

Environment Scrutiny Commission

Monday 29 November 2021

7.00 pm

Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1 2QH

Membership

Councillor Margy Newens (Chair)
Councillor Adele Morris (Vice-Chair)
Councillor James Coldwell
Councillor Tom Flynn
Councillor Graham Neale
Councillor Leo Pollak
Councillor Leanne Werner

Reserves

Councillor Peter Babudu
Councillor Maggie Browning
Councillor Jack Buck
Councillor Richard Leeming
Councillor Victoria Mills
Councillor Damian O'Brien
Councillor Dan Whitehead

INFORMATION FOR MEMBERS OF THE PUBLIC

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Contact Julie Timbrell on 020 7525 0514 or email: julie.timbrell@southwark.gov.uk

Members of the committee are summoned to attend this meeting

Eleanor Kelly

Chief Executive

Date: 21 November 2021



Environment Scrutiny Commission

Monday 29 November 2021

7.00 pm

Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1 2QH

Order of Business

Item No.	Title	Page No.
	PART A - OPEN BUSINESS	
1.	APOLOGIES	
	To receive any apologies for absence.	
2.	NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT	
	In special circumstances, an item of business may be added to the agenda within five clear working days of the meeting.	
3.	DISCLOSURE OF INTERESTS AND DISPENSATION	
	Members to declare any interests and dispensations in respect of any item of business to be considered at this meeting.	
4.	MINUTES	1 - 7
	To approve as a correct record the Minutes of the meeting held on 14 October 2021.	
5.	ENERGY REVIEW: OFFICER REPORT	

Officers will be providing a report covering the below to brief the roundtable:

- Sources of government funding that are available or likely to come on-stream for decarbonising and insulating social housing (council and housing association homes) and private housing (both homeowners and large landlords).
- How the council intends to directly, or indirectly, decarbonise Southwark homes; both council, social housing, homeowners, and private landlords.
- How the council and key stakeholders are working together to deliver the highest environmental and energy standards in new developments (e.g. Planning and new council homes).
- How the council and key stakeholders are working together to increase renewable energy generation, and link new and existing developments to heat / energy networks.

6. ENERGY REVIEW: ROUNDTABLE

The following stakeholders, landlords and developers will be attending the roundtable to discuss sustainable development, retrofitting existing homes and renewable energy generation:

- Greater London Authority (tbc)
- British Land
- Peabody
- Berkeley
- Native Land
- G320 Smaller Housing Associations of London
- Fabrix
- Passivhaus Trust
- Dulwich Estate

7. PLANNING AND ENVIRONMENT SCRUTINY REVIEW - CABINET RESPONSE

Item No.	Title	Page No.
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The cabinet will provide a response to the enclosed scrutiny review report on Planning and Environment, for the 7 December Cabinet and this is to follow.

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|-----------|-----------------------------|---------|
| 8. | ENERGY REVIEW: SCOPE | 23 - 27 |
|-----------|-----------------------------|---------|

The current scrutiny review scope on Energy is enclosed.

- | | | |
|-----------|-----------------------|---------|
| 9. | WORK PROGRAMME | 28 - 32 |
|-----------|-----------------------|---------|

DISCUSSION OF ANY OTHER OPEN ITEM AS NOTIFIED AT THE START OF THE MEETING.

PART B - CLOSED BUSINESS

DISCUSSION OF ANY CLOSED ITEMS AS NOTIFIED AT THE START OF THE MEETING AND ACCEPTED BY THE CHAIR AS URGENT.

DISTRIBUTION LIST 2021/22

Date: 21 November 2021

EXCLUSION OF PRESS AND PUBLIC

The following motion should be moved, seconded and approved if the sub-committee wishes to exclude the press and public to deal with reports revealing exempt information:

“That the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in paragraphs 1-7, Access to Information Procedure rules of the Constitution.”



Environment Scrutiny Commission

MINUTES of the OPEN section of the Environment Scrutiny Commission held on Thursday 14 October 2021 at 7.00 pm at 160 Tooley Street

PRESENT: Councillor Margy Newens (Chair)
Councillor Adele Morris
Councillor Tom Flynn
Councillor Renata Hamvas
Councillor Leo Pollak
Councillor Leanne Werner

**OTHER MEMBERS
PRESENT:**

OFFICER Tom Vosper, Strategic Project Manager
SUPPORT: Michael Greenhalf, Waste Contract & Strategy Manager
Julie Timbrell, Project Manager, Scrutiny

1. APOLOGIES

Councillor Graham Neale gave apologies for absence.

2. NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT

There were none.

3. DISCLOSURE OF INTERESTS AND DISPENSATION

Councillor Leo Pollock said that would recuse himself from discussion on the District Heat Networks item as he had been the cabinet lead and closely involved with this programme.

Councillor Margy Newens declared an interest in SE24, as a shareholder for one of the community energy projects.

4. MINUTES

The minutes of the meeting on 13 July 2021 were agreed as an accurate record with the following amendments:

- Councillor Richard Leeming was present,
- Under the work programme it ought to say the officers, rather than members, ought to push harder for greater carbon reductions on developments,
- There was an action point arising from the Climate Change item to get more information on why the three estates were chosen for the pilot heat pump networks.

5. ENERGY REVIEW: SE24

Alan Jones, chair and co-founder of SE24, provided a presentation, with reference to the PowerPoint circulated with the agenda.

The chair then invited questions and the following points were made:

- SE24, like other Community Energy initiatives, are able to work with small and medium schemes which are less commercial viable. Community Energy Community Benefit Companies (Ben Com) are able to tap into funding. In addition SE24 bring experience gathered over the last decade plus local knowledge and relationships in the community, which means they are able to engage with stakeholders and they know where the local need is for community benefit projects, e.g. tackling fuel poverty.
- It is important that the council understand what Community Energy can do in terms of action to deliver low carbon and renewable energy. The present Community Energy references in Climate Action plan are quite tenuous. It is unclear where the funding might come from. The Carbon Offset fund is potentially a good source and even a small amount of the 2 million in the fund, and approximately 5 million in the pipeline, would help. £1 investment can generate about £7 in other investment. In addition to part funding projects directly, extra money for administration, including for SE24, would enable more capacity to do more publicity and regular engagement. Other authorities have shared the cost of a dedicated officer.
- There are good tools available to bring about more Community Energy, including the GLA rooftops solar tool.
- Dulwich Estate was quite challenging to work with as the solar project was quite small and therefore low priority. The learning was to get the site owners and managers on board so that projects are not disrupted and the legal issues can be dealt with early on. Dulwich School, part of Dulwich Estate, is taking its environment responsibilities very seriously so that is a relationship worth pursuing.
- The bulk of the investors in Community Energy share offers tended to be higher

wealth professionals though there are also a tranche of investors with less income who invested in part for future beneficial benefit. SE24 lowered the investment amount from £500 to £250. Some schemes have gone lower £100 or even £50.

- Members of the commission brought Alan Jones attention to the Green Buildings Fund cabinet report from Cllr Helen Dennis which sets out how the Carbon Offset fund can be utilised. Members advised Allan Jones to attend and make representations to cabinet, if there is still time.
- In response to a question on how the council can get solar going Alan Jones recommended a focus on the school estate, and in particular the Primary School estate where the council has most influence. There are around 39 Primary community schools. He explained that working with schools would entail promoting Community Energy, both solar and LED, to site owners: from school leaders to governors. The biggest hurdle is legal so standard leases approved by the Local Authority would very useful. Encouragement from the council to work with Community Energy Ben Coms also would be a big help.
- There is also a need to identify the school sites that can be used for solar; the GLA Solar Map is useful for this and also working with school Estate Officers who can assist with surveying , as they will know the condition of the roof. Some sites will become viable if installation of solar is scheduled at the same as roofs being redone.
- In summary the council can help work with schools by:
 - Communicating with schools leaders the benefits of Solar and LED Community Energy
 - Providing standardised legal documents
 - Linking in with school Estate Officers to coordinate surveying.
- In a response to a question on developing the skills and capacity of school Estate Officers to understand solar SE24 said they have an approved list of contractors who are able to install. SE24 could assemble a short list of professionals who could assist (in conjunction with other Community Energy Ben Coms) with undertaking the technical surveying with input from Estate Officers, who would have the local knowledge on the right buildings. SE24 also have professionals who can help with the legal issues on ownership of buildings and installation.
- Alan Jones was asked what level of employed support is needed to get Community Energy working on the Southwark school estate. He said that given the current capacity of SE24 there would need to be staffing input across various areas including liaison and legal, which would probably be equivalent to one Full Time Worker. He advised that collaboration with another local borough could help if they have existing capacity.
- Members asked why LED, rather than solar, was used in some schools. Alan Jones said there can be a variety of issues that preclude solar: too much of a steep sloping roof, or the wrong aspect, or shading, or obstacles. One school SE24 surveyed would be viable if combined with re-roofing. He added that it is important to maximise energy use by school, so pretty much all can be consumed on site.

6. ENERGY REVIEW: FOOD WASTE

Michael Greenhalf, Waste Contract & Strategy Manager, presented the briefing enclosed with the agenda.

The chair then invited questions and the following points were made:

- Members asked if monitoring of organic waste had identified trends, such as reduction. The officer responded that no trends had been established downward, but there is seasonality. People put more out summer time and Christmas time, which makes it difficult to access trends. The other difficulty is communal collection makes it challenging to know the waste per household. The council is looking at posters and other campaigns to reduce waste and measure impact. Schemes that tend to work well are those with engaged occupiers in community groups such as a TRA, or a housing officer committed to sustainability.
- The officer was asked about linking up compost with the council's commitment to offer allotments. The officer said that there had been a recent focus on the logistics to do this, and now officers are moving to community engagement to be more effective. Officers are now linking up with allotments and communicating the purpose of the climate emergency strategy and the role of waste and compost in this.
- The officer explained that the council do need to keep some food in the mix for the Mechanical & Biological Treatment (MBT) fuel produced by Veolia for energy. Members asked about the threshold for this and the officer explained that we are not near it now.
- Rolling out more food waste collection would also have to factor in the additional environmental cost of collecting the food waste via vehicles on the road.
- There is a need to reduce the amount of waste Southwark residents and businesses produce.
- A members said that constituents have asked how to dispose of the compostable containers that cannot currently be placed in any designated waste place for recycling. The officer explained that while compostable containers are better for rivers and seas longer term as they do not release micro-plastics, realistically they will not break down for a long time without specific conditions of light, heat and humidity, therefore these containers tend toward greenwash. However they can be disposed in the general waste and will contribute to MBT fuel.
- Members are asked about the timescale for food collections to be rolled out and linked with Anaerobic Digestion as many residents are very keen to play their part in this. The officer explained that this work is dependent on government plans being brought forward, including a policy and legal framework and funding. If the council jump ahead then the costs fall on the council only. It is therefore likely that the borough will get more carbon savings from other activities and investments,

until this comes online.

- Members referred to the graph in the briefing and asked if organic waste could be stabilising with more collections but the same amount collected because people are wasting less food. The officer responded that this trend has not been identified through looking at sampling - though food waste caddies do tend to make people aware and mean some reduction.
- Members asked about composting on site in estates with the increase in food growing projects? The officer said there are some studies looking at this, and including garden waste and there is a longer term piece of work with housing, under the Great Estates programme to take this forward, with a dedicated housing and waste group looking at better waste storage. A member referred to a small estate which they are very keen and asked the officer to get in touch.
- Wandsworth Council have community composting, which engages about 100 people. The officer said that Southwark have about 1200 using the subsidised composite scheme, which costs of £10.
- Veolia do not make money from composting. Peat free compost is expensive to buy commercially as the processing is extensive and often has to be done outside of the city because of permits.

RESOLVED

Commission members will visit the Veolia waste processing plant.

7. ENERGY REVIEW: DISTRICT HEATING NETWORKS

Tom Vosper, Strategic Project Manager, gave a presentation covering the below:

- SELCHP expansion project
- Water source heat pump project
- Heat Networks Strategy
- Heat metering

The chair then invited questions and the following points were made:

- Billing will be done via a fixed weekly charge so that the cost is spread equally throughout the winter and summer, and this will be amended if energy use is lower or higher throughout the year. This was a result of the feedback from the consultation.
- The charges will be cost recovery rather than profiting making .The council have not decided yet of the costs will be estate based or pooled.
- Members raised concerns about estates with outages and asked how this will be dealt with. The officer explained that when installing new heat systems the council

have to balance not raising bills, reliable heat provision, and reducing carbon and grant availability. A recent heat pump scheme was only viable because of grants. A new grant is expected that is likely to provide capital costs to install heat pumps, however efficiency work will also need to be undertaken to ensure demand and thus costs, and bills, can be contained, resulting in the same outcome for bills but lower carbon.

- The top priority is reliability, and that can mean that when heating systems are not working then the council are replacing gas boilers where needed, even though these are not lower carbon. Those council estates relying on SELCHP have been 100 % reliable, but there have been problems with estate plant rooms, which ought to not be repeated this winter.
- A member referred to the cabinet report and the possibility of setting up a sink fund to raise capital for installation costs. The officer explained that there are legal difficulties, including use of the HRA and lease charging stipulations. Other options are therefore being considered including setting up a shell fund, which would mean the HRA could contribute on an annualised basis and leaseholders could also contribute and spread the cost. However there are challenges which the council is considering and taking legal advice.
- The extent of biomass and possibility of extending this was asked about. The officer explained that this had been considered but there are problems in terms of carbon and the environment , particularly in the city, including the transport costs of moving biomass sometimes halfway round the world and through the city in HGVs, the storage space required, and pollution that would prevent significant rollout. There is however some biomass, including in Tooley Street.
- The officer was asked about the heat maps diagram in the cabinet report and the difference between open and closed loop heat pumps. The officer explained that an open system extracts warmer water from the London chalk aquifer, absorbs the energy, and pumps cooler water back, approximately 5 degrees colder. There are good opportunities here and the Environment Agency is keen on this as generally the water aquifer temperature has been rising as heat has been deposited, rather than extracted. The closed loop extracts heat from rocks, clay and other sources, but does not circulate water. There is a Thames Water exclusion zone where water is extracted from the aquifers and cannot be utilised, and areas where the underground network prevents extraction.

8. ENERGY REVIEW: SCOPE

The report was noted.

9. WORK PROGRAMME

The chair referred to the work program and said the intention is to hear from developers and landlords next meeting and invited members to send suggestions for people to invite, and any other comments on the work programme, via email.

Planning and Environment Review Report

Environment Scrutiny Commission
July 2021

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Executive Summary

The report summarises the commission's investigation into Southwark's built environment to improve the quality of its environmental policies in development as well as its performance against current planning policy objectives with respect regard to the environment. We observed that in order to positively impact on Southwark's built environment and address the Climate Emergency, that the council reduce embodied carbon over time as well as improving the environmental impact of schemes over the whole lifecycle of a building. We found the need for this to be done through ambitious action being taken by the council to reduce carbon, pollutants, safeguarding scarce resources and improving biodiversity in the context of planning.

Summary of Recommendations

Recommendation One

Ensure the NSP and associated planning documents accord with the Climate Strategy by December 2021, by having polices in place that:

- Meet Net Zero carbon by 2030
- Devise targets on embodied carbon in construction to meet net zero targets in developments
- Increase the number and quality of trees in the borough
- Support provision for food growing spaces and distribution
- Increase green space and green corridors across the borough
- Priorities air quality improvement actions that also have a carbon reduction benefit
- Support active travel (walking, cycling and public transport) and reduce reliance on private travel by motor vehicle

Recommendation Two

A completion certificate ought to be required with Building Control issuing this, coordinated with Planning, and this ought to ensure that the environmental standards set out in the planning application are met.

Recommendation Three

Encourage all developments to contribute to the development of Decentralised Energy (DE) networks, including by connecting to them where there is one in proximity to the development, alongside mandatory requirements for significant developments.

Recommendation Four

Establish a policy and agreed process for allocating the Carbon Offset Fund to projects at pace, and in line with the Carbon Emergency, and by December 2021 at the latest.

Recommendation Five

Planning adopt the Energy Hierarchy (retain, refurbish, reuse/ reclaim, remanufacture, recycle) in the New Southwark Plan for both development and our own council house building programme.

Recommendation Six

That greater scope is given in NSP site descriptions to the re-use of existing buildings and that support is given to retention, refurbishing and repurposing of

existing buildings and increasing the density of development on the site without a default to demolition of all existing buildings.

Recommendation Seven

Develop the public realm to enable active travel and support the local economy including cycle routes, walking routes and pedestrianisation, through amendments to planning policies.

Recommendation Eight

Use a matrix to promote a mix of amenity provision in local neighborhoods, and judge the capacity of schemes to contribute to a strong local economy, and increases to social and natural capital.

Introduction

This review was conducted in a shorter than normal administrative year by the Environment Scrutiny Commission. The review picks up from work of last year's Commission, which looked at the Climate Emergency more broadly and identified planning as a key lever in meeting the council's aim of reaching net zero by 2030.

At a macro level, Planning sets the policy framework for the borough, affecting broadly on our transport, energy, natural and built environment; all key to reducing carbon over time, and preserving our ecological integrity. At a micro level, the planning service and building control functions govern and enforce the amount of carbon a new building can emit and work to ensure it is built to high environmental standards.

Review Aims

The review seeks to principally influence Southwark's planning service in order to improve the quality of Southwark's environmental policies in development; performance against current planning policy objectives; and delivery of the planning service.

The overriding aim of the review is to positively impact on Southwark's built environment and address the Climate Emergency, with specific reference to reducing carbon, pollutants, safeguarding scarce resources and improving biodiversity.

Evidence received

- i. Planning Officers
- ii. Ann Griffin, a member of Southwark's Design Review Panel, Director of Architects Collaborative and Mina Hasman , Skidmore, Owings & Merrill, who is group lead for the Cross-Industry Action Group, who instigated the Climate Framework. Mina is also on the board of UK Green Building Council.
- iii. Southwark Planning Network, with Paula Orr and Richard Lee.

Themes

Align Planning Policy with Climate Emergency Strategy

Southwark Planning Network commended the ambition of the draft Climate Emergency strategy but raised concerns that the Council has not yet brought forward alterations to the proposed New Southwark Plan (NSP) that address significant changes required by the draft Climate Emergency Strategy to meet net zero by 2030. These are:

- Enforcing targets on embodied carbon from construction to meet net zero
- Increasing the number and quality of trees in the borough
- Provision for food growing spaces and distribution
- Increasing green space and green corridors across the borough
- Prioritizing air quality improvement actions that also have a carbon reduction benefit.
- Near zero car parking in new developments.

The architects the commission took evidence from also supported the ambition of the council's Climate Emergency work and stressed the importance of finding ways of integrating documents and approaches to meeting the Climate Emergency. Ann Griffin, Director of Architects Collaborative, highlighted how a range of inconsistent and misaligned regulatory functions and policies, which are working to different standards, make it more difficult to set coherent environmental standards.

They also highlighted the importance of reducing embodied carbon over time, and that as efficiency improves this will become more important. They emphasised the importance of requiring developers to tackle the carbon created in construction and through life cycle of the building, not just carbon emitted once the building is complete.

Officers outlined how the New Southwark Plan (NSP) was developed as the council was growing in awareness of the Climate Emergency, which was then declared in 2019. Once the NSP is agreed then the plan is to do a review to catch up to the Climate Emergency strategy. For example, the NSP contains an energy policy that is aimed at zero carbon by 2050. Officers are intending to update this Energy policy with one that will deliver zero carbon by 2030.

The NSP is presently going through an examination in public. The examination in public commenced with the publication of the plan early 2020. Following feedback from inspectors, an updated version was consulted on in the autumn 2020, with hearings in public happening now, spring 2021.

Planning officers also intend to develop several supplemental environmental policies once the NSP is approved.

Recommendation One

Ensure the NSP and associated planning documents accord with the Climate Strategy by December 2021, by having polices in place that:

- **Meet net zero carbon by 2030**
- **Devise targets on embodied carbon in construction to meet net zero targets in developments**
- **Increase the number and quality of trees in the borough**
- **Support provision for food growing spaces and distribution**
- **Increase green space and green corridors across the borough**
- **Priorities air quality improvement actions that also have a carbon reduction benefit**
- **Support active travel (walking, cycling and public transport) and reduce reliance on private travel by motor vehicle**

Achieving Net Zero in Development

The architects who gave evidence, Ann Griffin and Mina Hasman, recommended that Planning work with Building control to ensure that high pre construction carbon conditions on paper achieve net zero in practice, as these are not always realised in the final building.

In their presentation, they recommended three integrated steps:

- **Planning: consent to high pre construction carbon conditions on paper that achieve net zero.**
- **Utilise Building Control to ensure planning standards are met on site. This is innovative and practical, ensuring that buildings actually meet the carbon standards set down on paper. Ann Griffin warned that there is too much value engineering and exploitation of loopholes that mean standards are not achieved. A completion certificate ought to be required with Building Control issuing this, coordinated with Planning.**
- **External stakeholders and community are engaged. The progress here with declaring a Climate Emergency was noted and the architects gave the example of Low Traffic Neighbourhoods, which came in part from community organisation, as an example of an approach with engagement from multiple stakeholders.**

They emphasised the importance of the above three recommendation being fully aligned. A completion certificate would build on the existing work of Building Control, who currently have a role assuring standards, but work to lower ones.

The recommendation builds on this role, which would be clearly defined to developers, and enables checking that the carbon standards set down in Planning have been met. Other boroughs are considering a similar step, and have been doing so for the last several years but this has not yet been implemented. Completion certificates were part of the Future Homes policy framework proposed by the early Coalition government several years ago, but were not realised at that time.

Planning officers reported to the Commission that there is already coordination between Building Control and Planning, who are in the same management team and liaise regularly regarding a completion process, which happens at the point of allocation of street name.

Recommendation Two

A completion certificate ought to be required with Building Control issuing this, coordinated with Planning, and this ought to ensure that the environmental standards set out in the planning application are met.

Saving More Carbon on Site

Planning Officers told the Commission that they are looking for more carbon to be met on site. However, they also viewed the Carbon Offset Fund as an opportunity to retrofit older houses, which are leaking the most energy.

It is certainly true that insulation and retrofitting of all council owned properties, particularly prioritising homes with most risk of fuel poverty, is an important step in meeting net zero, nevertheless the Commission are keen to see more ambition here. Members suggested that meeting the Passivhaus standard for our own new council homes ought to be achieved and that the council ought to move towards zero carbon, without offsetting, for private development.

Officers pointed out the particular difficulties of high-rise schemes, which are above eight floors high, as these are much more of a challenge to reach zero carbon than lower level housing. It is recognised by leading structural engineers, such as Arup, that high rise are a technical challenge. One of the methods they propose for achieving this is to connect developments to district energy systems with micro grid schemes¹.

Southwark Planning Network recommended that more use is made of Decentralised Energy networks, and that these are also a way of ensuring low-carbon and low-cost energy and can contribute to reducing fuel poverty.

¹ <https://www.arup.com/perspectives/how-can-we-make-zero-carbon-high-rise-a-reality>

They reported that the NSP proposes to extend the Decentralised Energy network based on SELCHP from Bermondsey to cover additional Council properties in Old Kent Road and Peckham.

Officers reported that NSP policy P69 Energy requires all significant development to contribute to the development of Decentralised Energy networks, including by connecting to them where there is one in proximity to the development. The Commission would like to see this expanded so that all developments are encouraged to contribute to the development of Decentralised Energy (DE) networks.

Recommendation Three

Encourage all developments to contribute to the development of Decentralised Energy (DE) networks, including by connecting to them where there is one in proximity to the development, alongside mandatory requirements for significant developments.

Carbon Offset Fund

Carbon offset payments have been revised in line with the London Plan from £60 per tonne to £95 per tonne, which is welcome.

The council has received £1,933,249 in Carbon Offset funds since 2016; however, this has not yet been allocated to schemes that will save carbon. In addition, according to a GLA report, Southwark has, a further £4,868,915 carbon offsets in the pipeline; which are secured by legal agreement, but not collected².

Work has been undertaken to develop a policy and method for allocating these funds; however, this has not been completed. A policy is due to be included in the Climate Emergency strategy. Delays in allocating funds mean more carbon is emitted, that could be saved, if the allocation process was expedited.

Recommendation Four

Establish a policy and agreed process for allocating the Carbon Offset Fund to projects at pace, and in line with the Carbon Emergency, and by December 2021 at the latest.

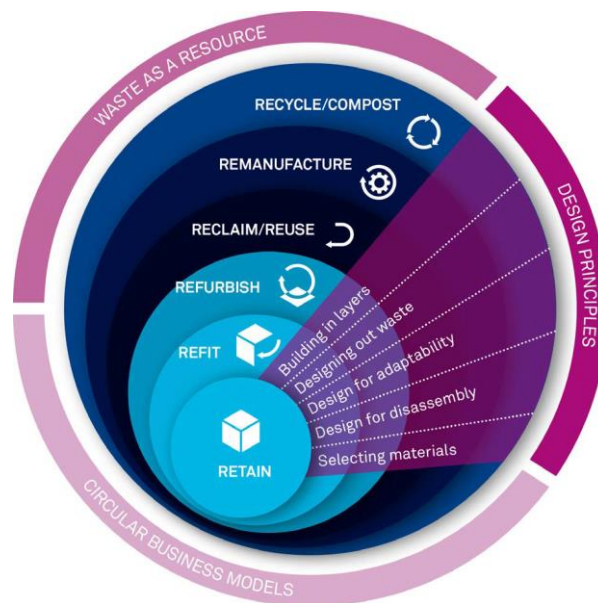
² Page 11

https://www.london.gov.uk/sites/default/files/2020_carbon_offset_survey_monitoring_report.pdf

Energy Hierarchy and the Circular Economy The Southwark Planning Network commented that presently the NSP suggests an energy hierarchy for new development: energy efficient design and construction; low carbon energy supply; on site renewable energy generation and storage.” (p147). However, repurposing existing buildings is not mentioned in the NSP – when in their view it should be first in the energy hierarchy. They said that there appeared to be a willingness on the part of the Council to discuss with interested groups an approach to encourage developers to consider refurbishment of buildings before demolition. Southwark Planning Network recommend Southwark require developers to consider options for reusing or repurposing existing buildings before applying for permission for demolition and new build.

Southwark Planning Network also raised concerns that the council has one of the largest demolition programmes in London. This may be in part because Southwark has one of the largest council house building programmes in the country and uses development to drive increases to transport provision such as the Bakerloo Line.

London’s Circular Economy route map, produced by the London Waste and Recycling Board (LWRB), notes that one of the challenges facing London is to provide access to the housing, business premises and infrastructure that the capital’s residents and workers require – but in an efficient and sustainable way. In building terms, this hierarchy best meets this: retain, refurbish, reuse/ reclaim, remanufacture, recycle.



Above: Building Revolutions: applying the circular economy to the built environment, David Cheshire (AECOM), RIBA, 2016 Ref: Building Revolutions’ (2016), David Cheshire, RIBA Publishing

Planning Officers reported that they are working towards adopting the principles of the Circular Economy as laid out in the GLA document³, which draws upon the work of LWRB.

The challenge is how the council can continue to deliver more homes, including more council and social housing, and enhance the transport infrastructure, while reducing the emissions associated with building. Adopting an Energy Hierarchy is one way of embedding these principles in policy.

Recommendation Five

Planning adopt the Energy Hierarchy (retain, refurbish, reuse/ reclaim, remanufacture, recycle) in the New Southwark Plan for both development and our own council house building programme.

Recommendation Six

That greater scope is given in NSP site descriptions to the re-use of existing buildings and that support is given to retention, refurbishing and repurposing of existing buildings and increasing the density of development on the site without a default to demolition of all existing buildings.

The 15-Minute City

The '15-minute city' proposes a city in which all the essential services and products that people need can be accessed by a walk or bike ride of no more than 15 minutes.

Changes to the way people are working due to the pandemic potentially support more localization. The 15-minute city can also support Covid-19 economic recovery, and the local economy.

Low Traffic Neighborhoods, which are being piloted by Southwark in 12 areas, are often complimentary to the 15-minute city concept. Additional measures to support the 15-minute city in Southwark planning policies would be traffic-free zones and pedestrianized areas as part of the public realm surrounding major developments. These are not mentioned in the NSP policies.

Commission members noted that developments reaching planning committee often prioritize shop fronts for cafes, because of the greater revenue generated, however a mix of amenity is needed.

Southwark Planning Network proposed using different benchmarks to assess buildings and proposed alternative metrics, not just commercial, for example increases to social and natural capital.

³ <https://www.london.gov.uk/what-we-do/regeneration/advice-and-guidance/about-good-growth-design/design-circular-economy>.

Recommendation Seven

Develop the public realm to enable active travel and support the local economy including cycle routes, walking routes and pedestrianisation, through amendments to planning policies.

Recommendation Eight

Use a matrix to promote a mix of amenity provision in local neighborhoods, and judge the capacity of schemes to contribute to a strong local economy, and increases to social and natural capital.

Scrutiny review scoping proposal

1 What is the review?

Energy

The review will look at sustainable technologies to help Southwark's buildings meet the Climate Emergency with a particular focus on Community Energy.

This review will follow up on the work of the previous scrutiny review into Community Energy, culminating in a report completed June 2019, and further subsequent work tracking this in the 2019/20 and 2020/2021 iterations of the Environment Scrutiny Commission.

The review aims to assist with the delivery of the Council's commitment to: "support the creation of community led sustainable energy projects on estates to help residents reduce their energy bills".

The review will also look into some of the different technologies available to deliver renewable energy, heat and energy savings not just on estates but across Southwark's buildings including schools, leisure centres, and local businesses. (Previous evidence received suggests these locations are a good fit for solar based Community Energy projects, as the day time consumption of electricity matches energy generation.)

As well as Solar Energy the review will also consider District Heating Networks, the anaerobic digestion of Food Waste and planned expansion of South East London Combined Heat and Power (SELCHP).

Alongside this the review will consider how to reduce the carbon footprint of Southwark's estate and wider built environment by engaging with key stakeholders; including developers and landowners, with a particular focus on reducing energy consumption, retrofitting and opportunities for renewable energy generation.

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

The review seeks to primarily influence the council and to assist the lead Cabinet Member in delivering green energy including via the Community Energy model. The review will seek to provide a forum to explore opportunities, blockages and avenues for delivery of Community Energy, by drawing on good practice in other Local Authorities and community expertise

to positively influence implementation going forward.

Other potential agencies are schools, community spaces and local business who could benefit from Community Energy, as well as Housing Associations, TMOs, local council and social housing tenants, Tenants and Residents Associations and community groups with an environmental, housing, or green energy focus.

The review will also consider how the council and other partners are reducing energy on their existing estate through retrofitting, and how the council and key stakeholders are working together to deliver the highest environmental and energy standards in new developments.

3 When should the review be carried out/completed?

The review will take place this administrative year 2021/22.

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

The review will start with exploration of the council's Climate Emergency Strategy including a presentation and Q &A with the Cabinet Member for the Climate Emergency and Sustainable Development.

The review will seek a suitable forum of engagement with Southwark's developers, landowners and other stakeholder to explore current approaches to sustainable development/retrofit. This will be considered in the framework of the council's Climate Emergency Strategy, with view to laying some pointers towards some of the changes required to meet the council's sustainable development objectives, with a particular focus on energy descent and renewable energy production.

The review will take a look at previous scrutiny work on Community Energy, receiving a recap on progress from officers, and hear from community energy groups with view to plotting a path towards the council's delivery of Community Energy projects in Southwark.

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

- How Community Energy can contribute to Climate Justice and tackling the Climate Emergency

- The current funding model for Community Energy
- Community Benefit Companies capacity to deliver community energy
- The GLA's role in facilitating and supporting Community Energy
- The best sites for Community Energy eg Housing Estates, Schools, Community Centres
- The different renewable energy/heat and energy saving technologies available and how these fit into new development and retrofit models
- Opportunities for the Carbon Offset Fund to invest in Retrofitting and Community Energy
- District Heating Networks
- Food waste and Anaerobic Digestion
- SELCHP expansion and impact on waste generation and emissions
- Sources of government funding that are available or likely to come on-stream for decarbonising and insulating social (council and housing association homes) and private housing (both homeowners and large landlords).
- Exploring the value of Southwark devising an Energy Plan

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

[The Cabinet Member for the Climate Emergency and Sustainable Development](#)

Local authority best practice (e.g. Islington, Lambeth, Hackney, Kensington and City of London)

Developers and landowners operating in Southwark (e.g. Peabody, L&Q, Lendlease, The Dulwich Estate, smaller housing associations...)

Repowering London <https://www.repowering.org.uk/>

SE24: <http://www.se24.co.uk/>

Energy Sparks, an online, school-specific energy analysis tool & energy education programme <https://energysparks.uk/>

Community Energy London
<http://communityenergy.london/>

South East London Community Energy <http://selce.org.uk/> (working in Lewisham & Greenwich)

Mayor of London / GLA work to support Green and Community Energy <https://www.london.gov.uk/what-we-do/environment/energy> including the Solar Opportunity Map : <https://www.london.gov.uk/what-we-do/environment/energy/energy-buildings/london-solar-opportunity-map>

Mayor of London / GLA work to insulate and increase low carbon heat and power solutions; including the Retrofit Accelerator <https://www.london.gov.uk/what-we-do/environment/energy/retrofit-accelerator-homes>

Construction Declares : a global petition uniting all strands of construction and the built environment. It is both a public declaration of our planet's environmental crises and a commitment to take positive action in response to climate breakdown and biodiversity collapse. <https://www.constructiondeclares.com/> and <https://uk.buildersdeclare.com/>

Greater Brighton Energy Plan - launched in 2020. Its broad membership, led by the Greater Brighton, has world leading thinkers, engineers and enterprises, including local authorities, universities, a world leading engineering firm, airports, ports, buses, major consultancies, utilities companies, Coast-to-Capital LEP, and the Department for Business, Energy and Industrial Strategy (BEIS). See <https://present.brighton-hove.gov.uk/documents/s155841/Greater%20Brighton%20Energy%20Plan%20Summary.pdf>

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

Community Energy Coalition <https://www.forumforthefuture.org/community->

[energy-coalition](#)

Community Energy England <https://communityenergyengland.org/>

This is a political party document but useful background from the Co-operative Party: <https://party.coop/wp-content/blogs.dir/5/files/2014/12/next-gen-final-web-1.pdf>

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

Externally organised events to equip members with background knowledge in advance of meetings of the commission as appropriate.

Roundtable with stakeholders on sustainable development, renewable energy generation and retrofitting.

Item No. 9	Classification: Open	Date: 29 November 2021	Meeting Name: Environment Scrutiny Commission
Report title:		Environment Scrutiny Commission Work Programme 2021-22	
Ward(s) or groups affected:		N/a	
From:		Project Manager, scrutiny.	

RECOMMENDATIONS

1. That the Environment Scrutiny Commission note the work programme as at 14 October attached as Appendix 1 Work Programme.
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 which have been or are to be considered in line with the commission's terms of reference.

KEY ISSUES FOR CONSIDERATION

- 5. Set out in Appendix 1 (Work Programme) are the issues the Environment Scrutiny Commission is due to consider in 2021-22.
- 6. The work programme is a standing item on the Environment 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 Scrutiny Commission agenda and minutes	Southwark Council Website	Julie Timbrell Project Manager
Link: https://moderngov.southwark.gov.uk/ieListMeetings.aspx?Committeeld=518		

APPENDICES

No.	Title
Appendix 1	Work Programme 2021-22

AUDIT TRAIL

Lead Officer	Everton Roberts, Head of Scrutiny	
Report Author	Julie Timbrell, Project Manager, Scrutiny.	
Version	Final	
Dated	6 October 2021	
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	6 October 2021	

Environment Scrutiny Commission 2021 / 22 Workplan

Review: Energy – see scope for more information.

Date	Items	Notes
30 June 2021	Climate Change strategy Energy Sparks Finalise and agree last year’s scrutiny review reports on: i) Air Quality (part 2) ii) Environment and Planning. Work programme for the year – discuss and agree Energy scope review.	
14 October 2021	<ul style="list-style-type: none"> • SE24 and Charter School Educational Trust • District Heating Networks, including the pilot water source pumps • Food and garden waste • Energy Review Scope and summary of previous Community Energy reviews and items 	
29 November 2021	<ul style="list-style-type: none"> • Briefing and presentation from officers on sustainable development, retrofitting existing houses and renewable energy generation. • Round table landlords, developers and stakeholders on sustainable development, retrofitting existing housing stock and renewable generation 	

8 February 2022	<ul style="list-style-type: none"> • SELCHP • Cabinet member interview Councillor Helen Dennis, Cabinet Member for the Climate Emergency and Sustainable Development, with including discussion on cabinet response to previous scrutiny reviews 	
15 March 2022	Final review report Energy	

Environment Scrutiny Commission**MUNICIPAL YEAR 2021-22****AGENDA DISTRIBUTION LIST (OPEN)****NOTE:** Original held by Scrutiny Team; all amendments/queries to Fitzroy Williams Tel: 020 7525 7102

Name	No of copies	Name	No of copies
Councillor Margy Newens	1	Julie Timbrell, Scrutiny Team SPARES External	10
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