SCRUTINY REVIEW PANEL 3 – AIR QUALITY
MINUTES

Thursday 22 November 2018

PRESENT: Councillors: Anthony Young (Chair), Gary Busuttil, Linda Burke, Karanvir Dhadwal, Paul Driscoll, Kate Crawford (Vice-Chair), Abdullah Gulaid, Kamaljit Kaur Nagpal.

Other Members Present:

LBE Officers Present:

Harjeet Bains	Scrutiny Review Officer
Alison Forde	Head of Property Regulation, Planning Enforcement and Environment, LBE
John Freeman	Regulatory Services Officer, LBE
Holly Robinson	Regulatory Services officer, LBE
Mark Holmes	Commercial and Procurement Lead, LBE
Paula Portas	Democratic Services Officer

Others:

Ian Featherstone	Account Manager, Supply Chain, Energy Saving Trust
Robert Tyler	Principal Pollution Control Officer- Land, Air and Water, Hackney Council

1. Apologies for Absence
(Agenda Item 1)

There were none.

2. Declarations of Interest
(Agenda Item 2)

There were none.

3. Matters to be Considered in Private
(Agenda Item 3)

There were none.

4. Minutes of the Meeting Held on 27 September 2018.

(Agenda Item 4)

Resolved: That the minutes of the meeting of the Panel held on 27 September 2018 be agreed as a true and correct record.

5. Transport Fleet Management

(Agenda Item 5)

The Chair welcomed John Freeman, Regulatory Services Officer, to introduce an item detailing the management of the transport fleet.

John Freeman said that Ealing Council was responsible for the provision of public services which required the operation of a fleet of vehicles, comprising a range of vehicle types, and including those directly procured by services and fleets operated by contractors on the Council's behalf.

The objectives of the Council's Transport Strategy (June 2018) required the Council to take a lead in establishing its own Strategy and Policy for its lines of business and employees. In consultation with transport fleet user departments, the Commercial and Procurement Team was undertaking a review of the Council's fleet policies and developing a fleet category strategy. It was expected that the fleet category strategy would incorporate specific provisions to ensure that qualifying suppliers complied with the Council's Air Quality Action Plan. Once the fleet category strategy was approved, any procurement of fleet would need to be in line with the strategy.

Proposals for future fleet procurement included that new fleet vehicles should be electric. If this were not possible, hybrid alternatives would be considered. Diesel vehicles could only be procured as a last resort, and only the latest Euro emission standard engines with stop/start technology.

John Freeman referred members to pages 23 and 24 of the report where it provided updates on vehicle fleets from individual services and extracts of the relevant policies being adopted by other authorities, such as the Greater London Authority (GLA). There was a need to support the London Mayor's air pollution reduction target. It was vital that the Council's procurement policies were consistent with the Mayor's Air Quality Strategy. The City of London and Hackney were boroughs successfully gaining Air Quality support via the Mayor's Air Quality Fund grant for their fleet projects.

Mark Holmes presented the Fleet Category Strategy. He said that the current situation of the Council was characterised by:

- having no Fleet Manager or single point of contact.
- a silo departmental approach by Service areas.

- no strategic view of the requirements across the Council.
- no joined up visibility across the Council regarding assets/spend/claims/budgets.
- no policy guidance on vehicles, vehicle management, repairs, penalty notices, or insurance.
- vehicles were being procured mainly through Lex Autolease.
- many diesel vehicles were due to be replaced in 2018.
- a requirement for financial rigour externally and internally.

Over the last six months Ealing Council had worked to establish a procurement commercial hub. Ealing practice, as noted above, had been disjointed. How to support the service going forward was now being reconsidered, in the context of the Transport and Air Pollution strategies.

Current actions included:

- The Commercial and Procurement service had engaged with Lex Autolease to improve the relationship. This included resolving aged debts, MoTs and an agreement to extend contracts.
- Reviewing options to move to Electric Vehicles (EVs) via engaging with suppliers, pricing, terms, etc. However, the price of new electric vehicles was considerably higher than for non-electric ones.
- Engaging with infrastructure suppliers regarding charging points, options/costs, etc.
- Reviewing fleet requirements with service managers.

These actions had led the Commercial Hub to develop a Category Strategy for the fleet that was aligned to the Council's priorities, detailing how it would manage the fleet commercially in the future.

There were fifty-nine vehicles due for renewal in 2018 at a cost of £220,000, six in 2019 and six in 2020 at a cost of £24,000 respectively.

The commercial hub was also working with colleagues about Amey vehicles. Amey provided a range of environmental and waste services to the Borough. These covered domestic, bulky and trade waste as well as street cleansing and grounds maintenance, including cemetery services. The fleet of Amey vehicles was elderly and composed of large vehicles, with some in use since 2011. Most of these vehicles would need to be replaced by new diesel ones. However, the use of electric technology and support was being examined as this is in its infancy for waste vehicles.

The timing for these actions fitted with Council-wide Transport Strategy that aimed to:

- Promote a cleaner environment and healthier living (walking, cycling and green vehicles)
- Deploy much wider network of electric charge points (ECP's) across Ealing.

- Use access to Transport for London framework to utilise Bluepoint London to increase the number of ECPs.
- Support the Local Authority Trading Company (LATCO) Working Group and options to purchase/lease/replace.

This initiative provided an opportunity to look at Council staff and their practices: revise the number of staff claiming mileage in their own vehicles, examine the possibility of pooling electric cars, etc.

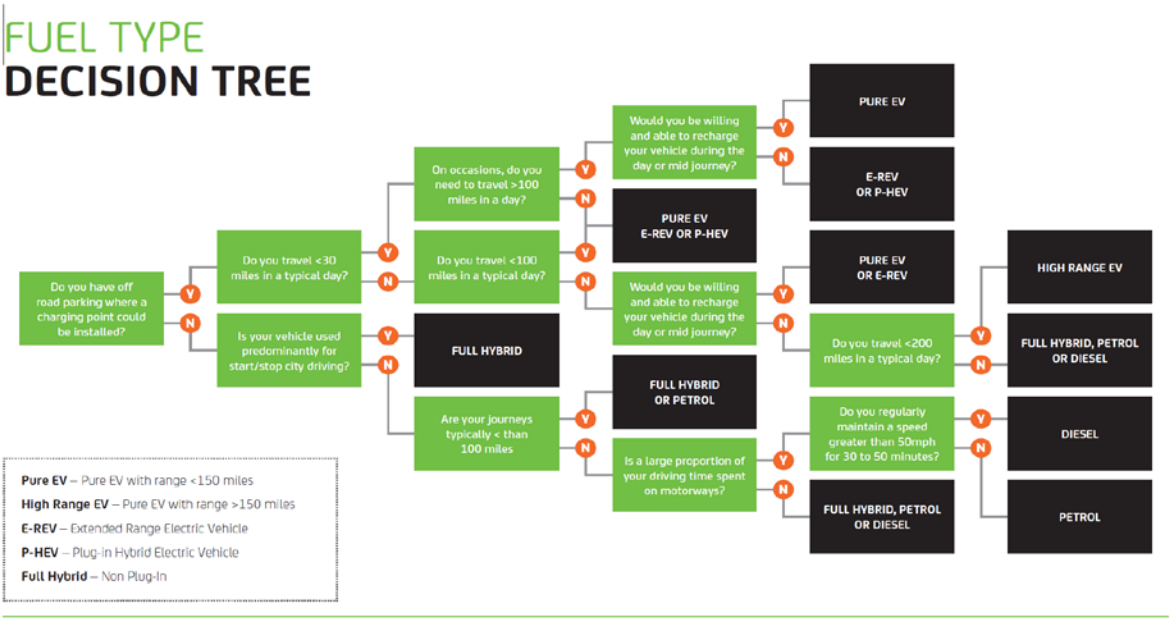
Scope of the Review

There was an opportunity to accelerate the replacement of vehicles in 2018. The commercial hub was looking to agree the Category Strategy in three phases. The first phase would look at the current fleet vehicles and their replacement by working closely with the service lines. The second phase would extend this to support to the Amey contract replacement. The third phase would look at wrapping up all policies that were required and initiating cross council initiatives including alternative transport modes, Grey Fleet, Fuel Spend, City Car Club and Salary Sacrifices for all staff. It was an important principle to promote electric vehicles (EV) wherever possible and make these accessible to all staff so that they were not using diesel vehicles while carrying out council duties.

Actions in the first phase comprised:

- Internal discussions with Facilities Management (FM), Parks and Estates Services.
    - FM needed to procure 20 vehicles in 2018. They had vehicles at end of lease and had agreed “rolling” contracts.
    - Estates similarly needed to procure 10 vehicles during late 2018.
- Reviewing EV options to replace current vehicles.
- Establishing the Senior Stakeholder Working Group.

The Category Strategy included a “Decision Tree” (below) to choose the vehicles better aligned to business needs.



So far the hub has:

- Met with suppliers from the Crown Commercial Service Framework.
- Identified one supplier that has approximately thirty second-hand eighteen months old electric vehicles at a reduced cost of £143pm.
- Achieved £80-£110pm savings on existing vehicle leases and fuel savings. New vehicles cost approximately £450 pm.
- Kept flexible terms/leases to allow us access to new technology coming along, (i.e. longer battery life).
- Agreed to order 8 EV vehicles now. These are second hand vehicles ex-British Gas, approx. 18 months old.
- Identified TfL framework would allow for wider ECPs across the Council Area
- Added value from discussions with Energy Team regarding Solar Roofing to create own energy for charging points.

In phase two the hub planned to:

- Review the wider vehicle analysis of remaining fleet numbers and options/costs discrepancies/insurance numbers.
- Establish the current assets position at transfer of Amey Contract, including vehicle strategy and specifications, future requirements, technology and infrastructure.
- Support wider opportunities regarding LATCO and the business case development and procurement – 150+ new vehicles.
- Consider repairs and maintenance options for LATCO, whether in-house or outsourcing.
- Examine the possibility of engagement with Harrow Council regarding Fleet Framework and Collaboration for LATCO.

The discussions for phase three include:

- A review of the Grey Fleet – with a mileage spend of £200,000 p.a. by staff on business journeys – mainly using own diesel vehicle transport.
- Review existing Car Club arrangement with Enterprise – currently using diesel vehicles – examining a switch to greener fuels.
- Review an opportunity to offer a car scheme ("Salary Sacrifice") to employees.
- Review Shell Fuel cards, governance and compliance – and the access to EV top up cards.
- Review Council Policies in place or required for drivers, home, parking, MoTs, insurance, own vehicles, driving licence checks, alcohol, drugs, etc. These would need to be adopted by LATCO.

The Chair thanked officers for the presentations and invited Panel Members to comment and ask questions.

Questions and comments:

Panel members:

- Queried how many charging points existed, where these were located and what energy they relied on.
  Heard that officers in the Department for Transport had agreed the number and location for EV chargers in the borough with Transport for London (TfL). There was an app that allowed users to check the exact location and proximity to chargers. The vehicles that the Council was looking to purchase were cheaper partly due to lower battery range of 75 miles. However, this battery range suited an urban local authority. Heard that Transport officers were aware of the issues in relation to the origin of energy for EVs.
- Asked whether there were outstanding MoTs for council vehicles.
  Heard that this was the case.
- Queried the cost of running EV versus diesel ones.
  Heard that officers only had partial data. The mileage costs were known as well as the cost to change the fleet to electric.
- Asked what car lease options would be provided to staff.
- Heard that the mileage system could not be eliminated entirely. Now the Council was paying a fee (of £0.80 per mile based on total cost averaged across its mileage) to be part of a car club. However, it could be cheaper to lease six or seven cars for the exclusive use of the Council.
- Queried the transport needs from Children's services.
  Heard that not enough detail had been obtained from all departments about their transport needs. Special Educational Needs (SEN) services' use of mini buses needed to be brought into the picture. However, without a centralised system the information was difficult to obtain, and this is currently part of its own separate transformation review.
- Queried what strategy was needed across the Council and what had been the scope for action during 2018.

Heard that there should be a team taking ownership of these issues. There was considerable scope for work and potential to achieve changes. It was particularly relevant now, as so many council vehicles were reaching the end of their lease terms. There was a risk, however, of lacking the necessary expertise. Yet there was good technology appearing in the market that could provide the Council an opportunity to become greener and transformational. In 2018 there had been some success in this respect. The Council had acquired 8 EVs and expected to receive them by the end of November 2018. These vehicles could be received quickly when ordered. However, not all departments were receptive to the initiative. The hub was dealing with departments one by one and their respective managers had to assess their needs and budget. There was no agreed overarching strategy yet. Further engagement with individual departments was necessary to assess needs and undertake a cost analysis. The production of such a strategy could take six months.

The Chair then invited Robert Tyler, Principal Pollution Control Officer at Hackney Council, to address the Panel.

Robert Tyler presented the Hackney Fleet Project, which had been partially funded by the Mayor of London's air quality fund. He said that the project had different strands, including electrification, a home charging trial, the creation of a bike fleet and others. Hackney had a large fleet of 470 vehicles that was delivered in-house. Therefore, they did not experience the challenges of sourcing the vehicles from outside. There was a strong central fleet management in-house, and different departments liaised with the central team to meet their vehicle needs. There was a strong preference within the department for electrification or hybrid vehicle use. The budget for the project was £380,000 to be spent over three years and was being delivered by the Sustainable Transport Team. The project had received a National Air Quality Award recognition.

In terms of electrification, Hackney had installed 45 charging points (at a cost of £200,000) and procured 33 electric vehicles –among them a Tesla for the public engagements of the Mayor, as it was their intention to send a clear message about the Council's air quality aims. One of the benefits of having a fleet manager was possessing knowledge about vehicles in-house. If teams felt that electric/hybrid cars were not as responsive as diesel ones, there would be a risk that this perception would dent the confidence of staff on the project. Hence, incentivisation had been important in Hackney with a cost of £40,000. Besides, Cabinet support had been essential.

Some of the initial lessons learned had been:

- Consider land consolidation - It had been assumed that there would be many suitable sites for charging points. However, due to consolidation of Council lands they were only able to use ten sites.

- Surveys at tendering stage - Providers were willing to do a considerable amount of the groundwork for a local authority for free, saving a lot of internal effort and cost (i.e. testing the capacity of depots/ buildings).
- Intelligent charging systems - that could provide data on energy usage. There had been some problems with those systems due to issues of compatibility between vehicles and charging points.
- Positive feedback - Surveying the Council's staff about the initiative gave the team valuable feedback which served to increase confidence in the use of the fleet.

The home charging trial came about because the Council did not have sufficient parking and depot space for the fleet. Therefore, there had been a push to incentivise staff to take the vehicles home. There were five take-home vehicles. This involved charging vehicles at home, recording their energy usage and claiming that back from the Council.

The Council had also built a bike fleet, providing twenty-nine bikes to teams (at a cost of £16,000). The promotion of cycling was a mayor strand of the project and a priority for Hackney. The bikes were provided on a pooling system with a centralised booking. Hence, centralised management of the initiative had been vital. The cargo bikes had proven popular, many of them being used by the park teams: the 'treecycles'.

Some of the lessons learned from the bike fleet had been:

- Not all bikes handed to different teams had been used and some would be reclaimed.
- Size matters. Cycling worked in Hackney because it was often the quickest way to travel across the borough.

Hackney was nevertheless struggling to move away fully from diesel due to the size of the borough's fleet. They were looking at trialling new initiatives, such as hydrogen vehicles, and consolidating achievements. The aims were:

- to achieve yearly reductions of 0.5 tonnes of NO_x and 40 kg of particulate matter;
- have more than 9% of the Council's fleet (comprised of 470 vehicles) and more than 16% of the Council's small van fleet (270 vehicles) switched to electric;
- and more than 20% of the Council's overall fleet being Ultra Low Emission Vehicles.

The Chair thanked Robert Tyler for his presentation and invited Panel Members to comment and ask questions.

Questions and comments:

Panel members:

- Queried whether Hackney Council had experienced issues with vehicle lease costs.
  Heard that the Council had made efforts to bridge the difference in costs.
- Asked how a centralised system worked and what were the skills of a good fleet manager.
  Heard that a good fleet manager would be knowledgeable about cars in general and EVs in particular, being financially astute and able to make appropriate enquires. The centralised model had made sense in Hackney due to the size of its fleet. There was a need for a centrally maintained depot too. Keeping both services in-house had saved money to the council.
- Asked about the trialling of hydrogen vehicles.
  Heard that hydrogen was a technology in development. Hackney's central manager had researched it and spoken to manufacturers. The feeling was that it was not yet cost effective.
- Queried the role of planning officers played in this kind of initiatives, for instance in terms of permissions for new developments.
  Heard that Hackney Council pressed for car free developments - requiring new developments to be car free - and these would not get parking permits. There were issues for transport relating to SEN – as there was loss of vehicle space due to battery size. However, the borough was piloting the 'school street' scheme where the roads outside some schools were closed to traffic at opening and closing times. The streets are closed to both school traffic and through traffic.

The Chair invited Ian Featherstone from the Energy Saving Trust, to make a presentation about Ultra Low Emission Fleets.

The Energy Saving Trust Group Transport provided advice to organisations running fleets on how to reduce costs and emissions, better manage grey fleet and transition to Ultra Low Emission Vehicles (ULEV). They also provided information on eco-driving training schemes to fleet drivers and supported low emission transport skills, expertise and best practice across the automotive supply chain. The Trust managed incentives and programmes to enhance the uptake of ULEV, the installation of charge point infrastructure and clean vehicle retrofit. Application for funds was still open.

The initiative started in 2011 and, since then, the Trust has worked extensively with private hire/ taxi EV examining a network of rapid charging for those, as these would soon be the only licenced ones for use in London. The Trust had also worked with Heathrow 2.0 examining opportunities for the use of EVs at the airport. Most of their fleet could be switched to EV due to their relatively short mileages. The Trust had

advised Uber on the use of EV. This initiative began with the use of fifty vehicles which were monitored. The Uber EV fleet had now expanded to seventy vehicles.

Slides were shown presenting the UK carbon emissions and the EU CO_2 car emissions targets. Electrification was needed to meet the targets.

The Trust's approach was first to identify the vehicle opportunity, that was identifying which vehicle profiles/duty cycles appeared to work and for which there were appropriate alternatives. Then, the costs had to be understood by carrying out whole life cost analysis and calculating "fuel" costs based on electricity/petrol use. Operational considerations would be taken into account such as how and where to re-charge and duty cycle and route optimisation. Finally, driver acceptance would be tackled - ensuring drivers were educated, informed and enthusiastic and considering specific efficient driver training to improve range.

A slide was shown presenting ULEV review considerations in terms of vehicles, charging and drivers. There were improvements in the range of EV available – from 109 miles New European Driving Cycle to 300 miles Worldwide Harmonised Light Vehicle Test Procedure – similarly with charging developments –from taking 12+ hours in 2010 to 5-20 minutes on charge to gain around 80 miles range - with new chargers from 2018.

The Chair thanked Ian Featherstone for his presentation and invited Panel Members to comment and ask questions.

Questions and comments:

Panel members:

- Asked whether funding was still available.
  Heard that funding via the 'On-street Residential Chargepoint' Scheme was still available. Via this scheme local authorities could receive a grant to part fund (75%) the capital costs relating to the procurement and installation of on-street electric vehicle chargepoint infrastructure in residential areas. Additionally, ULEZ funding was open to all organisations.
- Asked about battery life for EVs.
  Heard that battery life was not an issue anymore, as new vehicles had very lengthy battery lives.
- Commented on the issues that had been encountered with charging of EVs. The creation of park and ride and secure depot facilities was being explored. There had been issues with vehicles taken home by staff being vandalised.
- Commented that a fleet manager might be able to make efficiencies.
- Asked for advice on leasing costs.
  Heard that Hackney Council obtained a good rate due to the size of its fleet. They had undertaken work on the lifetime cost usages for vehicles. The cost of EVs had risen recently due to the introduction of new, longer lasting batteries. Also heard that costs of leasing depended on mileage, with more

miles more savings could be achieved. There had been a fall in the transactional price of EVs. It was expected that, by 2010, EVs would be cheaper to buy than petrol or diesel as the cost of batteries is expected to fall.

Resolved: That the report on Transport Fleet Management be received.

6. Reducing Pollutant Emissions from Idling Vehicles

(Agenda Item 6)

The Chair invited John Freeman to present to the Panel the report on reducing pollutant emissions from idling vehicles

John Freeman said that exhaust emissions from road traffic were the major source of the air pollution to which the borough's residents were exposed. A smaller, but nonetheless significant amount of this was avoidable: the idling of vehicle for long periods in traffic queues or the running of engines while waiting outside schools or at level crossings.

In 2015/16, Ealing's Regulatory Services partnered with an independent transport and environment consultant to carry out a project with Department for Transport funding to investigate the contribution that idling made to vehicle emissions at three road junctions in the borough – Horn Lane junction with Western Avenue, Acton; Wales Farm Road, junction with Western Avenue, Acton and The Broadway (B455) junction with The Broadway (A4020) and The Mall, Ealing. The study confirmed that particular combinations of traffic infrastructure design, operation, traffic demand and road fleet characteristics could result in elevated levels of vehicle emissions. The study found that up to 31% of the emissions of nitrogen oxides from stationary vehicles could be avoided if engines were switched off.

Idling was controllable at the discretion of the driver and new technology (the introduction of automatic stop/start technology into passenger cars) and public awareness campaigns were of help in minimising these emissions. One of the measures implemented through funding from a Defra Air Quality Grant was the installation of fixed signage in Horn Lane, between Acton Main Line Station and the junction with Western Avenue at Gypsy Corner. The level crossings in Churchfield Road, Acton, and in Bollo Lane, Acton/Chiswick, were also known hotspots for vehicle idling while drivers waited at the lowered barrier. With support from the Ward Forums, electronic variable message signs had been provided at the Churchfield Road level crossing to discourage idling. Images of the fixed signs and a short video showing the electronic sign were shown.

The Mayor's Air Quality Audit programme had provided audit reports for two primary schools in the borough, including recommendations for steps to reduce emissions from vehicles used to drop children off at the schools.

In terms of enforcement of idling offences, fixed penalties were available through The Road Traffic (Vehicle Emissions) (Fixed Penalty) (England) Regulations 2002, which provided appropriately designated local authorities with the power to issue fixed penalty notices (FPNs) of £20 for stationary idling offences. How proactively this legislation was enforced was a matter for the local authority in question. A number of London local authorities including the City of London, the London Borough of Camden and Westminster City Council had implemented enforcement of idling via FPNs.

In Ealing borough, a report to Scrutiny Review Panel 4: Transport in 2017 noted at the time that it was not considered cost effective to issue FPNs, but instead to raise awareness of idling. A pilot enforcement scheme was undertaken by Parking Services in Horn Lane, Acton, in 2014/15, but given the nature of the offence, drivers were either driving away or turning off their engines before an FPN could be issued. It meant that though the scheme was effective it did not have the potential to recover costs. This had remained the position to date and the borough did not have an enforcement programme for idling offences.

John Freeman said that this position was unfortunate and asked the Panel to consider the merits of setting up an enforcement programme in the borough.

The Chair thanked John Freeman for his presentation and invited Panel Members to comment and ask questions.

Questions and comments:

Panel members:

- Asked who would be responsible for the enforcement programme for idling offences in Ealing and who was responsible for it in the Councils that implemented this enforcement.
  Heard that, at the time, it was unclear whether the transport, parking or street services departments would be responsible. However, enforcement arrangements at other Councils would be followed up. Heard that Hackney was in a similar position to Ealing Council, as the enforcement services set up was very fragmented so implementing the fixed penalties was difficult. In addition, there was a need to warn drivers before issuing the penalty, and this could not be issued if the driver stopped, hence complicating the pursuit of an effective enforcement system. However, officers in Ealing Council had indicated the borough's interest in participating in a London-wide idling programme, supported by funding from the Mayor Air Quality Fund and led by the City of London and the London Borough of Camden. It was understood that there would be an expectation for participating boroughs to undertake some form of idling enforcement.
- Queried the definition of idling.

Heard that traffic was excluded from idling enforcement. Idling would cover instances such as engines running when parked due to cold weather, etc.

- Asked what were the legal implications for an enforcement programme.
  Heard that the legal procedure to be a designated local authority to issue fixed penalty offences was not onerous and was open for Ealing Council to pursue. To be designated, a local authority must have an Air Quality Management Area in place, provide proper training for authorised persons and apply to the Secretary of State for designation.
- Queried whether education would work better than enforcement.
  Heard that the pilot enforcement scheme had a dramatic effect on the persistence of idling. Drivers took much more notice of the issue when it was enforced.
- Asked if there had been monitoring of the effects of the signage in Horn Lane.
  Heard that monitoring had not been carried out. The monitoring of pollution in Horn Lane had shown that nitrogen dioxide levels in the area had improved, but it would be difficult to know the exact reason for the results.
- Asked whether a public involvement scheme for monitoring had been considered.
  Heard that there were difficulties in developing public engagement programmes. Instead most of the activities had been orientated towards raising public awareness.
- Noted that the signage design could be improved, as Horn Lane was crowded with signs which made this sign difficult to spot.
- Asked whether there was a provision for an increase in the fixed penalty of £20.
  Heard that there was no provision in the law for an increase to the penalty. However, such an increase would be welcomed from an enforcement viewpoint.
- Noted that the Panel could make a recommendation for Ealing Council to raise the need to increase this penalty with central government.
- Acknowledged that there was a need for both an awareness and enforcement programme. Also, to change behaviour public groups could be asked to assist with raising awareness on those roads.

Resolved: That the report on Reducing Pollutant Emissions from Idling Vehicles be received.

7. Panel Operations Report

(Agenda item 7)

The officer report asked the Panel to agree the agenda items and actions for the next meeting which were included in the appended Updated Work Programme.

Resolved: that the Updated Work programme be approved.

8. Date of Next Meeting

(Agenda Item 8)

The Panel were advised that the next meeting of the Panel would take place on Thursday 14 February 2019.

Councillor Anthony Young, Chair.

The meeting ended at 9.30 pm.