

## BARNSLEY METROPOLITAN BOROUGH COUNCIL

**REPORT OF:** Executive Director of Growth & Sustainability and Executive Director Communities & Public Health

**TITLE:** Response to the Overview and Scrutiny Committee task and finish group's report on air quality and carbon reduction

<b>REPORT TO:</b>	<b>Cabinet</b>
<b>Date of Meeting</b>	<b>27 July 2022</b>
<b>Cabinet Member Portfolio</b>	<b>Deputy Leader</b>
<b>Key Decision</b>	<b>Yes</b>
<b>Public or Private</b>	<b>Public</b>

### Purpose of report

To report to Cabinet the coordinated response of the Executive Director of Place and Director of Public Health to the findings of the Overview and Scrutiny Committee (OSC) Air Quality and Carbon Reduction Task and Finish Group (TFG).

### Council Plan priority

- Healthy Barnsley
- Growing Barnsley
- Sustainable Barnsley
- Enabling Barnsley

### Recommendations

**That Cabinet considers and endorses the conclusions and recommendations set out below as a result of the TFG's review of air quality and carbon reduction.**

### Introduction/Background

The impact of climate change is already causing severe damage around the world. The United Nations Intergovernmental Panel on Climate Change (IPCC) report published in October 2018, warned of the rapid and far-reaching consequences of the earth's warming. It concluded that limiting global warming and the most extreme impacts of climate change would require a similarly rapid, far-reaching and unprecedented change in all aspects of society.

In response, Barnsley Council declared a climate emergency in September 2019, with an 'ambitious and realistic' vision for the borough to become net-zero carbon by 2045 and as an organisation to lead by example to become net-zero carbon by 2040.

In December 2020, as part of its work programme, the OSC scrutinised the council's

Sustainable Energy Action Plan (SEAP) 2020-2025, which sets out how the council will deliver on its vision. OSC agreed to continue their work and create a task and finish group (TFG) investigation into a related topic.

Over four months, the TFG met with council officers and a sustainability research expert from Sheffield University. They also engaged with young people who advocate for young people across the borough through their involvement with Barnsley Youth Council.

As a result of their investigations, the TFG has detailed a set of recommendations supporting further improvement.

The members of the TFG who undertook this investigation are as follows: Councillors Peter Fielding (TFG Lead Member), Jeff Ennis, Hannah Kitching, Kevin Osborne, Clive Pickering and Sarah Tattersall.

### Task and Finish Group recommendations and response

No.	Recommendation	Service response
1	<i>Introduce widespread monitoring of fine particulate matter (PM2.5)</i>	Supported
2	<i>Work towards achieving World Health Organization's (WHO) guideline values for ambient air for PM2.5, PM10 (coarse particulate matter) and nitrogen dioxide (NOx) across the borough and amend/introduce policies to reflect the aspiration.</i>	Supported
3	<i>Introduce consistent monitoring of air quality across the borough and increase the robustness of information gathering through the use of mobile measuring equipment and working with elected members and residents to reduce the use of modelling.</i>	This recommendation is partially supported
4	<i>Effectively use data to inform management decisions and communicate the information to residents in a clear and concise way so that they are aware of the quality of the air they breathe in the locations they frequent.</i>	This recommendation is supported
5	<i>To protect the health of children and young people, promote more schemes to reduce air pollution around schools and facilities frequented by children and young people.</i>	This recommendation is supported
6	<i>Utilise new powers within the Environment Act 2021 to strengthen enforcement to restrict the amount of smoke emissions from domestic burning.</i>	This recommendation is supported

7	<i>Work with front line health professionals to raise their awareness of the links between respiratory ill-health and the patients' environment.</i>	This recommendation is supported
8	<i>Adopt the electrification of fleets for vehicles within the organisation's control and work towards providing on-street electric vehicle charging points for those without private driveways.</i>	This recommendation is partially supported
9	<i>Review the active travel policies to ensure they realistically facilitate and encourage a move to sustainable transport, including the provision of cleaner, convenient, reliable, and affordable public transport.</i>	This recommendation is supported
10	<i>Increase the scrutiny and monitoring of sustainable travel plans and consider introducing penalties for non-compliance.</i>	This recommendation is supported
11	<i>Investigate the viability of a park and ride scheme for the hospital staff and visitors.</i>	This recommendation is supported
12	<i>Adopt a more appropriate review cycle to ensure planning documents such as the Local Plan and Supplementary Planning Document (SPD) reflect current guidance, knowledge, technologies, and priorities to ensure they are fit for purpose to meet the Zero40 and Zero45 ambitions and air quality aspirations.</i>	This recommendation is partially supported
13	<i>Introduce a higher carbon reduction requirement in all new properties before the Future Homes Standard is introduced and adopt the Future Homes Standard at the earliest opportunity</i>	This recommendation is partially supported
14	<i>Replicate the principles of the Public Sector Decarbonisation Plan across all council owned assets.</i>	This recommendation is supported
15	<i>Provide segregated litter bins to allow the recycling of litter in the town centre and surrounding areas.</i>	This recommendation is partially supported
16	<i>Work around the Zero40 and 45 ambitions and air quality aspirations should be added to future work programmes, as a significant content of the existing work streams of the Overview and Scrutiny Committee.</i>	This recommendation is supported

17	<i>Publish quarterly information and data as to how the Council is achieving its Sustainable Energy Action Plan (SEAP) targets and seek to find increasingly effective ways to engage with all residents on the Zero 40 and Zero 45 agendas.</i>	This recommendation is partially supported
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**1) Recommendation one:** Introduce widespread monitoring of fine particulate matter (PM2.5).

**Service response:** This recommendation is supported

We acknowledge what the TFG is recommending. We understand that the investigations on PM2.5 have shown it to be incredibly harmful to people’s health and that this can impact other services in time.

We understand that by determining the levels of PM2.5, we can work to prevent potential future health issues and increased demands on services.

The Secretary of State is tasked with introducing a National Annual Mean PM2.5 Air Quality Standard. As part of the Environment Act 2021, with a deadline of 31 October 2022 for a draft standard to be presented to parliament. The proposed Standard is a new target that we’ve not been required to monitor.

We’re currently discussing with Defra to have at least one real-time PM2.5 and PM10 monitor installed in Barnsley (we’ve identified a site at Gawber). This should be operating before the government confirms the proposed National Annual Mean PM2.5 Air Quality Standard.

PM2.5 is complex, and a large proportion of PM2.5 is created outside the borough. This is why we’re installing a monitor to assess the levels within the borough and see if we’re exceeding the government’s National Annual Mean PM2.5 Air Quality Standard.

It’s not necessary to install monitoring equipment in every ward. Our existing data highlights the areas with higher levels of pollution, and we continue to investigate areas where future problems could occur.

Our current monitoring program keeps a close eye on these locations of concern. Our real-time PM2.5 monitor will address risks according to the government’s new National Annual Mean PM2.5 Air Quality Standard.

Monitoring for pollutants is not new for Barnsley. For the last 20 years, Pollution Control Services have followed government requirements to monitor air quality pollutants across the borough.

This has provided us with a good understanding of the pollution causing a problem - Nitrogen Dioxide (NOx), which is mainly caused by traffic.

We’ve real-time monitors across the borough, supported by passive monitors located across major roads to monitor NOx levels. Maps are included in appendix B to show

the location of these monitors in 2010 and 2020.

We've relocated and reduced monitoring in many locations where results show levels below the legal standard of NOx.

The locations where we have higher levels of NOx are declared as Air Quality Management Areas (AQMAs). You can read more about this on Defra's website at [uk-air.defra.gov.uk/aqma](https://uk-air.defra.gov.uk/aqma)

The data from our monitoring forms part of our Air Quality Action Plan, and we're working with partners to take action to reduce the levels of NOx in Barnsley.

We originally had eight AQMAs, and we're pleased to have removed three due to the reduction in levels of NOx. We're continuing to monitor the NOx levels in the remaining five sites.

- 2) Recommendation two:** Work towards achieving World Health Organization's (WHO) guideline values for ambient air for PM2.5, PM10 (coarse particulate matter) and nitrogen dioxide (NOx) across the borough and amend/introduce policies to reflect the aspiration.

**Service response:** This recommendation is supported

Every improvement to air quality benefits both our residents and people outside of the borough. We support the TFG recommendation to work towards the WHO guidelines for ambient air for PM2.5, PM10 and NOx.

The Secretary of State is tasked with introducing a National Annual Mean PM2.5 Air Quality Standard. As part of the Environment Act 2021, with a deadline of 31 October 2022 for a draft standard to be presented to parliament.

We're currently discussing with Defra to have at least one real-time PM2.5 and PM10 monitor installed in Barnsley (we've identified a site at Gawber). This should be operating before the government confirms the proposed National Annual Mean PM2.5 Air Quality Standard.

PM2.5 is complex, and a large proportion of PM2.5 is created outside the borough. This is why we're installing a monitor to assess the levels within the borough and see if we're exceeding the government's National Annual Mean PM2.5 Air Quality Standard.

This will provide an excellent dataset for urban background PM2.5 levels.

We currently meet the National Annual Mean PM10 Air Quality Standard. In the next 12 months, we're looking to replace the PM10 monitor at Kendray with a new monitor that analyses both PM2.5 and PM10.

Once the monitor is installed, we'll be able to measure and encourage improvements and take enforcement action once the National Annual Mean PM2.5 Air Quality Standard is legally introduced.

If our monitoring shows levels below any national UK standards, we'll continue to take action to improve air quality. This may involve local actions and improvements and engagement with other local authorities and government.

Our current monitoring locations are Gawber, Pogmoor and Kendray.

- **Pogmoor** is located at the crossroads coming off the M1 and is one of the busiest junctions for traffic pollution. Our monitor provides real-time data for NOx pollution from traffic at this location. We also use this data to compare the passive monitors located across the borough.
- **Gawber** is a site Defra regard for providing excellent urban background data regarding NOx, Sulphur Dioxide and Ozone. It's not directly affected by traffic pollution, allowing us to compare the urban background impact of the different sources of these pollutants.
- **Kendray** currently monitors for background PM10 pollution and is located at a site that picks up localised sources (domestic and traffic) and potential regional sources.

It's not necessary to install monitoring equipment in every ward. Our existing data highlights the areas with higher levels of pollution, and we continue to investigate areas where future problems could occur.

Our current monitoring program keeps a close eye on these locations of concern, and we're targeting resources to try and achieve improvements to the areas that we have declared as AQMAs. Our real-time PM2.5 monitor will address risks according to the government's new National Annual Mean PM2.5 Air Quality Standard.

- 3) Recommendation three:** Introduce consistent monitoring of air quality across the borough and increase the robustness of information gathering through the use of mobile measuring equipment and working with elected members and residents to reduce the use of modelling.

**Service response:** This recommendation is partially supported

We agree with what the TFG is seeking to achieve with this recommendation to increase the mobile air quality monitoring network while setting out the current position and challenge to support this fully.

We currently have three fixed real-time monitors reporting daily statutory information to Defra. We're required to collect this data using Defra approved analysers.

However, as stated in recommendations one and two, except for PM2.5 monitoring, we've real-time monitors located across the borough, supported by passive monitors located across major roads. This provides us with data on air quality issues across the borough.

Installing more real-time monitors would add to the resource required to manage and oversee the new assets. It would impact our capability to focus on the known areas of concern as agreed by the Air Quality Steering Group.

Defra and our Regulatory Services support modelling to predict air quality.

Air quality modelling involves using several parameters to model the air quality of proposed developments. It includes 'sensitivity analysis', where certain factors can be altered to model worst-case scenarios to see what the effect on air quality may be. This can provide assurance on the conclusions made within the modelling exercise on predicted impacts of new development or current traffic impacts.

Following some modelling exercises, we've installed diffusion tubes in areas around new developments to help verify the accuracy of the modelling exercise. This has shown modelling to be a realistic and accurate predictor of air quality.

We need to invest time in explaining the interpretation of modelled and actual data to help demystify this area for elected members and the public.

- 4) Recommendation four:** Effectively use data to inform management decisions and communicate the information to residents in a clear and concise way so that they are aware of the quality of the air they breathe in the locations they frequent.

**Service response:** This recommendation is supported

We support the TFG recommendation to better use captured data, and we fully support making this easier to find for residents.

Air quality information is sent to Defra by our real-time sites. Anyone can access this information on the Air Quality England's website at [airqualityengland.co.uk/local-authority/?la\\_id=19](https://airqualityengland.co.uk/local-authority/?la_id=19)

Defra provides a mapping tool which provides the real-time data for air quality levels currently being experienced across the nation, along with an explanation of the health impact information. You can find this on Defra's website at [https://www.airqualityengland.co.uk/local-authority/?la\\_id=19](https://www.airqualityengland.co.uk/local-authority/?la_id=19)

[uk-air.defra.gov.uk/air-pollution/daqi#band](https://uk-air.defra.gov.uk/air-pollution/daqi#band)

We produce an annual status report, which is submitted to Defra. It sets out air quality levels monitored from the real-time sites and passively monitored locations in the borough. This report also sets out the actions we're taking to improve the air quality in the borough. The 2021 Annual Status Report is available on our website at [barnsley.gov.uk/media/19969/asrtemplateengland2021v20-1-barnsley-abc.pdf](https://barnsley.gov.uk/media/19969/asrtemplateengland2021v20-1-barnsley-abc.pdf)

You can view more information on our website at [barnsley.gov.uk/services/pollution/air-pollution/air-quality/](https://barnsley.gov.uk/services/pollution/air-pollution/air-quality/)

- 5) Recommendation five:** To protect the health of children and young people, promote more schemes to reduce air pollution around schools and facilities frequented by children and young people.

**Service response:** This recommendation is supported

We support the TFG recommendation to protect the health of children and young people by promoting more schemes to reduce air pollution around schools and facilities used by children and young people.

In the womb, maternal exposure to air pollution can result in low birth weight, premature birth, stillbirth or organ damage. There's evidence of reduced lung capacity and worsening existing respiratory issues such as asthma in children. Furthermore, children tend to be more exposed to air pollution as they breathe deeper and faster than adults.

Several schemes to protect children's health and reduce air pollution around schools and the entire borough have occurred over recent years. These include the Eco Driver Training Scheme, Smoke-free Schools, Eco Stars Scheme, and School Street Road Closures project.

The School Street Road Closures project ran successfully across 2021 and included ten road closures with the following objectives:

- Raise awareness about the health issues linked to poor air quality and inactivity
- Reduce harmful air pollution and improve road safety outside schools
- Increase physical activity and improve health by encouraging more walking, scooting and cycling
- Consult openly with residents, parents, and children
- Gauge public support for more regular/permanent school street closures across Barnsley

The evaluation of the project found that 59% of pupils, 42% of school staff, and 33% of parents surveyed reported that they are more aware of air pollution and the risks to human health following the School Street Closures.

We'll continue to identify future funding opportunities to implement further schemes to protect children's health, raise awareness and reduce air pollution around schools and facilities used by children and young people.

We'll continue to engage with schools and other children's settings through programmes such as Clean Air Day so that more pupils, teachers, parents, and residents understand the potential harms of air pollution on health and how they can reduce their risk.

Our local Air Quality Action Plan will be refreshed following the completion of the previous Action Plan from 2016 to 2021. We will include specific references to protecting children and young people from addressing this recommendation.

The Sport and Active Recreation Team will be recruiting an Active Travel Officer to lead our behaviour change planning for active travel. This will include the offer to schools and help coordinate the various initiatives available to increase modal shift from cars into the walk, cycle, scoot and mixed modal options. This will build on the existing active travel offer and the success of the School Streets Project to draw down relevant funding in the future to increase our offer.

We'll continue working closely with the Sustainability Team to ensure that air quality monitoring data is collected before and after a scheme is implemented.

- 6) Recommendation six:** Utilise new powers within the Environment Act 2021 to strengthen enforcement to restrict the amount of smoke emissions from domestic burning.

**Service response:** This recommendation is supported

We support the TFG recommendation to make it easier for local authorities to tackle air quality issues, albeit the Environment Act 2021 powers in this area have been reduced from the early rounds of public consultations.

While the Environment Act 2021 introduced new powers regarding smoke from chimneys, it did not go as far as was expected. We were expecting additional enforcement powers of entry to domestic premises to investigate fuel sources. This has not been included in the Act, and we're reliant on the information provided by the alleged perpetrator, i.e., that they are burning the correct fuel for their appliance.

The Environment Act amended the Clean Air Act 1993 to allow the serving of fixed penalty notices (FPNs) for smoke from a domestic chimney. New national guidance will be issued to regulators soon. As with any new power, there will be some initial interpretation and testing of the guidance before a defined process can be implemented.

By March 2023, sales of traditional bituminous coal will no longer be allowed, and only smokeless fuels should be sold within the borough unless the property has an 'exempted' appliance. This will improve air quality within the borough.

Under the Clean Air Act, the new powers also remove the statutory defence of a property, i.e., were burning on an exempt appliance/or using an authorised fuel. This should make taking enforcement action easier with regards to smoke from chimneys.

- 7) Recommendation seven:** Work with front line health professionals to raise their awareness of the links between respiratory ill-health and the patients' environment.

**Service response:** This recommendation is supported

We support the TFG recommendation to work with front line health professionals to raise their awareness of the links between respiratory ill-health and people's environment. This will include the impact of poor air quality.

Our Public Health and Regulatory Services (Pollution Control) engage with Barnsley Hospital colleagues. They previously worked closely with the hospital's Energy and Sustainability manager on Clean Air Day promotional activity, raising awareness among staff and residents around air quality and health.

As a health care provider, Barnsley Hospital recognises that minimising their contribution to air pollution is essential for keeping our community healthy and preventing illness. They have signed up to the Clean Air Hospital Framework to minimise air pollution and carbon emissions across their assets and the wider region.

The hospital has recently launched its Green Plan for 2022-2027. You can view this on Barnsley Hospital's website at [barnsleyhospital.nhs.uk/uploads/2022/03/Barnsley-Hospital-NHS-FT-Green-Plan-2022-27.pdf](https://barnsleyhospital.nhs.uk/uploads/2022/03/Barnsley-Hospital-NHS-FT-Green-Plan-2022-27.pdf)

This plan sets out various commitments and ambitions about air quality, with shared targets of Barnsley Council, one of which is to achieve net-zero carbon emissions by 2040.

We're working closely with Barnsley Hospital through the Barnsley 2030 Board. The Barnsley 2030 Board is a group of key stakeholders from different businesses and organisations across all sectors that provide oversight for the delivery of the Barnsley 2030 Strategy and make sure that we all play a part in achieving our borough's vision and ambitions, including those that relate to the environment and respiratory health. You can read more about this on the Barnsley 2030 website at [barnsley2030.co.uk](https://barnsley2030.co.uk)

In relation to the people's environment at home, our 0-19 Public Health Nursing Service complete health assessments, including consideration of the living environment and respiratory health. This consideration includes secondary smoke, dampness, and mould.

However, it's acknowledged that more can and should be done to raise the awareness of front-line health professionals about the broader links between respiratory ill health and people's environment.

To address this, we'll work with the Barnsley Hospital Healthy Lives Team to include air quality in their support package, helping people make healthy changes to their behaviours and lifestyle once discharged from the hospital. This presents an opportunity to educate people about respiratory health, their exposure to air pollution, and what they can do to reduce that exposure.

We know that all residents, not just those admitted to hospitals, need improved awareness of air quality and health. We'll continue to engage with schemes such as Clean Air Day and bid for grant funding that will allow us to continue to deliver projects to improve air quality and awareness across the borough.

- 8) Recommendation eight:** Adopt the electrification of fleets for vehicles within the organisation's control and work towards providing on-street electric vehicle charging points for those without private driveways.

**Service response:** This recommendation is partially supported

We partially support the OSC recommendations. The following response has been broken down into electrification of our fleet within the organisation (a) and working towards providing on-street electric vehicle charging points for those without driveways (b).

(a)

Currently, 15% of the fleet operated directly by the council are electric vehicles (EVs). Our ambition is to increase this to 25%+ over the next couple of years. This ambition is dependent on the automotive sector and how quickly they develop the technology, particularly 3.5+ tonne commercial and specialist vehicles.

Our fleet vehicle replacement process requires us to procure the least impactful vehicle. We start with electric, then look at hybrid technology, and lastly, diesel or petrol combustion engines.

Currently, where the market is not sufficiently developed, we have found that replacing an older diesel with a new one will give a 75% reduction in CO2 emissions.

Further fueling options and benefits are being looked at through the trial of Hydrotreated Vegetable Oil (HVO). We started this in April 2022 in a small fleet of vehicles. We expect around 75-90% reduction in CO2 emissions, amongst other benefits.

(b)

In 2021, 20 dual chargers were installed at nine sites across the borough as part of an EV charging project. These, along with our seven existing EV chargers, mean we have installed 27 chargers across the borough. As part of the South Yorkshire Mayoral Combined Authority (SYMCA) led EV scheme, we plan to install more rapid charges at strategic locations, including 2x 50kW chargers.

Where possible, the authority will continue to increase the number of EV chargers available around the borough. As with any new technology, initial adopters will pay considerably higher prices. Thereafter as supply increases with demand, prices will typically reduce making it more affordable to residents and businesses. In parallel as adoption increases then the market providers of traditional fossil fuels will develop fast charging stations for people to recharge their battery units. There are also lessons to be learnt from other authorities that have seen higher adoption rates of domestic electric vehicles in densely populated areas. How they deliver charging infrastructure whilst meeting the Highways Act will be considered. At present, BMBC does not permit trailing cables on pavements and highways for use in EV charging. With such market fluidity, timing of infrastructure is critical to ensure that optimum businesses cases for investing public funds can be made. All of which will be considered as part of a new EV strategy for the authority.

- 9) Recommendation nine:** Review the active travel policies to ensure they realistically facilitate and encourage a move to sustainable transport, including the provision of cleaner, convenient, reliable, and affordable public transport.

**Service Response:** This recommendation is supported

We support the TFG recommendation regarding the challenges associated with using public transport and the continued need to influence decisions made at a regional level. We also support the need to increase the promotion of active travel.

This summer, we plan to engage with residents and businesses on the draft Transport Strategy for Barnsley. One of its priorities is centred on the use of sustainable transport and the need for a modal shift away from the private car.

The projects to be delivered through the City Region Sustainable Transport Settlement (CRSTS) align with the Transport Strategy. Feedback from the engagement exercise will be used to adapt the Transport Strategy to make it work for Barnsley. It will then follow the council's decision-making process through Cabinet for formal adoption. We anticipate that the Transport Strategy will be adopted late this year.

SYMCA were successful with the bid to acquire several zero-emission buses (the ZEBRA project), which will be used in one of the bus corridors in Barnsley; this is one of the first for the borough. We'll continue to work with SYMCA and the Department for Transport for this to be actioned. The first ZEBRA buses should be on the road by late 2023.

We're adapting our Active Travel Plan and Travel Plan policies from late 2022 into early 2023. The Travel Plan policy is proposed to be adopted as a Supplementary Planning Document (SPD). This will create more sustainable development, with clear targets that need to be achieved. It will also allow more engagement on Active Travel measures.

The Department for Transport did not award any funding to the SYMCA bid of over £470m for Bus Improvements (part of the Bus Service Improvement Plan).

This funding would have enabled the much-needed investment into public transport across South Yorkshire. This funding would have been used to create a faster, more reliable, and punctual system, a zero-emission fleet, and a daily and weekly fares cap.

**10) Recommendation ten:** Increase the scrutiny and monitoring of sustainable travel plans and consider introducing penalties for non-compliance.

**Service response:** This recommendation is supported

We support the TFG recommendation to continue to work with businesses and organisations across the borough.

Once the Supplementary Planning Document (SPD) has been adopted, we'll be in a position to formally monitor the travel plans against targets and set penalties (as in a financial contribution) to offset this. We'll seek to resource a dedicated Travel Plan officer as part of this. We're adapting our Active Travel Plan and Travel Plan policies from late 2022 into early 2023.

**11) Recommendation 11:** Investigate the viability of a park and ride scheme for the hospital staff and visitors.

**Service Response:** This recommendation is supported

We and our colleagues from Barnsley Hospital understand the TFG recommendation and have set out the current and future partnership actions that seek to deliver mutually beneficial outcomes.

The Trust recently introduced a series of changes to their car parking permits to reduce the number of staff using their cars to commute to work. These include introducing:-

- Free car parking for 3+ staff arriving in 1 vehicle
- Free night parking permits on the central site
- Syndicate permits for multiple staff sharing one permit
- Mini temporary permits for 1-2 days per week use in day times

- Maxi temporary permits for 3+ day per week use in day times
- Evenings & Weekends permits for part-time and full-time staff
- Business permits for staff requiring frequent journeys on and off site in a day
- Trust staff can apply for a car parking permit for BMBC car parks

We'll continue to work with the hospital to reduce the number of staff driving and parking at the hospital as part of their new Green Plan for 2022-2027. You can view this on Barnsley Hospital's website at

[barnsleyhospital.nhs.uk/uploads/2022/03/Barnsley-Hospital-NHS-FT-Green-Plan-2022-27.pdf](https://barnsleyhospital.nhs.uk/uploads/2022/03/Barnsley-Hospital-NHS-FT-Green-Plan-2022-27.pdf)

Over the last year the Trust has moved HR, Finance, and IT functions off site to Gateway Plaza and staff who commute by car have access to the building's car park.

The Trust has also opened up a new Community Diagnostics Centre in the Glass Works which further extends its presence into the town centre and is providing thousands of appointments per week. This is reducing the number of patients attending the main hospital site and receiving positive feedback from patients.

The Acorn Rehabilitation Unit, relocated to Highstone Mews Care Home in Worsborough Common, again taking vehicles away from the main hospital site.

The hospital is also undertaking approximately 25% of appointments virtually, across a range of clinics, such as ward clinics and traditional Out-patient appointments.

Further work between the organization's will look at the feasibility of a range of different options, which could serve to improve accessibility to the Trusts' services in more Town Centre locations.

Furthermore, we'll prepare a brief and appoint a consultant later this year to undertake a feasibility study for a park and ride, working collaboratively with the hospital. This will provide us with a clear understanding of the viability for this option.

**12) Recommendation 12:** Adopt a more appropriate review cycle to ensure planning documents such as the Local Plan and Supplementary Planning Document (SPD) reflect current guidance, knowledge, technologies, and priorities to ensure they are fit for purpose to meet the Zero40 and Zero45 ambitions and air quality aspirations.

**Service response:** This recommendation is partially supported

We agree with what the TFG is seeking to achieve with this recommendation, given that the Local Plan was adopted in 2019. We know that there is an opportunity to strengthen planning policy around climate change to ensure that it's updated to reflect the pace of development in this area.

This year we're updating the Sustainable Travel Supplementary Planning Document (SPD) to reflect changing circumstances since the original version was adopted in 2019. We also intend to introduce a Sustainable Design and Climate Change Adaptation SPD later this year, which will supplement policies CC1 and CC2 and

provide an opportunity to incorporate the latest national guidance, where appropriate.

The National Planning Policy Framework requires Local Plans to be reviewed every five years. This is a sufficient period to enable the effectiveness of policies. Local Plans themselves generally look forward over 15 years, so when our Local Plan was being examined, the government's Inspector was keen to ensure that the policies could endure over a long-time span. Policies and supporting text generally avoid being too prescriptive (i.e., by cross-referencing current guidance/best practice). This is reflected in the wording of policy CC1 in particular.

The policies in the plan are often used as a hook for more detailed SPDs. Following the adoption of the Local Plan in 2019, twenty-six SPDs were adopted, covering topics such as biodiversity and geodiversity, trees and hedgerows and sustainable travel. These documents are more prescriptive and cite current guidance and best practice in a way the Local Plan itself wouldn't.

**13) Recommendation 13:** Introduce a higher carbon reduction requirement in all new properties before the Future Homes Standard is introduced and adopt the Future Homes Standard at the earliest opportunity.

**Service response:** This recommendation is partially supported

We agree with what the TFG is seeking to achieve with this recommendation.

We acknowledge that Members are keen to see more enhanced targets set to reduce carbon in new developments while being appreciative of the complexities of setting enhanced targets given the challenge of development viability within the current housing market.

We agree that we should strive to develop homes which won't require significant retrofit in the near future. We're developing the Sustainable Design and Climate Change Adaption SPD as set out above in recommendation 12.

The SPD will explore options to complement the Future Homes Standard with a requirement for developers to provide a sustainability statement for developments (considering embodied carbon) and consider low carbon heating alternatives, particularly where there are options for heat networks. The intended net impact of this is to ensure the whole life emissions are lower than if we merely rely on the Future Homes Standard.

All adopted strategic masterplans sites already include a sustainability statement, setting a high-level approach to sustainability and low carbon requirements for the site.

It's essential that changes to required building standards over current building regulations and Future Homes standards are set and implemented at a regional level to ensure consistency.

Enforcing standards in isolation could significantly impact our ability to address housing needs, jobs, and business growth. This is why we're working with our partner Local Authorities across the SYMCA to shape our SPDs and redesign the South

Yorkshire Residential Design Guide to be more reflective of sustainable development and the promotion of low carbon technologies.

In Barnsley, we're promoting the Barnsley Low Carbon Standard. All new council build properties are being constructed off-gas, with high levels of thermal efficiency and low carbon technologies.

**14) Recommendation 14:** Replicate the principles of the Public Sector Decarbonisation Plan across all council owned assets.

**Service response:** This recommendation is supported

We support the TFG recommendation. We acknowledge that Members are keen to see the principles of the Public Sector Decarbonisation Fund (PSDF) replicated across all council owned assets to reduce our carbon footprint. This is very much our intention.

We successfully secured funding via round two of the PSDF, with works due to be complete in June 2022. The £4.3M funding has been used to provide air source heat pumps, rooftop solar PV, Electronically Commutated (EC) motors, building management systems, LED lighting, air-condition (AC) controls and insulation to five key council buildings (Town Hall, DMC1, Westgate, Gateway and the Crematorium), plus three leisure centres (Royston, Dearnside and Hoyland).

The installation of these measures will significantly improve the energy performance of these buildings and reduce carbon emissions.

Work is underway to identify more opportunities in terms of efficiency and emissions across our building portfolio and to prioritise these buildings for full condition surveys.

We must take a holistic approach to retrofit to make sure that these measures are integrated into our wider asset management strategy. This includes considering whole-life costs, repairs and maintenance and how this links with future planned works.

Funding such as PSDF has tight spending criteria linked to carbon reduction targets. We need to ensure that we have sufficient contingency and revenue funding (match) to support future funding bids.

In terms of supporting other organisations, we're working closely with the NHS across Barnsley and local businesses, alongside partners such as Berneslai Homes and BPL, to help them reduce their carbon footprints, helping to contribute to our Barnsley 2030 borough-wide zero 45 aspirations.

We're developing a route map for the borough to guide our carbon reduction activities across buildings, transport, waste, and renewable energy opportunities. We'll also have a compelling narrative within our engagement strategies to support significant boroughwide behaviour change to harness capability, opportunity, and motivation at the household and organisational levels.

**15) Recommendation 15:** Provide segregated litter bins to allow the recycling of litter in the town centre and surrounding areas.

**Service response:** This recommendation is partially supported

We support the outcome that TFG seeks to achieve with this recommendation, i.e., greater levels of on-street recycling. Universally it is accepted that we need to use fewer virgin materials and reuse or recycle materials wherever possible; it goes to the heart of our 2030 sustainability ambitions.

In terms of changing the current system with the introduction of segregated recycling bins, ensuring that we have complete supply chain transparency for any future model is critical, with any proposed changes needing to be considerably better than the current process. The following paragraphs highlight the current arrangements and the points to consider before implementing segregated litter bins.

Currently, waste collected from on-street bins is taken to the BDR Manvers mechanical and biological treatment plant. The waste is processed to extract recyclable components like ferrous and non-ferrous metals, glass, stone, and plastics. Whilst the organic material extracted produces material for land restoration; the remaining solid recovered fuel is taken to Ferrybridge to generate electricity for the region. The facility recycles c15% of the presented waste. Overall, the plant diverts c98% from landfill.

Developing the business case for investment in on-street recycling will require decisions about what materials to recycle, a new network of recycling bins, and individual recycling material contracts. We would need to study the composition of the waste within the litter bins. A recent review of litter bin compositions across four Welsh authorities evidenced the major components were: 41% putrescible, which includes food waste and dog excrement, 18% paper and card, 10% glass, 9% dense plastic and 4% metals. Therefore, the appropriate selection of materials to recycle and the correct use of the facilities will prevent operational and contractual issues with the service. For example, disposing of a recyclable fast-food drinks cup in the correct recycling bin can become contaminated if there is drink left in it; soaking the paper and cardboard within the bin. This can prevent the material from being accepted within the terms of the recycling contract and require disposal through a landfill or similar arrangement.

In addition to material selection, the Environment Act introduces future policy initiatives such as the deposit return schemes for drinks and similar containers; changing how single-use cups are issued; reforms to extend producer responsibilities for packaging waste. All future initiatives seek to reduce the consumption of new materials and increase reuse and recycling. These initiatives will change the composition of litter bin waste and how we might seek to recycle materials within it.

Therefore, without appropriate and timely material segregation, supported by customer education, high levels of contamination could present a financial burden on the authority, effect recycling levels, and potentially mislead the public into thinking that they are recycling more than they are.

**16) Recommendation 16:** Work around the Zero40 and 45 ambitions and air quality aspirations should be added to future work programmes, as a significant content of the existing work streams of the Overview and Scrutiny Committee.

**Service response:** This recommendation is supported

We support the TFG recommendation. We agree that the OSC should continue to be involved in developing our Climate Change Strategy and relevant SPDs. Our Zero 40, Zero 45 and sustainability targets must be an embedded theme across all service areas and within the organisation's culture.

Since declaring a Climate Emergency nearly three years ago, we've reported our action plan and progress against this annually through cabinet. This formal reporting will continue as we develop key documents related to this subject area. To raise awareness and increase understanding, we introduced a sustainability wheel toolkit embedded into our governance templates and business planning processes.

We recognise that considerably more can be done to ensure that other workstreams progressing through the OSC are considered through the lens of sustainability. We can assure OSC that key governance documentation such as strategies, action plans, and SPDs will be put through the appropriate governance processes.

**17) Recommendation 17:** Publish quarterly information and data as to how the Council is achieving its Sustainable Energy Action Plan (SEAP) targets and seek to find increasingly effective ways to engage with all residents on the Zero 40 and Zero 45 agendas.

**Service response:** This recommendation is partially supported

We agree with what the TFG is seeking to achieve with this recommendation and acknowledge that Members are keen to see data relating to our carbon emissions published frequently. We intend to have sufficiently developed data monitoring systems in the borough in time to see real-time progress in reducing our emissions.

It's crucial that we raise awareness internally as an organisation and externally across the borough to highlight the scale of the task at hand in reducing emissions, our vision for a net carbon borough and our co-produced strategy for achieving this.

We're currently implementing a new system called Utilidex, which will allow for much greater detail and accuracy regarding energy usage data across our buildings. This data will inform our carbon emissions outturn for our Scope 1 and 2 targets.

While we aim to increase the frequency of our reporting, it will not be possible to provide this information every quarter straight away due to the resource required to collate all information. To ensure consistent tracking against the baseline data, we'll produce carbon emission reports simultaneously every year.

In terms of engagement with residents and businesses, we have the following governance arrangements to help us achieve our targets and raise awareness:

- The Positive Climate Partnership reports to Barnsley 2030 board. It brings together people and organisations independent of the council to oversee the borough's emissions reduction by championing and coordinating local action on climate change and managing the Zero 45 programme.
- The Carbon and Energy Costs Group is responsible for developing and implementing an action plan to facilitate carbon reductions and savings owing to increased fuel costs and oversees the Zero 40 programme.
- Our Sustainability Forum was established in 2021 and brought together approximately 50 officers across many different services and levels of the organisation who are passionate and committed to the climate change agenda. We're working with the forum to develop an action plan to make the best use of their resource and expertise to further embed sustainability into the organisation's culture.

### **3.1 Financial and Risk**

The S151 officer or representative has been consulted as part of drafting this report.

- 3.2** There are no direct financial implications arising from the recommendations outlined in this report. It is recognised that in responding to or implementing individual recommendations, the financial implications would need to be fully assessed and included in the business cases and cabinet reports for those proposals.

### **3.2 Legal**

There are no specific legal implications, although in responding to the recommendations in the report, the legal implications of these would need to be fully assessed by the appropriate services responding.

### **3.3 Equality**

The TFG is keen to ensure that all of our services and activities impact all of its communities equally. Throughout the TFG's involvement in this work, it has become apparent that the work on air quality and carbon reduction will help to reduce health inequalities. They were pleased to see that one area of focus will positively impact fuel poverty.

However, while promoting a green agenda, we must maintain the principles of a 'just transition' and ensure that expectations and actions don't disproportionately affect people on a low income or exacerbate inequalities. Given that the impact of climate change will affect future generations, members felt it was important to hear directly from young people.

### **3.4 Sustainability**

As this report does not require a decision, the sustainability decision-making wheel has not been included. However, making sure that the borough and the organisation are sustainable in the future has formed a large part of the

investigations. It is the sole focus of the work of some of the officers involved. It needs to be considered when responding to the individual recommendations within this response report.

### **3.5 Employee**

There are no specific employee implications, although in responding to the individual recommendations in the report, the employee implications of these would need to be fully assessed by the appropriate services responding.

### **3.6 Communications**

Although there are no direct implications because of this report, it is evident from the investigation that more robust engagement and changes in behaviour and communication need to be developed to drive the agenda forward.

Information should be shared in various ways in clear and accessible formats so that people can make informed decisions and residents can be made aware of the benefits of improved air quality and carbon reduction.

In particular, engagement on climate change must be a two-way process so that we continue to understand the barriers to change felt by our communities to address them.

#### **Members can expect to see:**

- An overarching communication and marketing strategy for the Barnsley 2030 theme Sustainable Barnsley in partnership with Barnsley 2030 board organisations. This will help make sure we are sharing stories and consistent messaging across the borough.
- A communications and marketing strategy for the council to help the delivery of our sustainable Barnsley priorities and any outcomes arising from the strategies and plans mentioned in this response report. This will include key messages and myth-busting around key issues.
- Regular communication with the Youth Council and engagement with young people across the borough.
- Promotion of financial incentives to help people make positive changes such as improving home insulation and purchase of electric vehicles
- Local communities are engaged through existing mechanisms such as Ward Alliances and community groups.

These points are and will continue to be incorporated into the change strategies developed to deliver the recommendations from the TFG report.

## **4. CONSULTATION**

The following services have been consulted as part of responding to this TFG report: The Air Quality and Carbon Reduction TFG Members, Overview and

Scrutiny Committee Members, the Council's Cabinet Members, the Council's Senior Management Team, council officers from the Public Health and Place Directorates (Public Health, Planning, Regulatory Services, Housing, Sustainability and Climate Change, Operational Services and Commercial, Operational Support Services), the Council's Communications and Marketing services.

## **5. ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 No alternative options have been considered in the writing of this report

## **6. REASONS FOR RECOMMENDATIONS**

- 6.1 Contained within the body of this response report to the TFG paper

## **7. GLOSSARY**

AQAP	Air Quality Action Plan
AQMA	Air Quality Management Areas
BMBC	Barnsley Metropolitan Borough Council
DAQI	Daily Air Quality Index
DEFRA	Department for Environment, Food and Rural Affairs
EV	Electric Vehicle
FPNs	Fixed penalty notices
IPCC	United Nations Intergovernmental Panel on Climate Change
NOx	Nitrogen Dioxide
OSC	Overview and Scrutiny Committee
SEAP	Sustainable Energy Action Plan
SPDs	Supplementary Planning Documents
SYMCA	South Yorkshire Mayoral Combined Authority
TFG	Task and Finish Group
WHO	World Health Organization
EC	Electronically Commutated

## **8. LIST OF APPENDICES**

Appendix 1 - Maps from recommendation One

## **9. BACKGROUND PAPERS**

### **SCRUTINY TASK AND FINISH GROUP (TFG) REPORT ON AIR QUALITY AND CARBON REDUCTION IN BARNSELY**

IPCC report on Global Warming 2018:

<https://www.ipcc.ch/sr15/>

Barnsley Council's Zero 40 and 45 ambitions:

<https://www.barnsley.gov.uk/services/our-council/helping-our-environment/reducing-carbon-emissions/>

Barnsley Council's Sustainable Energy Action Plan Report to the Overview and Scrutiny Committee December 2018:

<https://barnsleybcintranet.moderngov.co.uk/ieListDocuments.aspx?CId=224&MId=6409&Ver=4>

Barnsley Council's Air Quality Action Plan:

<https://www.barnsley.gov.uk/media/18071/air-quality-action-plan.pdf>

Public Health England Public Health Profiles: Mortality Attributable to Air Quality: <https://fingertips.phe.org.uk/search/air%20quality>

Assistant Coroner for the coroner area of Inner South London's Report to Prevent Further Deaths, April 2021:

<https://www.judiciary.uk/wp-content/uploads/2021/04/Ella-Kissi-Debrah-2021-0113-1.pdf>

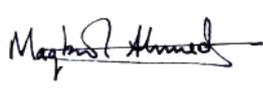
World Health Organization's Guideline Values for Ambient Air Quality:

[https://www.who.int/news-room/fact-sheets/detail/ambient-\(outdoor\)-air-quality-and-health](https://www.who.int/news-room/fact-sheets/detail/ambient-(outdoor)-air-quality-and-health)

Environment Act 2021: <https://bills.parliament.uk/bills/2593>

If you would like to inspect background papers for this report, please email [governance@barnsley.gov.uk](mailto:governance@barnsley.gov.uk) so that appropriate arrangements can be made.

## 10. REPORT SIGN OFF

<b>Financial consultation &amp; sign off</b>	Senior Financial Services officer consulted and date  29/04/2022 <i>This box must be signed to confirm that there are no financial implications.</i>
<b>Legal consultation &amp; sign off</b>	Legal Services officer consulted and date <b>Jason Field 29/04/22</b>

**Report Author: Paul Castle**

**Post: Service Director**

**Date: 27<sup>th</sup> April 2022**