/planning-with-webcat/webcat

- Extend the Low Emission Bus route programme to include the Old Kent Road and New Kent Road, the A215 corridor (Walworth and Camberwell), Tower Bridge Road and the Newington Causeway/Borough High Street A3 corridor, London Road (E&C) and Rye Lane.

- Bring forward schemes that improve public transport in areas with poor air quality and poor PTAL provision in the central and northern parts of the borough.

- Promote bus and cycling only corridors (e.g. Rye Lane, Walworth Road). We should identify three 'corridors" such as this one and state an ambitious goal for them to be bus and car free in the near future).

**Walking**

Walking is an achievable, non-polluting way of getting about for most people, for most short journeys.

Katherine Jacobs, Living Streets advocated filtering out cars though the implementation of Low Traffic Neighbourhoods, which increase play, walking and cycling space. These can be introduced relatively easily though the use of chicanes, bollards, planters, bushes, trees and simple structures. Alongside the creation of Low Traffic Neighbourhoods, complementary measures are needed as a priority on adjoining main roads to ensure that traffic is not displaced on to them. Key to this is action to improve conditions for active travel and the use of public transport and reduction of car-based journeys (to facilitate to conditions to create traffic evaporation), the creation of people friendly environments and indirect action to reduce the reliance on journeys by private motor vehicle such as reducing car parking provision and increasing car parking charges.

**CYCLING**

Cycling campaigners who gave evidence to the Commission emphasised that overall (taking into account road danger), cycling offers significant positive health benefits. To encourage a wider uptake, far more is needed to be done to increase actual and perceived safety especially for those taking up cycling

They highlighted perverse parking charges; currently it is common for cars to be charged in the region of £125 per year for a residential parking space, whereas a bike hanger is £48, despite the health benefits and low use of kerbside space.

Before lockdown and despite significant investment, cycling rates in Southwark have remained at under 5% modal share. Cycling campaigners advised that a major modal shift to cycling will only occur when infrastructure is delivered that includes LTNs, a network of connected cycle routes, protected infrastructure on main roads,

widespread cycle parking and storage, low vehicle speeds and provision for cyclists at transport hubs.

This theory has been tested during the COVID-19 pandemic. Reduced traffic levels and safe, quieter roads have brought about a rapid modal shift, no doubt in part also driven by fears of contracting COVID-19 through public transport use.

The UK's bicycle industry says it has seen an "enormous" increase in the use and sale of bikes during the coronavirus lockdown. National and local retailers in the UK say they have seen a rise in orders both for leisure cycling and from those looking for a new, more isolated way to commute. Chair of the Bicycle Association Phillip Darnton told *Sky News* that the rise started shortly after the COVID-19 lockdown restrictions came into force that sales have risen by up to 40%. Stores owners say safety measures on the roads must be quickly introduced to ensure that the trend continues.[8]

With the ending of lockdown, a growth in cycling will only be sustained in a significant way if we are able to radically reduce total car volumes through the use of the infrastructure changes mentioned, along with mechanisms such as road pricing, removal of parking spaces and increases in charges for parking and road use.

**Recommendation 11:** The council should make a commitment to repurposing 10% of kerbside car storage to cycle storage within the next 18 months. All new developments should provide a minimum of 2 secure cycle spaces per dwelling. Southwark should no longer grant car parking space in any new developments.

**Recommendation 12** We recommend that Southwark adopts a maximum charge for bike hubs/hangers that ensures that is cheaper than car parking by space. We recommend that this is part of planned and integrated programme of bike storage:

- On roads
- At Transport hubs
- Cargo bike

## 14 Waltham Forests Mini Holland scheme and Low Traffic Neighbourhoods

[8] https://news.sky.com/story/coronavirus-bike-sales-surge-as-commuters-search-for-new-isolated-travel-11997757

During the Commission, members visited the Waltham Forest Mini-Holland Scheme to discover more about how Low Traffic Neighbourhoods (LTN) is integrated with interventions on main roads.

**Low Traffic Neighbourhoods (LTNs)**

LTNs are groups of residential streets, bordered by main or “distributor” roads where “through” motor vehicle traffic is removed. There are many ways to create a low traffic neighbourhood, but the main principle is that every resident can drive onto their street, get deliveries and other vehicle based services, but that it is not impossible to drive through from one main road to the next by motor vehicle. With through traffic removed, the streets in an LTN see dramatic reductions in motor traffic speeds too. It is not just the passing traffic that declines. While residents in an LTN can still do all their journeys by car if they want or need to, some trips will be a bit more circuitous. This, combined with far quieter, safer-feeling streets, enables residents to switch to more healthy ways of getting around, particularly for short journeys. Active travel has been found to increase in low traffic neighbourhoods by making car use less convenient, and active travel more attractive. By making some driving journeys a less convenient (while making other modes feel safe and comfortable), people switch modes, which contributes to “traffic evaporation” both on the roads in the LTN and on the surrounding main roads

Over the last five years LB Waltham Forest has also delivered more than 22km of protected cycle lanes, created 40 modal filters to prevent local streets being used by motorists as through routes, two part-time motor vehicle closures in local high streets, improved 100 junctions, trained more than 7,500 school children to ride a bike and 5,000 adults, planted more than 700 new trees and created 15 pocket parks.

Initially Waltham Forest ran into serious opposition to its schemes, especially during consultation over early elements, such as the creation of a LTN in Walthamstow Village, but there is now a broad consensus that these have been successful in improving the quality of life and health of the residents of the streets in question, and there is research evidence of "traffic evaporation" having occurred, although some aspects of this data is mixed.

Living Streets reported that the first LTN in Waltham Forest’s mini-Holland saw motor traffic levels fall by over half inside the residential area and by 16% even when

including the main roads. Motor traffic levels declined by over 5% on the main road nearest the second scheme.

However, one weakness is the lack of data on air quality changes on main roads. Campaigner, Little Ninja pointed out during the March 2020 meeting that campaigners for side roads closures often refer to the Waltham Forest mini-Holland scheme as an example for traffic evaporation highlighting that there were only 'slight' increases to traffic on some of the roads that border the scheme of 3%, 11% and 28%. He said that when talking about a main road, these percentages equate to high volumes of traffic, congestion and air pollution on roads where many people live. The most negatively affected people are often from less affluent backgrounds.

One of the risks when implementing LTNs is that they do not take place over a large enough area to ensure that traffic evaporation takes place. If drivers can find an alternative route where levels of congestion are acceptable, they will continue to drive. If alternatives such as cycling are deemed unsafe due to a lack of protected cycleways or if there is insufficient space on public transport (as is the case at the moment due to the need for social distancing) then motorists will continue to drive, increasing traffic congestion and air pollution on boundary/main roads.

LTNs also need to take place in conjunction with work to improve public transport (in particular in areas with low PTAL ratings) and cycling on main roads, as well as screening to reduce pollution in particularly sensitive locations such as schools.

In conclusion, the advantages of LTNs include a significant drop in local traffic volumes; implementation must, however, take place with complementary action to ensure that there are no increases in traffic levels on adjacent main roads.

Robust monitoring of traffic volumes and air quality is required, in conjunction with a programme to ensure that traffic volumes do not increase including: direct changes such as improvements to conditions to enable active travel (e.g. protected cycle lanes, extended bus lanes (and operating times), creating Low Emission Bus Zones and (in the longer term) support for Road User Charging as well as indirect measures such as increasing car parking costs and reducing car parking availability, car free development and the development of sustainable freight.

**Recommendation 13:** Introduce a borough wide programme of Low Traffic Neighbourhoods. These should be implemented:

- Over a wide enough area in order to realise the benefits of traffic evaporation, which has been shown to take place when there is a significant reduction of short journeys by car under 2km.
- As a priority in areas with high levels of public transport (high PTAL ratings), poor air quality, lower levels of car ownership, in areas of deprivation and where the programs would impact positively on local schools and hospitals.
- Where traffic may be displaced onto main roads, the councils must monitor the impact on air quality, and mitigate negative effects in advance of

implementation, possibly by widening pavements and creating cycle lanes, managing traffic to reduce vehicle idling time and introducing green screening programmes.

- In conjunction with the introduction of CPZ and a reduction of parking so the kerbside can be utilised for active travel and public realm improvements (such as pocket parks and cycle parking)
- In conjunction with improvements to Public Transport and other work on adjacent main roads to increase cycling and other forms of active travel.

## 15 Sustainable freight framework

Light goods vehicle traffic has risen by 30% in London since 2012 fueled largely by the explosion in Internet-based shopping. These extra deliveries have added to traffic levels and air pollution with almost all of these vehicles having diesel engines.

Southwark is well placed to enable a large programme of sustainable freight. The borough needs to utilise that for internal contracts. This must also go much further, there is a need to come up with policies to create sustainable & e-bike substitutes for home deliveries and delivery hubs.

Southwark is in a strong position to be a market leader in sustainable freight through with the presence of a large number of (e-) cargo delivery companies in the borough, large numbers of regeneration projects and BIDs to support their growth.

While the private sector is best placed to deliver these services, Southwark can play a valuable role by creating a Sustainable Freight Framework for home and commercial deliveries which includes:

**Recommendation 14:**

- Incorporating sustainable freight/delivery hubs into all regeneration projects – Old Kent Road, Elephant & Castle and Canada Water.
- Encouraging sustainable freight as part of other major town centre development schemes such as Aylesham Centre in Peckham, Butterfly Walk in Camberwell and the Morrison's site in Walworth.
- Incorporating sustainable freight into Low Emission Zone/Neighbourhood and Liveable Neighbourhood projects.
- Co-ordinating skills sharing between the BIDs and local groups interested in setting up sustainable freight centres.
- Enabling/supporting local click and collections hubs in town centres/local centres across the borough.
- Developing its LTN programme which will give a competitive advantage for cargo bikes which can pass through permeable filters whereas motor vehicles may be taking a more circuitous route.

## 16 Parking

It is important to shift public perception from parking as a fundamental right to one that is a public amenity. We need to fundamentally change the narrative, away from parking as a resident's right that comes with their house, to use of the kerbside, which is a public amenity. The language we use should reflect that shift. We endorse a borough-wide Community Kerbside Zone.

We are concerned that parking continues to be provided in new developments and propose car-free (other than Blue Badge) development in Southwark with appropriate amendments to the New Southwark Plan (NSP). Along with car-free conditions, the NSP should include cycle storage in all developments, e.g. 1 space per dwelling.

Southwark is ranked 26th out of the 33 London boroughs in terms of its net recorded surplus from parking revenue with parking revenue far lower than other Inner London boroughs such as Lambeth, Hackney, Islington, Camden, Tower Hamlets and Newham.[9]

We also recommend a move to emissions-based parking charges for residential and on-street parking charges but with a minimum parking cost to ensure no free parking for low emission vehicles. (Note: this may be a challenge in the current financial circumstances but we might explore a reduction in council tax for households without a car).

Residential parking charges should escalate for additional vehicles.

**Recommendation 15:** Increase the cost of car parking for all motor vehicles other than those of Blue Badge holders, with steeper increases for owners of diesel cars, vans and large vehicles and for residential parking for those households with more than one vehicle

**Recommendation 16:** Consistent with the Movement Plan, we recommend setting a target of how many parking spaces we want to reduce, adding a cost to the spaces; this needs to be done alongside a borough-wide bike storage programme. We propose a consistent parking charging policy for our estates and the removal of free parking on them.

**Recommendation 17:** Introduce a borough-wide CPZ.

[9] From the Centre for London Future of Parking report (2020)

## 17 Green screening and biodiversity

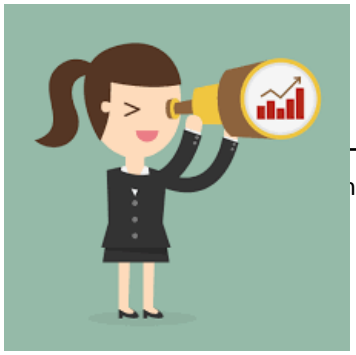
As part of our parking space removal strategy, a proportion of removed parking spaces should be given over to greening / tree planting. This is to enhance amenity and to provide canopy cover as part of our climate change strategy. We should agree a target of trees to be planted by 2025 and the introduction of native hedges through the borough.

Key environmental benefits ("ecosystem services") provided by urban vegetation, including hedges[10]:

- Reducing flood risks
- Sequestering particulate and gaseous airborne pollutants as well as soil-borne chemical pollutants
- Reducing noise
- Providing habitat, shelter and corridors for wildlife
- Providing shade and transpiration air cooling.

**Recommendation 18:** A borough-wide greenery programme to use native hedges to screen to against air pollution, ecological planting and also improve the environment and place making. Examples include allotments and wildlife sanctuaries.

## 18 Vision and community



[10] …nce/pdf/climate-and-sustainability/hedges-for-environmental-benefits.pdf

## IT IS ALL IN THE VISION

We need a positive and holistic vision of what a zero-carbon green Southwark will look like. We need to make it clear that by making fundamental changes to how we travel and live we will ultimately create long-lasting health and well-being benefits for the all the population of Southwark and beyond. Cities now need to be designed for people, not motor vehicles, and alternative forms of transport must form a key part of this. We need to change people's behaviour and perceptions. Infrastructure and technology are not enough; we need to create new social norms that enable more sustainable, low-carbon lifestyles. This change has started to happen through the COVID-19 pandemic. We have seen a substantial increase in bicycle usage and people have started to get use to a quieter and a more environmentally conscious borough.

## COMMUNITY SUPPORT FOR CHANGE

Strong community support for change exists but there will inevitably be pockets of resistance that need courage and a good communication to overcome. An example is traders who were wary in Waltham Forest because of feared adverse impacts on their businesses. The reality was that the Low Traffic Neighbourhoods actually increased footfall and it was good for business.

Mums For Lungs emphasised the broad community support that exists to reduce air pollution, but more needs to be done to publicise the harms of air quality to build this further. To combat this, we need to assertively articulate a positive vision for change and have a borough-wide strategy which enables people to understand that they are part of a bigger change.

We must ensure we have a greater diversity of contributors from the community including those from BAME, deprived and main road communities. The language the council uses creates a false dichotomy between "residential" roads and "main roads" as most main roads are also residential. We must be particularly careful about appearing to create two classes of residents and must treat everyone's right to clean air equally. We should in future refer to side street communities and main road communities.

## SOUTHWARK VOICES FILM

In order to capture the environmental changes seen through the pandemic we asked for residents to submit photographs and videos to capture the changes they witnessed since lockdown. Helena Smith, a photographer and filmmaker made a 25minute film and a shorter 5 minute version, exclusively for the environment commission called 'Southwark Voices'. She interviewed a cross-section of Southwark residents who have seen environmental changes over the last few

months. Some of the key changes include: cleaner air, a cleaner river, quieter streets, more birdsong, more people cycling and a stronger community spirit. This film demonstrates that a greener borough is possible.

The 25 minute version can be found here: https://vimeo.com/426827465

The 5 Minute version can be found here: https://vimeo.com/428298644

In order to get people thinking about what people what a carbon zero green Southwark could look like in 2020, we have put together a day in the life of a local mother.

**Southwark resident describes what it's like to live in Southwark in 2030**

> *Leaving my house is now a pleasure: the once busy road is awash with walkers and cyclists. The noise from engines has been replaced by the chatter of families, friends and neighbours. The only cars you see now are electric buses and emergency services; to be honest I hardly notice them as they are so quiet. I am feeling much healthier and have lots more energy. I used to take the overcrowded tube to work. I'm a bit embarrassed to admit it now, but I was scared of cycling before as the roads were full of cars and I was worried about getting knocked off my bike. Now I cycle all the way into work in a designated cycle lane and there is a safe place to leave my bike at the end of my journey. The overall environment has really improved and many of the pavements are wider and lined with trees and plants that change with the season. I love the new linear parks, sometimes I forget that I am in the middle of a capital city!*
>
> *My children are much happier too. It seems strange to think that parents used to pollute the roads where their children went to school with their gas guzzling cars. Now all you see is people walking and cycling. The school gates are a lot more sociable now, nobody is worried about parking and the air feels so much cleaner. My children now play on the street. Every Sunday all the children in my street get together and play together on the empty road.*
>
> *I now spend at least half of my time working remotely. It is a definite plus as if my children need anything I'm just around the corner. I love supporting the local businesses in my area and often pop down to my local café during my lunch break; they always know what I am going to ask for: a nutritious plant based burger! I even feel safe walking alone at night because there more people out and about. My community has been totally transformed. I now say hello to my neighbours and I often help my elderly neighbour Stan with his shopping when he can't get out.*

**Recommendation 19:**

A new Air Quality public health focused communication plan is needed that highlights serious harms to health and which explains why Southwark will take a similar approach to banning smoking, e.g. borough-wide action to tackle Air Quality. It must

clearly explain the benefits and the incremental changes that will need to take place, over a period of time.

Alongside this, we need to launch a public education programme similar to the stop smoking campaign on the damage that poor air quality does - particularly to deprived residents. [Note: this is ever more important in the light of COVID-19 and its disproportionately detrimental effect on deprived and BAME communities and those living in areas of poor air quality]. Urban mobility systems must ensure that goods, services and job opportunities are open to all.

## 19 Conclusion

It can no longer be acceptable for any transport schemes to be developed which cause increases in traffic volumes on other roads, particularly where there are vulnerable populations like schools and hospitals, and when we know those living in poverty, BAME populations and residents in areas of existing poor air quality are least able to cope with the effects of diseases like COVID-19

We must be driven with a proper scheme design: modelling the likely impacts of traffic interventions, understanding the communities who benefit and those who benefit least. This would mean an expansion of air quality monitoring throughout the borough with clear-eyed analysis of the outcomes. We need a proper understanding of where traffic is generated, who generates it and how it can be reduced; an understanding of car ownership volumes and consumption of street space. In all cases we need to gather sex-disaggregated data.

This committee recommends that, in conjunction with TfL and the GLA, the council prioritises the dramatic reduction of traffic volumes in the borough, through a combination of incentives for those who do not own cars, disincentives for those with a car and improvements to neighbourhoods.

This committee recognises the significant harm done by traffic emissions, and that this is a social justice issue. Those on low incomes are the least able to cope with poor air quality. Our strategic priority is the significant reduction in traffic volumes across the borough.

Our principles of social justice and a strong dataset will guide our interventions in a systematic way.

We should:

- prioritise those most in need and monitor all schemes for consequent harms, and where necessary, revise them.
- reclaim the use of the kerbside from parking for the few and instead transform it into a public amenity for the many.

- spend the next five years taking steps to making Southwark the cleanest and greenest borough in London.

Southwark alone cannot deliver all the change needed by 2030. Much of the change needed in an area will require action by businesses, householders and others. And the government has a critical role, which includes giving local authorities the powers and resources they need to deliver to their full potential. Southwark Council should play a leading role in bringing key stakeholders together. An example is the Manchester Climate Panel a consortium set up by Manchester Council to work with 60 organisations across the city to share knowledge and leanings on ways to address climate change challenges.[11] Having a strong communication plan is essential to be able to convey the positive benefits of bold climate action will have on communities across Southwark.



## Appendix

[11] www.manchesterclimate.com

Slide source: Dr Ian Mudway , Kings College London

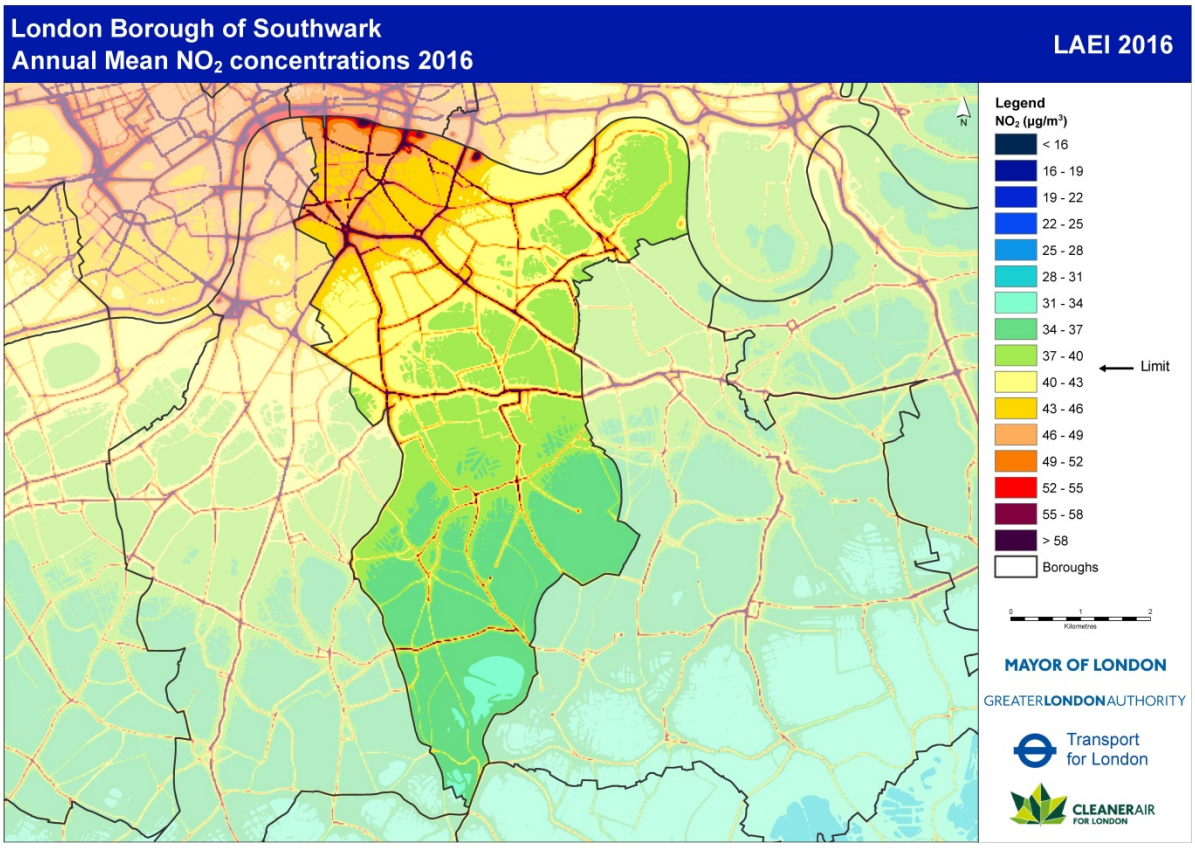
# Impacts of Air Pollution across the Life Course

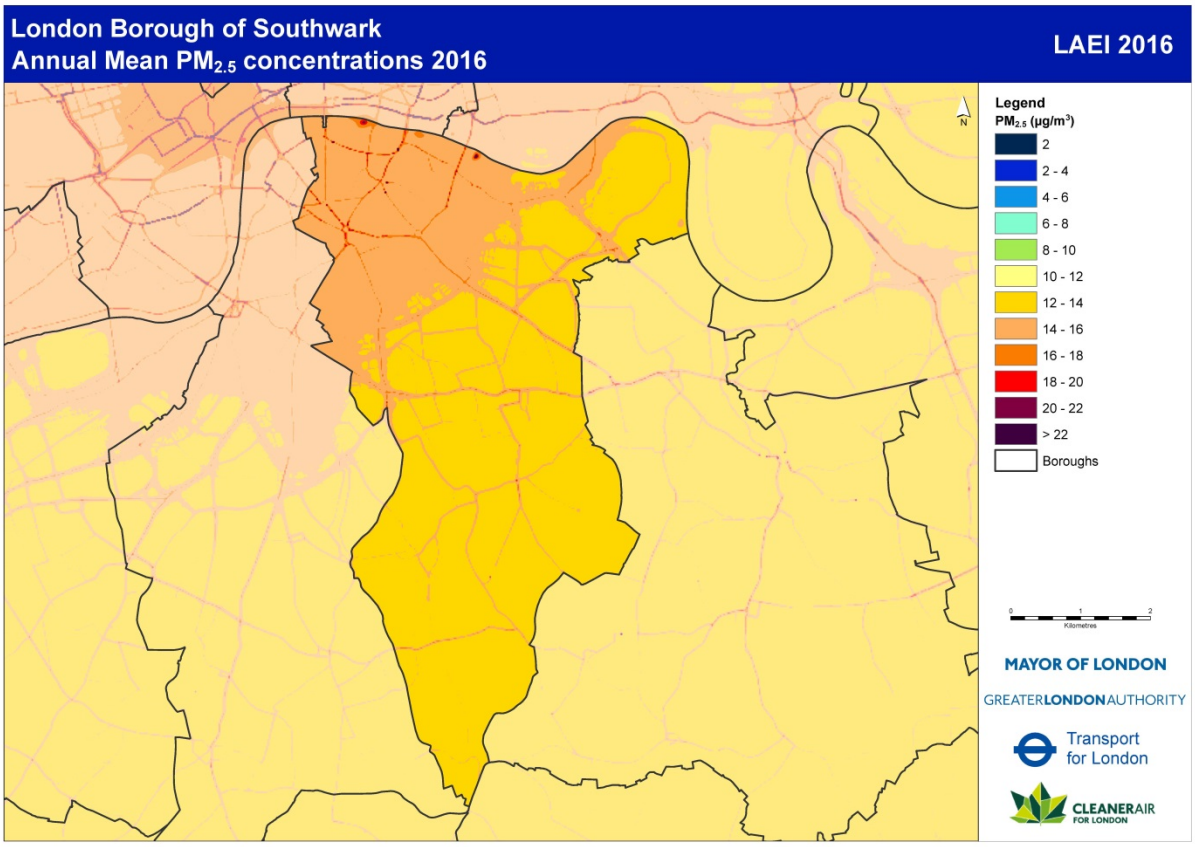
Low birth weight

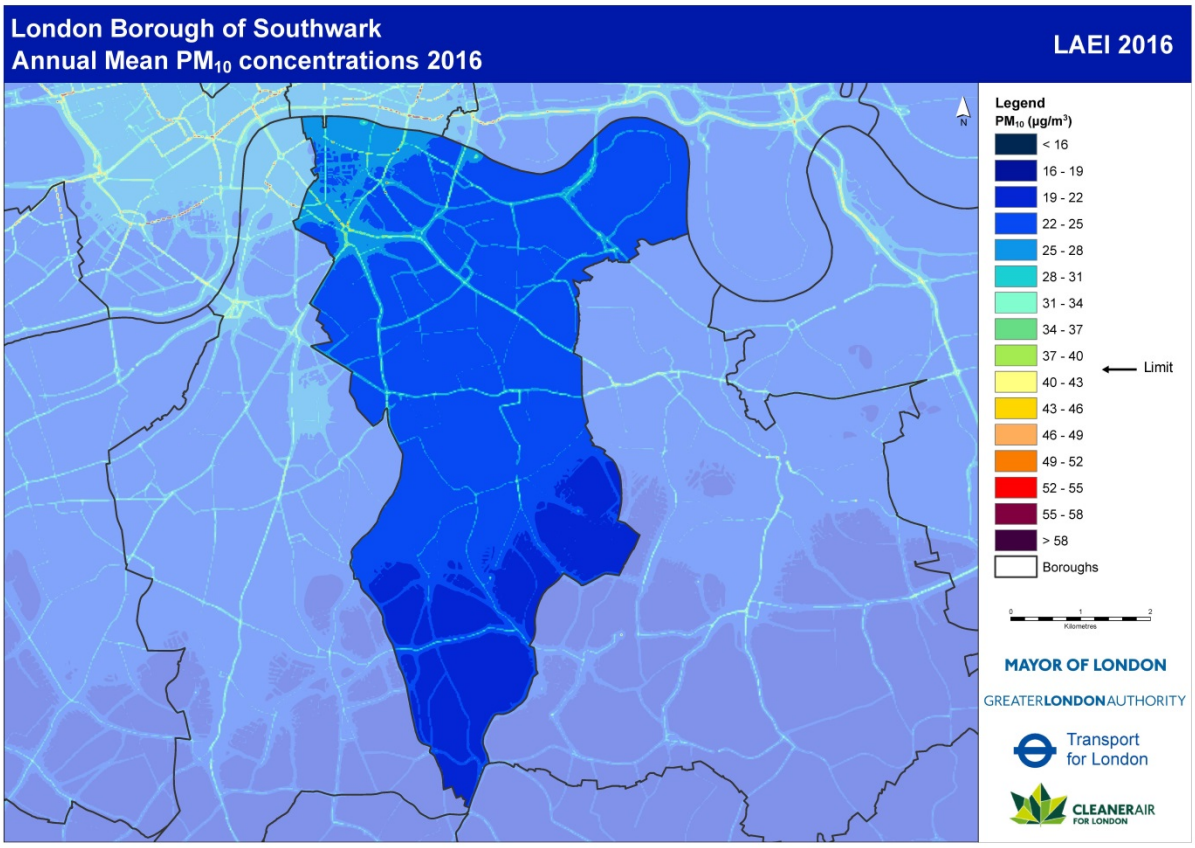
Smaller lungs
Cognitive ability?

Increased risk of chronic disease
Acute respiratory exacerbations

Acute and chronic
Premature death
Dementia




London Borough of Southwark
Annual Mean PM2.5 concentrations 2016
LAEI 2016
Legend
PM2.5 (µg/m3)
2
2 - 4
4 - 6
6 - 8
8 - 10
10 - 12
12 - 14
14 - 16
16 - 18
18 - 20
20 - 22
> 22
Boroughs
Kilometres
MAYOR OF LONDON
GREATERLONDONAUTHORITY
Transport for London
CLEANERAIR FOR LONDON


London Borough of Southwark
Annual Mean PM10 concentrations 2016
LAEI 2016
Legend
PM10 (µg/m3)
< 16
16 - 19
19 - 22
22 - 25
25 - 28
28 - 31
31 - 34
34 - 37
37 - 40
40 - 43
43 - 46
46 - 49
49 - 52
52 - 55
55 - 58
> 58
Limit
Boroughs
Kilometres
MAYOR OF LONDON
GREATERLONDONAUTHORITY
Transport for London
CLEANERAIR FOR LONDON

# DRAFT INPUT FOR THE SOUTHWARK CLIMATE EMERGENCY STRATEGY

**Extinction Rebellion (XR) Southwark**
**Lobbying Working Group***

**This document does not claim to represent the official policy of XR, XR Southwark, or our members; this is a living document to which we welcome feedback, rather than a final position. This document reflects the independent contributions of various groups and members of the community, whose efforts we gratefully acknowledge. It cannot be a replacement for genuine community engagement by the Council. As a general rule, XR does not tend to endorse specific policy proposals but recommends deliberative and participatory public processes to help establish them; however a variety of considerations follow logically from a commitment to net-zero and this document represents a starting point to support consideration of these.*

# Introduction

The world is currently undergoing the sixth mass extinction in the history of life on Earth.

In 2018, the Intergovernmental Panel on Climate Change (IPCC) warned that the world faces catastrophic climate and ecological risks if global warming exceeds 1.5 degrees Celsius above pre-industrial levels, presenting existential risks to human communities and to other species. Time is running out to prevent catastrophe, which requires halting emissions to net-zero as soon as possible.

In 2019, the world reached levels of atmospheric concentration of carbon dioxide not seen in approximately three million years.

In the spring of 2019, the Council declared a "Climate Change Emergency" and the aim of carbon neutrality for Southwark by 2030. As XR Southwark, we are not offering endorsement for 2030 as a net-zero date; we support the XR UK demand for UK net-zero by 2025. This is an issue of equity and global justice because the historical concentration of industry and wealth in developed countries means that they are responsible for 79 percent of the emissions from 1850 to 2011, and so they have an obligation to reach net-zero earlier than other parts of the world.

XR Southwark was formed around the 2019 April London rebellion, and includes over 1000 Southwark residents from all walks of life. As XR Southwark, we recommend being guided by the demands that inspired change in the UK: (1) Tell the truth (communicating the urgency for change to the public, including working with other institutions to), (2) Act Now (taking immediate action commensurate with the worsening climate and ecological emergency to achieve net-zero and halt biodiversity loss), (3) Beyond Politics (being led by deliberative and participatory public processes).

This paper identifies and explores key themes of the climate emergency, each of which should be explicitly addressed in the Southwark Climate Emergency Strategy and in the subsequent Climate Emergency Action Plan. In the final section, the paper lays out cross-cutting recommendations for how to ensure that its commitments are actually delivered.

This paper should not be seen as a substitute for meaningful, in-depth and broad-based Council engagement with the Southwark community. Since declaring a climate emergency over a year ago, the Council has as yet failed to engage the public in Southwark on this issue, aside from a few invitation-only events. This paper represents only a sampling of the thinking and potential contribution of Southwark residents which the Council still has the chance to engage.

We cannot delay in developing deeper democracy in Southwark. Since its formation in 2019, XR Southwark's lobbying working group has consistently called on the Council to be more ambitious and do better in engaging with the community on Southwark's response to the climate and ecological emergency. Deep community involvement is essential for successful design and implementation of the Council's

goals, and the Council's ambitions will not be viable without this. Although the Council has agreed with this idea in principle, the Council still needs to improve its mindset and approach to engaging with partners in the community to become more participatory and deliberative.

The COVID-19 pandemic has illustrated the Southwark community's power to change and transform in times of emergency. Given the pandemic, the Council's response to climate emergency, if done right, should offer shared prosperity, new jobs, and better health and quality of life, enabling a better recovery for Southwark. However, the Council can only do this if it recognizes that the situation prior to COVID-19 was not working for a great many people and was not tenable over the long term. We should come together as a community to more explicitly discuss and identify what must change and what stands in the way, both inside and outside Southwark.

A new world is coming, and a different way of doing things is possible.

# Cross-cutting issues for delivering the Strategy

## Mainstreaming and institutionalising the climate strategy

- **The climate emergency should be mainstreamed/reflected in all Council plans, policies, guidance and strategies.** The Council should commence a review of all current and future versions of these, identifying and resolving any inconsistencies with the climate emergency no later than 2021.
- **All Council decisions should be made in light of the climate emergency.** The climate emergency requires doing various things differently. Embedded in all Council decision-making processes should be a requirement to consider and study its implications and assess whether it helps or hinders efforts toward net-zero.
- **Designing and implementing a mandatory education programme for Councilors, officers, and staff on the climate emergency.** In order to ensure that the Council is properly informed and making good decisions in the context of the climate emergency, the Council should design and implement a programme to educate itself.
- **The Council should identify whether it has the human resources and capacity (e.g. staff) with which to deliver the climate emergency strategy, and if not take steps to solve this.**
- **Creating the institutional support to assure good delivery:**
    - **Establish an independent scrutiny group that includes relevant Council representatives and members of the community,** possibly appointed from people's assembly, to monitor progress on the climate strategy and work with the Council over the next 10 years (this could be an extension of the existing Partnership Steering Group).
    - **Establish an independent expert advisory group** to advise Southwark's leadership. This would assemble members of the Southwark community with prior expertise and experience relating to the climate emergency.
- **Transparency, tracking progress, and annual reviews.**
    - Meaningful engagement means committing to openly sharing information, data, failures and successes with others on a continuing basis. Making Council datasets open would encourage community participation, innovation and experimentation, accelerating discovery of new ideas and solutions. Conversely, if the Council does not commit to sharing planning assumptions and data out in the open, it will be difficult for 'would-be' delivery partners to collaborate in good faith. This is a journey which we must all embark upon together.

    - As a matter of good practice, the Council should be transparent about its progress (or lack thereof), and publish audited annual reports on its progress (starting 2020). The Council should hold annual borough-wide open conferences on the climate emergency, allowing for opportunity to examine progress and any obstacles. All relevant information should be kept up-to-date on the Council's website, in addition to open surgeries by the Cabinet member quarterly or more frequently.
- **Interim targets -- to assure delivery of the Council's aims for 2030, the Council should adopt interim targets for 2025 and intervening years.** This should include a borough-wide emissions reductions target for 2025 as high as possible and at least 50%, and with near 100% reductions by 2028 or so. The Council should also match the items identified in this paper to calendar years throughout the period, after consultation with the community.

## Communicating and engaging with all Southwark

- **Engagement with the whole Southwark community is vital to the success of the design and implementation of the emergency response.** A key outcome of effective engagement will be faster and greater levels of change towards the ultimate net zero target. Southwark Council is going to need community organisations, businesses, trade unions and other networks to "buy in" to the strategy and commit to delivering under key strands of work. Engagement cannot be an afterthought but a prerequisite to enable the plan to be viable.
- **The Council should develop plans to meaningfully engage with all residents on a broad-based and continuing basis.** Meaningful engagement consists of good faith discussion with the community on a two-way and regular basis, including events like People's Assemblies.
    - **The Council should ensure it is engaging with existing community networks and organisations in Southwark**. The Council's Partnership Steering Group represents a first step in this direction but should be expanded to ensure it is representative and includes representation from all groups.
    - **Holding annual or more frequent public conferences for Southwark on the climate emergency (as similar to "People's Assemblies" as possible), and regular open surgeries** on the climate emergency, on a quarterly basis or more frequently, attended by the Cabinet member and other representatives from the Council. Such events are essential to resolving more contentious questions.
- **In addition to the above Council should make specific efforts to engage particular constituencies and communities in greater depth.** The Council should aim to engage routinely with existing community networks and organisations, and take active measures to engage with underrepresented

groups (particularly in order to assure a just transition); the Council should establish advisory groups to allow for continued engagement with representatives of these. Others groups merit special attention as they are consequential by virtue of their emissions footprint.

  - **Some groups of residents to engage in further depth** include: students and young people, trade unions, residents and tenants associations, members of BAME communities, diaspora communities, rough sleepers and users of food banks.
  - **Engaging small and medium-sized businesses and enterprises (SMEs).** This could include previously discussed measures around supporting retrofitting, energy efficiency, delivery systems, waste management, supporting active travel to work by employees and renewables.
  - **Engaging major entities based in Southwark with national or global reach.** Southwark can have a significant impact by engaging influential organisations based in Southwark, These could include the NHS, international companies like PwC, supermarkets like Tesco, Primark, or restaurant chains such as McDonalds.
  - **Engaging schools and universities and local climate experts.** Southwark is home to a number of universities including London Southbank, King's College London and University of the Arts London. The concerns and talents of staff and students should be drawn upon as part of the engagement process. Facilitation and support of a borough wide education programme for schools, colleges and communities should engage local organisations.

- **In line with the principle of "Tell the Truth", the Council should design, support, and implement a programme for borough-wide education of residents on the subject of the climate emergency,** offered to schools, colleges, and to all communities. This is essential to ensuring that the community understands the emergency and the need to act, and to building shared values. This will require resourcing from the Council.
- **Building shared values of climate justice and global climate solidarity.** Southwark's diverse community has ties across the globe. For many, the impact of the climate crisis in other parts of the world will be a personal reality. The Council should look to build on the community's exceptional showing of solidarity in response to COVID-19, to build a culture of climate solidarity in a world where ecofascism prefers to erect borders and fences.
- The Council's aim should be to ensure that a significant percentage of the population (e.g. 15%) engage in community-based climate action (e.g. rewilding) on a regular (e.g. monthly basis).

# Financing delivery of the climate strategy

- **The Council's Climate Emergency strategy will fail to meet its objectives unless it is fully costed and underpinned by a rigorous plan for financing it.** This should be calculated at the earliest opportunity and should include budget allocation, approaches to raising capital, fees and levies, issuing bonds or other instruments, and working with the GLA and other London boroughs to pool capital and investment approaches. The Council should have an "invest to save" approach for seizing opportunities to cut carbon and costs together.
- **Given the context of year-on-year local government budget cuts, there will likely be a gap between available Council finances and the investment total required to transition Southwark to net-zero by 2050.** In this scenario, the council should be transparent about this with the community and work with the community to leverage the necessary finances in an appropriate and agreed manner.
- **Use of the Southwark carbon offset fund.** 75% of carbon offset funds collected Londonwide since 2016 remains unspent. Southwark: collected: £299,388; secured but not collected: £1,485,436. This fund obviously needs to be spent to help reduce emissions, but the fund needs to be spent as strategically as possible, rather than being disbursed on an ad hoc basis for randomly suggested projects that may not be the best use of capital.
- **Partnering with the GLA and other boroughs to explore creative opportunities for cost-sharing or reducing capital costs.** To help deliver the necessary finance at scale, the Council should explore innovative approaches such as pooling capital in a proposed pan-London public investment bank, proposed by the GLA as the London Future Finance Facility. This could be a good use for the Southwark carbon offset fund.
- **The council could consider following the lead of other local authorities by creating a community municipal investment bond** (some partnership models exist with firms other local authorities are working with but XR Southwark does not endorse or promote specific companies). Such an approach would allow local residents to invest in renewable projects in the area, both enabling projects and creating income for local residents.
- **A workplace car parking levy or similar** could be used to raise funds, provided is not disadvantage the vulnerable.
- **Legal and planning mechanisms such as Section 106 agreements, a Community Infrastructure Levy**, or other mechanisms could be used to raise funds.
- **Implementing licensing of the private rented sector** could cover enforcement costs of minimum energy efficiency standards.
- **As a general rule, Southwark should engage transparently, broadly and deeply with the community around the financing aspect of its plan, and around any of the proposed measures above.**

## Advocacy with different levels of government and other institutions

- **Developing a lobbying and advocacy strategy toward assuring that Southwark's climate goals can be delivered.**
    - Many of Southwark's objectives under the climate strategy, including the 2030 net-zero target, will be difficult if not impossible to reach absent the necessary support from central government. Indeed, the Council has noted "it will be impossible to meet the 2030 target without bold steps from central government, changes to the national grid, transport improvements from City Hall, help from the construction industry, big business, individuals and more."
    - In 2020, as part of its detailed analysis for delivering the strategy, the Council should undertake a **"gap analysis"** of areas in the climate strategy that are beyond the ability of the Council to deliver on its own, and make plans for influencing those actors, at **local, regional, and national levels.**
- **Within the borough:**
    - Use council memberships of Local Enterprise Partnerships to ensure all their decisions are in-line with the climate reduction pathway and nature restoration plans.
    - Engage key institutions (e.g. NHS trusts) about reducing their emissions in Southwark, and engaging national and global investors and businesses based in Southwark on reducing their Scope 3 emissions and achieving net-zero supply chains outside Southwark.
    - Provide particular support to SME businesses to access funds and expertise for reducing GHG emissions.
    - Engage the schools and universities based in Southwark toward reducing emissions, climate leadership, supporting students/youth.
- **Coordination with other local authorities**
    - **Working closely with other London Councils.** Southwark Council should form an alliance with other Councils that have declared an emergency and adopted the goal of net-zero by 2030. It should learn from and emulate the practices of more advanced boroughs, while sharing its learnings and encouraging less advanced boroughs.
    - **Coordinating across the United Kingdom**. The climate emergency requires action and collaboration across the UK, and coordination, sharing of best practice, and joint advocacy will be of mutual benefit to Southwark and other local authorities.
- **Engaging with the Greater London Authority toward a net-zero London by 2030**

    - As the Mayor supports the goal of net-zero by 2030, Southwark Council should prioritise work with the GLA and other boroughs **toward a net-zero London in 2030.**
- **Engaging with Transport for London to ensure its strategy is in line with a 2030 net-zero date.**
- **Lobbying the central government,** in a coordinated effort with other authorities**:**
    - **Lobbying the government to bring forward its UK net-zero target date (currently 2050).**
    - **Lobbying the government to provide local authorities with the necessary support** to enable local authority net-zero targets
    - **Lobbying against government attempts to roll back the power of local authorities** to take more drastic independent action in the face of the climate emergency.

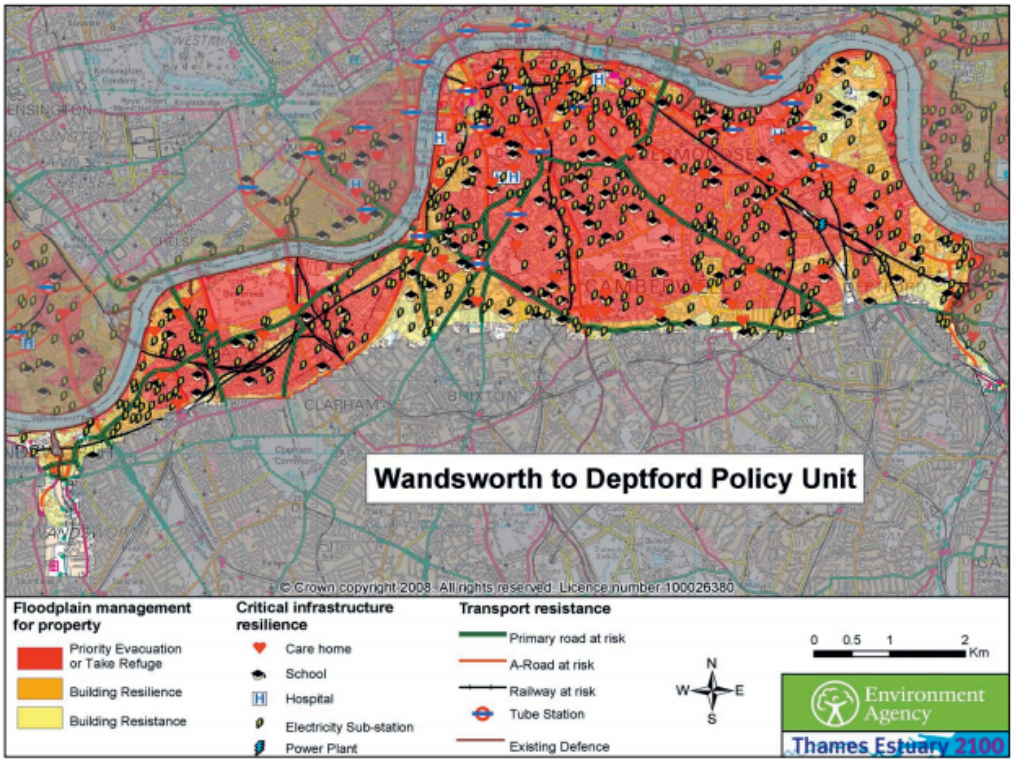
# Themes to include in the Strategy and Action Plan

## Just transition

- **The Council should ensure that the transformation is fair and equitable from a social perspective**. The Council should actively integrate the just transition concept into all relevant policies and decisions, applying lessons from research, best practice, and case studies from other city contexts.
- **All proposed policies and decisions on climate change should be examined for their social impacts -- ensuring that no actions are socially regressive.** The Council should identify frameworks for analysis in line with best practice. Protective measures to avoid gentrification as a result of the transition, or reducing costs for public transport, to avoid fossil-based transport phaseout being disproportionately felt by poorer individuals.
- **The Council should adopt participatory/deliberative public processes in designing its policies, to identify unforeseen issues and prevent concerns about inequitable approaches.**
- **Pursue opportunities that combat social inequalities and the climate and ecological emergency together, and articulate this win-win potential**. Such opportunities include: addressing the housing crisis by a more climate-conscious approach to housing, reducing household costs by promoting the sharing and lending economy, combatting household fuel poverty by improving insulation and community energy projects, addressing unemployment through the creation of green jobs programmes, etc.

- **Explore creation of a green jobs programme for the Borough/across London boroughs, including skills and training, to support tackling the climate and ecological emergency.** Where jobs might be impacted by a transition to a more sustainable Borough, the Council should ensure alternative green jobs are just as attractive, well paid and skilled. It is vital that the workers in many of the impacted sectors have the skills they need in a green economy, so the council should invest in skills development and training to support the green transition.


[Map of the risk of flooding from rivers and the sea. Source: Environment Agency]




At risk in Wandsworth to Deptford policy unit

[Areas in Southwark at risk of flooding. Source: Environment Agency]

## Climate change vulnerability and resilience

- **To protect Southwark and its residents, the Council should develop a climate change adaptation strategy and action plan to deliver a resilient Southwark, identifying the main vulnerabilities faced in Southwark and pathways to addressing them, as well as a program to mainstream and integrate climate adaptation and resilience concerns across all Council policies, strategies, and decision-making processes.**
- In a cross-cutting way, the Council should ensure that the impacts of a changing climate (as well as opportunities for adaptation and enhancing resilience) **are understood and considered by the Council at all relevant levels.** The Council can apply lessons from research (see Chapter 5 of GCA report, or the IPCC), best practice, and case studies from elsewhere. The Council should ensure climate-proofing of all infrastructure projects. The Council should take a public health approach to addressing the climate impacts that pose a risk to the health of Southwark residents.
- From a just transition perspective, the Council should **acknowledge and address the fact that the impacts on the borough will not be felt equally.** Poorer and otherwise disadvantaged communities, including the elderly, are more at risk, and the Council should target addressing these inequalities.

- **Key Vulnerability: Heatwaves**
  - In the UK, heatwaves are projected to result in 7,000 deaths per year by the 2050s, triple the current number. In a borough such as Southwark, the risk of heatwaves is exacerbated by the urban heat island effect. At-risk demographics include the elderly and sick.
  - Local authorities have an important role to play to protect against heatwave risks, and Southwark Council should seize untapped opportunities. Approaches such as passive cooling can improve building efficiency while also helping to avoid overheating. Nature-based solutions such as increasing tree cover would help combat the urban heat island effect in Southwark (see infographic below).
- **Key Vulnerability: Storms and flooding**
  - Southwark lies on the Thames flood plan and is particularly vulnerable to failure of Thames flood defences. Southwark is therefore dependent on action at the city, national, and global levels, and should engage with them accordingly.
  - The Council can play a role in helping to prevent flood risk from extreme rainfall. Nature-based solutions -- including green spaces, but also meadowing of gardens for greater effect -- can help to absorb heavy rainfall and prevent flooding; see infographic below.


*Source:* Authors, based on Chu, E., Brown, A., Michael, K., Du, J., Lwasa, S., and Mahendra, A. 2019. "Unlocking the Potential for Transformative Climate Adaptation in Cities." Washington, DC: Global Commission on Adaptation and World Resources Institute.

[Source: Global Commission on Adaptation]

# Nature and biodiversity

- **Protecting and expanding nature in Southwark.** Having declared a climate emergency, Southwark must protect and expand nature across the Borough. Nature and green spaces can provide valuable solutions for **enhancing Southwark's resilience to the impacts of climate change**, such as for flooding and heatwaves (see section on adaptation and resilience). Crucially, trees and plants also **represent a critical part of how Southwark can achieve net-zero,** because they consume CO2 and can help balance Southwark's emissions and drawn down emissions from the atmosphere**.**
- **Stopping the destruction of trees and increasing tree population.** Trees are a vital part of Southwark's ability to get to net zero, and so now more than ever it is important to maintain Southwark's mature trees, going beyond efforts under the Tree Management Policy. According to the Council, in recent years the number of new trees and replacement trees has not kept up with the number of highway trees lost. (These figures indicate a net loss of around 1,400 trees between 2013 and 2017 alone.) While it would be better if for every tree lost in Southwark, one or more trees could be planted elsewhere in Southwark, this is not enough. A sapling is not equivalent to a mature tree, and an ecosystem of 20 trees is not as biodiverse as 20 trees scattered across the borough, so mature trees should be protected at all costs.
    - In future, the Council should not cut down any trees without an agreed and sufficient process of community engagement.
    - The Council should commence a large tree-planting programme in partnership with residents.
    - The Council could aim to double tree cover on council-owned land, update local planning strategies to double tree cover across the Local Authority area, in line with recommendations [Friends of the Earth].
- **Rewilding, expanding and creating new natural spaces from green and grey space.** The presence of natural spaces improves health outcomes (mental and physical) [Source: World Health Organisation]. Natural spaces and their expansion/creation should be accessible to the community:
    - In particular, lower income and ethnic minority groups; more investment is needed in lower income neighborhoods to ensure they are not disadvantaged in terms of access, filling green space gaps. New housing developments or reuse of non-residential buildings should ensure green space proportionate to number of new residents.
    - Given the Southwark community's interest, the Council should aim to develop programs to enable community groups to take forward rewilding projects. This could include grey space such as curbsides, pedestrianized roads, etc, as well as green spaces (e.g. lawns) which

could be allowed to rewild by an end to mowing or spraying, potentially saving costs. The Council should start with its own areas but should also systematically encourage individuals and estates to follow similar practices.

- **Protect and enhance biodiversity**. The world is currently undergoing the sixth mass extinction in the history of life on Earth; species and flora that are at risk and that contribute to supporting other species should be protected and encouraged by creating and preserving ecosystems for their needs. Green spaces should maximize biodiversity (i.e. avoid regularly mown lawns, using key species of plants) and where possible be joined to provide green corridors for the movement of wildlife. Council-owned land and road verges can increase biodiversity and drawdown carbon pollution, including through reduced pesticide use and increased planting of wildflowers.

## Measuring net-zero

- **Defining the scope of emissions considered for Southwark.** The Council has established the goal of carbon neutrality in terms of the borough's emissions. Southwark should also aim to reduce the borough's Scope 3 emissions toward net-zero (emissions induced by the borough happening outside the borough). This should include active efforts to move individuals and institutions toward net-zero investment portfolios and net-zero supply chains, starting with the Council's own Scope 3 footprint (the Council has already made good efforts in fossil fuel divestment which it can promote more widely). This will require active collaboration with the GLA and other Councils around London, toward a net-zero London by 2030, in addition to engaging utilities, retailers, and other service providers. The Council should also not ignore the significant emissions of activities such as road vehicles moving through Southwark, or from embodied (upstream) emissions in materials for construction and building.
- **Defining how emissions can be offset and the use of the carbon offset fund.** Net-zero means that net carbon emissions in the borough of Southwark equal zero, which will require a balance between sources and sinks of emissions (i.e. if emissions from humans produce X tonnes of CO2/yr, this should be balanced by plants that suck up X tonnes of CO2/yr). Any offsets fund should be used as strategically as possible (possibly pooled with other borough funds; see section on financing), and any payment for emissions should be possible to tie to measurable emissions-reductions.
    - **XR Southwark does not recommend a specific policy for how to manage offsets** -- though clearly offsets should be strictly regulated and should only be agreed upon in cases where carbon emissions are unavoidable, and not as a means of maximising profits.
    - **Instead XR Southwark call for engaging the community in agreeing an approach to offsets**. Given wide-ranging and justifiable

concerns about the use of offsets, this is an area that the Council should engage deeply with the community on, in order to develop a science-based approach with integrity and acceptance from the community. (For example, one approach could be to require that any offsetting happen within London or within the borders of Southwark.)

- **Defining net zero in construction projects.** Construction projects currently do not take account of the significant emissions and embodied carbon during building, from materials, cement, etc, which is an oversight; see section on planning and construction.

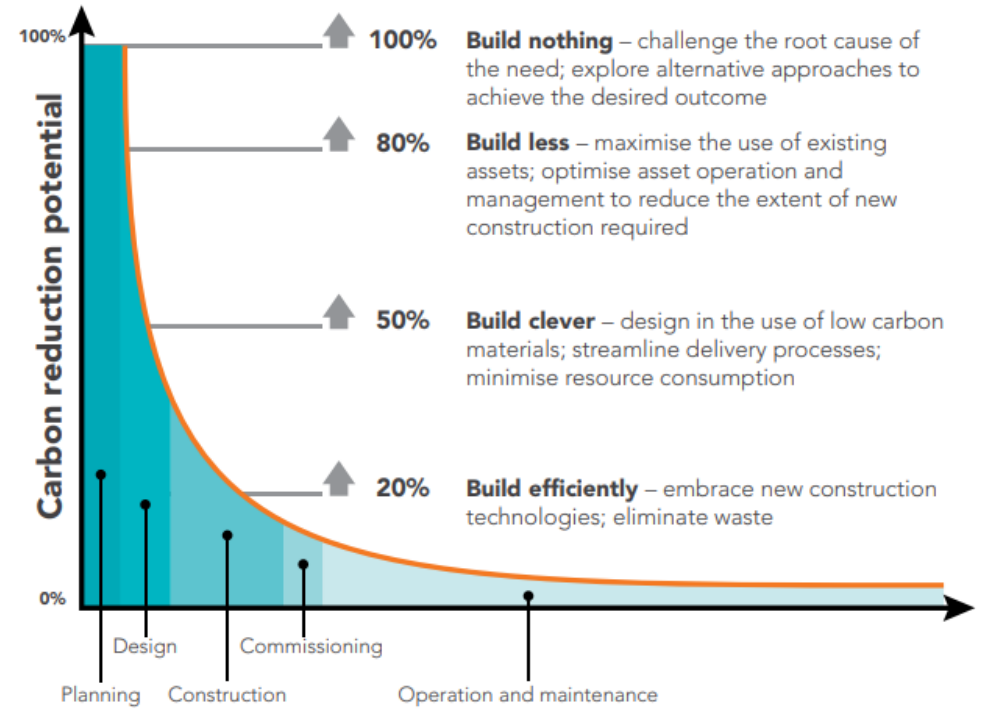
## Planning and construction

- **Planning in Southwark should reflect a climate emergency.** Written before the context of the climate emergency, the New Southwark Plan is inadequate to current circumstances and should be revised to reflect the climate emergency, which puts urban planning in a new context.
    - In the next round of consultation on the New Southwark Plan, Main Modifications should be made to reflect the Climate Emergency. These changes should require all development applications to provide a whole life cycle carbon assessment (including embodied carbon) to satisfy that it is net-zero or net-negative, to be powered by electricity sourced 100% from renewable energy, with the maximum amount of on-site renewable energy, and a presumption against demolishing existing buildings, together with other recommendations in this document (e.g. on transport and nature) which have significant implications for urban planning.
    - The Plan should reflect the fact that the most carbon reduction potential in building comes from avoiding unnecessary construction and instead optimising existing buildings (see diagram below). For this reason, Southwark's planning and efforts to address the housing crisis must follow a choice hierarchy that prioritizes refurbishment over demolition. Repurposing of derelict or empty homes and buildings should be encouraged in place of new developments, as should green retrofitting of existing buildings; see graph from HM Treasury below.
- **Net zero targets on building projects currently do not take account of emissions during the building process.**
    - The current approach could be replaced by a cap on total permissible emissions during demolition, construction and over 30 years of use. The level of the cap could be linked to social use i.e. X tons of CO2 permissible per social housing unit created and a negative cap on emissions permissible in non social housing or commercial building projects (i.e. the building must create more renewable energy than it uses in order to go ahead). This would force developers to reuse

existing building materials with embodied carbon or to use new low-carbon building materials, and necessitate co-development of renewable energy generation projects alongside any new building project. Taken together, these measures should imply a reduction in new-build urban developments in Southwark, because current approaches in Southwark overlook the lifecycle impacts of construction on the climate.

**Embodied carbon reduction potential at different stages of a building project**






[Source: UKGBC]

- **For exceptional circumstances which do necessitate new build, require higher than current national building standards,** especially for privately built new homes.
    - **When new build/demolition is the only remaining option, then the Council should enforce strict building standards that reflect the climate emergency**.
        - **These should restrict the materials used**, including requiring use of recycled materials, and supporting use of timber frames if strict climate requirements are in place.
        - The Council should be guided by science and best practice. UKGBC offers a "Net Zero Carbon Buildings: A Framework Definition". The London Energy Transformation Initiative (LETI) offers "Climate Emergency Design Guide", as well as an Embodied Carbon Primer, as well as other resources.

- **There should be a presumption against large glass-fronted buildings,** which according to experts are “extremely irresponsible” in a climate emergency. [Source]
- **There should be a presumption in favour of low-rise buildings.** According to UCL research “electricity use, per [sq. meter] of floor area, is nearly two and a half times greater in high-rise office buildings of 20 or more storeys than in low-rise buildings of 6 storeys or less. Gas use also increases...by around 40%... total carbon emissions from gas and electricity from high-rise buildings are twice as high as in low-rise” [Source]
- **The Council should continue to defend and exercise its right to impose higher than national standards, in partnership with other local authorities.** UK government recently consulted on a Future Homes Standard, which threatened to remove local authorities’ ability to set their own standards, in favour of a uniform national standard. Southwark Council rightly engaged with MHCLG to oppose this.

## Building efficiency and heating

- **The Council should develop an efficiency and heating plan, if this does not exist.** The built environment represents approx. 40% of the UK’s total carbon footprint, and as a highly urbanized borough this is all the more important for Southwark. 30% of the UK’s total energy budget comes from domestic energy usage.
- **Retrofitting existing buildings.** A highly urbanized borough, over 3/4 of Southwark’s area is occupied by buildings, streets and car parks, and 80% of UK buildings that will be in use by 2050 have already been built [Source: UKGBC], so decarbonising existing infrastructure is of paramount importance. To do this, the council must:
    - Retrofit all Council buildings to an appropriate standard and enforce minimum energy efficiency standards in the private sector. Help owner-occupied homes be more energy efficient, for example by supporting energy companies to target fuel poor or vulnerable households with insulation.
    - Encourage Energiesprong/Passivhaus retrofits toward net-zero homes; Energiesprong/Passivhaus retrofits involve roof insulation, triple glazing and air ventilation. These deep home retrofits are useful in the following ways:
        - Reduce carbon emissions and self-financing in the long term.
        - Where Energiesprong has been applied in Nottingham, the money saved on energy and maintenance has been used to

pay for other things. [Source: Institute of Engineering and Technology]

- **In the spirit of the just transition, the Council should work to solve the problem of hard-to-heat homes, prioritising retrofits in social housing.** This can result in social and health outcomes as well as emissions reductions [Source: Institute of Engineering and Technology]. Across the UK, this can save the NHS, "£1.4 billion per annum in additional treatment costs for conditions arising from bad housing. At least £145 million of those costs arise directly from cold homes. Warmer housing could also prevent many of the 35,000 excess winter deaths recorded annually" [Source: The Institution of Engineering and Technology: Scaling up Retrofit 2050].

- **Decarbonising heating systems.** Decarbonising heating systems is therefore essential to meeting the targets required. Southwark should aim to avoid installations of new gas boilers, in favour of electric heating systems, such as heatpumps or hybrid systems, wherever possible.
- **District heating** can, when installed and operated both appropriately and well, reduce carbon emissions and costs. But it must not be assumed to do either. **Every proposed installation or extension must be scrutinised to ensure that it is genuinely low carbon and is the best possible solution** taking into consideration the nature and energy efficiency of the buildings, distance and access to heat sources and existing or other proposed heat networks, and other factors, including ensuring that residents will not end up paying more than would otherwise be necessary. Every heat network must meet stringent design standards and operation must be responsive and accountable to residents, e.g. via Southwark Group of Tenants Organisations.
    - People on existing heat networks in the borough experience intolerable levels of outages. It must be a priority to get them in working order. Meanwhile the promise of full compensation must be kept: no one should be out of pocket for using alternative means of space or water heating when the system is down.
- Promoting smart and efficient lighting among residents and other private buildings, using well-designed and well directed LED lights, while requiring it for all Council buildings and street lights.

## Power generation and electricity

- **The Council should embark on a programme to ensure that Southwark harnesses 100% of its renewable energy potential, conducting a viability study of the borough (as part of the New Southwark Plan) and installing renewable energy generation projects wherever possible.** Every rooftop in Southwark should have solar panels and/or green roofs; green roofs have been a London policy since 2008. The Council should

operate a mass solar panel programme on all blocks with south facing roofs (and other roofs which are viable) where viable. Most viability assessments are easily achieved through desktop studies, and money earned in energy supply payments could go direct to residents as reduction in rent and/or reduction in service charges.

    - **The Council should ensure that all sites under their operation (for example, schools) fully harness opportunities to install renewable energy projects,** with a view to powering 100% (or greater than 100%) of their needs.
    - **The Council must speed the deployment of renewable energy by residents and on Southwark buildings not operated by the Council.** In partnership with GLA and other authorities, the Council should provide incentives and upfront funding for renewable energy generation rather than simply relying on the private sector which currently does not meet the borough's needs. (The Council or an intermediary could make grants and zero interest loans available to private residents and companies for installation and maintenance of solar panels.) This is especially needed in low-income areas of the borough. The Council should work with others to develop incentive schemes and aim to enable community energy programmes.
    - Targets for harnessing of renewable generation potential should be **strictly required by the Council of any new-build developments.**
    - The Council should also have targets for expanding the **development of energy storage, which is key to facilitating the uptake and cost-effectiveness of renewables.**
- **Where directly running on renewable energy is not possible, the Council should promote switching to utility contracts offering electricity 100% from renewables.**
    - The Council should ensure that **all sites under their operation (for example, schools) are powered by contracts offering electricity 100% from renewable energy** as soon as possible.
    - The Council could require making 100% renewable energy the default for all temporary accommodation.
    - For sites not under the Council's control (e.g. commercial buildings, schools with independent contracts, or private homes), the Council should **actively engage to promote a switch in suppliers**. XR Southwark does not endorse particular businesses, but a campaign using a partner (e.g. Big Clean Switch) should be considered.
- **In partnership with the GLA or other London Councils, the Council could set up their own company to generate energy from wind, solar or air/ground heat sources.** This should avoid biomass or other questionable 'green' energy sources which still contribute to global warming and ecological destruction. The GLA has recently set up London Power, offering greener and more affordable energy as a white label service from an existing private

company, but it is not immediately clear that this power is exclusively from renewable wind, solar, or heat sources, and this should be checked.

- **The Council should learn from other local authorities, including:**
    - **The Council could learn from local authorities that have profited by partnering with a company to deliver renewable energy.** For example, “Warrington Borough Council has signed a huge solar plus battery storage deal, enabling it to generate all of its electricity and make millions of pounds a year in profit”. [Source]
    - **The Council could consider following the lead of other local authorities by creating a community municipal investment bond** (some partnership models exist with firms but XR Southwark does not endorse or promote specific companies). Such an approach would allow local residents to invest in renewable projects in the area, both enabling projects and creating income for local residents.

## Mobility and transportation

- A **transformation is needed in how we move about,** with the **phasing out of private motorised journeys** (whether by fossil-fuel or electric powered vehicles) and **a longer-term transition towards public transport, walking and cycling** supported by sustainable freight for deliveries and services. This requires two core elements: disincentives for owning and driving a private motor vehicle, and enabling walking and cycling and links to public transport. All of these moves need to be supported by the GLA and TfL through measures to a) reduce motor vehicle usage such as Road User Charging, a London-wide ULEZ and improvements to public transport and b) support walking and cycling and sustainable freight. Sustainable and active transport (and car-less living) should be encouraged to a high extent in the New Southwark Plan.
- **Walking:**
    - As we have seen during the lockdown, far higher levels of walking will occur if the impact of traffic is reduced. Walking is a key tool for supporting the local economy. A number of things are needed to enable and retain high levels of walking:
        - Low volumes of traffic and maximum speeds of 20mph.
        - **Pedestrianising streets in key locations with high footfall** and other initiatives such as bus/cycle only corridors where possible in town centres (e.g. Rye Lane/Walworth Road), as well as quiet residential streets.
        - The development and rapid delivery (using low-cost measures) of a borough-wide network of **Low Traffic Neighbourhoods.**
        - **Improving crossing conditions** inc. more frequent crossings, longer crossing times and shorter wait times.

        - **Enabling walking to school** with a borough-wide program of School Streets with pavement-widening outside schools on main roads.
- **Cycling:**
    - **Cycling requires a safe network across the whole of the borough reaching every school, high street, and station**, consisting of protected routes on main roads, through green spaces, liveable town centres, and low traffic neighbourhoods across Southwark, with high quality parking facilities at the start and end of the journey and a low speed environment with vehicles travelling at no more than 20mph.
        - This network should be safe enough for everyone from children to great-grandparents. Infrastructure should be accessible for people with inclusive cycles, people who use them as mobility aids, and parents taking their children to school by cargo bike.
        - Cycling can be supported through the establishment of a 'Park & Pedal' scheme.
        - [See: The Guardian, Census data reveals commuter cycling has stagnated in the UK.]
- **Public transport**
    - **Engage with the UK government, GLA and TFL to extend public transport accessibility and reduce costs to residents.**
        - 2019 saw cities across Europe move towards free public transport. Dunkirk successfully piloted a free public transport scheme. Monheim in Germany introduced free public transport and Luxembourg became the first country to make all public transport free. The city council of Kansas City has voted unanimously to make all city bus routes free. This should be the goal for Southwark.
            - All public transportation in Southwark needs to be accessible.
- **Zero emissions vehicles:**
    - **Southwark Council should commit to decarbonise their roads before 2030.** The public transport fleet (i.e. the bus system) and the Council's fleet should be 100% zero emissions as soon as possible. The Council should require buses, taxis, etc to be zero emissions and provide incentives as necessary.
    - **Enable the rapid shift to electric vehicles through putting in place EV charging.** Southwark has made strides in this area but must continue to encourage the transition away from vehicles that give off emissions. The Council should also encourage those (e.g. local businesses) without alternatives to switch to ZEVs.
- **Road vehicles**

- **Given the availability of alternative modes of transport, extend and enforce existing bans on private road vehicles:**
    - **ban private cars from high street areas and develop car-free areas at locations where pedestrian footfall is extremely high.** Locations could include – Bermondsey St, St Thomas St between London Bridge Station and Guys Hospital and Elephant Road (E&C).
    - **enforce bans on private vehicles around schools at drop-off and pick-up time.**
    - **New developments in Southwark should be car-free.**
- **In a socially progressive way and without disproportionately putting costs on low-income households, increase costs of owning and driving cars** to better reflect the impact they have on residents. Measures could include:
    - increasing charges for parking (residential and on-street shopping) and reducing parking capacity (turning vehicle parking spaces over to other uses such as pocket parklets etc).
    - Southwark should move to an emissions-based parking charges residential and on-street parking charges but with a minimum parking cost to ensure no free parking for low emission vehicles. Residential parking charges should escalate for additional vehicles and free parking should be removed from our estates.
- **However, in line with the principle of the just transition, any bans or increased costs should not be regressive or favour the wealthy, and should include measures to exempt or provide for disadvantaged households.**
    - The Council should ensure that measures do not disportionately affect those who currently need to use cars for work or who would be hit hard financially by fines etc.
    - The Council could promote efforts to encourage car-sharing.
    - Bans could be better than offering the choice to pay to pollute, as the latter simply makes it the privilege of the rich rather than tackling the problem together as a society.
- **Freight.** A sustainable freight network should be developed that includes:
    - Require deliveries to the council to be by electric vehicles or bike (e.g. through setting-up a distribution centre for onward deliveries by clean vehicles).
    - Incorporating sustainable freight/delivery hubs into all regeneration projects – Old Kent Road, E&C and Canada Water.
    - Encouraging sustainable freight as part of other major town centre development schemes such as Aylesham Centre Peckham, Butterfly Walk Camberwell and the Morrisons site in Walworth.

  - Incorporating sustainable freight into Low Emission Zone/Neighbourhood and Liveable Neighbourhood projects.
  - Co-ordinating skills sharing between the BIDs and local groups interested in setting up sustainable freight centres.
  - Enabling/supporting local click and collections hubs in town centres/local centres across the borough.
- **Protecting children from vehicular pollution:**
  - Children are at particular risk from air pollution by vehicles as their lungs and other organs are still developing. Health impacts include asthma or other respiratory diseases, behavioural problems, suppression of lung growth, and long standing chronic diseases in adulthood which have been linked to early exposure of pollution. [Source: Professor Jonathon Grigg as told to BBC Costing the Earth]
  - The Mayor's team is working with two schools identified as being exposed to dangerous levels of air pollution. Pupils at most Southwark schools are exposed to dangerous levels: 92 out of 498 nurseries, schools, further education centres and after school clubs in Southwark are within 150 metres of a road where the level of nitrogen dioxide from diesel traffic exceeds the legal limit of 40.0µg/m3.
- **The Council should learn from other local authorities who have instituted bold and transformative changes to transport networks**, such as Nottingham City Council which has been cited as a model to follow.

## Waste and the circular economy

- **Southwark should revisit its Waste Management Strategy in light of the Climate Emergency,** taking it to the next level of ambition. This should be underpinned by new efforts to reduce waste, allowing full potential for reuse, and maximizing the potential for recycling, including the following goals:
  - **Sending zero waste to landfill or incineration.**
  - **Decreasing consumption and waste.** Starting with its own footprint, the Council should aim to reduce its unnecessary consumption and waste as far as possible and aim to reduce nonrecyclable waste to zero. The Council should use its officers to promote similar practices in the borough by residents, businesses, and other organisations.
  - **Facilitating the reusing, sharing and lending of goods.** The Council should promote platforms for facilitating the reuse of goods and the sharing economy, possibly on a ward by ward basis. This should require a digital component.
  - **Southwark should achieve 100% recycling of recyclables as soon as possible.** In order to do this and avoid recyclables in the wastestream, the Council must ensure that there are sufficient bins for recycling and that these are collected regularly, e.g. in all parks.

    - Enable collection of food waste on Southwark estates, ideally by on-site composting (including fast composting systems that can deal with cooked food) rather than collection by truck.
- **Adopt circular economy waste policies in relevant plans and contracts,** and integrate **requirements for Council procurement.**
- **Every building should have access or improved access to composting.**
- **Engaging the community to reduce Southwark's use of plastics and other unsustainable materials:**
    - Ban the use of single-use plastic in council offices and premises, and promote this ban elsewhere.
    - The Council should develop a programme to engage actively in the community to promote good practice and discourage use of unsustainable materials, particularly non-recyclable materials. This will require resourcing on the Council's part.
- **Revisiting SELCHP. The heat and power from the SELCHP plant will be inconsistent with plans for net-zero if it comes at a higher level of pollution** (say in g CO2 / kWh) than available elsewhere. Any emissions it creates must be reduced if Southwark is to achieve net-zero.
- **Use food waste according to the food waste hierarchy of prevent, reuse, recycle**, and ensure remaining non-recyclable biodegradable waste to generate biogas.

## Sustainable diets, food, and farming

- **In terms of the just transition, the Council should aim to tackle the climate emergency at the same time as the problem of food insecurity and limited access to good quality food.** 2.3 million Londoners live below the poverty line and we must ensure they are part of the just transition [source: GLA Poverty in London, Intelligence Unit, 2017]. Providing access to sustainable locally sourced food can improve livelihoods and reduce the carbon footprint of diets.
- **The Council should support setting up more urban farms in Southwark:**
    - Following the Mayor's London Food Strategy calls for "including food growing spaces in new developments and as meanwhile use on vacant or under-used sites, encourage provision of space for community gardens, and protect existing allotment sites". [Source: The London Food Strategy: Healthy and Sustainable Food for London]
    - Southwark should aim to support, expand upon and make more visible existing examples of urban farming in Southwark, including: the Walworth Community Gardens Network covering 25 food and gardening projects, which has done training on the care of fruit and nut trees; Pembroke House community food hub which provides

training as well as growing for residents of local estates; and the school food matters project funded by United St Saviours.

- **The Council should implement a more widespread effort at growing food within usable community and leisure spaces such as parks, and expanding those currently operating:**
    - Community spaces such as parks are an important part of a sustainable food plan. The Mayor supports such efforts to 'promote planting of fruit and nut trees in parks, green spaces and institutional grounds, inspired by the Regent's Park Allotment, Growing Communities' Dagenham Farm and others across London'.
- **However, the Council should acknowledge that these small scale urban farming efforts will not lead to wholesale shift to sustainable food production or address food poverty in the borough.** The Council can reduce emissions via more radical and innovative approaches, including:
    - A new community model has emerged during the pandemic, of food parcels and community kitchens distributing cooked meals to workers in hospitals and vulnerable families. This shows how the Council could lead positive change in food distribution on a mass scale. These community projects should be supported now and expanded to ensure that they use sustainable and local food sources (teaming with food producers outside the borough but ensuring high environmental and employment standards). This could provide high quality plant-based meals in schools and communities at low cost.
    - The Southwark faith sector has historically run many food banks and community kitchens, so these should be considered in light of the above and should fit into a broader sustainable food plan.
- **The Council should more actively engage with Southwark residents to promote a shift to lower-carbon diets**, including by communicating the health benefits to more diverse diets and adopting meat-free days in schools.
- **The Council should aim to protect fruit and vegetable street markets and covered markets** as a community asset which contributes to local and sustainable sourcing of food.
- **I**n the context of sustainable food, it is also important **for the Council to recognise the significance of ethnic and diaspora food outlets and of engaging with them.** These should not be left out of the shift to more sustainable food and diets.
- **The Council should follow other examples of good practice.** Brighton and Hove have one of the most advanced food strategy plans in the UK. The Brighton and Hove plan had a broad consultation base that included rough sleepers, food bank users and the BAME community. Some of the recommendations of the plan include:
    - 'Redevelopment of green space into a Heritage Lottery funded project to include teaching space, a local produce shop and demonstration fruit and veg growing.'

- ‘Include food security in citywide resilience planning, in planning for climate change and in crisis planning e.g. a flu epidemic, flooding, drought and other extreme-weather. Collaborate with neighbouring local authorities to consider food security against the backdrop of Brexit, ongoing household food insecurity and a potential rise in food or energy prices.’
- ‘Become a test-bed for food waste innovation. Run practical campaigns, pilot projects and champion food waste leaders, e.g. in minimal and plastic-free packaging, food waste reduction and circular economy approaches.’
- ‘Increase recycling where reduction and reuse are not an option. Increase the number of Community Compost sites in the city to 50. Continue to investigate sites for an Anaerobic Digestion plant for food waste from business and explore increasing the range of materials that can be recycled from the domestic and business waste streams.’ [Source: Food Strategy Action Plan 2018-2023]

## Investments and supply chains

- **Southwark’s investments and supply chains can have serious consequences outside Southwark, and so these must be a key part of the Council’s Climate Emergency Strategy.**
    - As Southwark has some spillover from the City of London, one of the world’s major financial districts, Southwark should engage financial firms and businesses based in Southwark about reducing their scope three emissions created outside Southwark.
- **For Southwark’s investments,** Southwark should divest from fossil fuels and activities worsening the climate emergency, whilst using its money and increasing sustainable investments to drive the transition to net-zero.
    - This applies to **bank accounts, pension funds, and any other investments;** while this can begin with Council’s own money, the Council should also have a programme to **engage other Councils, Southwark residents, and other local organizations regarding their money.**
- **Pension funds:**
    - **Background**: Southwark’s pension fund has made progress in implementing its plan for reducing fossil investments, including a triennial investment strategy review to introduce a new 5% target allocation to sustainable infrastructure.[1] The Council should continue to advance its divestment and sustainable investment strategy, accelerating its implementation to achieve full divestment by 2025.

[1] As of March 31 2019, Southwark Council had net assets of £1.64bn in its pension fund, which also represent an opportunity to channel funds toward investments supporting net-zero.

    - **Engagement**: The Council should actively and strategically communicate about its positive pension fund divestment approach, encouraging other Councils, Local Authorities, local unions, Southwark-based organisations, and Southwark residents to adopt a similar approach with their pension funds.
- **Bank accounts:**
    - Southwark Council should make sure its bank account (current account) is with a provider that does not lend to fossil fuels, and if it isn't, switch (as other London Councils have done) with a public announcement. This should be followed with engagement of other Councils, Local Authorities, local unions, Southwark-based organisations, and Southwark residents to follow a similar approach.
- **Promoting good procurement practices** in light of the climate emergency
    - **Where Southwark council are procuring goods or services, (for example, catering services for schools) tender specifications should require suppliers to meet strict minimum criteria on sustainability and net zero commitments.** Through its procurement, Southwark Council has a significant ability to influence wider supply chains and use public spending to drive positive behaviour change throughout the value chain.
        - All Council procurements and tenders could include separate category of evaluation for environmental impact and/or what the service/org/company does in relation to the climate emergency specifically as a separate section for evaluations, which should be given a high weighting in assessments (say 20/25%; to achieve this, Southwark can skim some off their default cost weightings which are higher than most councils).
    - **Engaging with supermarkets and retailers.** The Council should engage actively with supermarkets and retailers operating in Southwark, to promote a shift to net-zero and sustainable supply chains.

# Appendix: The Above Responses Set out according to the Councils Request for Feedback via https://southwarkclimateideas.commonplace.is/

**Theme 1: Buildings, construction and regeneration**

**What can institutions do at a borough and city level?**

The Council should develop an efficiency and heating plan, if this does not exist. The built environment represents approx. 40% of the UK's total carbon footprint, and as a highly urbanized borough this is all the more important for Southwark. 30% of the UK's total energy budget comes from domestic energy usage.

- Retrofitting existing buildings. A highly urbanized borough, over 3/4 of Southwark's area is occupied by buildings, streets and car parks, and 80% of UK buildings that will be in use by 2050 have already been built [Source: UKGBC], so decarbonising existing infrastructure is of paramount importance. To do this, the council must:

- Retrofit all Council buildings to an appropriate standard and enforce minimum energy efficiency standards in the private sector. Help owner-occupied homes be more energy efficient, for example by supporting energy companies to target fuel poor or vulnerable households with insulation.

- Encourage Energiesprong/Passivhaus retrofits toward net-zero homes; Energiesprong/Passivhaus retrofits involve roof insulation, triple glazing and air ventilation. These deep home retrofits are useful in the following ways: Reduce carbon emissions and self-financing in the long term. Where Energiesprong has been applied in Nottingham, the money saved on energy and maintenance has been used to pay for other things.

In the spirit of the just transition, the Council should work to solve the problem of hard-to-heat homes, prioritising retrofits in social housing. This can result in social and health outcomes as well as emissions reductions [Source: Institute of Engineering and Technology]. Across the UK, this can save the NHS, "£1.4 billion per annum in additional treatment costs for conditions arising from bad housing. At least £145 million of those costs arise directly from cold homes. Warmer housing could also prevent many of the 35,000 excess winter deaths recorded annually"

**Theme 2: The energy we use - gas and electricity**

**What can institutions do at a borough and city level?**

The Council should embark on a programme to ensure that Southwark harnesses 100% of its renewable energy potential, conducting a viability study of the borough (as part of the New Southwark Plan) and installing renewable energy generation projects wherever possible. Every rooftop in Southwark should have solar panels and/or green roofs; green roofs have been a London policy since 2008. The Council should operate a mass solar panel programme on all blocks with south facing roofs (and other roofs which are viable) where viable. Most viability assessments are easily achieved through desktop studies, and money earned in energy supply payments could go direct to residents as reduction in rent and/or reduction in service charges.

The Council should ensure that all sites under their operation (for example, schools) fully harness opportunities to install renewable energy projects, with a view to powering 100% (or greater than 100%) of their needs.

The Council must speed the deployment of renewable energy by residents and on Southwark buildings not operated by the Council. In partnership with GLA and other authorities, the Council should provide incentives and upfront funding for renewable energy generation rather than simply relying on the private sector which currently does not meet the borough's needs. (The Council or an intermediary could make grants and zero interest loans available to private residents and companies for installation and maintenance of solar panels.) This is especially needed in low-income areas of the borough. The Council should work with others to develop incentive schemes and aim to enable community energy programmes.

Targets for harnessing of renewable generation potential should be strictly required by the Council of any new-build developments.

The Council should also have targets for expanding the development of energy storage, which is key to facilitating the uptake and cost-effectiveness of renewables.

Where directly running on renewable energy is not possible, the Council should promote switching to utility contracts offering electricity 100% from renewables.

The Council should ensure that all sites under their operation (for example, schools) are powered by contracts offering electricity 100% from renewable energy as soon as possible.

The Council could require making 100% renewable energy the default for all temporary accommodation.

For sites not under the Council's control (e.g. commercial buildings, schools with independent contracts, or private homes), the Council should actively engage to promote a switch in suppliers. XR Southwark does not endorse particular businesses, but a campaign using a partner (e.g. Big Clean Switch) should be considered.

In partnership with the GLA or other London Councils, the Council could set up their own company to generate energy from wind, solar or air/ground heat sources. This should avoid biomass or other questionable 'green' energy sources which still contribute to global warming and ecological destruction. The GLA has recently set up London Power, offering greener and more affordable energy as a white label service from an existing private company, but it is not immediately clear that this power is exclusively from renewable wind, solar, or heat sources, and this should be checked.

The Council  should learn from other local authorities, including:

The Council could learn from local authorities that have profited by partnering with a company to deliver renewable energy. For example, “Warrington Borough Council has signed a huge solar plus battery storage deal, enabling it to generate all of its electricity and make millions of pounds a year in profit”. [Source]

The Council could consider following the lead of other local authorities by creating a community municipal investment bond (some partnership models exist with firms but XR Southwark does not endorse or promote specific companies). Such an approach would allow local residents to invest in renewable projects in the area, both enabling projects and creating income for local residents.

**Theme 3: Transport and travel**

**What can institutions do at a borough and city level?**

A transformation is needed in how we move about, with the phasing out of private motorised journeys (whether by fossil-fuel or electric powered vehicles) and a longer-term transition towards public transport, walking and cycling supported by sustainable freight for deliveries and services. This requires two core elements: disincentives for owning and driving a private motor vehicle, and enabling walking and cycling and links to public transport. All of these moves need to be supported by the GLA and TfL through measures to a) reduce motor vehicle usage such as Road User Charging, a London-wide ULEZ and improvements to public transport and b) support walking and cycling and sustainable freight. Sustainable and active transport (and car-less living) should be encouraged to a high extent in the New Southwark Plan.

Walking:

As we have seen during the lockdown, far higher levels of walking will occur if the impact of traffic is reduced. Walking is a key tool for supporting the local economy. A number of things are needed to enable and retain high levels of walking:

Low volumes of traffic and maximum speeds of 20mph.

Pedestrianising streets in key locations with high footfall and other initiatives such as bus/cycle only corridors where possible in town centres (e.g. Rye Lane/Walworth Road), as well as quiet residential streets.

The development and rapid delivery (using low-cost measures) of a borough-wide network of Low Traffic Neighbourhoods.

Improving crossing conditions inc. more frequent crossings, longer crossing times and shorter wait times.

Enabling walking to school with a borough-wide program of School Streets with pavement-widening outside schools on main roads.

Cycling:

Cycling requires a safe network across the whole of the borough reaching every school, high street, and station, consisting of protected routes on main roads, through green spaces, liveable town centres, and low traffic neighbourhoods across Southwark, with high quality parking facilities at the start and end of the journey and a low speed environment with vehicles travelling at no more than 20mph.

This network should be safe enough for everyone from children to great-grandparents. Infrastructure should be accessible for people with inclusive cycles, people who use them as mobility aids, and parents taking their children to school by cargo bike.

Cycling can be supported through the establishment of a ‘Park & Pedal’ scheme.

[See: The Guardian, Census data reveals commuter cycling has stagnated in the UK.]

Public transport

Engage with the UK government, GLA and TFL to extend public transport accessibility and reduce costs to residents.

2019 saw cities across Europe move towards free public transport. Dunkirk successfully piloted a free public transport scheme. Monheim in Germany introduced free public transport and Luxembourg became the first country to make all public transport free. The city council of Kansas City has voted unanimously to make all city bus routes free. This should be the goal for Southwark.

All public transportation in Southwark needs to be accessible.

Zero emissions vehicles:

Southwark Council should commit to decarbonise their roads before 2030. The public transport fleet (i.e. the bus system) and the Council’s fleet should be 100% zero emissions as soon as possible. The Council should require buses, taxis, etc to be zero emissions and provide incentives as necessary.

Enable the rapid shift to electric vehicles through putting in place EV charging. Southwark has made strides in this area but must continue to encourage the transition away from vehicles that give off emissions. The Council should also encourage those (e.g. local businesses) without alternatives to switch to ZEVs.

Road vehicles

Given the availability of alternative modes of transport, extend and enforce existing bans on private road vehicles:

ban private cars from high street areas and develop car-free areas at locations where pedestrian footfall is extremely high. Locations could include – Bermondsey St, St Thomas St between London Bridge Station and Guys Hospital and Elephant Road (E&C).

enforce bans on private vehicles around schools at drop-off and pick-up time.

New developments in Southwark should be car-free.

In a socially progressive way and without disproportionately putting costs on low-income households, increase costs of owning and driving cars to better reflect the impact they have on residents. Measures could include:

increasing charges for parking (residential and on-street shopping) and reducing parking capacity (turning vehicle parking spaces over to other uses such as pocket parklets etc).

Southwark should move to an emissions-based parking charges residential and on-street parking charges but with a minimum parking cost to ensure no free parking for low emission vehicles. Residential parking charges should escalate for additional vehicles and free parking should be removed from our estates.

However, in line with the principle of the just transition, any bans or increased costs should not be regressive or favour the wealthy, and should include measures to exempt or provide for disadvantaged households.

The Council should ensure that measures do not disportionately affect those who currently need to use cars for work or who would be hit hard financially by fines etc.

The Council could promote efforts to encourage car-sharing.

Bans could be better than offering the choice to pay to pollute, as the latter simply makes it the privilege of the rich rather than tackling the problem together as a society.

Freight. A sustainable freight network should be developed that includes:

Require deliveries to the council to be by electric vehicles or bike (e.g. through setting-up a distribution centre for onward deliveries by clean vehicles).

Incorporating sustainable freight/delivery hubs into all regeneration projects – Old Kent Road, E&C and Canada Water.

Encouraging sustainable freight as part of other major town centre development schemes such as Aylesham Centre Peckham, Butterfly Walk Camberwell and the Morrisons site in Walworth.

Incorporating sustainable freight into Low Emission Zone/Neighbourhood and Liveable Neighbourhood projects.

Co-ordinating skills sharing between the BIDs and local groups interested in setting up sustainable freight centres.

Enabling/supporting local click and collections hubs in town centres/local centres across the borough.

Protecting children from vehicular pollution:

Children are at particular risk from air pollution by vehicles as their lungs and other organs are still developing. Health impacts include asthma or other respiratory diseases, behavioural problems, suppression of lung growth, and long standing chronic diseases in adulthood which have been linked to early exposure of pollution. [Source: Professor Jonathon Grigg as told to BBC Costing the Earth]

The Mayor's team is working with two schools identified as being exposed to dangerous levels of air pollution. Pupils at most Southwark schools are exposed to dangerous levels: 92 out of 498 nurseries, schools, further education centres and after school clubs in Southwark are within 150 metres of a road where the level of nitrogen dioxide from diesel traffic exceeds the legal limit of 40.0µg/m3.

The Council should learn from other local authorities who have instituted bold and transformative changes to transport networks, such as Nottingham City Council which has been cited as a model to follow.

**Theme 4: Biodiversity, trees and green spaces**

What can institutions do at a borough and city level?

Protecting and expanding nature in Southwark. Having declared a climate emergency, Southwark must protect and expand nature across the Borough. Nature and green spaces can provide valuable solutions for enhancing Southwark’s resilience to the impacts of climate change, such as for flooding and heatwaves (see section on adaptation and resilience). Crucially, trees and plants also represent a critical part of how Southwark can achieve net-zero, because they consume CO2 and can help balance Southwark’s emissions and drawn down emissions from the atmosphere.

Stopping the destruction of trees and increasing tree population. Trees are a vital part of Southwark's ability to get to net zero, and so now more than ever it is important to maintain Southwark's mature trees, going beyond efforts under the Tree Management Policy. According to the Council, in recent years the number of new trees and replacement trees has not kept up with the number of highway trees lost. (These figures indicate a net loss of around 1,400 trees between 2013 and 2017 alone.) While it would be better if for every tree lost in Southwark, one or more trees could be planted elsewhere in Southwark, this is not enough. A sapling is not equivalent to a mature tree, and an ecosystem of 20 trees is not as biodiverse as 20 trees scattered across the borough, so mature trees should be protected at all costs.

In future, the Council should not cut down any trees without an agreed and sufficient process of community engagement.

The Council should commence a large tree-planting programme in partnership with residents.

The Council could aim to double tree cover on council-owned land, update local planning strategies to double tree cover across the Local Authority area, in line with recommendations [Friends of the Earth].

Rewilding, expanding and creating new natural spaces from green and grey space. The presence of natural spaces improves health outcomes (mental and physical) [Source: World Health Organisation]. Natural spaces and their expansion/creation should be accessible to the community:

In particular, lower income and ethnic minority groups; more investment is needed in lower income neighborhoods to ensure they are not disadvantaged in terms of access, filling green space gaps. New housing developments or reuse of non-residential buildings should ensure green space proportionate to number of new residents.

Given the Southwark community's interest, the Council should aim to develop programs to enable community groups to take forward rewilding projects. This could include grey space such as curbsides, pedestrianized roads, etc, as well as green spaces (e.g. lawns) which could be allowed to rewild by an end to mowing or spraying, potentially saving costs. The Council should start with its own areas but should also systematically encourage individuals and estates to follow similar practices.

Protect and enhance biodiversity. The world is currently undergoing the sixth mass extinction in the history of life on Earth; species and flora that are at risk and that contribute to supporting other species should be protected and encouraged by creating and preserving ecosystems for their needs. Green spaces should maximize biodiversity (i.e. avoid regularly mown lawns, using key species of plants) and where possible be joined to provide green corridors for the movement of wildlife. Council-owned land and road verges can increase biodiversity and drawdown carbon

pollution, including through reduced pesticide use and increased planting of wildflowers.

**Theme 5: What we all consume (food, clothes and other goods)**

What can institutions do at a borough and city level?

Southwark should revisit its Waste Management Strategy in light of the Climate Emergency, taking it to the next level of ambition. This should be underpinned by new efforts to reduce waste, allowing full potential for reuse, and maximizing the potential for recycling, including the following goals:

Sending zero waste to landfill or incineration.

Decreasing consumption and waste. Starting with its own footprint, the Council should aim to reduce its unnecessary consumption and waste as far as possible and aim to reduce nonrecyclable waste to zero. The Council should use its officers to promote similar practices in the borough by residents, businesses, and other organisations.

Facilitating the reusing, sharing and lending of goods. The Council should promote platforms for facilitating the reuse of goods and the sharing economy, possibly on a ward by ward basis. This should require a digital component.

Southwark should achieve 100% recycling of recyclables as soon as possible. In order to do this and avoid recyclables in the wastestream, the Council must ensure that there are sufficient bins for recycling and that these are collected regularly, e.g. in all parks.

Enable collection of food waste on Southwark estates, ideally by on-site composting (including fast composting systems that can deal with cooked food) rather than collection by truck.

Adopt circular economy waste policies in relevant plans and contracts, and integrate requirements for Council procurement.

Every building should have access or improved access to composting.

Engaging the community to reduce Southwark’s use of plastics and other unsustainable materials:

Ban the use of single-use plastic in council offices and premises, and promote this ban elsewhere.

The Council should develop a programme to engage actively in the community to promote good practice and discourage use of unsustainable materials, particularly non-recyclable materials. This will require resourcing on the Council's part.

Revisiting SELCHP. The heat and power from the SELCHP plant will be inconsistent with plans for net-zero if it comes at a higher level of pollution (say in g CO2 / kWh) than available elsewhere. Any emissions it creates must be reduced if Southwark is to achieve net-zero.

Use food waste according to the food waste hierarchy of prevent, reuse, recycle, and ensure remaining non-recyclable biodegradable waste to generate biogas.

In terms of the just transition, the Council should aim to tackle the climate emergency at the same time as the problem of food insecurity and limited access to good quality food. 2.3 million Londoners live below the poverty line and we must ensure they are part of the just transition [source: GLA Poverty in London, Intelligence Unit, 2017]. Providing access to sustainable locally sourced food can improve livelihoods and reduce the carbon footprint of diets.

The Council should support setting up more urban farms in Southwark:

Following the Mayor's London Food Strategy calls for "including food growing spaces in new developments and as meanwhile use on vacant or under-used sites, encourage provision of space for community gardens, and protect existing allotment sites". [Source: The London Food Strategy: Healthy and Sustainable Food for London]

Southwark should aim to support, expand upon and make more visible existing examples of urban farming in Southwark, including: the Walworth Community Gardens Network covering 25 food and gardening projects, which has done training on the care of fruit and nut trees; Pembroke House community food hub which provides training as well as growing for residents of local estates; and the school food matters project funded by United St Saviours.

The Council should implement a more widespread effort at growing food within usable community and leisure spaces such as parks, and expanding those currently operating:

Community spaces such as parks are an important part of a sustainable food plan. The Mayor supports such efforts to 'promote planting of fruit and nut trees in parks, green spaces and institutional grounds, inspired by the Regent's Park Allotment, Growing Communities' Dagenham Farm and others across London'.

However, the Council should acknowledge that these small scale urban farming efforts will not lead to wholesale shift to sustainable food production or address food

poverty in the borough. The Council can reduce emissions via more radical and innovative approaches, including:

A new community model has emerged during the pandemic, of food parcels and community kitchens distributing cooked meals to workers in hospitals and vulnerable families. This shows how the Council could lead positive change in food distribution on a mass scale. These community projects should be supported now and expanded to ensure that they use sustainable and local food sources (teaming with food producers outside the borough but ensuring high environmental and employment standards). This could provide high quality plant-based meals in schools and communities at low cost.

The Southwark faith sector has historically run many food banks and community kitchens, so these should be considered in light of the above and should fit into a broader sustainable food plan.

The Council should more actively engage with Southwark residents to promote a shift to lower-carbon diets, including by communicating the health benefits to more diverse diets and adopting meat-free days in schools.

The Council should aim to protect fruit and vegetable street markets and covered markets as a community asset which contributes to local and sustainable sourcing of food.

In the context of sustainable food, it is also important for the Council to recognise the significance of ethnic and diaspora food outlets and of engaging with them. These should not be left out of the shift to more sustainable food and diets.

The Council should follow other examples of good practice. Brighton and Hove have one of the most advanced food strategy plans in the UK. The Brighton and Hove plan had a broad consultation base that included rough sleepers, food bank users and the BAME community. Some of the recommendations of the plan include:

‘Redevelopment of green space into a Heritage Lottery funded project to include teaching space, a local produce shop and demonstration fruit and veg growing.’

‘Include food security in citywide resilience planning, in planning for climate change and in crisis planning e.g. a flu epidemic, flooding, drought and other extreme-weather. Collaborate with neighbouring local authorities to consider food security against the backdrop of Brexit, ongoing household food insecurity and a potential rise in food or energy prices.’

‘Become a test-bed for food waste innovation. Run practical campaigns, pilot projects and champion food waste leaders, e.g. in minimal and plastic-free packaging, food waste reduction and circular economy approaches.’

‘Increase recycling where reduction and reuse are not an option. Increase the number of Community Compost sites in the city to 50. Continue to investigate sites for an Anaerobic Digestion plant for food waste from business and explore increasing the range of materials that can be recycled from the domestic and business waste streams.’ [Source: Food Strategy Action Plan 2018-2023]

**From what you know and have read today, what single topic or action should we focus on in Southwark to address the climate emergency?**

From what I've read today, Southwark has some serious thinking about stepping up action in all areas to achieve Net-Zero. In the first instance, a Carbon Reduction plan aligned with Science-based targets covering Scope 1, 2 and 3 with yearly reduction targets through to 2030 should be created. This will give a serious assessment of the scale of the action needed, and the investment required to achieve this.

**Is there anything else you think we should be exploring to tackle climate change, not covered in the previous sections?**

Nothing here has mentioned a 'Just Transition' - i.e. how will Southwark ensure that any action doesn't disproportionately affect the most vulnerable in our community, who are already feeling the effects of COVID. Also reviewing the councils own Investments and supply chains should be included.

Finally, please refer to the document produced by XR Southwark - 'Input for the Climate Emergency Strategy'. This has a lot of detailed suggestions on all the above themes and more and sets a high bar for how Southwark council should respond to the emergency.

**ENVIRONMENT SCRUTINY COMMISSION**

**MUNICIPAL YEAR 2019-20**

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