

SCRUTINY REVIEW PANEL 4 – TRANSPORT

MINUTES

Thursday 27th July 2017

PRESENT: Councillors: Kamaljit Kaur Nagpal (Chair), Gary Busuttil, Joanna Dabrowska (Vice-Chair), Kamaljit Dhindsa, Kieron Gavan, Abdullah Gulaid, Gurmit Mann, Aysha Raza, *Chris Summers* (Substitute for Tej Bagha), Lauren Wall and Ray Wall

Co-opted Members:

John Gashion

Ealing Officers Present:

Harjeet Bains	- Scrutiny Review Officer
Chris Cole	- Transport Projects and Policy Manager
John Freeman	- Regulatory Services Officer
Russell Roberts	- Principal Transport Planner
Lee Teasdale	- Democratic Services Officer

External Attendees:

Oliver Lord	- Deputy Air Quality Manager, Greater London Authority
Owain Mortimer	- Principal Policy Officer, London Councils

1. Apologies for Absence

(Agenda Item 1)

Councillor Bagha was substituted by Councillor Summers.

Councillors McCartan and Alex Stafford tendered apologies.

2. Declarations of Interest

(Agenda Item 2)

There were none.

3. Matters to be Considered in Private

(Agenda Item 3)

There were none.

4. Panel Terms of Reference and Work Programme 2017-18

(Agenda Item 4)

The Chair advised Panel Members that some site visits had already taken place in preparation for the year's continuation of the Transport Panel, including:

- The Transport for London seminar: Healthy Streets for London

- Workshop on the Assessment for Patient Transport Services across North West London
- A combined site visit using a car club vehicle to see the key transport pollution hotspots in the borough and electric charging points in the London Borough of Hounslow

It was asked that the Panel agree to the co-option of John Gashion to the Panel for a further year following his helpful membership of the Panel in the previous Council year. The Panel unanimously agreed to this.

The Panel were advised that Transport for London were undertaking a consultation on changes to bus routes to take place in relation to the opening of the Elizabeth Line (Crossrail) in 2018. It was agreed that this would be discussed further towards the end of the meeting.

It was advised that a Crossrail update was on the agenda for the next meeting. It was also advised that the Local Implementation Plan (LIP) had been postponed and would now be considered at a later date to be determined.

Resolved: That

- (i) the Terms of Reference for the Panel be agreed;
- (ii) the provisional Panel Work Programme be agreed; and
- (iii) the co-option of John Gashion to the Panel for 2017/2018 be agreed.

5. Air Quality and Pollution Update (Agenda Item 5)

The Chair invited John Freeman (Regulatory Services Officer) to make a presentation to the Panel which provided an update on transport related air pollution in the borough.

Whilst significant achievements had been made in reducing many of the pollutants that affected public health – particulate matter and nitrogen dioxide remained at levels where the effects on health and the natural environment required ongoing intervention at a national, regional and local level.

Mainly due to emissions from diesel powered vehicles, the national and EU air quality standards for nitrogen dioxide were still a long way from being met in many parts of Greater London and urban areas across the UK. This included parts of Ealing borough, where reducing nitrogen dioxide pollution remained a serious challenge.

The main roads in the borough, including the A40 (Western Avenue), A406 (North Circular Road), the A4020 (Uxbridge Road) and the roads that connected them, continued to be major sources of pollution from vehicles and resulted in corridors of increased nitrogen dioxide and, to some extent, particulate concentrations.

To assist London's local authorities in prioritising their actions to improve air quality, the GLA, in consultation with borough air quality officers had identified 187 Air Quality Focus Areas across Greater London. These were locations that not only exceeded

the EU annual mean limit value for nitrogen dioxide but were also locations with high human exposure, for example in residential areas. Seven areas of Ealing were encompassed in the focus – examples included the Ealing Broadway section of the Uxbridge Road and the Hanger Lane gyratory. The Council would need to review how it could give effect to the priority indicated for these areas.

The Council had recently held a public consultation on its draft Air Quality Action Plan. Results of the exercise were in the process of being reviewed and a final action plan would be produced for publication taking account of the representations received. Some of the proposed measures relating to transport within the action plan included:

- **Discouraging unnecessary idling by taxis and other vehicles (e.g. through anti-idling campaigns or fines)** – It was an offence to leave a vehicle engine idling unnecessarily whilst parked. However, how proactively the legislation was enforced was a matter for the local authority in question.
- **Speed control measures** – In Ealing there were already a number of 20mph area wide speed limits in operation and there were aspirations to extend these further.
- **Increasing the proportion of electric and hydrogen vehicles and low emission vehicles in car clubs** – Ealing had 91 car club bays across the borough and 3 companies operating them. There was already a target in Ealing to incorporate electric vehicles into the car club fleet and this was being progressed.
- **Free or nominal parking charges at existing parking meters for zero emission cars** – This could be implemented in a relatively simple and low cost way (by providing exemption permits).
- **Free or low cost residential parking permits for zero emission cars** – This measure was currently under discussion regarding the feasibility of being taken forward.
- **Surcharge on diesel vehicles below Euro 6 standards for residents and controlled parking zone permits** – This measure was currently under discussion regarding the feasibility of being taken forward.
- **Installation of residential electric charging points** – There were complexities involved in installing residents charge points but they were also crucial in stimulating the uptake of cleaner vehicles because in London two thirds of households did not have access to off street parking.
- **Installation of rapid chargers to help enable the take up of electric taxis, cabs and commercial vehicles (in partnership with TfL and/or OLEV)** – The government is committed to building a national charge point infrastructure and funding had been made available for this.
- **Reallocation of road space; reducing parking in accessible destinations and/or restricting parking on congested high streets and busy roads to improve bus journey times, cycling experience and reduce emissions**

caused by congested traffic – The Local Implementation Plan included a number of specific schemes which worked towards reallocation of road space.

- **Provision of infrastructure to support walking and cycling** – One of the central themes of the Local Implementation Plan was the encouragement of walking and cycling.

The Chair thanked the Regulatory Services Officer for the introductory presentation and invited Panel Members to comment and ask questions.

Questions

Councillor Gavan stated that it would be helpful to understand the different effects that different fleets had. Did the Council have transport requirements placed upon companies that worked on its behalf?

He also asked if the Council could look at the impact of elements that the Council controlled – such as road design, speed limits, speed humps, two lane conversions to single lanes and single entry/exits. What was the pollution cost of these measures?

It was advised that the Air Quality Action Plan would help to determine future Council policy. There were provisions in the Council's procurement policy for appropriate clauses regarding emissions and fleet procurement.

Councillor Gavan stated that intentions were welcome but it was important that these provisions were actually being implemented.

It was stated that the action plan would push for this and that the Council must lead by example and not just choose the cheapest option at a potential detrimental cost to the environment.

The Transport Projects and Policy Manager stated that it was not a simple equation. Council controlled road measures were not just about air quality – road safety was paramount in decision making, though air quality impact assessments were of course included in the round.

It was stated that the Mayor was not pushing primarily on curing congestion, but was looking at putting people into other modes of transport, with an overriding philosophy of providing cycling and bus lanes at the expense of cars. But of course there could be environmental dis-benefits until people moved away from cars.

Heavy goods vehicles were always diesel as were large vans, so there was only so much the Council could do in procuring vehicles.

Councillor Gavan stated that he understood the need for a trade-off, but there was no transparency on what this trade-off was.

Councillor Dhindsa made reference to the locations used to monitor nitrogen dioxide in the borough – particularly parts of Southall such as Western Road and Brent Road. He stated that most of the congestion seen on the Brent Road was at a different part to where the current monitoring site was located – this therefore raised

the concern that these figures intended to give the Council a desired figure rather than an accurate figure.

It was advised that, for reasons of economy, the Council had needed to reduce the number of monitoring sites. But the remaining monitoring network concentrated on sites where residents were most exposed to pollutants rather than simply just the most congested areas.

London Councils Presentation

The Chair then invited Owain Mortimer (Principal Policy Officer for Transport, Environment and Infrastructure Policy) of London Councils to make a presentation on work being undertaken by London Councils in relation to air quality.

Air quality was one of London Councils main areas of focus. It sat on the London Air Quality Steering Group and the sub-regional air quality cluster group.

Work was taking place with boroughs to designate London Local Air Quality Management Areas (LLAQMA) and Air Quality Action Plans (AQAP). Policies that could be implemented included:

- 'Greening' council fleets
- Implementing emissions based parking policies
- Trialling restricted access on certain roads for non-Ultra Low Emission Vehicles (ULEVS)
- Re-designing the urban realm to include more green infrastructure
- New walking and cycling infrastructure

Boroughs were also implementing projects funded through other, externally funded sources such as Low Emissions Neighbourhoods and Neighbourhoods of the Future. Projects included:

- Air pollution awareness events
- Working with businesses to tackle emissions from deliveries and freight
- Rollout of electric vehicle charging infrastructure for residents
- Introduction of green taxi ranks

A questionnaire on the main causes of pollution had been developed and sent to members of the public, a detailed version of this was available on the London Councils website, and would be forwarded to the Panel Members.

Lots of work had taken place on electric vehicles. Electric car sales had risen dramatically in the United Kingdom over the last few years. With some of the latest models, such as the Renault Zoe, the Nissan Leaf and the BMW i3 offering driving ranges of around 150 miles per charge.

Research had been taking place into charging points, looking at potentials around increasingly expedient rapid chargers. There had also been research into how councils could prepare a neighbourhood charging infrastructure designed to help in facilitating the increasing uptake of such vehicles.

The Chair thanked Mr Mortimer for his presentation and invited Panel Members to comment and ask questions.

Questions

Councillor Summers stated that a lot of people would like to get electric cars but many were still put off by the lack of infrastructure. Ealing could encourage this by demanding that housing schemes must have electric charging points. Were any boroughs taking this approach?

It was advised that over 20 boroughs had put some form of policy into place, which would be implemented in different ways, such as varying charges for older diesel vehicles.

Councillor Ray Wall stated that the narrative of electric cars being non-pollutants was a fallacy, as increased uptake of electric cars would require significantly more activity at power plants which acted as pollutants in themselves.

It was stated that one of the problems with studying air pollution was that it could be difficult to 'see' the impact and therefore was hard to measure. It was felt that increased uptake of electric vehicles was about changing the culture of usage as well as the pollutants issues – regardless of energy needs, electric vehicles were considered to still be much greener than petrol or diesel 'from well to wheel'. It was agreed that there needed to be absolute honesty around the subject and that care needed to be taken not to spread misleading or incorrect information.

Councillor Gavan stated that an area of concern less noted was that of the potential inhibition of civil liberties regarding data collection, etc. It was advised that data protection issues were being noted, and that government lobbying would take place to ensure that this critical issue was not taken off the agenda.

Councillor Gavan then referred to the use of hydrogen, stating that the report seemed overly pessimistic in its view of future usage. People were at risk of getting 'switch fatigue' about the right way forward environmentally, and thus there was a risk of all credibility being lost if recommendations kept changing.

With regards to Hydrogen, it was stated that at some point soon a decision would have to be made to follow a definitive route. At present, it was felt that hydrogen would be the better fuel for Heavy Goods Vehicles. For domestic transport, electric vehicles seemed to have taken more of a hold over people and had a head start in the market.

Co-opted Member John Gashion expressed concern around the lack of reference to potential costs. Electric vehicles were relatively expensive to purchase, particularly when factoring the possible need to install personal electrical points. With regards to systems on streets – how much would a flat battery car cost to charge on the streets? The batteries in the vehicles would also wear out over time, and could impact upon the second-hand value of the vehicles significantly.

It was advised that work was taking place to ensure that costs around charging were attractive in comparison to the cost of petrol and diesel. Long-term indicators were that overall running costs would be better than those of current petrol and diesel

vehicles. Batteries in vehicles would work by a method in which they were 'leased' to the vehicle owner and replaced when necessary.

Councillor Dabrowska spoke about local authority electric vehicle tendering policies in London. Was the brief looking at a route of standardisation or were a variety of protocols expected?

It was advised that work had been taking place with a multi-borough working group; this group had been leading London Councils on how they wanted to approach tendering and procurement. Due to the nature of politics, London Councils could not just tell boroughs "what to do", though bordering boroughs did tend to liaise and try to work together on such issues.

Greater London Authority

The Chair then invited Oliver Lord of the GLA to make a presentation on work being commissioned by the Mayor of London to improve air quality and reduce transport emissions.

It was advised that London suffered a 'very high' pollution episode in January 2017, which meant that particulate matter concentrations had been roughly more than double the hourly legal EU limit. It was estimated that 80% of particulate matter now arose from tyre and brake wear on cars, and this was a big part of why efforts were being made to reduce overall car dependency in London.

There were very serious health and equalities impacts being seen, particularly for young people whose lungs were still developing; growing up in polluted areas could inhibit proper lung growth. Some of these most polluted areas also correlated with areas suffering most from deprivation.

Concerns were raised about increases in freight traffic. Vans already accounted for 80% of road freight and this was expected to grow due to the rises taking place in ecommerce. Due to nearly all road freight being powered by diesel, this made for a significant contribution to poor air quality.

The Mayor of London had made this one of his major priorities, and had held a consultation on a number of air quality measures within weeks of coming into office. Measures due to take place included:

- **Air Quality Alerts** – During and on the day before high and very high air pollution days, air quality alerts would be displayed at 2,500 bus countdown signs and river pier signs, 140 road signs which would include instructions to switch engines off when stationary to reduce emissions, and the entrance of all 270 London Underground stations.
- **Emissions Surcharge** – An emissions surcharge would start on 23 October 2017, this would entail a £10 charge (on top of the existing £11.50 congestion charge) during congestion charge hours for older polluting vehicles. For pre-Euro 4 level vehicles this would be the toughest standard of any world city.
- **Low Emission Bus Zones** – The greenest buses would be deployed on the capital's most polluted routes, there would be 12 zones in place by 2020. This

was part of an improvement programme to 3000 buses outside of Central London – new double deck buses would be hybrid, hydrogen or electric from 2018; new single deck buses would be zero exhaust emission from 2020. The target was to have a zero emission bus fleet by 2037 at the latest. Work was taking place with other world cities on this, as ordering together would allow for savings through economies of scale.

- **Ultra-Low Emission Zone** – this would be active in Central London from 2019 at a cost of £12.50 per day for non-compliant cars, small vans and motorcycles and up to £100 a day for non-compliant large goods vehicles and buses, this would extend to Inner London by 2021. And would be London-wide for large goods vehicles and buses by 2020.
- **Cleaner Vehicle Checker** – In March 2017 the Mayor of London announced the launch of a ‘Cleaner Vehicle Checker’ set to launch in autumn 2017. Work was taking place with a well-respected vehicle testing company that had ‘real-world’ emissions data from most new cars and vans sold in the UK.
- **New Transport Strategy** – London’s proposals would remove the dirtiest diesel vehicles before 2025. However, a holistic approach for tackling emissions was sought and an ambitious strategy had been laid out which would see zero emission zones in town centres and Central London from 2025; all new cars and vans in London would need to be zero emission by 2040 at the latest and London’s transport network would be zero carbon by 2050.
- **Healthy Streets** – Car dependency had contributed to an increase in poor public health across London. Therefore, by 2041 the Mayor aimed for 80% of Londoners’ trips to be on foot, by cycle or by using public transport (currently 64%), London’s total traffic to have reduced by 10-15% and all deaths and serious injuries from road collisions to have been eliminated.
- **Taxis** – No more diesel taxis would be allowed in London from 2018 and new taxis would need to be zero emission capable. The target was to see an entirely zero emission capable fleet by 2033 at the latest.
- **Charging Infrastructure** – The Mayor wished to see a major expansion in electric vehicle infrastructure. Rapid charge points would be vital to help businesses and taxis switch to electric vehicles. The GLA was aiming for installation to begin in autumn 2017 as part of an £18m programme – borough support on this would be critical. Work was taking place with boroughs to install charge points in residential areas, such as on lamp columns.
- **Government Plan** – In reference to the recent government plan to phase out all petrol and diesel cars by 2040, the Mayor had stated that London “could not wait until 2040”.

The Chair thanked Mr Lord for his presentation and invited Panel Members to comment and ask questions.

Questions

Councillor Raza asked about how high pollution ‘episodes’ were caused. It was advised that these always tended to take place at the start of the year around January or February. Cold weather and the sun combined to allow pollutants to hang in the air.

Councillor Dabrowska made reference to the emissions surcharges being the toughest in any city. Germany had introduced emissions surcharges to its cities in 2007. Had lessons been taken from what Germany had already been undertaking for 10 years?

It was advised that the German system was based upon Euro4 standards and considered particulates but not nitrogen dioxide. London was tougher as it took into account petrol emissions as well. Germany had been good at raising awareness through vehicle labelling schemes, and TFL were creating a tool to help people find out what emission standard their car met. A lot of preparatory and benchmarking work had also taken place with the C40 city collective.

Councillor Gavan stated that it was time for London to look at a business case for technologies such as trams. Ealing had considered this but the plan was cancelled due to public objections, however the world had ‘moved on’ since then – therefore did the Mayor have any tram plans? It was advised that presently there were no tram based plans.

Councillor Ray Wall asked why the full bus refit process would take four years – was this not quite an expedient process? He also stated that waterways were an untapped resource - particularly for the transfer of goods and waste. Was this considered within the Mayor’s plan? Concern was also expressed about bus frequencies.

It was advised that the bus refit programme would take two and a half years – there were 5000 buses in total involved so it was a significant process with approximately 100 buses a week to get through. It was a massive £86 million programme and could not be done overnight.

With regards to waterways – the Mayor was looking at policy shifts in how freight could be taken off roads. It was recognised that bus patronage had reduced last year which was a concern.

Councillor Summers stated that he had been involved in a meeting with Steve McNamara of the London Taxi Association. One of the overriding concerns was the present lack of infrastructure – particularly the lack of charging points in Outer London. Would the rules on taxis also include app-based services such as Uber?

It was advised that significant work was underway on cab charge points, but TFL only controlled five percent of London’s road network and the support of all boroughs was needed to find the appropriate space and land to allow suppliers to provide the infrastructure.

Councillor Gavan expressed concerns that a monopoly on charging points may take place. It was stated that this should not happen as taxis did not just serve particular

areas. However, there would naturally be preferences and it would be down to suppliers to incentivise.

The Chair then thanked all involved in the item for their contributions and drew the item to a close.

Resolved: That

- (i) the Council update on air quality and pollution be received;
- (ii) the London Councils presentation on air quality be received; and
- (iii) the Greater London Authority presentation on London's air quality and transport emissions be received.

6. Developments in Driving (Agenda Item 6)

The Chair invited Russell Roberts (Principal Transport Planner) to make a presentation to the Panel showing developments in driving and how these could be adopted to reduce road congestion and air pollution in the borough.

There were approximately 80,000 cars registered in the borough, of which around 26,000 had on-street parking permits. Car ownership in the borough was roughly the same as the London average, in that round 35% of households did not own a car (as of the 2011 census). The number of cars was almost identical to the 2001 figure meaning that the proportion of households that did not own a car had actually increased in line with rises in the local population.

National trends had turned towards vehicles becoming increasingly large, with the average family hatchback today being significantly bigger than the equivalent car 20 years ago. This was an issue for parking spaces on streets, which had been designed with previous generations of cars in mind.

Trends had become apparent with regards to younger drivers – who were increasingly delaying learning to drive, this was driven by factors such as the extra expenses involved in learning to drive and car ownership, also the increased uptake in university attendance in recent years.

Ealing currently had 38 electric vehicle charging points, including in supermarket car parks, Council car parks and new developments where they were now routinely required as a condition of planning permission. There had been some problems with Council installed charging points previously, including the first equipment supplier going out of business, co-ordination issues between streetworks teams and electrical contractors, reliability problems with the equipment and low usage of the Source London network. Rapid technological changes were taking place however, and officers were conducting a benchmarking exercise on the most effective way to grow the local network.

There were currently three car club operators within the borough – Enterprise, Zipcar and Hertz, these all operated on a model of dedicated vehicle bays. Ealing had been relatively successful in growing car club provision over the previous decade and

there were now 91 dedicated bays across the borough. However, these numbers had plateaued and certain parts of the borough such as Southall, Greenford and Northolt had very low provision as operators were reluctant to move into areas with lower income and/or high car ownership.

There were a number of trials taking place in London on autonomous vehicles, there was a significant trial taking place in South East London (The Greenwich Gateway Project near the O2 Arena) which officers were looking to arrange a visit to. The outcomes of these trials would be crucial in determining the practical take up of autonomous vehicles.

The Chair thanked officers for their presentation and invited Panel Members to comment and ask questions.

Questions

Councillor Gavan queried as to what sort of subsidies the Council gave to car clubs. He also asked if conditions could be set so that car clubs also had to take on bays in less well served parts of the borough.

It was advised that the subsidy was that they were allowed each bay at a price of £800 per year, though it was advised that this was still one of the highest rates in London. The 'pairing' of bays, whereby a club would have to take on a bay in a less well served part of the borough when applying for one in a more affluent area of the borough had been suggested, and would be investigated further.

John Gashion expressed concern that only 89 bays were in place for car clubs. 89 cars against around 80000 cars in total in the borough was just 'a drop in the ocean'.

Officers appreciated that car clubs had plateaued at present in the borough and there needed to be more demand in place for increases to happen.

Councillor Ray Wall stated that until the electric technology was right in regards to shorter charge times then there would remain a dilemma with promoting electric cars to the public.

It was stated that potentials around lamp column charging would allow overnight charging outside an owner's home. Most people made short daily journeys in their vehicles and overnight charging would be perfectly sufficient in these cases.

Councillor Gavan stated that to consider a policy on electric vehicles, there needed to be a model with costings. Councillors needed this to help in understanding the bigger picture, and they could not make an informed decision based on what were currently considered to be vague details.

Councillors Summers wondered whether the £800 a year bay cost for car clubs could be reduced in certain parts of borough to increase the number of locations.

The Chair thanked all present for their contributions

Before concluding the meeting, the Chair asked that the Panel briefly consider the recent Transport for London consultation on bus routes in West London in

preparation for the introduction of Crossrail. Panel Members had been asked to feedback individually, and also contribute towards the Council response.

John Gashion had put an information sheet together regarding the potential route changes; he stated that TFL had not ‘put their cards on the table’ and that they were trying to push people onto Crossrail. There was also concern that there had still been no mention of the cost of Crossrail fares.

Councillors thanked Mr Gashion for drawing attention to the consultation. Councillor Ray Wall expressed concern that the early September end point of the consultation allowed little time for comprehensive responses, and that officers should ask for an extension of consultation till after the school summer holiday period. Questions needed to be asked about why the consultation appeared to be so short and rushed. Officers confirmed that the Council was seeking an extension of the consultation period.

Resolved: That

- (i) the report on developments in driving be received by the Panel; and
- (ii) the Panel requests that an extension be granted to the Transport for London consultation on bus routes in West London.

7. Date of Next Meeting
(Agenda Item 9)

The next meeting of the Panel was due to take place on Tuesday 3 October 2017.

Councillor Kamaljit Kaur Nagpal, Chair.

The meeting ended at 9.50pm.