Open Agenda

Environment and Community Engagement Scrutiny Commission

Tuesday 11 October 2022
7.01 pm
160 Tooley Street, London, SE1 2QH

Supplemental Agenda

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Date: 7 October 2022

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Agenda Item 5
October 2022

Item No. 5	Classification: Open	Date: 11 October 2022	Decision Maker: Environment and Community Engagement Scrutiny Commission
Report title:		Air Quality Action Plan 2023 - 2027	
Ward(s) or groups affected:		All	
From:		Director of Environment	

RECOMMENDATIONS

1. That Environment and Community Engagement Scrutiny Commission note the appended Air Quality Action Plan 2023 – 2027 and Air Quality Management Area to go forward to Cabinet Scrutiny Committee, and the Greater London Authority for further consideration and amendment, before submission to Cabinet for approval on 6 December 2022.

INTRODUCTION

2. This report provides information for Environment and Community Engagement Scrutiny Commission on consultation and development of the Air Quality Action Plan 2023 – 2027.

3. Further information is set out below in the Community Impact Statement about how the public sector equality duty is relevant to this decision to accept or amend the Air Quality Action Plan 2023 – 2027.

BACKGROUND INFORMATION

Air Quality Strategy and Action Plan

4. Southwark is required to have an Air Quality Strategy and Action Plan to address poor air quality levels in parts of the borough. The strategy and action plan must be reviewed at the end of each five year period, and a revised/updated plan published at the end of each period.

5. The current Air Quality Strategy and Action Plan 2018-2022 ends in December 2022. Poor air quality continues to be a concern in the borough, so an updated five year strategy and action plan is required for 2023 – 2027.

6. Additionally, the Air Quality Management Area declared in Southwark in 2003 does not include a small area at the southern end of the borough which following public consultation, now needs to be included. Therefore, the Air Quality Management Area has been revised to include all areas in the borough.

7. Internal review of the Air Quality Action Plan commenced in last quarter of 2021 with a briefing to Lead Member. At Lead Member's request, an officer and member working group was convened in early 2022 to review the process for revising and adopting the revised Air Quality Action Plan, and to ensure the revised Air Quality Action Plan would support other key Council priorities.

Consultation

8. Public and further internal consultation took place on the Air Quality Strategy and action Plan 2023-2027 and the revised Air Quality Management Area, generating around 1000 unique comments on the proposed actions. The comments were reviewed in detail, and revisions were made in response to the consultation comments as appropriate. Further detail is given in the section on consultation below.

Governance

9. Air Quality Steering Group (AQSG) chaired by Director of Public Health, and a number of sub groups of AQSG, met to consider further the outputs from the officer and member working group, to consider its own high level input to the Air Quality Action Plan, and to review performance indicators.

10. The Air Quality Action Plan and Air Quality Management Area, may now receive final comments from Environment and Community Engagement Scrutiny Commission.

Timetable for Implementation

11. As required by statute The Air Quality Action Plan 2023 – 2027 and Air Quality Management Area will be submitted to Greater London Authority for comments no later than 17 November 2022.

12. Once the Council has considered comments from the Greater London Authority the Air Quality Action Plan 2023 – 2027 and Air Quality Management Area will be submitted to Cabinet for adoption.

13. The proposed timetable to approve and publish the Air Quality Action Plan 2023 – 2027 and Air Quality Management are set out below. The Air Quality Action Plan will be published on Southwark's website.

Air Quality Management Area (AQMA) and Air Quality Action Plan 2023 – 2027 (AQAP)	
Activity:	**Complete by:**
AQMA consultation	September 2022
AQMA and AQAP to Environment Scrutiny Commission	11 October 2022
AQMA and AQAP to GLA for approval	17 November – 5 December 2022
Approval of AQMA and AQAP : Cabinet Report	6 December 2022
Scrutiny period for Cabinet decision (if called in)	6 – 30 December 2022
Publish AQMA and AQAP	31 December 2022

KEY ISSUES FOR CONSIDERATION

14. The current iteration of the Air Quality Action Plan 2023 – 2027 is presented as Appendix 1:
    - Section 1 to 3 present data about air quality in Southwark, and describe the health impacts of air pollution.
    - Section 4 is the work action table. This is being finalised and is currently not available. It will set out the measures that the Council will seek to implement over the next five years.

15. The Air Quality Action Plan should be considered a living document: actions will be removed from the action table when completed, others may be added in the course of the five year lifespan of the plan as new measurement techniques and new information on health impacts of air quality emerges, and as council strategic aims evolve.

16. As discussed above the Air Quality Management Area has been revised to include all areas in the borough. This is reflected in the Air Quality Management Area draft order presented as Appendix 2.

Policy framework implications

17. Air pollution causes adverse health impacts, and contributes to the onset of respiratory, heart disease and cancer. Air pollution particularly affects the most vulnerable in society: children and older people, and those with heart and lung conditions. Air quality is an equalities issue, because areas with poor air quality are often also the less affluent areas.

18. The Air Quality Action Plan has been produced as part of our statutory duties to work towards air quality objectives under Part IV of the Environment Act 1995 as set out in UK Clean Air Strategy 2019, and under London Local Air Quality Management.

19. An additional feature of the Air Quality Action Plan 2023 – 2019 is that it will work towards new non-statutory targets set out in World Health Organisation (WHO) objectives, in support of the Mayor of London's aim to achieve the WHO objectives across London by 2030. The WHO targets are more ambitious than the national targets set by central government.

20. The Air Quality Action Plan 2023 – 2027 contributes to:

    a) Southwark's Borough Plan of tackling health inequalities and providing a great start in life. The Air Quality Action Plan includes actions that will directly tackle health issues that particularly affect Black, Asian and minority ethnic communities, provide support to vulnerable residents, and make it easier for residents to lead healthy and active lives. The plan includes actions that will make it easier for children and their carers to mitigate the health effects of air pollution, thereby improving their opportunities to reach their potential.

    b) actions for tackling the climate emergency, as many sources of air pollution are also carbon emitting combustion sources.

    c) actions that help keep Southwark safe during COVID-19. There is evidence that air pollution can worsen the symptoms of Covid-19. In addition the Air Quality Action Plan supports street space measures that improve the potential for social distancing by reclaiming street space from vehicular traffic and allocating it to active travel.

Community, equalities (including socio-economic) and health impacts

Community impact statement

21. The Joint Strategic Needs Assessment on Air Quality (Southwark Public Health, 2022) shows clear inequalities in Southwark. Some groups of people with the Protected Characteristics of age, disability, and race are identified as priority groups more vulnerable to exposure to poor air quality, and the subsequent adverse health effects. This includes people of Black ethnicity, children, older people, and people with relevant health conditions.

22. Actions to improve air quality and reduce exposure to poor air quality in the Air Quality Action Plan 2023 – 2027 will particularly benefit Southwark's most vulnerable residents and visitors, contributing to the reduction of health inequalities over the long term.

23. The equality and health impact analysis indicates that the policy shows no potential for discrimination and all appropriate opportunities have been taken to advance equality of opportunity and foster good relations between people with different protected characteristics.

Equalities (including socio-economic) impact statement

24. People from black and minority ethnic groups, and disadvantaged communities are likely to experience worse exposure to poor air quality than others, and are therefore more likely to suffer from a relevant health condition, and experience worse health consequences during episodes of higher air pollution. Children and older people are likely to experience worse health consequences for the same level of exposure.

25. Improving air quality and reducing exposure to poor air quality among large sections of Southwark's residents and visitors will reduce the socio-economic impact of poor air quality through fewer working days lost to sickness absence, and by reducing the burden on health care services.

Health impact statement

26. A robust air quality action plan with strong commitment to full implementation will create opportunities to improve air quality, and to mitigate the health impacts of poor air quality on children, older people, people with relevant health conditions, and people living and working in areas of poor air quality. This last group includes disproportionately higher numbers of black and minority ethnic communities, and other disadvantaged groups, including those experiencing socio-economic disadvantage.

Climate change implications

27. Climate change impacts as covered in the council's Climate Change Strategy have been considered while developing the Air Quality Action Plan.

28. Climate change director and climate change team officers contribute to the Air Quality Steering Group that took a lead in developing the Air Quality Action Plan 2023 - 2027.

29. Many sources of air pollution are also combustion sources that contribute to carbon dioxide emissions, the principle greenhouse gas that causes atmospheric heating and contributes to climate change.

30. The main combustion sources of poor air quality are road traffic and other internal combustion powered plant on construction sites, and gas, oil and wood combustion for space heating and catering.

31. Measures in the Air Quality Action Plan that focus on reducing emissions from combustion sources also contribute to reducing emissions of carbon dioxide. When selecting measures, greater attention has been given to those that reduce carbon dioxide and other greenhouse gas emissions.

32. Actions in the Air Quality Action Plan include encouraging sustainable travel and reducing car use, enhancing the environment and green space, and sustainable energy.

33. It is intended to monitor the achievement of actions in the Air Quality Action Plan, including those that contribute to climate change, through the new Corporate PI recording system.

Resource implications – this report and these recommendations

34. There are no financial or staffing implications to this report, as the costs and staff time associated with producing the Air Quality Action Plan 2023 – 2027, including the public consultation costs, and costs of implementing any recommendations in this report were and will be met from existing resources.

Resource implications – future implementation

35. Adoption of the Air Quality Action Plan 2023 – 2027 and continued action to combat air pollution has future resource implications to implement the actions in the action plan. Some actions may be implemented from within existing resources. Other actions may require internal or external project funding. Some air quality projects are run in partnership with other boroughs and organisations.

36. Internal project funding is sought each year through the capital bids process, and any financial, budget and staffing issues will be dealt with through that process. In the past five years, capital bids have funded the various projects including;

- '#onething' air quality awareness campaign;
- car free days;
- schools air quality audits
- school and nursery air quality starter grants
- replacement of pool cars with fully electric vehicles
- assessment of emissions from council owned medium combustion plant (mainly estates communal heating and hot water boilers)

37. External funding is sought whenever suitable funds are opened for applications. In the past five years, sources have included the Mayor's Air Quality Fund, and Defra's Clean Air Fund. All financial, budget and staffing issues associated with externally funded projects will be dealt with through the reporting process and subject to scrutiny and approvals from Departmental Contract Review Board.

38. Over the past five years, Southwark has led or participated in air quality projects arising from bids for external funds. Projects have included;

- Trials of anti idling signage at Tower Bridge during bridge lifts
- Walworth Low Emission Neighbourhood
- alpha-beta phase redevelopment of the airTEXT air quality alerts
- installation of a heat pump system in a Southwark school

- anti-idling action
- Non road mobile machinery construction sites enforcement
- Road sweeping impact on re-suspended road dust

39. Other sources of air quality project funds, including match funds for externally funded projects, have been obtained from s.106 payments paid to mitigate air quality impacts of development, the parking revenue fund, the internal Digital Innovation Fund, and Impact on Urban Health charity. Future sources of funds for air quality projects may include the Carbon Fund.

40. Examples of projects financed from these sources include;

- upgrades of monitoring equipment in the Air Quality Monitoring Stations, and expansion from two stations to six (Parking Revenue Account funds)
- a pilot digital discovery project on the airTEXT air quality alerts system (a precursor to the Defra funded project mentioned above) (funded by Southwark's Digital Innovation Fund and Impact on Urban Health charity)

41. Air quality projects follow a system of reporting from inception to completion. Where future air quality projects have staffing or capital resource implications, advice and comments will always be sought from the finance and governance department and relevant departmental finance officers.

Legal implications

42. Due to the current levels of air pollution in Southwark, there is a legal requirement to have an Air Quality Management Area, and an Air Quality Action Plan.

Financial implications

43. Financial implications have been described under resource implications above, and no additional advice has been sought on this report from Director of Finance.

Consultation

Consultation approach

44. Prior to public consultation, internal consultation and review of the air quality action plan took place through Air Quality Steering Group. As required by the Local Air Quality Management framework, the air quality team at the GLA were sent and have reviewed the pre-consultation draft. Comments relating to actions and targets were noted and discussed at Air Quality Steering Group, and other minor comments on the layout of tables were incorporated.

45. The public consultation was advertised in advance with the required

statutory newspaper notices, and at Southwark Council offices.

Online consultation

46. As noted in Resource Implications above, no additional funds were allocated to the consultation process. In accordance with this constraint, advice was sought from the council's internal consultation team on the design and format of consultation most likely to be effective. As the Air Quality Action Plan (AQAP) is a complex, long and technical document that has evolved gradually since 2003, an online format was strongly advised. The consultation was divided into the sections shown below, allowing people to choose to answer only the parts that were of interest to them personally.

- Monitoring
- Emissions from developments and businesses
- Public Health
- Delivery servicing and freight
- Borough fleet actions
- Localised solutions
- Cleaner transport

47. The online consultation was published, inviting open comments on all aspects of the AQAP. Due to restrictions on public consultation imposed by the pre-election period, the consultation started later than originally anticipated, and ran for eight weeks between May and July 2022.

48. An invitation to take part in the consultation was circulated to stakeholders and an email circulation list of around 7000 regular consultees, as well as a list of stakeholders established by the guidance.

49. One of the early consultation responses suggested providing an additional screened view of the consultation, highlighting a few headline actions in each of the sections, to obtain further responses from people with less time to devote to an in depth response. This idea was accepted, and a screened view of the consultation was added, with the option to look at all the areas and questions as originally formatted, if preferred. The consultation was promoted again to the same group of people by way of a reminder of the ongoing consultation. In addition, the Empowering Communities team promoted the ongoing consultation on their social media accounts.

Citizens Juries

50. An approach was made to climate change team to explore whether it would be possible to additionally consult on the air quality action plan via the climate change citizens' juries. Given the synergy between air pollution and climate change, with many air pollutants arising from combustion sources or other greenhouse gas sources, it was hoped there would be an opportunity to conduct some more in depth consideration of

the air quality action plan proposals.

51. However, the terms of reference of the citizens' juries meant that the juries themselves were expected to identify the issues of concern, and asking them to consider a particular topic would have defeated this aim. However, Environmental Protection Team (EPT) have reviewed the approach taken by the Climate Change team and their experience of setting up citizens juries, and have gained an overview of the costs and administrative demands of setting up air pollution juries to conduct any future review of air quality actions.

Outreach

52. EPT have offered to deliver a presentation on the Air Quality Action Plan to each of the 23 Empowering Communities Program ward meetings, and to take feedback from any subsequent discussion. None of the ward meetings have yet expressed an interest, however this remains a future option to validate or expand on the existing consultation feedback and responses.

Initial analysis of responses

53. Reminders were sent to all stakeholders a week before the online public consultation closed. This prompted a marginally late in depth response from 'Mum's for Lungs', which was accepted, and which has been included in analysis. A further in depth response was received from the Environment Agency.

54. A total of 262 responses from unique individuals or organisations were received, containing slightly over 1,000 individual comments on the Air Quality Action Plan 2023 - 2027. The consultation as initially designed generated 66 of these responses over the course of eight weeks, and the screened view of the consultation resulted in an additional 196 responses received through the link to the screened view.
55. One response was opposed on principle to the council having an air quality management area or action plan, and was opposed on principle to the UK following standards set by the World Health Organisation. One further response particularly opposed having Low Traffic Neighbourhoods. Apart from these two responses, the consultation feedback largely endorsed the actions included in the plan, and included many helpful suggestions to make the language more clear, and to define performance indicators.

56. Some responses would not directly translate into actions for the air quality action plan, but are still relevant to other council plans. To help align the air quality action plan with the Borough Delivery Plan, Climate Emergency Action Plan and the Movement Plan, these responses will be passed to the appropriate teams, as part of the cross team aim for the plans to each use consistent language, and for the actions to align.

Emerging changes

57. The consultation produced little in the way of new ideas for innovative actions. This is not unusual and should be expected for a document that has been gradually evolving since 2003 with the input from previous consultations. However, responses received have provided useful insights on which types of actions the public feel should be emphasised, and how air quality actions should support and align with other actions in the council plans to improve quality of life. The responses also made useful suggestions for improvements to the effectiveness of the plan, including changes to key performance indicators (KPIs) and language to demonstrate commitment.

58. A number of responses called for the council to be more ambitious in existing targets, suggesting for example that instead of having an action to 'explore' the possibility of improvements, we should 'commit' to these. There was support for expanding the Air Quality Management Area to cover the whole borough, and for committing to WHO guideline standards of air quality over the existing national standards. There was support for continuing to use the planning system to secure high air quality standards in new development and new building heating systems, and for new development to have access to green space. A large proportion agreed that work should be done with commercial catering establishments, to reduce emissions from commercial catering.

59. There was also strong support for public information campaigns, work with schools and communities to encourage active travel and healthy streets, and to create clean air zoning around schools, health care locations, and care homes. There was support for working to increase low emission freight, for 'greening' the council's own vehicle fleet, to have more low emission neighbourhoods like the Walworth LEN, and to work to reduce vehicle idling. There was moderately strong support (62%) for extending the ULEZ to the M25. There was strong support for encouraging low emission vehicles over standard vehicles, and for introducing more electric vehicle charging points.

Consultation respondent demographics

60. Consultation responses were reasonably evenly spread across the district, but were received in greatest numbers from Walworth and Dulwich. There has been recent public consultation on air quality in Walworth and Dulwich because of the Walworth Low Emission Neighbourhood, and Low Traffic Neighbourhoods in both Walworth and Dulwich. When people respond to an air quality related consultation, they are asked whether they would like to be contacted about future similar consultations, so previous consultees in Walworth and Dulwich appear to have been self-selected to respond to the Air Quality Action Plan consultation.

61. Responses to the equalities section of the questionnaire showed that

there was a reasonable spread of people across age bands over the age of 25, but minimal response from people aged 24 or under. Most respondents were of white ethnicities, with smaller numbers from Black and other Minority Ethnic backgrounds. Around 15% of people described themselves as having a disability. More men than woman responded, in the ratio of around 4 to 3. About half respondents described themselves as heterosexual, with a further quarter preferring not to say or providing no answer. Around a quarter expressed non-heterosexual sexual orientations.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Public Health

62. The health effects of air pollution are well documented, contributing to cardiovascular and respiratory illnesses as well as cancer. These effects are experienced unequally, with children, older people, and those with certain chronic illnesses most affected. Measures to improve air quality can not only boost health and reduce health inequalities, but also benefit the economy and the environment. As such, Public Health recognises the importance of tackling air quality, and is fully supportive of the Air Quality Action Plan.

63. We are pleased to contribute to the Council's work on air pollution including by chairing of the Air Quality Steering Group by the Director of Public Health, supporting a number of air pollution projects, and producing a Joint Strategic Needs Assessment (JSNA) about the health effects of air pollution in Southwark. We recognise the limitations of the role of local authorities in improving air quality and call on central government to be more ambitious with their air pollution targets.

64. This report does not include a procurement or provide information in respect of contracts, major regeneration, or significant risks, and therefore comments from Director of Law and Governance, Strategic Director of Finance and Governance, or Head of Procurement are not required and have not been sought.

Background Papers	Held At	Contact
Emerging Joint Strategic Needs Assessment on Air Quality 2022 *Publication expected October 2022, before Cabinet, but after the report deadline for this report. Link will be provided in Cabinet report for consideration 6 December 2022*	Public Health Southwark Council 160 Tooley Street Southwark	Sangeeta Leahy 07756 214 405

Consultation and Summary Responses	Regulatory Services Southwark Council 160 Tooley Street Southwark	Environmental Protection Team Paul Newman paul.newman@southwark.gov.uk
Equality and Health Impact Analysis	Regulatory Services Southwark Council 160 Tooley Street Southwark	Environmental Protection Team Paul Newman paul.newman@southwark.gov.uk

APPENDICES

No.	Title
Appendix 1	Draft Air Quality Action Plan 2023 – 2027
Appendix 2	Air Quality Management Area draft Order

AUDIT TRAIL

This section must be included in all reports.

Lead Officer	Anju Sidhu Head of Regulatory Services		
Report Author	Paul Newman Team Leader.		
Version	V7 for Environmental Scrutiny Commission.		
Dated	11 October 2022		
Key Decision?	No		
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER			
Officer Title		**Comments Sought**	**Comments Included**
Director of Law and Governance		No	No
Strategic Director of Finance and Governance		No	No
List other officers here		Director of Public Health	Yes
Cabinet Member		Yes/	Yes/No
Date final report sent to Constitutional Team / Scrutiny Team			Date/month/year e.g. 6 October 2022

SOUTHWARK AIR QUALITY ACTION PLAN

2023 – 2027

If you have any comments on this AQAP please send them to Southwark Environmental Protection at:

Environmental Protection Team,
Regulatory Services,
Environment & Leisure,
3rd Floor Hub 1, 160 Tooley Street
London. SE1 2QH
Telephone: - 020 7525 3551
Email: - environmental.protection@southwark.gov.uk

SUMMARY

This Air Quality Action Plan (AQAP) has been produced as part of our duty under London Local Air Quality Management. It outlines the action we will take to improve air quality in Southwark between 2023 and 2027.

This action plan replaces the previous action plan which ran from 2017 to 2022. Successful projects delivered through the last action plan include:

- Expansion of Southwark's Air Quality Monitoring Network.
- Reduced the council's pension investment in fossil fuels.
- Production of Air Quality Planning Technical guidance document.
- Improved cycling and walking provisions in the Borough.
- Introduction of Low Transport Neighbourhoods in the Borough.
- Introduction of electric pool vehicles.
- Production of an Air Quality Joint Strategy Needs Assessment.
- The Southwark fleet procurement policy worked on the following hierarchy: - is the vehicle necessary, if so, the vehicle should be electrically powered. If an electric option is not available, the vehicle should be petrol fuelled. Diesel is only permitted when it is the only viable option.
- 2 Primary Schools and 3 nurseries in the Borough received a Mayor's Air Quality audit.
- Produced Air Quality / Health Information Sheets
- Completed or taking part in the following Mayor's Air Quality Fund projects, details can be found on Southwark's website.
    - Cleaner Air for Schools Projects Phase 1 and 2
    - Anti – idling project at Tower Bridge
    - Anti – idling project: 'Idling Action London' in conjunction London Borough of Camden / City of London
    - Air quality issues awareness raising
    - Construction site dust suppressant trial
    - Trial of Nitrogen Dioxide reducing reactive surface coatings on new developments.
    - Regulation of construction site Non-Road Mobile Machinery in conjunction with London Borough of Merton
- Emission based vehicle parking charges for on street parking and permits.
- Worked with TfL to reduce emissions from Rotherhithe Tunnel.
- GLA Air Quality Focus Area air quality projects.

Air pollution causes adverse health impacts, and contributes to the onset of respiratory, heart disease and cancer. Air pollution particularly affects the most vulnerable in society: children and older people,

and those with heart and lung conditions. Air quality is an equalities issue, because areas with poor air quality are often also the less affluent areas.[1] [2]

Southwark's Air Quality Joint Strategy Needs Assessment (JSNA) on page 28 and 29 shows the GLA Air Quality Focus Areas in relationship to the number of children (0 – 15 years), number of older people aged 65+ and the percentage of deprived communities and ethnic minority. Higher percentages of deprived communities and ethnic minority are in, or adjacent to, air quality focus areas.

The annual health costs to society of the impacts of air pollution in the UK is estimated to be roughly £15 billion[3]. Southwark is committed to reducing the exposure to poor air quality of its residents and visitors, to improve health.

We have developed actions under seven broad topics:

- **Monitoring and other core statutory duties:** Southwark has expanded its continuous monitoring network to six sites. This improves information about changes in air quality over time. The new equipment allows the Council to monitor more of the pollutants in the air. The Council has made the information publicly available.
- **Emissions from developments and buildings:** emissions from buildings account for about 21% of the NO_X emissions across London, so are an important source of NO_2. Southwark seeks to reduce emissions from fuel combustion. This aim aligns with the Southwark Carbon strategy.
- **Public health and awareness raising**: Increasing awareness can drive behavioural change that lowers emissions, and informs the public how to reduce their exposure to air pollution;
- **Delivery servicing and freight**: Goods and service vehicles are usually diesel powered and have high NO_2 emissions. Low emission logistics requires alternatively fuelled vehicles to combat air pollution from this source;
- **Borough fleet actions**: Southwark's fleet includes light and heavy duty diesel-fuelled vehicles such as mini buses and refuse collection vehicles with high primary NO_2 emissions. Southwark can review its own fleet procurement to lead by example;
- **Localised solutions**: Supporting neighbourhoods to introduce information or undertake actions to improve air quality;
- **Cleaner transport:** Motor vehicles are the largest source of air pollution in London. There is a need to incentivise a modal shift to walking, cycling and ultra-low emission vehicles (such as electric).

[1] Environmental equity, air quality, socioeconomic status and respiratory health, 2010.

[2] Air quality and social deprivation in the UK: an environmental inequalities analysis, 2006.

[3] Defra. Air Pollution: Action in a Changing Climate, March 2010

Southwark's themes & priorities

1 ***Monitoring and other core statutory duties:*** evaluating air quality monitoring throughout Southwark to enhance compliance with our core statutory objectives;

2 ***Emissions from development and buildings:*** emissions from construction alone accounts for approximately 40% of the PM_{10} emissions across Southwark, and therefore work in this area is important in reducing particulate concentrations. This will focus on air quality mitigation through the planning system and aligns with the Council's sustainability objectives;

3 ***Public health and awareness raising:*** increasing awareness can drive behavioural change to lower emissions as well as reducing exposure to air pollution. For example, increasing awareness of the impact of solid fuel burning can help shift attitudes and facilitate overall behaviour change;

4 ***Delivery servicing and freight:*** re-evaluating delivery servicing and freight vehicles, as these are usually heavy-duty diesel-fuelled vehicles with high primary NO_2 emissions;

5 ***Borough fleet:*** Southwark's fleet includes a mixture of light and specialist heavy-duty vehicles, we will continue to lead by example by making improvements in our own fleet;

6 ***Localised solutions:*** these seek to improve the environment of neighbourhoods through a combination of measures such as Streetspace Measures, traffic filtering, parking schemes, biodiversity and climate change projects;

7 ***Cleaner transport:*** road transport is the main source of air pollution in London and Southwark. We will continue to reduce vehicle mileage by incentivising and facilitating changes to walking, cycling, public transport and ultra-low emission vehicles (such as electric);

8 ***Schools and communities:*** implementing initiatives that target susceptible groups to ensure those most at risk are not disproportionately affected by the impacts of poor air quality, and implement recommendations of Southwark's School Air Quality Audits;

9 ***Lobbying:*** Southwark will continue to lobby and influence regional and national organisations and stakeholders on policies and issues beyond Southwark's influence to introduce progressive measures aimed at improving air quality.

Our 10 key priorities are:-

1. Adopt the 2005 WHO guidelines for $PM_{2.5}$ with a target of compliance by 2030, and review the emerging policies from the GLA in respect of the 2021 WHO guidelines.

2. Enforce Non-Road Mobile Machinery (NRMM) air quality policies in Southwark.

3. Minimise emissions from construction by developing Southwark's own Air Quality Supplementary Planning Document (SPD) and code of construction practice which goes above and beyond the GLA Supplementary Planning Guidance (SPG).

4. Continue to raise awareness and encourage behaviour changes through air quality campaigns.

5. Assess potential impact of installing Ultra-Low Emission Vehicle (ULEV) infrastructure (electric vehicle charging points, rapid electric vehicle charging points).

6. Provision additional electric vehicle charging infrastructure by installing a further 1000 Electric Vehicle charging points in Southwark by 2026.

7. Assess the air quality benefits of actions in the Borough's Strategies.

8. Provide new cycling and walking infrastructure and assess air quality impacts of new infrastructure.

9. Encourage people to switch to less polluting cars, with lower parking fees for zero emissions and smaller vehicles across the whole borough.

10. Lobby Central Government to control and reduce emissions that are out of Southwark's control.

This action plan sets out how we will effectively deliver against the above broad themes and key priorities, thereby improving air quality where it is within our control and through leading by example. However, these are local measures aimed at tackling air pollution, and air pollution by its very nature is transboundary.

Engagement with stakeholders and communities can make a difference to air quality in the borough. We would like to thank everyone who worked with us in the past, and we look forward to working with you again, and with new partners as we deliver this new action plan over the next five years.

This AQAP outlines how we plan to use local levers under our control to greatest effect in tackling air quality.

There are many air quality policy areas outside our influence (such as Euro standards, national vehicle taxation policy, taxis and buses), and we will continue to work with and lobby regional and central government on policies and issues beyond Southwark's direct control.

RESPONSIBILITIES AND COMMITMENT

This AQAP was prepared by the Environmental Protection Team of Southwark Council with the support and agreement of Officers from the following teams and departments:-

- Environmental Protection
- Public Health
- Planning Policy
- Sustainable Services
- Highways Policy
- Climate Change
- External Affairs
- Legal Services
- Public Realm
- Parks
- Ecology &Trees
- Development Control
- Children's Services & Educational Development
- Housing Services & Housing Energy
- Fleet Management
- Information Technology
- Communications
- Procurement

This Air Quality Action Plan has been ratified by Southwark's Cabinet, endorsed by the Cabinet Member for Transport, Parks and Sport, and approved by the Head of Public Health, and Head of Highways.

This AQAP will be subject to an annual review, appraisal of progress and reporting to the Cabinet Member for Leisure, Environment & Roads, and to the Health & Wellbeing Board. Progress each year will be reported in an Annual Status Report produced by Southwark, as part of our statutory London Local Air Quality Management duties.

CONTENTS

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1 - INTRODUCTION

This plan outlines the actions that Southwark will deliver between 2022 and 2027 to reduce concentrations of air pollution, and exposure to air pollution; to affect positively the health and quality of life of residents and visitors to the borough.

It has been developed in recognition of the legal requirement on the local authority to work towards air quality objectives under Part IV of the Environment Act 1995 and relevant regulations made under that part and to meet the requirements of the London Local Air Quality Management statutory process[4].

1.1 Summary of current air quality in Southwark

The 2019 UK Clean Air Strategy, provides the overarching strategic framework for air quality management in the UK and contains national air quality standards and objectives established by the Government to protect human health. The Strategy objectives take into account limit values set under EU Directives. Member states are legally required to achieve by their target dates, and on leaving the EU, the UK has incorporated this requirement into national law.

Reviewing Southwark's monitoring data over the last few years show that Southwark is meeting all of the national objectives other than for Nitrogen Dioxide (NO_2).The monitoring data in 2020 has been influenced by the reduced in traffic flows in response to the COVID-19 lockdowns. The 2016 London Atmospheric Emission Inventory concentration maps show that there are areas in Southwark that exceed the legal objectives.

For $PM_{2.5}$ the legal objective is far higher than the World Health Organisation (WHO) recommended guideline limit. For this reason, the Mayor's London Environment Strategy commits to meeting the 2005 WHO health-based guideline limits across London by 2030. Current air quality data indicates that Southwark is exceeding World Health Organisation guideline $PM_{2.5}$ limits. Developing measures to reduce $PM_{2.5}$ will be important to help the Mayor achieve this 2030 target.

Particular Matter (PM) is the term for a mixture of solid particles and liquid droplets found in the air. Some particles, such as dust, dirt, soot, or smoke, are large or dark enough to be seen with the naked eye. Others are so small they can only be detected using an electron microscope.

Particle pollution includes:

- **PM_{10}** : inhalable particles, with diameters 10 micrometres and smaller; and
- **$PM_{2.5}$** : fine inhalable particles, with diameters 2.5 micrometres and smaller. By comparison, the diameter of a single hair is about 70 micrometres – making it about 30 times larger than the largest fine particle.

[4] LLAQM Policy and Technical Guidance. https://www.london.gov.uk/what-we-do/environment/pollution-andair-quality/working-boroughs

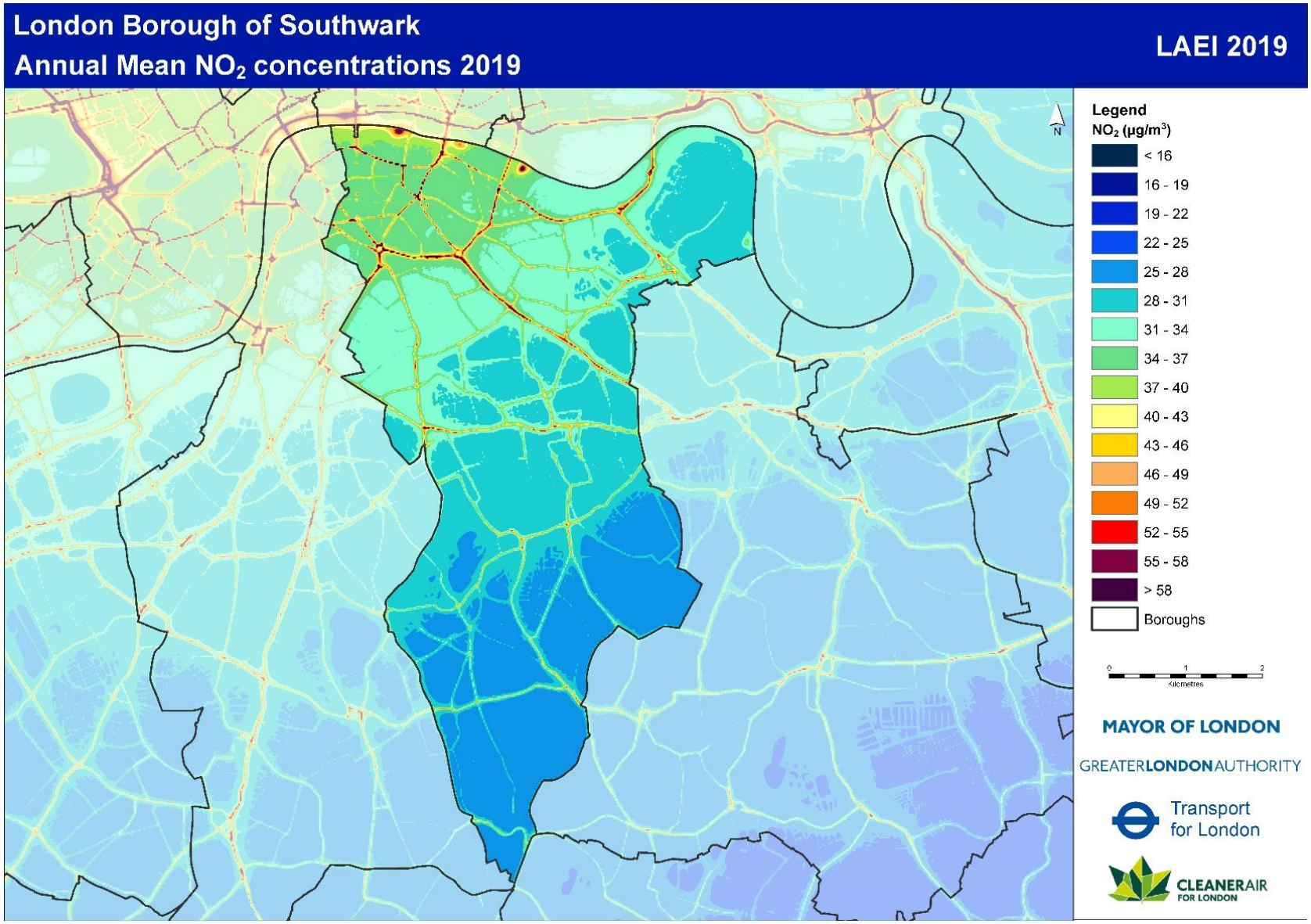


Figure 1 Modelled map of annual mean NO_2 concentrations (from the LAEI 2019)

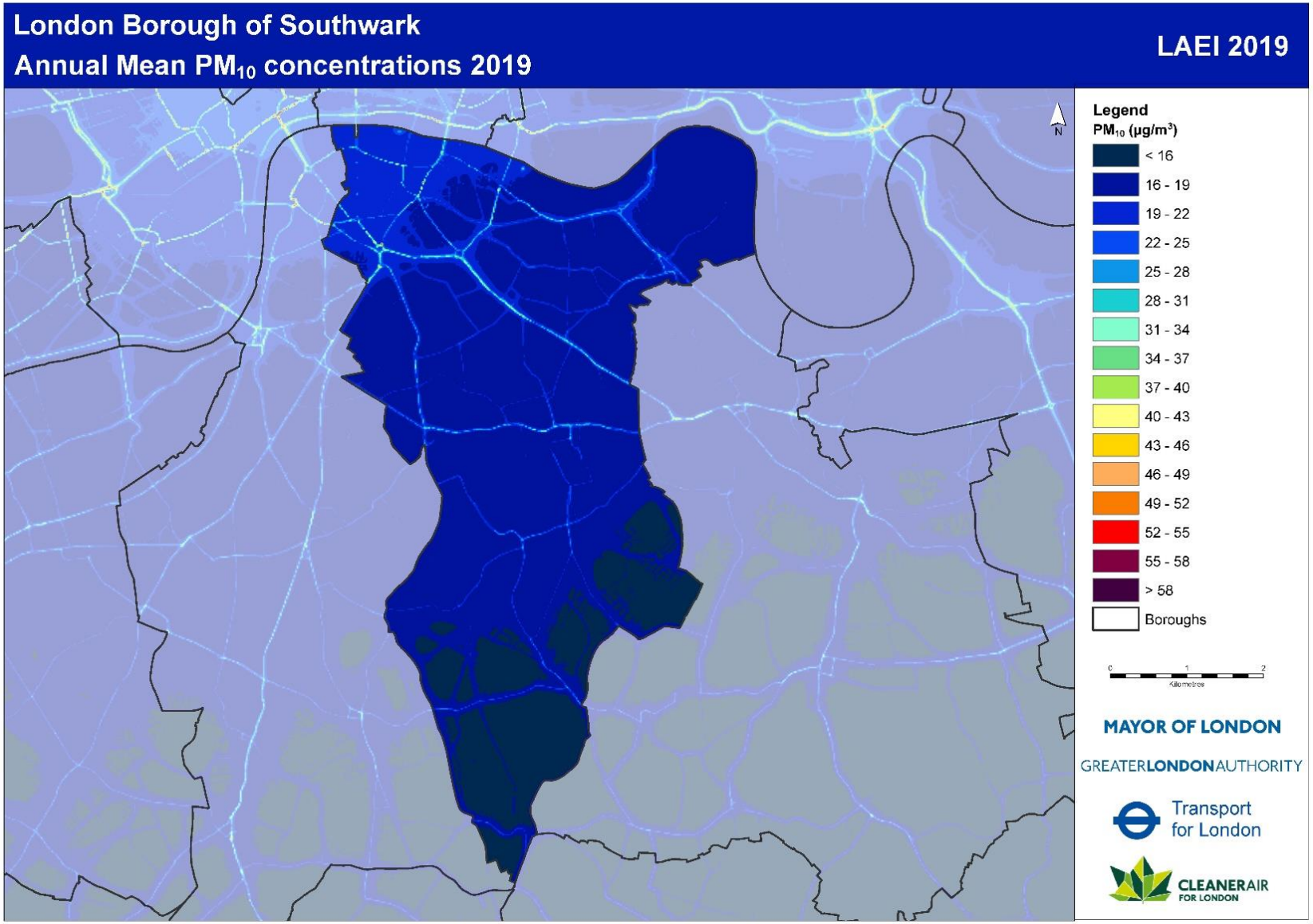


Figure 2 **Modelled map of annual mean PM_{10} (from the LAEI 2019)**

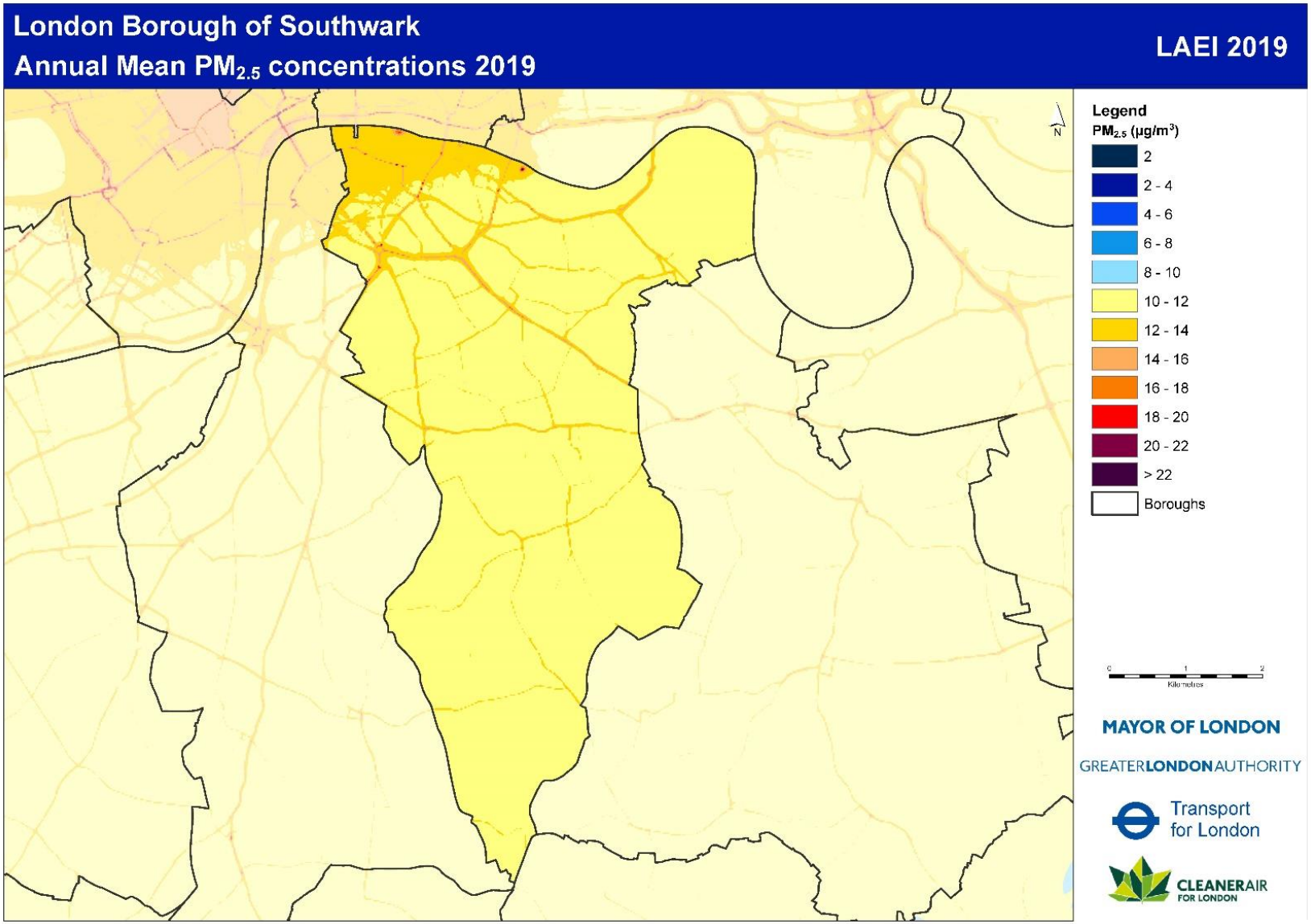


Figure 3 Modelled map of annual mean $PM_{2.5}$ (from the LAEI 2019)

The GLA have released an updated London Atmospheric Emission Inventory in December 2021 (LAEI 2021).

Figure 1 to Figure 3 above show the concentrations of Nitrogen Dioxide and Particulate Matter (PM_{10} & $PM_{2.5}$) for Southwark. These maps are based on the data from the London Atmospheric Emission Inventory for 2019 published in 2022.

In 2016, the Greater London Authority (GLA) calculated that 62% of Southwark's population was living in areas that exceed the Nitrogen Dioxide annual mean concentration objective of 40$\mu g.m^{-3}$, this has reduced to 2.4% for the 2019 projections. The Population Weighted Average Concentration for $PM_{2.5}$ in 2016 was 14.0$\mu g.m^{-3}$, in 2019, the Population Weighted Average Concentration for $PM_{2.5}$ was calculated at 11.4$\mu g.m^{-3}$.

In 2016 the highest concentrations in Southwark for PM_{10}, $PM_{2.5}$ and NO_2 were along main roads which are mostly TfL roads, and in the north-west (central London) of Southwark, where the road network is most dense.

World Health Organisation (WHO) recommends maximum levels that are lower than UK legal levels. The $PM_{2.5}$ WHO Air Quality Guideline 2021 air quality guideline (AQG) level has been reduced from 10$\mu g.m^{-3}$ to 5$\mu g.m^{-3}$.

The concentrations for PM_{10}, $PM_{2.5}$ and NO_2 identified in the London Atmospheric Emission Inventory 2019 London wide maps exceed the revised WHO annual mean air quality guidelines throughout the Borough. Southwark Council will explore what additional measures can help meet the revised air quality guidelines for the interim targets. The stricter WHO Air Quality guideline values may not be achievable.

1.2 Air Quality Management Areas

An Air Quality Management Area (AQMA) was declared In Southwark in 2003.

The AQMA was declared for:-

Nitrogen Dioxide. Southwark was failing at the time of the declaration of the Air quality management area to meet EU annual average limit for this pollutant at some of our monitoring stations, and modelling indicates failure also at a number of other locations, and

Particulate Matter (PM_{10}). Although we are meeting EU Limits we exceed the WHO air quality guideline for this pollutant, and we have a formal responsibility to work towards reductions of $PM_{2.5}$, which is a fraction of PM_{10}.

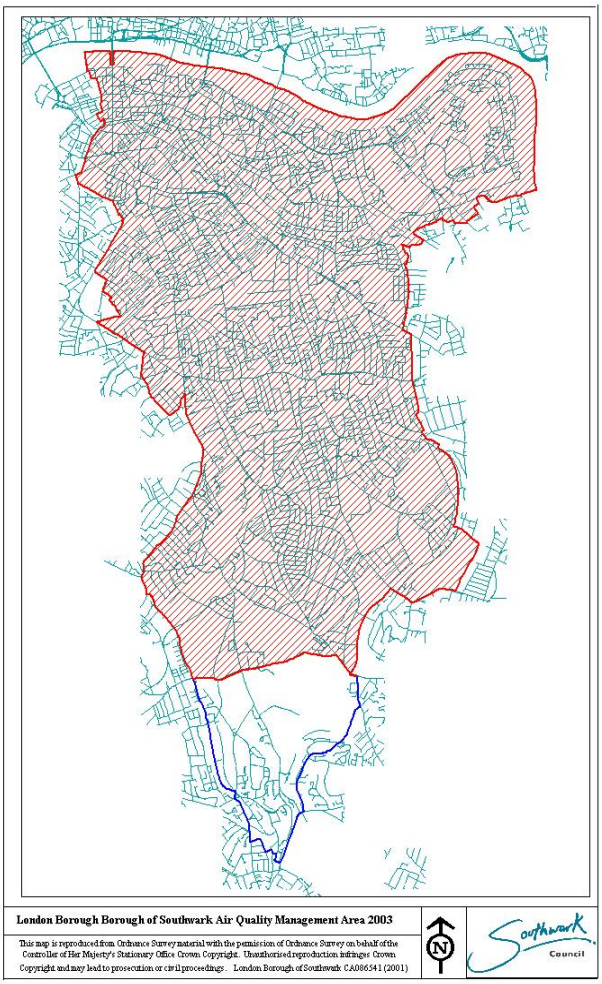


Figure 4 Map of Southwark's AQMA Boundary

1.3 Focus Areas

Air Quality Focus Areas (AQFA) are areas where high levels of pollution are combined with high levels of human exposure. There are seven AQFA in the borough. Revised AQFAs are due to be released by the GLA in autumn 2022. The only change in Southwark is expected to be a reduction in the size of area 152 at Elephant and Castle.

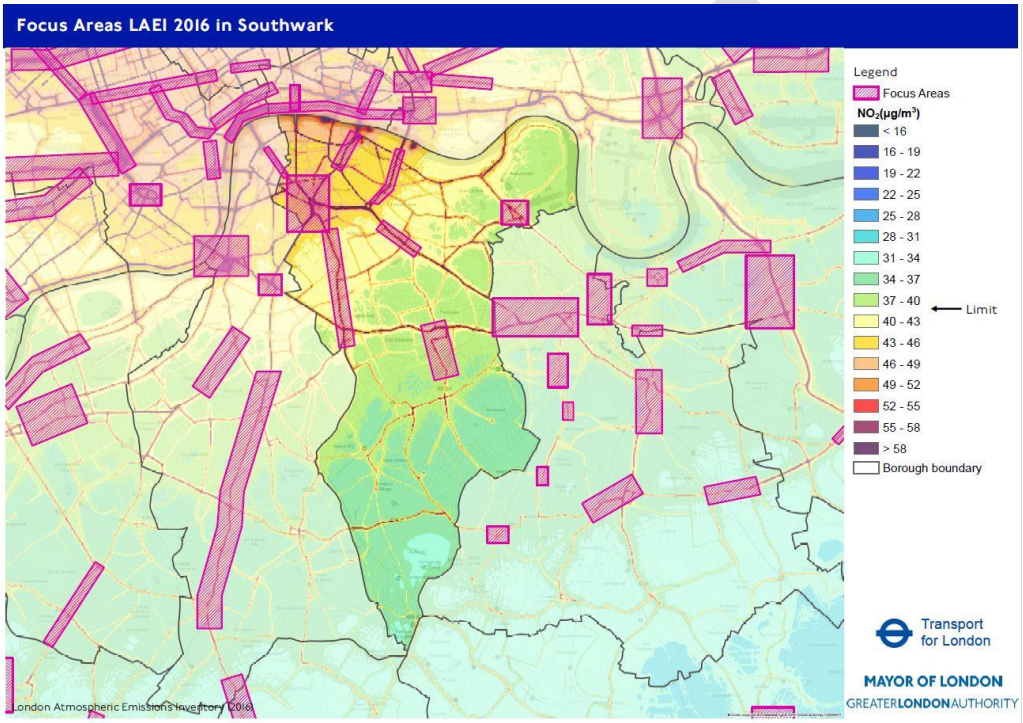


Figure 5 Air Quality Focus Areas in Southwark

These are listed in Table 1 below

GLA Focus Area ID	Name of Focus Area Description
151	A2 Old Kent Road from East Street to Trafalgar Avenue
152	Elephant and Castle to St George's Circus and Kennington Lane
153	London Bridge at Borough High Street
154	Lower Road / A200 Surrey Quays / Rotherhithe Old Road / Rotherhithe New Road
155	Peckham Town Centre
156	Tower Bridge Road A100
157	Walworth Road/Camberwell Road/Camberwell Green

Table A GLA Air Quality Focus Areas in Southwark

1.3.1 Old Kent Road

The Old Kent Road is an Opportunity Area, and will be redeveloped over the next decade, including a proposal to extend the Bakerloo Line to Lewisham from the Elephant and Castle under the Old Kent Road. As part of the planning area action plan work, Southwark has commissioned CERC to produce an air quality model for the opportunity area, to ensure that air quality improvements are incorporated in the various redevelopment projects. Southwark is taking part in the CRP Clean Air Villages 4 project - Freight Solutions for a Clean Air business recovery from COVID-19 in the Old Kent Road area.

1.3.2 Elephant & Castle

In Elephant & Castle AQFA a London Mayor's Air Quality Fund project included a dust suppressant trial on a construction site, to reduce the dust burden to neighbouring residential areas. A separate trial in this AQFA tested Nitrogen Dioxide reducing reactive surface coatings on new developments. The reports from these two trials can be found here

Transport for London have also remodelled the north and south roundabouts in this area to assist the movement of vehicles and bicycles throughout the junction.

https://www.southwark.gov.uk/environment/air-quality/what-we-re-doing/air-quality-projects

1.3.3 London Bridge / Borough High Street

A Business Low Emission Neighbourhood initiated by the GLA was set up in 2018 in this AQFA, as a partnership between Better Bankside Business Improvement District and Team London Bridge Business Improvement District. Some of the project benefits delivered by the BIDS can be found by following the links below:-

Tooley Street Triangle
Orchard-Lisle Living Wall
Better Air Letters

As a continuation of the Business Low Emission Neighbourhood, both BIDS have delivered the Bikes for Business project centred on the Low Line, which spans several Business Improvement Districts, and Walworth Road.

1.3.4 Lower Road

Past studies in the Canada Water / Lower Road area have considered removing the 1970's Lower Road / Rotherhithe New Road gyratory system. The latest project will introduce a segregated cycle lane and also a bus gate adjacent to Surrey Quays Station on Lower Road and the Lower Road and

Rotherhithe New Road to change the one-way system to two-way traffic. Southwark will continue to monitor air quality in the area.

1.3.5 Peckham

As part of the London Streetscape / COVID-19 project, to help social distancing and improve the environment for walking and cycling, Rye Lane was closed to all vehicles between Peckham Rye and Hanover Place, from July 2020. From the 4th October 2021, an experimental traffic order allows buses, taxis and cyclists to use Rye Lane, and allows timed deliveries between 07:00 hours and 10: 00 hours. Southwark will continue air quality monitoring on Rye Lane.

1.3.6 Tower Bridge

Southwark carried out a Mayor's Air Quality Fund project at Tower Bridge. The project aimed to reduce the number of idling vehicles during Tower Bridge lifts, by requesting drivers to switch off their engines as they will be stationery for a period of time. The details of the project can be found here.

The Tower Bridge Primary School has installed an ivy wall on the boundary wall adjacent to Tower Bridge Road. The funding for the wall was part of Southwark's Clean, Greener and Safer Grant scheme. This wall acts as a barrier to reduce the air pollution from Tower Bridge Road effecting the school playground.

Figure 6 Tower Bridge Primary School green wall on Tower Bridge Road boundary

1.3.7 Walworth Road

Southwark successfully applied for Low Emission Neighbourhood Air quality Fund Grant for the Walworth LEN, which will be completed in 2022. The Walworth LEN publicity is shown in Figure 7 below

Figure 7 Walworth Low Emission Neighbourhood publicity material

Further details about Walworth Low Emission Neighbourhood can be seen at https://ourhealthywalworthlen.commonplace.is/

1.4 Sources of Pollution in Southwark

Pollution in Southwark comes from a variety of sources. This includes pollution from sources outside of the borough, and, in the case of particulate matter, a significant proportion of this comes from outside of London and even the UK.

Sources of Nitrogen Dioxide pollution in Southwark

The main sources of NO_2 in the borough are road transport, particularly diesel vehicles, and domestic and commercial heating. The London Mayor's Low Emission Zone and the Ultra – Low Emission Zone, will contribute to future emissions reductions from road transport due to renewal of vehicles in the transport fleet.

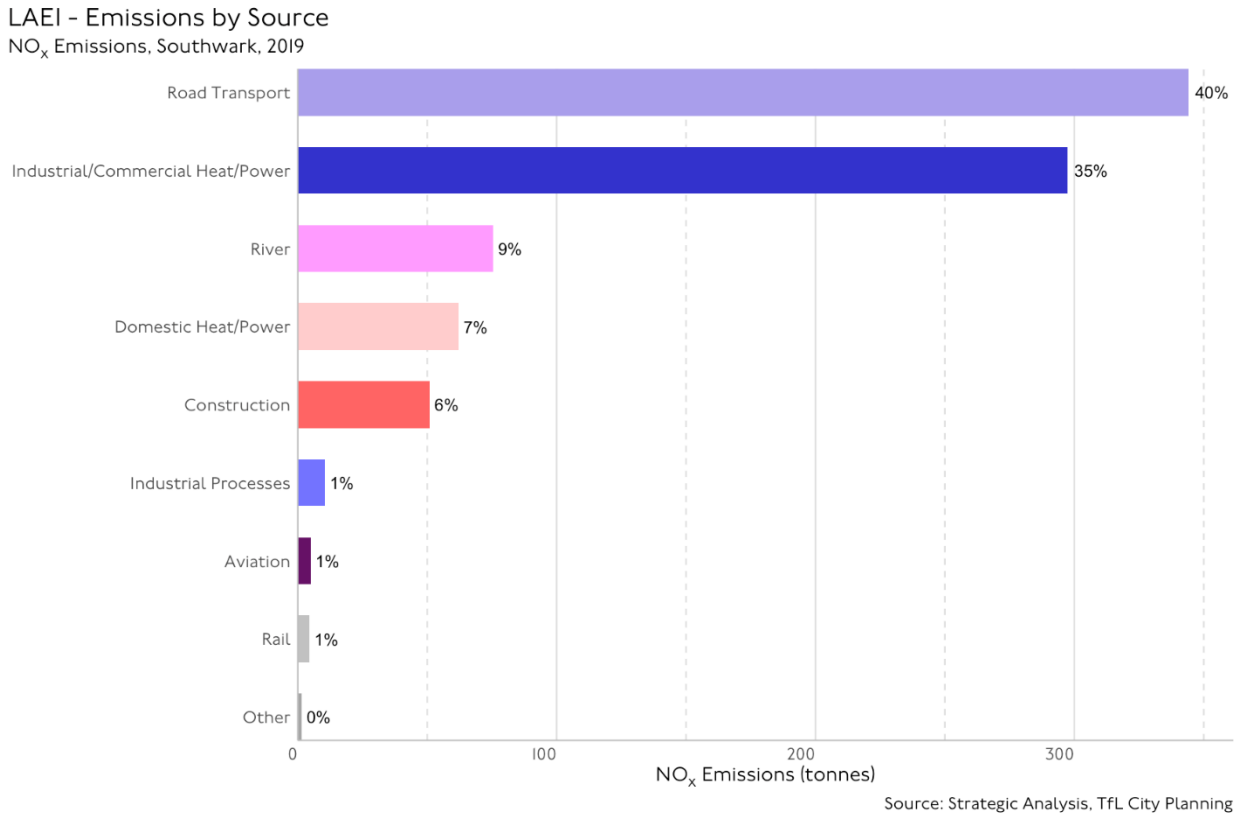


Figure 8 NO_x Emissions by source (from the LAEI 2019)

	Southwark 2013 NO_x Emissions (tonnes per annual)	Southwark 2013 NO_x Emissions (%)	Southwark 2016 NO_x Emissions (tonnes per annual)	Southwark 2016 NO_x Emissions (%)	Southwark 2019 NO_x Emissions (tonnes per annual)	Southwark 2019 NO_x Emissions (%)
Domestic	89.89	7.04%	71.59	6.39%	63.90	7.52%
Biomass	0.00	0.00%	0.00	0.00%	0.00	0.00%
Heat and Power Generation	89.60	7.01%	71.30	6.37%	63.61	7.49%
Machinery	0.29	0.02%	0.29	0.03%	0.30	0.03%
Industrial and Commercial	361.06	28.26%	343.00	30.63%	355.06	41.80%
Heat and Power Generation	288.85	22.61%	279.70	24.97%	293.53	34.56%
Commercial Cooking	0.00	0.00%	0.00	0.00%	0.00	0.00%
Construction	63.45	4.97%	52.66	4.70%	50.98	6.00%
Gas Leakage	0.00	0.00%	0.00	0.00%	0.00	0.00%
Industrial Processes	8.73	0.68%	10.61	0.95%	10.51	1.24%
Waste	0.03	0.00%	0.03	0.00%	0.03	0.00%
Miscellaneous	1.63	0.13%	1.42	0.13%	1.19	0.14%
Accidental Fires	1.01	0.08%	0.83	0.07%	0.67	0.08%
Agriculture	0.62	0.05%	0.59	0.05%	0.52	0.06%
Forestry	0.00	0.00%	0.00	0.00%	0.00	0.00%
Resuspension						
Resuspension	0.00	0.00%	0.00	0.00%	0.00	0.00%
Transport	824.97	64.57%	703.92	62.85%	429.23	50.53%
Aviation	6.25	0.49%	6.24	0.56%	4.92	0.58%
Rail	4.55	0.36%	4.47	0.40%	4.57	0.54%
River	57.59	4.51%	75.17	6.71%	75.54	8.89%
Road Transport	756.58	59.22%	618.05	55.19%	344.19	40.52%
Grand Total	1277.56	100.00%	1119.93	100.00%	849.38	100.00%

Table B NO_x Aggregated Emissions in Southwark for 2013-2019 (LAEI 2019)

Sources of particulate (PM_{10}) pollution in Southwark

Construction work associated with the redevelopment of Southwark is the largest source of Particulate Matter (PM_{10}) emissions. Particulate Matter (PM_{10}) from road transport is the next largest source of emissions, with private cars being the largest source.

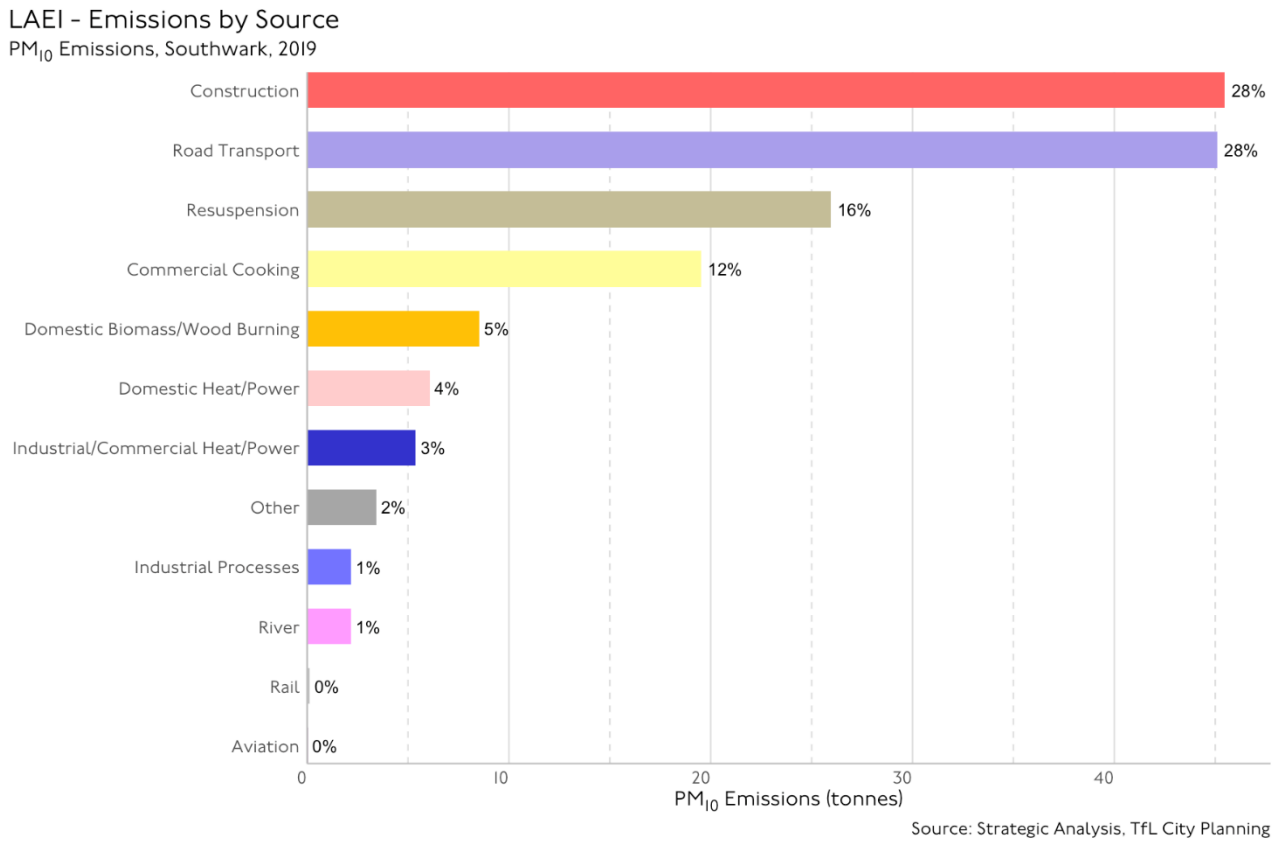


Figure 9 PM_{10} Emissions by source and vehicle type (from the LAEI 2016)

	Southwark 2013 PM_{10} Emissions (tonnes per annual)	Southwark 2013 PM_{10} Emissions (%)	Southwark 2016 PM_{10} Emissions (tonnes per annual)	Southwark 2016 PM_{10} Emissions (%)	Southwark 2019 PM_{10} Emissions (tonnes per annual)	Southwark 2019 PM_{10} Emissions (%)
Domestic	19.93	10.58%	14.46	6.99%	14.71	8.97%
Biomass	13.60	7.22%	8.53	4.12%	8.53	5.20%
Heat and Power Generation	6.32	3.36%	5.92	2.86%	6.18	3.77%
Machinery	0.01	0.00%	0.01	0.00%	0.01	0.00%
Industrial and Commercial	72.25	38.34%	101.45	49.04%	72.89	44.45%
Heat and Power Generation	5.37	2.85%	5.07	2.45%	5.33	3.25%
Commercial Cooking	18.63	9.88%	18.63	9.00%	19.52	11.90%
Construction	45.96	24.39%	75.25	36.38%	45.47	27.73%
Gas Leakage	0.00	0.00%	0.00	0.00%	0.00	0.00%
Industrial Processes	1.88	1.00%	2.10	1.01%	2.17	1.33%
Waste	0.41	0.22%	0.41	0.20%	0.41	0.25%
Miscellaneous	3.91	2.08%	3.87	1.87%	3.00	1.83%
Accidental Fires	3.58	1.90%	3.34	1.62%	2.46	1.50%
Agriculture	0.33	0.17%	0.53	0.26%	0.54	0.33%
Forestry	0.00	0.00%	0.00	0.00%	0.00	0.00%
Resuspension	29.18	14.10%	28.93	13.98%	25.94	15.82%
Resuspension	29.18	14.10%	28.93	13.98%	25.94	15.82%
Transport	63.16	33.52%	58.16	28.12%	47.43	28.92%
Aviation	0.03	0.02%	0.03	0.02%	0.02	0.01%
Rail	0.11	0.06%	0.12	0.06%	0.12	0.07%
River	2.29	1.21%	2.16	1.04%	2.16	1.32%
Road Transport	60.73	32.23%	55.85	27.00%	45.12	27.52%
Grand Total	188.44	100.00%	206.87	100.00%	163.97	100.00%

Table C PM_{10} Aggregated Emissions in Southwark for 2013 – 2019 (LAEI 2019)

Sources of Particulate ($PM_{2.5}$) pollution in Southwark

The predominant sources of $PM_{2.5}$ in Southwark is from road transport, 30% of the total emissions, with emissions from commercial cooking producing 26% of the total, heating and electricity generation producing 25% of the total emissions, and construction producing 7.5% of the total emissions. There are controls over emissions from road transport with ULEZ, and from construction sites through planning permissions. Emissions from commercial cooking and heating are controlled only through the planning process, by requiring adequate dispersion of flue gases and suitable filtration.

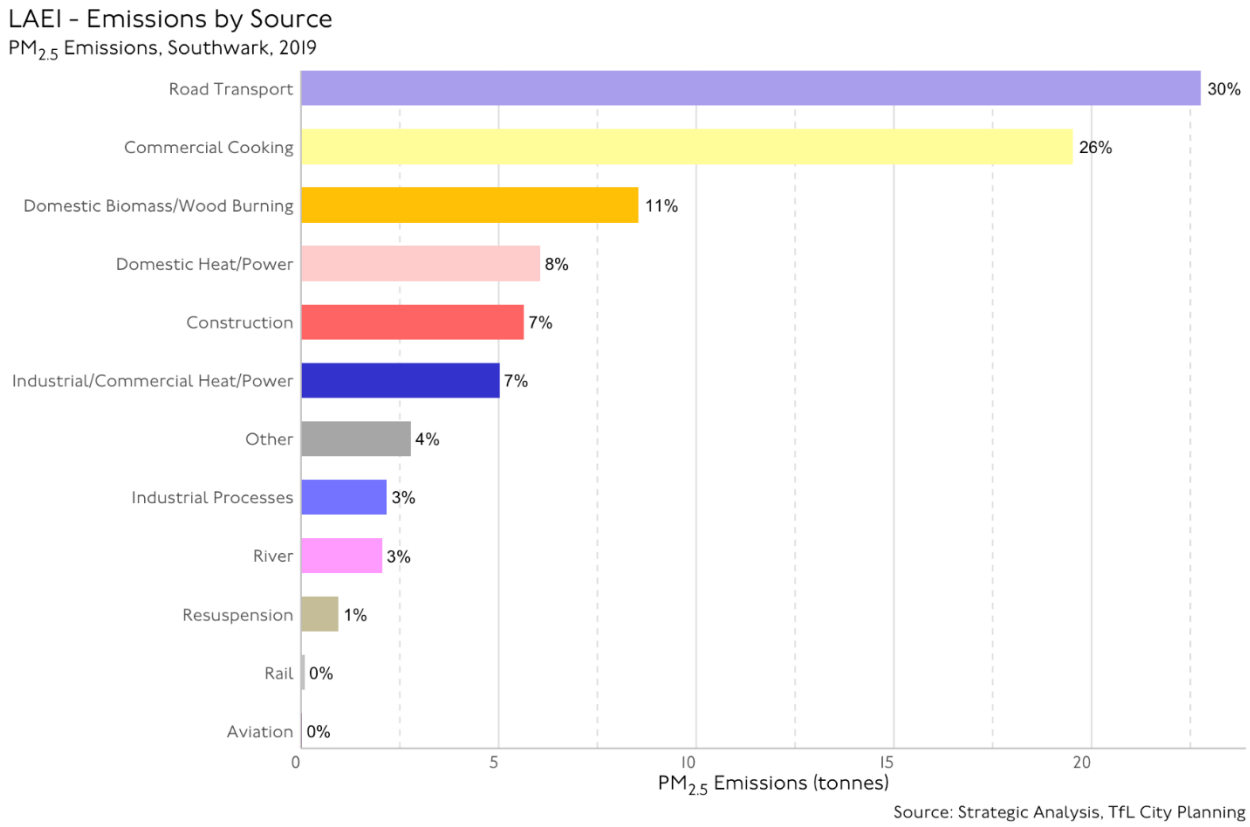


Figure 10. $PM_{2.5}$ Emissions by source and vehicle type (from the LAEI 2019)

	Southwark 2013 $PM_{2.5}$ Emissions (tonnes per annual)	Southwark 2013 $PM_{2.5}$ Emissions (%)	Southwark 2016 $PM_{2.5}$ Emissions (tonnes per annual)	Southwark 2016 $PM_{2.5}$ Emissions (%)	Southwark 2019 $PM_{2.5}$ Emissions (tonnes per annual)	Southwark 2019 $PM_{2.5}$ Emissions (%)
Domestic	19.91	21.32%	14.44	16.84%	14.69	19.42%
Biomass	13.60	14.56%	8.53	9.95%	8.53	11.27%
Heat and Power Generation	6.30	6.75%	5.91	6.89%	6.16	8.14%
Machinery	0.01	0.01%	0.01	0.01%	0.01	0.01%
Industrial and Commercial	31.97	34.24%	34.46	40.19%	32.68	43.20%
Heat and Power Generation	5.05	5.41%	4.73	5.51%	4.97	6.57%
Commercial Cooking	18.63	19.95%	18.63	21.73%	19.52	25.80%
Construction	6.05	6.48%	8.64	10.07%	5.64	7.46%
Gas Leakage	0.00	0.00%	0.00	0.00%	0.00	0.00%
Industrial Processes	1.88	2.01%	2.10	2.45%	2.17	2.87%
Waste	0.37	0.40%	0.37	0.44%	0.38	0.50%
Miscellaneous	3.43	3.68%	3.22	3.76%	2.40	3.17%
Accidental Fires	3.33	3.56%	3.10	3.62%	2.28	3.02%
Agriculture	0.10	0.11%	0.12	0.14%	0.11	0.15%
Forestry	0.00	0.00%	0.00	0.00%	0.00	0.00%
Resuspension	1.07	1.14%	1.06	1.23%	0.95	1.25%
Resuspension	1.07	1.14%	1.06	1.23%	0.95	1.25%
Transport	37.00	39.62%	32.55	37.97%	24.93	32.96%
Aviation	0.03	0.03%	0.03	0.04%	0.02	0.03%
Rail	0.08	0.09%	0.09	0.10%	0.09	0.12%
River	2.18	2.33%	2.05	2.39%	2.05	2.71%
Road Transport	34.71	37.17%	30.38	35.44%	22.77	30.09%
Grand Total	93.38	100.00%	85.73	100.00%	75.66	100.00%

Table D $PM_{2.5}$ Aggregated Emissions in Southwark for 2013 – 2019 (LAEI 2019)

1.4 Monitoring of Air Quality in Southwark

Southwark monitors air quality with automatic continuous air quality monitors, Nitrogen dioxide diffusion tubes, and low cost air quality sensors.

The automatic continuous monitors are listed in Table E below.

Site Reference	Location of the site	Monitoring
SWK 5	Old Kent Road	Nitrogen Dioxide and Particulate Matter (PM_{10} & $PM_{2.5}$)
SWK 9	Old Kent Road	Particulate Matter (PM_{10} & $PM_{2.5}$)
SWK 6	Elephant & Castle	Nitrogen Dioxide, Particulate Matter (PM_{10} & $PM_{2.5}$) and Ozone
SWK 8	Tower Bridge Road	Nitrogen Dioxide and Particulate Matter (PM_{10} & $PM_{2.5}$)
SWK A	Lower Road	Nitrogen Dioxide and Particulate Matter (PM_{10} & $PM_{2.5}$)
SWK B	Vicarage Grove	Nitrogen Dioxide and Particulate Matter (PM_{10} & $PM_{2.5}$)
SWK C	South Circular Road	Nitrogen Dioxide and Particulate Matter (PM_{10} & $PM_{2.5}$)

Table E Southwark automatic continuous monitoring stations

In 2021, Southwark has 88 Nitrogen Dioxide diffusion tube monitoring locations. The location of these sites can be seen Figure 12 below.

Southwark also monitors the air quality using various low – cost sensors. These low cost sensors are not reference monitors, and they produce indicative data. They are used by highway projects to show relative variation over time in air quality data.

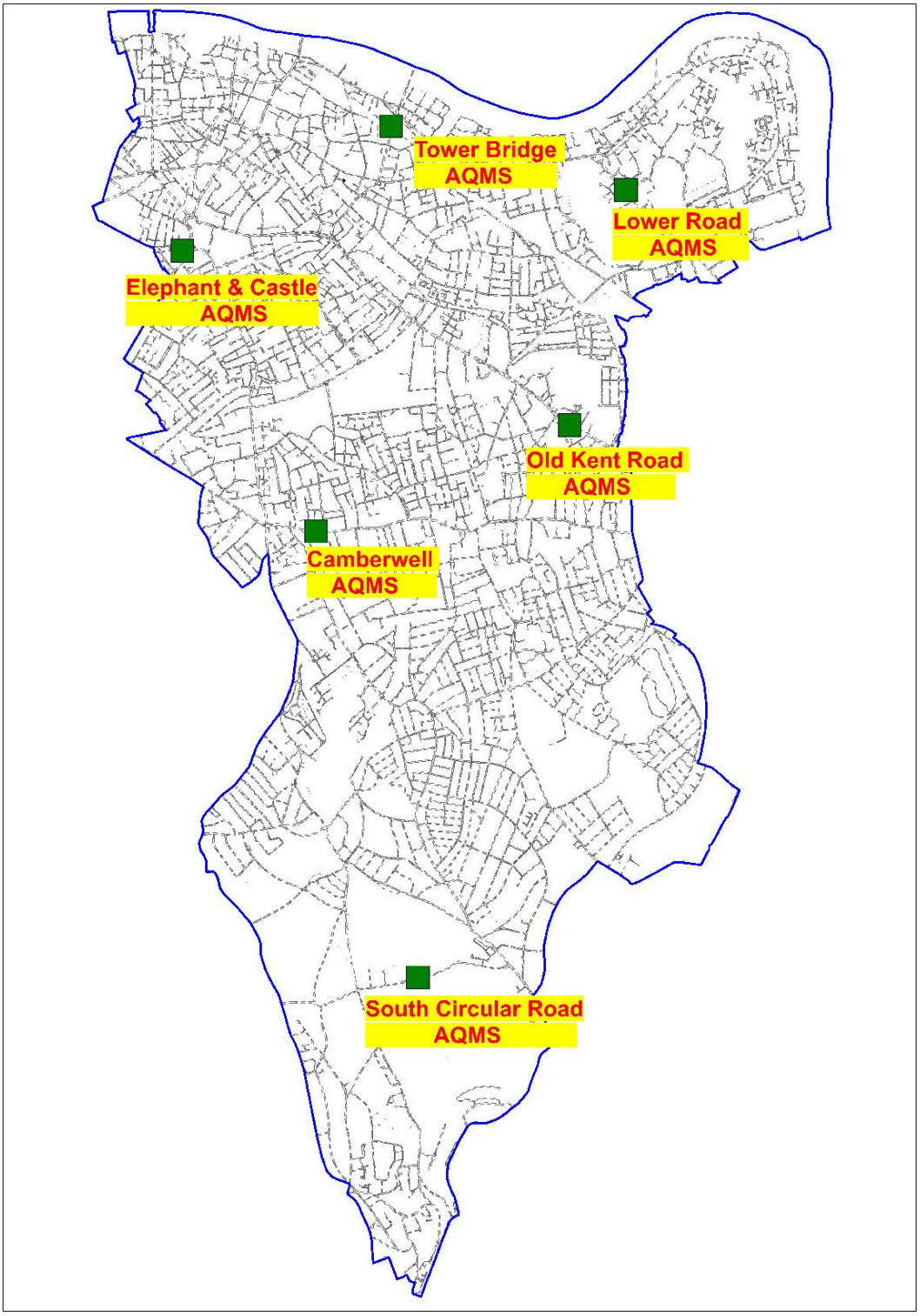


Figure 11 Map of the Southwark's automatic continuous air quality monitoring stations

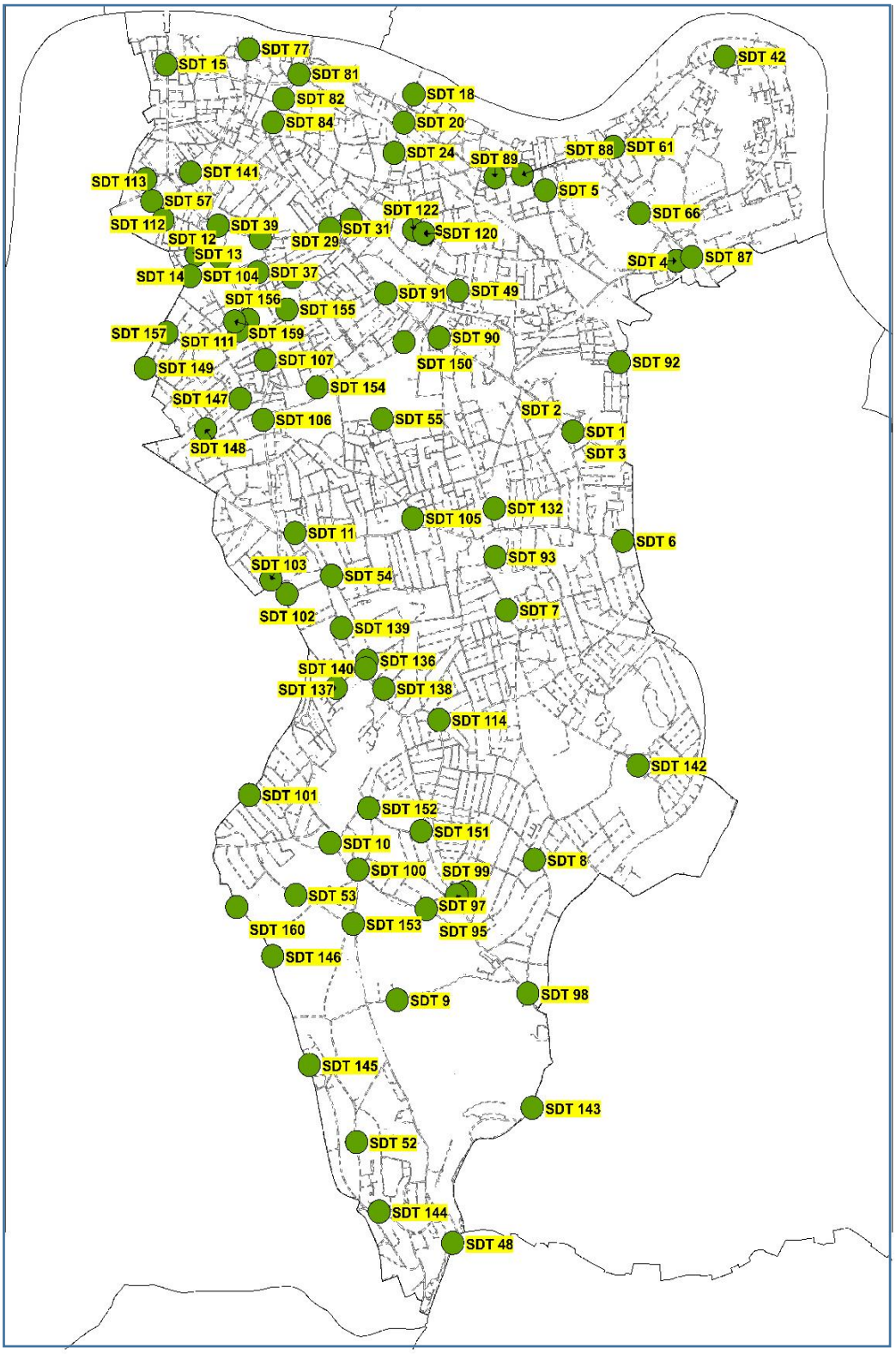


Figure 12 Southwark's Nitrogen Dioxide diffusion tube survey 2021

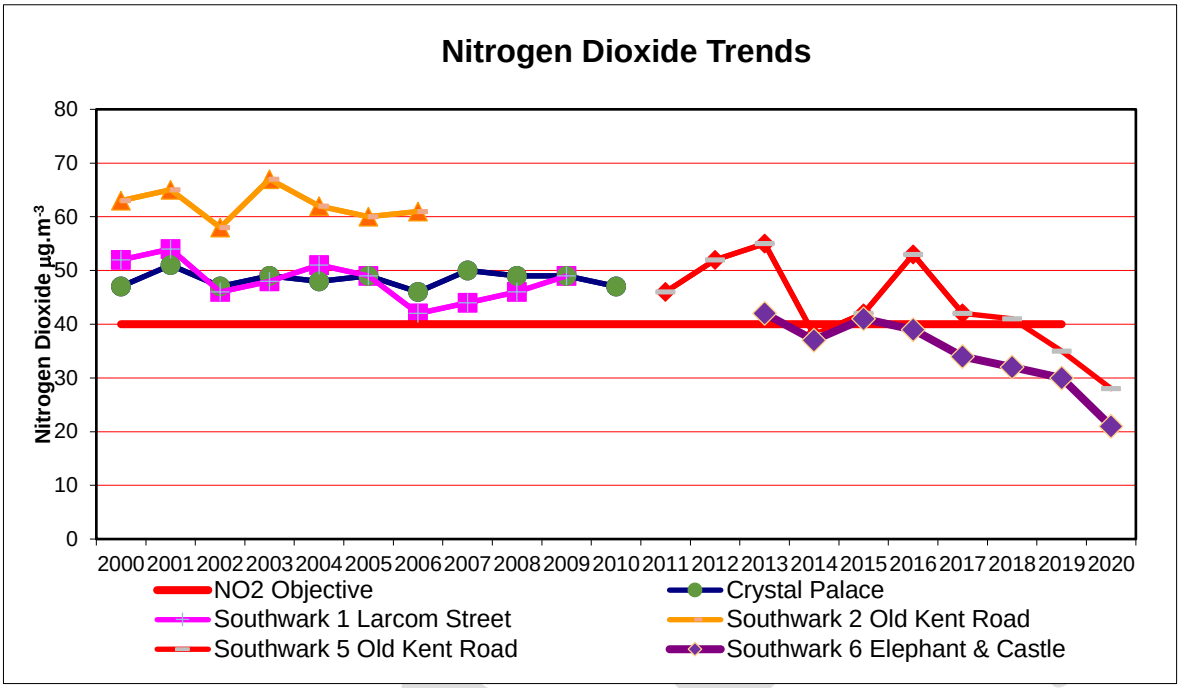


Figure 13 Trend in annual mean NO_2 concentrations at Southwark's air quality monitoring stations

Figure 13 above shows historic NO_2 data trends from Southwark automatic air quality monitoring stations, indicating an improvement in Southwark's air quality since 2003. This trend is also shown for PM_{10} in Figure 14 below.

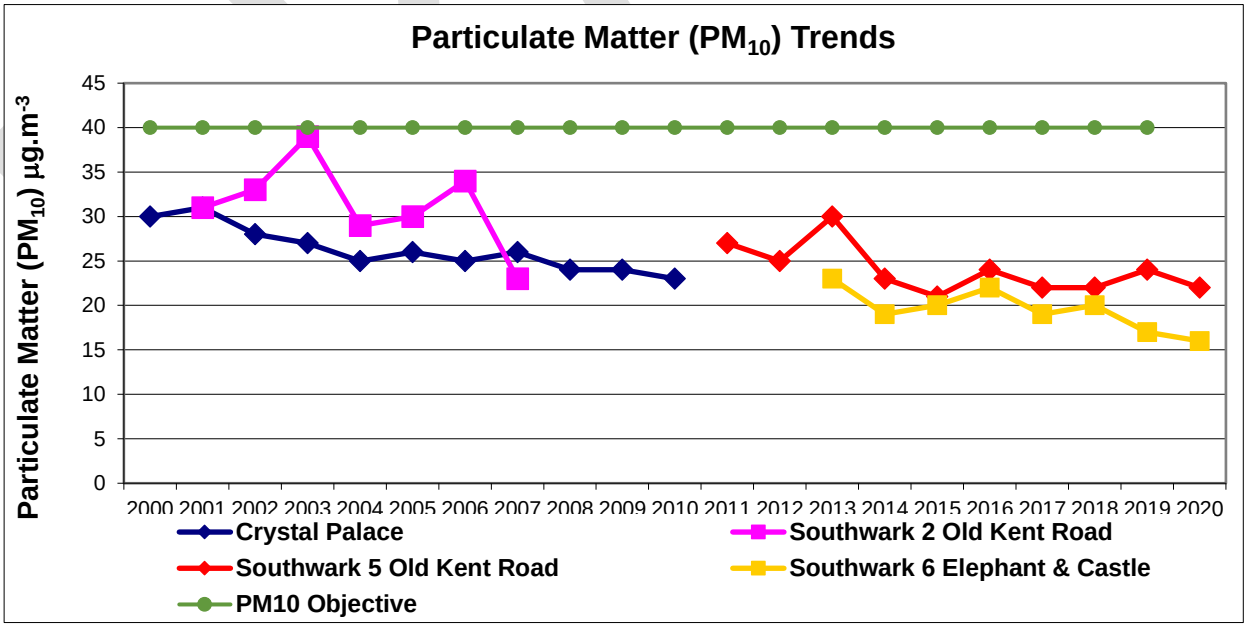


Figure 14 Trend in annual mean PM_{10} concentrations at Southwark's air quality monitoring stations

2 - SOUTHWARK AIR QUALITY PRIORITIES

Themes

1 ***Monitoring and other core statutory duties:*** evaluating air quality monitoring throughout Southwark to enhance compliance with our core statutory objectives;

2 ***Emissions from development and buildings:*** emissions from construction alone accounts for approximately 40% of the PM_{10} emissions across Southwark, and therefore work in this area is important in reducing particulate concentrations. This will focus on air quality mitigation through the planning system and aligns with the Council's sustainability objectives;

3 ***Public health and awareness raising:*** increasing awareness can drive behavioural change to lower emissions as well as reducing exposure to air pollution. For example, increasing awareness of the impact of solid fuel burning can help shift attitudes and facilitate overall behaviour change;

4 ***Delivery servicing and freight:*** re-evaluating delivery servicing and freight vehicles, as these are usually heavy-duty diesel-fuelled vehicles with high primary NO_2 emissions;

5 ***Borough fleet:*** Southwark's fleet includes a mixture of light and specialist heavy-duty vehicles, we will continue to lead by example by making improvements in our own fleet;

6 ***Localised solutions:*** these seek to improve the environment of neighbourhoods through a combination of measures such as Streetspace Measures, traffic filtering, parking schemes, biodiversity and climate change projects;

7 ***Cleaner transport:*** road transport is the main source of air pollution in London and Southwark. We will continue to reduce vehicle mileage by incentivising and facilitating changes to walking, cycling, public transport and ultra-low emission vehicles (such as electric);

8 ***Schools and communities:*** implementing initiatives that target susceptible groups to ensure those most at risk are not disproportionately affected by the impacts of poor air quality, and implement recommendations of Southwark's School Air Quality Audits;

9 ***Lobbying:*** Southwark will continue to lobby and influence regional and national organisations and stakeholders on policies and issues beyond Southwark's influence to introduce progressive measures aimed at improving air quality.

Our 10 key priorities are:-

11. Adopt the 2005 WHO guidelines for $PM_{2.5}$ with a target of compliance by 2030, and review the emerging policies from the GLA in respect of the 2021 WHO guidelines

12. Enforce Non-Road Mobile Machinery (NRMM) air quality policies in Southwark.

13. Minimise emissions from construction by developing Southwark's own Air Quality Supplementary Planning Document (SPD) and code of construction practice which goes above and beyond the GLA Supplementary Planning Guidance (SPG);

14. Continue to raise awareness and encourage behaviour changes through air quality campaigns.

15. Assess potential impact of installing Ultra-Low Emission Vehicle (ULEV) infrastructure (electric vehicle charging points, rapid electric vehicle charging points).

16. Provision additional electric vehicle charging infrastructure by installing a further 1000 Electric Vehicle charging points in Southwark by 2026.

17. Assess the air quality benefits of actions in the Borough's Strategies.

18. Provide new cycling and walking infrastructure and assess air quality impacts of new infrastructure.

19. Encourage people to switch to less polluting cars, with lower parking fees for zero emissions and smaller vehicles across the whole borough.

20. Lobby Central Government to control and reduce emissions that are out of Southwark's control.

This action plan sets out how we will effectively deliver against the above broad themes and key priorities, thereby improving air quality where it is within our control and through leading by example. However, these are local measures aimed at tackling air pollution, and air pollution by its very nature is transboundary.

3 - DEVELOPMENT AND IMPLEMENTATION OF SOUTHWARK'S AIR QUALITY ACTION PLAN

3.1 Consultation and Stakeholder Engagement

In developing/updating the action plan we have worked with other local authorities, agencies, businesses and the local community to improve local air quality. Schedule 11 of the Environment Act 1995 requires local authorities to consult the bodies listed in Table F. In addition we have undertaken the following stakeholder engagement:

- Southwark Council consultation hub
- Public notices in Council Offices
- Advertisement in Southwark Life (council publication)
- Advertisements in Southwark News (local independent newspaper)

Yes/No	Consultee
Yes	the Environment Agency
Yes	Transport for London and the Mayor of London (who will provide a joint response)
Yes	all neighbouring local authorities
Yes	other public authorities as appropriate
Yes	bodies representing local business interests and other organisations as appropriate See Appendix A.

Table F Consultation Undertaken

3.2 Steering Group

Southwark's Steering Group, meets regularly under a formal structure, with senior officers from the following teams recruited into the group's regular membership ('primary members'):-

- Environmental Protection
- Public Health
- Planning Policy
- Sustainable Services
- Highways
- Climate Change

Other services/teams would be invited to the Air Quality Action Plan Group meetings when items relevant to their delivery responsibilities are placed on the agenda:-

- External Affairs
- Legal Services
- Public Realm
- Parks
- Ecology &Trees
- Development Control
- Children's Services & Educational Development
- Housing Services & Housing Energy
- Fleet Management
- IT
- Communications
- Procurement

The Terms of Reference of the AQAPSG:-

1) The Air Quality Action Plan Steering Group (AQAPSG) will meet every three months.

2) The first meeting of the AQAPSG will comprise of Directors or nominated representatives from the following business areas:

    - Environmental Protection
    - Public Health
    - Planning Policy
    - Sustainable Services
    - Highways
    - Climate Change

4 – AIR QUALITY ACTION PLAN

TABLE OF ACTIONS BEING FINALISED.

If you have any comments on this AQAP please send them to Southwark Environmental Protection at:

Environmental Protection Team,
Regulatory Services,
Environment & Leisure,
3rd Floor Hub 1, 160 Tooley Street
London. SE1 2QH
Telephone: - 020 7525 3551
Email: - environmental.protection@southwark.gov.uk

Proposed Air Quality Management Order

Environment Act 1995 Part IV Section 83(1)

London Borough of Southwark Council

Air Quality Management Area Order

London Borough of Southwark Council, in exercise of the powers conferred upon it by Section 83(1) of the Environment Act 1995, hereby makes the following Order.

This Order may be cited and referred to as the Southwark Air Quality Management Area Order 2023 and shall come into effect on 1 January 2023.

This Order varies the London Borough of Southwark Air Quality Management Order 2003 dated 1 June 2003 ('the 2003 Order').

The area shown on the attached map edged in red is to be designated by variation under this Order as an air quality management area (the designated area).

The designated area of the Southwark Air Quality Management Area as varied by this Order incorporates the whole borough of said Council.

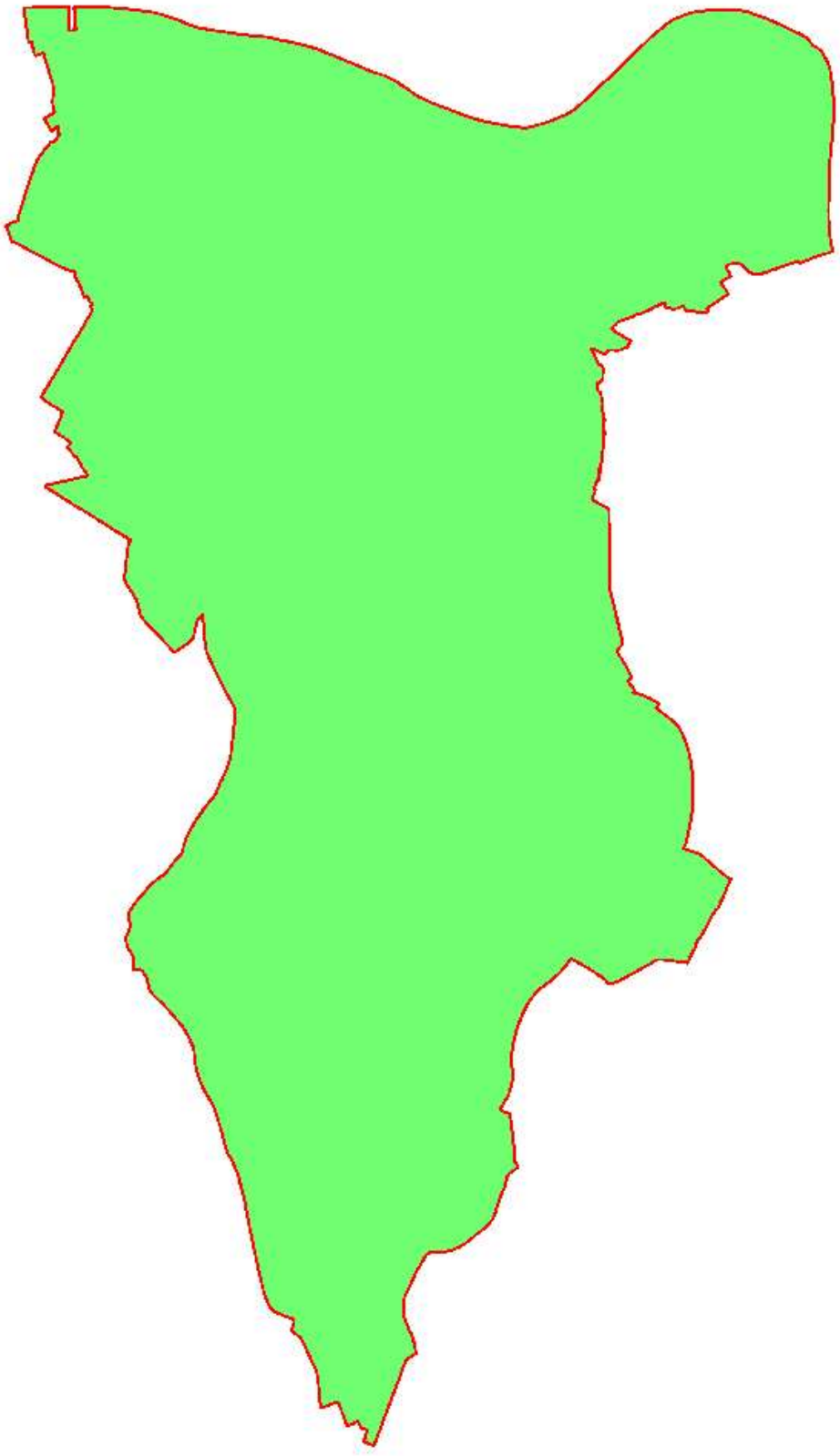
For the avoidance of doubt, this varied Order does not un-declare any pollutants in respect of which the 2003 Order was designated.

This Order shall remain in force until it is varied or revoked by a subsequent order.

The Common Seal of London Borough of Southwark Council was hereto affixed on [date] and signed in the presence of /on behalf of said Council.

……

Proposed Southwark Air Quality Management Area 2022



Fleet Services.

Briefing Note.

October 2022

1. Introduction

1.1 This briefing paper is to provide an overview on Fleet Services and on the plans for decarbonisation of the council's commercial fleet. It will serve as the basis of the information to be shared with the Environment and Community Engagement Scrutiny Commission meeting; 11th October 2022

2. Background

2.1 The Fleet Services Business Unit is currently based in Copeland Road Depot, Peckham and consists of 6 members of staff to manage; planned outsourced maintenance and inspections, breakdowns, accidents and associated insurance, ad-hoc vehicle and engine repairs, fuel management, end user support and coordination, finances, procurement and IT / data management.

2.2 To enable a greater resource to deliver the strategic management of Fleet Services the business unit was in August '21, transferred from the Waste and Cleaning Division to that of Traded Services.

2.3 Fleet Services recognise the need for its managed commercial fleet to reflect the aspirations of the Council and its Residents. The reduction of fleet carbon emissions will be made possible through vehicle reduction and Fleet Services and service delivery teams making efficient use of technology and innovation.

3. Current Fleet

3.1 The current fleet in use by the Council is c.330 vehicles. This consists of leased under contract and short term / ad-hoc hire.

3.2 The ad-hoc hire of is to replace previously leased vehicles, which were non-compliant with the Ultra Low Emission Zone (ULEZ). The short-term 'spot hire' is a changing number subject to changing operational needs of the end users.

3.3 The make-up of the fleet is 243 vehicles under contract and c.87 short term / ad-hoc hire.

3.4 Vehicles in the fleet range from Large Goods Vehicles such as 26t vehicle mounted cranes (lamp column installations) to small vans (multi-use). See Appendix 1

3.5 Of the 330 vehicles in the current commercial fleet the breakdown of power source is as follows

Power source	Number	%
Hybrid	11	1.51
Electric	15	4.55
Petrol	73	24.55
Diesel	231	69.39
	330	100

4. CO_2 Emissions

4.1 We recognise that emissions that the council controls – such as from council homes and our vehicles are about 12% of the whole borough's emissions. With c.1% of that volume related to its commercial fleet.

4.2 We understand that commercial vehicles play a crucial role in maintaining effective and efficient services but we also acknowledge that it is essential to manage and reduce the environmental impact of our fleet.

4.3 Our current emissions based current vehicle numbers, power source and estimated usage is c. 430 metric tonnes of carbon dioxide

Power source	Number	Metric Tonnes	% of emissions
Hybrid	11	6.09	1.42
Electric	15	0	0
Petrol	73	80.72	18.69
Diesel	231	345.03	79.89
	330	431.84	100

5. Vehicle Reduction

5.1 Whilst aspirations for the use of an alternative fuel source to petrol and diesel are very important. At the top of the list of actions remains the need to reduce the overall size of the fleet in use.

5.2 Before any request for vehicle replacement, Fleet Services coordinate with the end user ensuring the business case for vehicle need and type, is robust. This includes consideration for the opportunity to implement alternative operational travel modes, reduce the vehicle size used and utilising existing vehicles at different operational times.

5.3 It should be noted that 330 vehicles of mixed type and size is not the expected fleet size for future service delivery. Whilst 330 is the recurring number this is base data and this number will be refined and reduced as modelling becomes more sophisticated and operational due diligence is completed.

6. Vehicle Replacement – Electric / Hybrid

6.1 Whilst we are planning to replace the current with a much more sustainable fleet, there are 330 vehicles in the replacement programme over the upcoming years in a programme yet to be finalised.

6.2 The overarching approach will be that vehicles will have reached the end of their useful life and / or contractual financial obligation before replacement.

6.3 The electric vehicle alternative for the cars and light commercials is no longer considered innovative technology and is embedded amongst many service operators as their sole choice of fuel.

6.4 The electric vehicle options for the heavier and specialist vehicles is not as well advanced. There are some vehicle categories where no appropriate electric alternative currently exists e.g. gulley sucker. There are other vehicle categories where the electric vehicle alternative does exist but is very much in its infancy e.g. compact sweepers.

7. Demonstrations and Trials

7.1 Whilst the aspiration of a zero emission fleet exists, consideration must to be given to operational need, service user requirements and available fleet options.

7.2 To assess the technology available for the more complex vehicle and task operations, Fleet Services have well developed plans for a series of vehicle trials.

7.3 Vehicles soon to be in use for assessment and our own due diligence on capability, performance and application include refuse, street lighting, sweeping and mechanical broom vehicles.

8. Charging Infrastructure

8.1 In addition to the fleet selection and procurement considerations, large-scale rollout of charging infrastructure needed for an EV fleet remains difficult with significant challenges in the provision for overnight charging.

8.2 Whilst it is certainly feasible to acquire an electric vehicle equivalent for much of the fleet requirements, detailed consideration needs to be given to the required charging infrastructure.

8.3 We are already investing in our charging infrastructure with new depot based heavy duty fast chargers recently commissioned but the rollout of any large scale vehicle replacement cannot currently be facilitated.

8.4 It should also be noted that many of the commercial fleet are parked off site overnight at or adjacent to employees homes through the use of Home Parking Agreements with those drivers.

8.5 Due to the electrical load, vehicle type and operational impact of charging needs, the Council would be unwise due to volume, specification and availability, to rely on public charging infrastructure and will instead focus upon depot based infrastructure. This, along with the possibility of local agreements with employees to utilise their own infrastructure if available.

8.6 The scale of the requirement and the task of installing charging infrastructure on such a large scale should not be under-estimated. Not least, dialogue is needed with the Distribution Network Operator (DNO) as to whether any existing supply grid could take such a requirement. Electrical mains and sub-station upgrades are costly and lengthy projects.

8.7 Further consideration will also need to be given to the provision of depots. Certainty as to their location and longevity would be prudent, prior to reviewing their respective supply connections and the associated capital costs.

8.8 Whilst infrastructure upgrade costs are currently unknown, anecdotal evidence from other local authorities suggest a minimum of £4.5m up to c. £10m capital investment could be required.

9. Fleet Replacement Strategy

9.1 A plan is beginning to emerge for the development and adoption of a comprehensive fleet replacement strategy.

9.2 This strategy will provide detailed analysis by service area, setting out the timing and planned rollout of vehicle replacement.

9.3 As part of the development of the fleet replacement strategy the following has been completed

- Review of the contractual terms and conditions for the lease and possible extension of existing leased fleet arrangements and associated costs.
- Review of the process for quantifying operational vehicle need and market availability / capabilities.
- An indicative fully costed entire fleet replacement cycle, comparing alternative options available to us including capital investment needs, revenue implications, external leasing and fully maintained termed contract hire.

10. Indicative Programme

10.1 A programme for the coordination of multiple complex tasks is in production. Detailed design is required for an indicative cumulative programme for the delivery of a collection of projects for fleet replacement delivery. This piece will require detailed profiling along with the identification of interdependencies, a total resource schedule along with estimated costs for individual work streams.

10.2 Whilst multiple interdependencies will occur headline work streams with indicative estimated timescales have been identified

- Prepared and adopted Fleet Replacement Strategy – 4 months
- Identify, procure, design and build required infrastructure – 36 months
- Identify and procure framework contracts for leasing / purchasing – 6 months
- Procure and deliver replacement vehicles – 12 to 18 months

These indicative timescales include the needed governance arrangements.

Appendix 1

Cars	
Pool cars	3
Various teams	10
Totals for cars in the replacement programme	13
Light commercial vehicles	
CCTV vehicle	1
Cleaning - graffiti removal	3
Small vans (various teams)	102
Medium vans (Various teams incl. Handypersons & EP)	137
Large vans	8
3.5T tipper	27
Totals for LCVs in the replacement programme	278
Large Goods vehicles	
Cleaning 5.5T caged tippers	11
Cleaning 7.5T caged tippers	8
Gully sucker	1
Scarab Sweeper	4
18t RCV	1
26t sweepers	2
26T RCV	3
26T HIAB	1
5T Cherry Pickers	5
Cleaning - Gully Sucker	1
Cleaning - Skip Lorry	1
Cleaning – JCB Excavator Loader	1
Totals for LGVs in the replacement programme	39
Totals for all vehicles in one entire cycle of the replacement programme	330

Note – This is the total number of vehicles at the time of writing and includes ad-hoc and short-term hire. No work has yet been finalised with end users to reduce the fleet numbers through operation efficiency.

Agenda Item 7

Item No. 7	Classification: Open	Date: 11 October 2022	Meeting Name: Environment & Community Engagement Scrutiny Commission.
Report title:		Sustainable Freight: Highways activity	
Ward(s) or groups affected:		All	
Cabinet Member:		Cllr Rose, Cabinet Member for Leisure, Parks, Streets and Clean Air	

BACKGROUND INFORMATION

1. The objective of the workstream is that the Council has a coherent and realistic plan to deliver Sustainable Freight that connects with existing strategies and plans, including the Air Quality Action Plan, Movement Plan, and Climate Emergency Action Plan.

KEY ISSUES FOR CONSIDERATION

Current projects

2. There are several completed or ongoing projects taking place within the borough which have, or seek to, significantly reduce the negative impacts of freight and servicing on the local environment, including carbon emissions and other air pollution, and improve the quality of life for residents and visitors.

River freight

3. In collaboration with the Cross River Partnership (CRP), Southwark is investigating establishing a river freight trail at Greenland Dock in Rotherhithe. Building on CRP's existing relationships with suppliers, this will seek to consolidate and transfer local business deliveries to the Thames. The area is also largely residential, including a large number of residential boats. Through the installation of a parcel locker, the trial will also look at the feasibility of also transferring domestic freight traffic to the river.

Bikes for Business

4. Southwark plays host to the Bikes for Business scheme, which provides financial incentives and operational support to encourage businesses in the north of the borough to use cargo bikes for their deliveries. This is either through the purchase of their own cargo bike, or through using cargo-bike courier services. The project is due to last 18 months, until March 2023, and has resulted in 77 businesses switching so far.

Cargo Bikes

5. Southwark has sponsored the introduction of cargo bikes in East Dulwich through partnership with Peddle My Wheels, as part of the OurBike scheme. These can be utilised by local residents allowing them to sustainably make their own deliveries and collections (such as weekly shopping) that might otherwise require a car.

Accessible Cycle Tool

6. The Highways department has developed the Accessible Cycle Tool (ACT). The initial aim of the ACT was to ensure that all cycle routes in the borough were usable by adapted cycles. An additional benefit of this is that such doing this will generally ensure that cycle routes are usable by cargo bikes. This goal has now been explicitly incorporated into the use of the ACT. This will help provide cargo bikes with a distance and time advantage over other forms of road freight, encouraging its use.

High street improvements

7. The point closure on Bermondsey Street and the traffic restrictions on Rye Lane have been designed to limit the impact of goods vehicles on the enjoyment of the high street while still allowing business to be serviced.

Bookable loading bays

8. The borough is currently developing trials of “Bookable Loading Bays”, with sites at Bankside (New Globe Walk) and Walworth (site TBC). These will seek to minimise the impact of logistics in areas with limited space by prioritising space only when it is needed.

Future direction

9. In the medium-to-long term, the Programme, Policy and Support team is revising the council’s policy on all aspects of mobility (formerly known as the Movement Plan). This will include substantial focus on reducing the environmental and health impacts of freight, servicing and construction activities within the borough. This will include recommendations for future investment, as well as identifying the potential for further collaboration with third-party bodies.

10. The council is also currently updating the 2015 cycle strategy, developing from the 2019 Movement Plan and refresh process, Air Quality strategy, Climate Change strategy, other policy documents and best practice. This will include provision to better accommodate and encourage cycle freight.

11. The focus will remain on reducing the dependence of supply chains on motor vehicles through shifts to alternative modes and more efficient routing through the use of consolidation and distribution centres, including microdistribution centres such as parcel lockers.

Agenda Item 11

Item No. 11	Classification: Open	Date: 11 October 2022	Meeting Name: Environment and Community Engagement Scrutiny Commission
Report title:		Cover report for the Environment and Community Engagement Scrutiny Commission Work Programme 2022-23	
Ward(s) or groups affected:		N/a	
From:		Project Manager, scrutiny.	

RECOMMENDATIONS

1. That the Environment and Community Engagement Scrutiny Commission note the work programme attached as the Work Programme, plus appendix.

2. That the Environment Scrutiny Commission consider the addition of new items or allocation of previously identified items to specific meeting dates of the commission.

BACKGROUND INFORMATION

3. The general terms of reference of the scrutiny commissions are set out in the council's constitution (overview and scrutiny procedure rules - paragraph 5). The constitution states that:

   Within their terms of reference, all scrutiny committees/commissions will:

   a) review and scrutinise decisions made or actions taken in connection with the discharge of any of the council's functions

   b) review and scrutinise the decisions made by and performance of the cabinet and council officers both in relation to individual decisions and over time in areas covered by its terms of reference

   c) review and scrutinise the performance of the council in relation to its policy objectives, performance targets and/or particular service areas

   d) question members of the cabinet and officers about their decisions and performance, whether generally in comparison with service plans and targets over a period of time, or in relation to particular decisions, initiatives or projects and about their views on issues and proposals affecting the area

e) assist council assembly and the cabinet in the development of its budget and policy framework by in-depth analysis of policy issues

f) make reports and recommendations to the cabinet and or council assembly arising from the outcome of the scrutiny process

g) consider any matter affecting the area or its inhabitants

h) liaise with other external organisations operating in the area, whether national, regional or local, to ensure that the interests of local people are enhanced by collaborative working

i) review and scrutinise the performance of other public bodies in the area and invite reports from them by requesting them to address the scrutiny committee and local people about their activities and performance

j) conduct research and consultation on the analysis of policy issues and possible options

k) question and gather evidence from any other person (with their consent)

l) consider and implement mechanisms to encourage and enhance community participation in the scrutiny process and in the development of policy options

m) conclude inquiries promptly and normally within six months

4. The work programme document lists those items that have been or are to be considered in line with the commission's terms of reference.

KEY ISSUES FOR CONSIDERATION

5. Set out in the Work Programme and review scope appendixes are the issues and reviews the Environment and Community Engagement Scrutiny Commission is due to consider in 2022-23.

6. The work programme is a standing item on the Environment and Community Engagement Scrutiny Commission agenda and enables the commission to consider, monitor and plan issues for consideration at each meeting.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Environment and Community Engagement Scrutiny Commission agenda and minutes	Southwark Council Website	Julie Timbrell Project Manager
Link: https://moderngov.southwark.gov.uk/ieListMeetings.aspx?CommitteeId=518		

APPENDICES

No.	Title
	Work Programme 2022-23 Appendix A Appendix B

AUDIT TRAIL

Lead Officer	Everton Roberts, Head of Scrutiny
Report Author	Julie Timbrell, Project Manager, Scrutiny.
Version	Final
Dated	7 October 2022
Key Decision?	No

CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	**Comments Sought**	**Comments Included**
Director of Law and Governance	No	No
Strategic Director of Finance and Governance	No	No
Cabinet Member	No	No
Date final report sent to Scrutiny Team		7 October 2022

Environment and Community Engagement Scrutiny Commission work-plan 2022 / 23

Proposed reviews and topics:

- Review: Financing and resourcing the Climate Emergency plan ***Appendix A***
- Review: Sustainable Freight ***Appendix B***
- Mini review: Streamlining planning applications for retrofit and renewable energy
- Mini review: Implementation of Resident Participation Framework (community engagement)

Standing item

Interview with the Cabinet Member for Climate Emergency and Sustainable Development

Dates and items

Date	Items	Notes
18 July 2022	• Mini Review: Streamlining planning applications for renewable energy • Sustainable Freight review: Peddle My Wheels • Workplan	
11 October 2022	Draft Air Quality Plan 2023 - 2028 (With reference to the Sustainable Freight Review) Sustainable Freight Review: Fleet Services Sustainable Freight Review: Highways Streamlining planning applications for retrofit and renewable energy mini review – follow up briefing Streamlining retrofit and renewable planning applications mini review – headline report. Discuss and agree headline report with recommendations	

	Energy review – cabinet response Work Programme - Mini review: Implementation of Resident Participation Framework (community engagement). Discuss review and scope	
Community Outreach : October – February	Implementation of Resident Participation Framework- meet housing stakeholders	
Early December (tbc)	Review: Financing and resourcing the Climate Emergency plan Presentations and reports drawing on the review scope	
20 February 2023	Interview: Cabinet member Climate Emergency and Sustainable Development Implementation of Resident Participation Framework (community engagement) : evidence Review: Sustainable Freight - discuss headline report with draft recommendations Review : Financing and resourcing the Climate Emergency plan - discuss headline report with draft recommendations	
24 April 2023	Review: Sustainable Freight – agree report Review : Financing and resourcing the Climate Emergency plan – agree report Mini Review :Implementation of Resident Participation Framework agree report	

Membership

Seven seats: 5 Labour / 2 Liberal Democrats

	Labour (5)	**Liberal Democrats (2)**
1.	Margy Newens (Chair)	Graham Neale (Vice-Chair)
2.	Ketzia Harper	David Watson
3.	Emily Hickson	
4.	Reggie Popoola	
5.	Sarah King	
Reserves		
	Labour (5)	**Liberal Democrats (2)**
1.	John Batteson	Rachel Bentley
2.	Kimberly McIntosh	Adam Hood
3.	Natasha Ennin	
4.	Gavin Edwards	
5.	Renata Hamvas	
Non-voting co-opted places		
	To be considered at the discretion of the commission	

Scrutiny review scoping proposal

1 What is the review?

Financing and resourcing the Climate Emergency plan.

The Council's Climate Emergency strategy estimates that £3.92bn is required in capital expenditure, supported by additional revenue funding, in order to go carbon neutral by 2030[i].

In December 2016, the council committed to divest Southwark Pension Fund from fossil fuels, and more recently pledged that the fund would be carbon zero by 2030.

2 What outcomes could realistically be achieved? Which agency does the review seek to influence?

Outcomes

- The Council makes the most of externally available funds
- The Council utilises funds from development effectively (Carbon Offset funds, Community Infrastructure Levy (CIL) , Section 106
- Assurance that the Council has a pathway to achieve net zero and pension divestment by 2030
- That residents can use their savings to enable the Council to transition to net zero carbon through innovative municipal investment funds

Agency

- Cabinet
- Strategic Director of Finance and Governance / Pension Advisory Panel (responsible for the Pension Fund)

3 When should the review be carried out/completed? i.e. does the review need to take place before/after a certain time?

4 What format would suit this review? (e.g. full investigation, q&a with executive member/partners, public meeting, one-off session)

Full investigation

5 What are some of the key issues that you would like the review to look at?

Sources of public funding for retrofit and decarbonising the energy system including :

- Public Sector Decarbonisation Fund
- Social Housing Decarbonisation Fund

Sources of private finance including Council investment funds – e.g. Abundance 'Community Municipal Investments (CMIs)' https://issuers.abundanceinvestment.com/council-climate-bonds

Southwark Pension Fund, fossil fuel divestment and reinvestment in the green economy, including the commitment to 'Make the council's pension fund zero carbon by 2030'.

The Green Building Fund and the timely allocation of the considerable Carbon Offsets in this fund.

Launch of Southwark Green Finance

6 Who would you like to receive evidence and advice from during the review?

Cabinet Member for Climate Emergency and Sustainable Development

Cabinet Member for Finance, Democracy and Digital

Strategic Director of Finance and Governance

Friends of the Earth

Platform https://platformlondon.org/divestinvest/

Carbon Tracker https://carbontracker.org/about/

ShareAction https://shareaction.org/

Relevant financial institutions (Triodos / Abundance)

7 Any suggestions for background information? Are you aware of any best practice on this topic?

Cllr Dennis Statement to Council Assembly on Climate Finance 23/02/2022 https://www.southwark.gov.uk/environment/cllr-dennis-statement-to-council-assembly-on-climate-finance-23-02-2022

Warrington Borough Council, which raised funds for a renewable energy project through community municipal bonds that could be purchased for as little as £5 by residents – https://takeclimateaction.uk/climate-action/how-warrington-invested-renewable-energy-community-municipal-bonds

Nottingham City Council, which raised millions for better public transport in the local area through its workplace parking levy - https://takeclimateaction.uk/climate-action/how-nottingham-used-parking-levy-cut-congestion-and-raise-millions

Learn how South Gloucestershire Council raised £1.5 million from a housebuilding levy to fund climate infrastructure improvements. Community Infrastructure Levy (CIL) https://takeclimateaction.uk/climate-action/how-south-gloucestershire-council-raised-ps15m-housebuilding

8 What approaches could be useful for gathering evidence? What can be done outside committee meetings?

e.g. verbal or written submissions, site visits, mystery-shopping, service observation, meeting with stakeholders, survey, consultation event

[i] The strategy says that :'*Potential investment or funding streams include, but are not limited to, the council's carbon offset fund, HRA funding, central government grants, revenue and capital funding from the GLA or TfL and various funding bids across the public, private and charity sectors. To put the scale of this challenge into context, Southwark's revenue budget for 2021-22 was just over £293million. In addition to this, the Government also needs to invest in further decarbonisation of the grid.'*

Scrutiny review scoping proposal

1 What is the review?

Sustainable Freight

2 What outcomes could realistically be achieved? Which agency does the review seek to influence?

Outcomes

That the Council has a coherent and realistic plan to deliver Sustainable Freight that dovetails with existing strategies and plans, including the Air Quality Action Plan, Movement Plan, and Climate Emergency Action Plan.

That the energy, skills and experience of local groups delivering and advocating for Sustainable Freight are well utilised.

That TfL/ GLA plans to support Sustainable Freight are understood and that these bodies are lobbied effectively to support the Council's plans.

Agencies and partners

The review seeks principally to influence the Council, as well, potentially, as others such as TfL/ GLA to a lesser extent.

3 When should the review be carried out/completed?i.e. does the review need to take place before/after a certain time?

By the end of the administrative year.

4 What format would suit this review? (eg full investigation, q&a with executive member/partners, public meeting, one-off session)

Full investigation

5 What are some of the key issues that you would like the review to look at?

- Plans to ensure the Council's internal fleet of vehicles is zero or low emissions
- Plans to ensure that the Council's goods and services move around the borough in a way that minimises emissions
- How the Council ensures that the goods and services it procures are delivered by Sustainable Freight
- How Planning Policy, Highways and TfL are delivering the transport and road infrastructure required support Sustainable Freight
- How local organisations can work with the Council in encouraging and facilitating local businesses to use Sustainable Freight
- How large and small business are making the switch and what can be done to catalyse this
- How the Council and Business Improvement Districts can deliver Nests to enable hubs to receive, and then deliver the 'last mile' of online shopping by e cargo bikes.
- Encouraging and enabling citizens to make the switch to Sustainable Freight – for example opting for "click and collect" rather than door-to-door delivery.
- Establishing the principle source and destination of freight moving around the borough

6 Who would you like to receive evidence and advice from during the review?

The following council departments and units:

- Fleet Services
- Planning Policy
- Highways
- Procurement
- Environmental Protection (Air Quality)
- Climate Emergency

Cabinet Member for Climate Emergency and Sustainable Development

TfL / GLA

Companies and community groups providing or advocating sustainable freight, including

- Peddle My Wheels, OurBike scheme
- PeddleMe

7 Any suggestions for background information? Are you aware of any best practice on this topic?

Previous recommendations made on Air Quality are summarised in the attached appendix one.

Leeds have pioneered the switch to electric vehicles: https://takeclimateaction.uk/climate-action/how-leeds-making-all-council-vehicles-electric

Council Air Quality Action Plans
The current Air Quality Action Plan 2017 - 2022 and includes 'a freight consolidation solution for Southwark' see section 4 points 4.2- 4.5 – with specific actions for Procurement and Environmental Protection.

The Draft Air Quality Action Plan, for the period 2023 – 2027 . Two of its seven themes are relevant to 'sustainable freight':

- *Delivery servicing and freight: Goods and service vehicles are usually diesel powered and have high NO2 emissions. Low emission logistics requires alternatively fuelled vehicles to combat air pollution from this source;*

- *Borough fleet actions: Southwark's fleet includes light and heavy duty diesel-fuelled vehicles such as mini buses and refuse collection vehicles with high primary NO2 emissions. Southwark can review its own fleet procurement to lead by example;*

The current and draft Air Quality Action Plan will be used to frame the review and a session October, with the following departments, who have all been involved in drawing up current plans contained in the Draft Air Quality Action plans will be invited to attend on 11 October including :

- Fleet Services
- Procurement
- Environmental Protection
- Planning Policy
- Highways
- Climate Emergency

The council's Movement Plan is being refreshed https://www.southwark.gov.uk/planning-and-building-control/planning-policy-and-transport-policy/transport-policy/policy-and-guidance-documents/movement-plan

8 What approaches could be useful for gathering evidence? What can be done outside committee meetings?

e.g. verbal or written submissions, site visits, mystery-shopping, service observation, meeting with stakeholders, survey, consultation event

Environment and Community Engagement Scrutiny Commission

MUNICIPAL YEAR 2022-23

AGENDA DISTRIBUTION LIST (OPEN)

NOTE: Original held by Scrutiny Team; all amendments/queries to Julie Timbrell Tel: 020 7525 0514

Name	No of copies	Name	No of copies
		Julie Timbrell, Scrutiny Team SPARES	10
		External	
Electronic Copy **Members** <u>Councillors:</u> Councillor Margy Newens (Chair) Councillor Graham Neale (Vice-Chair) Councillor Ketzia Harper Councillor Emily Hickson Councillor Reggie Popoola Councillor Sarah King Councillor David Watson <u>Coopted member:</u> **Reserves Members** Councillor John Batteson Councillor Rachel Bentley Councillor Kimberly McIntosh Councillor Natasha Ennin Councillor Gavin Edwards Councillor Renata Hamvas Councillor Adam Hood		**Total: 10** **Dated: May 2021**	