

Item No. 22.	Classification: Open	Date: 20 October 2020	Meeting Name: Cabinet
Report title:		Response to the recommendations of the Environment Scrutiny Report Air Quality July 2020	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Catherine Rose, Leisure, Environment and Roads	

FOREWORD - COUNCILLOR CATHERINE ROSE, CABINET MEMBER FOR LEISURE, ENVIRONMENT AND ROADS

This report sits at the very heart of my portfolio's purpose. Tackling air quality is one of our greatest levers in our sustained response to the Climate Change Emergency, in order to make the permanent changes needed to protect ourselves, our children's lives and our planet.

I welcome the work and diligence that informed and shaped the recommendation's set out in the Environment Scrutiny Report into Air Quality earlier this year. The range and scope of what is recommended provides a necessary challenge at all levels across the council and the borough as a whole. Local action, leadership across London, bold initiatives and flexible and creative solutions are all critical parts of Southwark's response to these recommendations.

As I start my tenure as Cabinet Member responsible for Air Quality, I will use this commission's work, the report and the recommendations as the foundations of what I hope will be a productive, innovative and certainly busy time ahead.

I know that the intention of this report is to support, but not limit the scale of our ambition.

RECOMMENDATION

1. To receive officers' responses to Environment Scrutiny Commission's Report 'Air Quality' dated July 2020 for information.

BACKGROUND INFORMATION

2. On 14 July 2020 the Environment Commission presented their report 'Air Quality' to cabinet, which approved the report and its 20 recommendations. These recommendations focus on movement and its impact on air quality and covers a range of service issues across the council. This paper sets

out officers' response to each of the recommendations in the air quality report.

KEY ISSUES FOR CONSIDERATION

3. **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.
4. **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.

Mission one of the Movement Plan, Our equity framework, identifies three foundations of equity in movement; affordability, connectivity and accessibility and three secondary measures; health and wellbeing, air quality and safety. Mission one is central to the delivery of the plan. Further work is being done to develop working tools for embedding the equity framework in council processes to deliver the Movement Plan.

The Movement Plan has also developed further tools to improve coordination across the council. By providing a step change in the approach to movement this will take time to come to fruition.

5. **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.

The council has encouraged School Travel Plans for over 20 years. These have helped Southwark and schools to explore movement problems. In 2019, the council developed these plans further by introducing its School Streets programme which has been accelerated by the covid pandemic. So far the Southwark Streetspace Plan has created 24 direct School Street measures, with additional Low Traffic Neighbourhood (LTN) measures affecting a significant number of further schools. A further seven closures are proposed for schools in October/November and more are proposed for delivery in this winter and spring.

6. **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.

To be considered.

7. **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.

The Movement Plan sets an ambition to reduce overall traffic levels, considering vehicle kilometres (distance travelled), borough vehicle ownership and types of vehicles. It is recognised that the covid pandemic has changed movement behaviours. The council responded by developing its Streetspace Plan which follows the ethos of the Movement Plan to respond to the short term challenges of covid. The Streetspace Plan aims to retain as many transport, health and environmental benefits as possible by accelerating the shift to active travel. The Streetspace Plan sets a target of maintaining 50% less driving than before the lockdown (in accordance with Southwark Climate Change commitment) and a corresponding increase in active travel.

The council, though, has limited tools to help deliver a reduction in private vehicle ownership and usage, with our parking controls and network management being the strongest. A series of proposals in both these areas are being explored by officers.

8. **Recommendation 6:** Support for the rollout of EV should be limited to; Car clubs, EV Bicycles and scooters, EV Commercial freight, EV Public transport.

The government is providing funding to deliver the council's Electric Vehicle Lamppost Charging programme through the Go Ultra Low City programme. This will assist the council in delivering its target of having an electric car charging point on every street, with an additional 200 charging points delivered by 2022.

Transport for London are delivering the Rapid Charging Network having delivered sites in 11 locations across the borough. There are also a number of private EV charging points on private land to ensure access, long term maintenance and security of infrastructure. In 2019/20 the council installed 150 lamppost charging points with further installations planned for 2020/21.

The council is also supporting the trial of electric scooters by private businesses across central London by providing parking bays on its highway land.

9. **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.

Agreed, the borough has written to TfL to request an expansion of the ULEZ to the M25, so that the whole borough is included.

10. **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 Charging¹ shows, road user charging is the most equitable way to allocate the use of road space across London

The borough supports the consideration of the use of road user charging and will continue to lobby the Mayor and GLA.

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).

Following the commencement of lockdown in March 2020, the council worked quickly to implement various emergency measures across the borough to prioritise social distancing in areas of high footfall. These included:

- *Rye Lane – footway widening from Holly Grove to Blenheim Road (outside Peckham Rye station) achieved by one way working traffic lights.*
- *Rye Lane – social distancing footway markings, suspension of parking bays / loading bays and signage at various heavily pedestrian trafficked locations (banks – ATM's, shops, supermarket) and with TfL diverted buses.*
- *Rye Lane – following on from above, full closure to all motor vehicles from junctions with Hanover Park to Copeland Road, with managed deliveries allowed 7-10am Mon to Sat.*
- *Walworth Road – suspension of loading bays and barriers, footway markings, setting up pedestrian queuing systems with barriers and signage on the pavements.*
- *East Street – queuing system to help social distancing established with barriers.*
- *Bermondsey Street – Footway widening by removing parking spaces.*

Officers are worked with TfL to widen footway by relocating parking on St Thomas Street. TfL widened footways on Borough High Street by closing traffic lanes, including Stoney Street into Borough Market. Officers are continuing to work with TfL to deliver further changes in the London

Bridge area, including reducing traffic and improving cycling on Duke Street Hill / Tooley Street, and Borough High Street. The council is seeking further enhancements to Bermondsey Street by introducing an experimental modal filter to reduce traffic to make it a better walking, cycling and economic environment.

11. **Recommendation 10:** Lobby TfL to: 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).

Officers have been working with TfL to improve people's access to public transport. For the tube the council is working with TfL and developers to help deliver the Bakerloo Line Extension, facilitating a new ticket office for the E&C Northern Line Ticket Hall, and enhancing the public realm outside Kennington tube station. With Network Rail the council is improving walking and cycling to support the new second station entrance at Denmark Hill that is currently being built, investing reopening Camberwell Station and discussing possible enhancements to Rye Lane station. The council is supporting TfL's bus service planning and standards, the provision of 24 hour bus lanes, the introduction of Low Emission Buses and will continue to seek further benefits.

The borough hosted the first cycle superhighway and quietway and has been a leader in promoting cycling infrastructure on our own roads being led by the Southwark Cycling Plan. The council has funded the Southwark Spine and has been working with TfL to deliver more cycle hire sites, and is planning e-scooter parking bays.

Delivering any change in highway usage requires the careful consideration of all users, and growing population and surrounding land uses. The needs of shops (for servicing), people walking (crossings), using buses (bus stop environment), people cycling, etc is challenging to balance and requires careful planning and engagement to deliver. The borough continues to deliver on this challenging programme.

12. **Recommendation 11:** The council should make a commitment to repurposing 10% of kerbside car storage to cycle storage within the next 18 months. Need to decide how this would work in principle, particularly given the timescale. 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, other than Blue Badge.

The Movement Plan considers the growing need to change kerbside activities from parking to provide more space for walking, cycling and deliveries. This work has broadened the approach to implementing changes to the kerbside through various work streams to introduce Controlled Parking Zones, and rolling programmes to install bicycle parking hangars, car club bays and electric vehicle charging bays.

Cycle parking is provided through new developments by following the New Southwark Plan, with the new submission version using the latest GLA's Draft New London Plan cycling standards for all new developments. Our experience has shown that to ensure that cycle parking is used and popular we also need to encourage developers to provide high quality facilities. These high quality facilities need to enable a wide range of cyclists, for disabled bicycles, ideally cargo bicycles, family bicycles and trailers, and now e-scooters. This would need to be accessible and weatherproof and adhere to the London Cycle Design Standards.

13. **Recommendation 12:** Rollout secure bike storage in the tens of thousands, directly replacing car storage spaces and utilise bike storage as modal filters, where suitable. We recommend that this is part of planned and integrated programme of bike storage: On roads, At Transport hubs and near cargo bikes.

The current target is to double the amount of existing on street and off street cycle hangars by March 2022. This will increase the number of cycle hangars to over 500.

14. **Recommendation 13:** We recommend that Southwark adopts a maximum charge for bike hubs/hangers that ensures that is cheaper than car parking by space.

To be considered.

15. **Recommendation 14:** 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 council 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.

The aim of Low Traffic Neighbourhoods (LTNs) is to create a sufficient push for drivers and a pull to active travel modes. Currently the council is delivering several larger and more complex LTNs with their size being determined by the surrounding main roads. This includes two LTNs for Our Healthy Streets Dulwich, and the Walworth Low Emission Neighbourhood. The council is bidding for a third LTN around Great Suffolk Street for the second half of this year.

Working with the Guys and St Thomas Trust Charity (GSTTC) two further LTNS have been identified for the Camberwell and the Shorncliffe Road areas. These areas have high levels of air pollution and childhood obesity with the LTN centered around schools.

The council is steadily introducing CPZs, guided by councilors, to about 60% of the borough so far. The council is working with TfL to introduce, where possible, complimentary measures on the main roads surrounding LTNs to encourage greater modal change.

16. **Recommendation 15:** Incorporating sustainable freight/delivery hubs into all regeneration projects – Old Kent Road, Elephant & Castle and Canada Water. *This is supported, however much of the development projects have now been granted planning permission.*

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. This can be incorporated into the ongoing discussions with the developers to provide.

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

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

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

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. The council is currently designing and introducing up to five LTNs with permeable filters that would provide cycle freight with an advantage.

17. **Recommendation 16:** 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.

The current status is that blue badge holders can park for free in our car parks and on paybyphone bays all day.

A diesel surcharge in pay and display bays was agreed by Cabinet through the budget setting process in 2020/21 and will be implemented this financial year. We are committed to implementing an emissions based charging policy aligned to the Council's movement plan and are considering options with a view to presenting a report to Cabinet this financial year.

18. **Recommendation 17:** Consistent with the Movement Plan, we recommend adding a cost to spaces and setting a target of a 5 % reduction per year in order to reach a goal of 50% reduction in parking over 10 years.

As part of overall review on parking and associated charges, a policy is in development and will follow the normal decision making route (see above referenced report). Note the reduction in spaces will potentially have an impact on the council's parking income account, though an increase in charging over the same period may negate some of that.

19. **Recommendation 18:** Introduce a borough-wide CPZ, renamed a Community Kerbside Zone.

A controlled parking zone is a name defined by National government and is therefore set in the legislation that the council uses to control parking. The council would need to take legal advice on whether the use of a different term such as a Community Kerbside Zone might cause any issues with parking enforcement, it certainly would not be able to be used in any of the legal documents that create the borough wide parking controls.

20. **Recommendation 19:** 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.

To be considered.

21. **Recommendation 20:** 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].

Officer are currently reviewing the #onething campaign and are able to consider the above to ensure the content is relevant (including

connections to COVID-19) this is being developed with the assistance of the public health team.

Financial Implications

22. There are no financial implications associated with the recommendations set out within this report.
23. Any action plans arising from this report is expected to be contained within existing budgets. Any costs that cannot be contained within existing budgets will be incorporated within the council's budget setting process.
24. Staffing and any other costs connected with this report to be contained within existing departmental revenue budgets.

Legal Implications

25. This report asks Cabinet to receive officers' responses to Environment Scrutiny Commission's Report 'Air Quality' dated July 2020. There are no specific legal issues arising from this and the responses do of course accord with the Council's endeavours to improve the air quality within the Borough.
26. The proposed steps will need further consideration and it is noted that officers refer to the impact of Covid-19 and the disproportionate effect it is having on BAME communities. It is important that any decisions relating to air quality continue to be mindful of the provisions in the Equality Act 2010 and the need to have due regard of the effect of any decision on those people who share a protected characteristic.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Movement Plan	Transport Policy 160 Tooley Street	Sally Crew 020 7525 5564
Link (please copy and paste into your browser): https://www.southwark.gov.uk/assets/attach/9415/Movement-Plan-2019.pdf		
Draft Climate Change Strategy	Environment 160 Tooley Street	Chris Page 020 7525 7259
Link (please copy and paste into your browser): http://moderngov.southwark.gov.uk/documents/s89802/Appendix%201%20Climate%20strategy.pdf		

APPENDICES

No.	Title
None	

AUDIT TRAIL

Cabinet Member	Councillor Catherine Rose, Cabinet Leisure, Environment and Roads	
Lead Officer	Simon Bevan, Director of Planning	
Report Author	Sally Crew, Transport Policy Manager	
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Director of Law and Democracy	Yes	Yes
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