

SLOUGH BOROUGH COUNCIL

REPORT TO: Licensing Committee **DATE:** 27th June 2017

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PART I **INFORMATION, COMMENT AND DECISION**

PROPOSED EMISSION STANDARDS FOR HACKNEY CARRIAGE AND PRIVATE HIRE VEHICLES

1. **Purpose of Report**

To inform the Committee of proposals for low emission standards for hackney carriage (taxi) and private hire vehicles in Slough as part of the Council's draft Low Emission Strategy and the proposed feasibility for a Clean Air Zone.

2. **Recommendation(s)/Proposed Action**

The Committee is requested to:

- (a) Note the report and comment on the proposals for low emission standards and effective dates,
- (b) Agree that the proposed low emission standards be approved and are subject to consultation,
- (c) Agree any amendments to the proposed low emission standards and implementation dates prior to consultation,
- (d) Agree that all final proposals after consultation are brought back before Committee for approval.

3. **The Slough Joint Wellbeing Strategy, the JSNA and the Five Year Plan**

The European Union Air Quality Directive 2008/50/EC13 sets out the obligations for Member States in terms of assessing ambient air quality and ensuring that Limit Values ("LV") for certain pollutants are not exceeded. In the UK, the requirements of the Directive have been transposed into domestic law through the Environment Act 1995 and subordinate regulation 14.15.

The report outlines that Slough is finalising its draft Low Emission Strategy ("LES") in line with the Government's new National Air Quality Plans, published on the 5th May 2017. The Slough LES forms part of the Slough Air Quality Action Plan and includes measures to reduce emissions from road transport vehicles, the main cause of elevated levels of Nitrogen Dioxide ("NO₂") and a key contributor to particulate matter ("PM") concentrations in the Borough. Both NO₂ and PM have significant health impacts for the residents of Slough.

The proposals in the Slough Low Emission Strategy for taxi and private hire vehicles will have a significant impact in reducing pollutants and contribute to Councils duty to improve air quality in Slough.

3a. **Slough Joint Wellbeing Strategy Priorities**

The proposals for the Slough Low Strategy will contribute to the Slough Joint Wellbeing Strategy of:

Priority – Increasing life expectancy by focusing in inequalities.

3b. **Five Year Plan Outcomes**

The proposals will contribute significantly to the Five Year Plan with the specific outcomes of:

- Our children and young people will have the best start in life and opportunities to give them positive lives.
- Our people will become healthier and will manage their own health, care and support needs.
- Slough will be an attractive place where people choose to live, work and visit.
- Slough will attract, retain and grow businesses and investment to provide jobs and opportunities for our residents.

4. **Other Implications**

(a) Financial

There are no financial implications of proposed action.

(b) Risk Management

Recommendation	Risk/Threat/Opportunity	Mitigation(s)
From section 2 above	The main threat will be that of some current licensed vehicles having to meet the proposed emission standard requirement. However as vehicles reach the vehicle age limits they will be replaced by vehicles that do meet the emission standards.	As Slough is under a duty to decrease air pollution levels the proposed emission standards will contribute significantly to this. There are no issues of inequalities as the emission standards will apply equally to all taxi and private hire vehicles.

(c) Human Rights Act and Other Legal Implications

1. Section 1 and Schedule 1 Parts I & II of The Human Rights Act 1998 apply:

Article 1 – Every person is entitled to the peaceful enjoyment of his or her possessions including the possession of licence and shall not be deprived of the possession except in the public interest.

Article 6 – That in the determination of civil rights and obligations everyone is entitled to a fair and public hearing within a reasonable time by an independent and impartial tribunal established by law.

2. The Local Government (Miscellaneous Provisions) Act 1976, allows the Local Authority to set standards for the granting of taxi and private hire vehicle licenses.
3. There is a legal requirement to improve and maintain air quality standards. The European Union Air Quality Directive 2008/50/EC13 sets out the obligations for Member States in terms of assessing ambient air quality and ensuring Limit Values (LV) for certain pollutants are not exceeded. The requirements of the Directive have been transposed into domestic law through the Environment Act 1995 and subordinate regulation 14.15.

(d) Equalities Impact Assessment

An Equality Impact Assessment has not been completed at this time as the emission measures are proposals for comment and discussion. Consideration may be given to an Equality Impact Assessment being completed. However, it should be noted that at this time there are no equality issues identified as the strategy would apply to any proprietor of a hackney carriage or private hire vehicle in similar circumstances.

5. **Supporting Information**

- 5.1 SBC is finalising its Low Emission Strategy draft (LES 2017-25) in line with the Government's new National Air Quality Plans, published on the 5th May 2017. The Slough LES forms part of the Slough Air Quality Action Plan and includes measures to reduce emissions from road transport vehicles, the main cause of elevated levels of NO₂ and a key contributor to PM concentrations in the Borough. Both NO₂ and PM have significant health impacts for the residents of Slough.
- 5.2 There are currently 715 licensed hackney carriages (taxis) and private hire vehicles operating in Slough. The chart below details a breakdown of the fuel types for each category of vehicle.

HACKNEY CARRIAGE	
Total	107
Diesel	99
Petrol	6
Hybrid Electric/Petrol	1
Hybrid Electric/Diesel	1
PRIVATE HIRE	
Total	608
Diesel	525
Petrol	31
Duel Fuel	1
Hybrid Electric/Petrol	51

- 5.3 The majority of the journeys taken by taxi and private hire vehicles are short journeys in and around the Slough and immediate neighbouring areas and therefore contribute to overall air pollution. Although the licensed vehicles make up a small proportion of the overall number of vehicles in the Slough area, they do emit a higher proportion of NO₂ and are a key contributor to PM in the area.
- 5.4 Taxi and private hire vehicles can be part of the solution, by showing the potential for low emission vehicles and ‘normalising’ their use to the thousands of passengers they carry each year. The Slough Low Emission Strategy will encourage and support taxi and private hire operators to switch to low emission alternatives and consider what policy incentives will support taxi and private hire operators to make the change.
- 5.5 Mr Andrew Whittles (Low Emission Strategies Ltd) who has been working with Mr Jason Newman the SBC Environmental Quality Manager has prepared a briefing note (**Appendix A**) on the draft Slough Low Emission Strategy proposals, specifically in relation to taxi and private hire vehicles, which details proposals for emission standard requirements for taxi and private hire vehicles in Slough. Table 1 details the proposed standards as well as proposed implementation dates. The proposed dates will be applicable to any new vehicle to be licensed on or after that date.
- 5.6 The current euro emission standards and implementation dates for both diesel and petrol vehicles are detailed in the below chart.

Euro emissions standards for diesel cars

Euro standard	Date	CO	NO ₂	PM
Euro 1	July 1992	2.72	-	0.14
Euro 2	January 1996	1.0	-	0.08
Euro 3	January 2000	0.64	0.50	0.05
Euro 4	January 2005	0.50	0.25	0.025
Euro 5a	September 2009	0.50	0.180	0.005
Euro 6	September 2014	0.50	0.080	0.005

Euro emissions standards for petrol cars

Euro standard	Date	CO	NO2	PM
Euro 1	July 1992	2.72	-	-
Euro 2	January 1996	2.2	-	-
Euro 3	January 2000	2.3	0.15	-
Euro 4	January 2005	1.0	0.08	-
Euro 5	September 2009	1.0	0.060	0.005
Euro 6	September 2014	1.0	0.060	0.005

- 5.7 In 2016, the Council undertook a Ultra Low Emission Taxi feasibility Study which showed that there was interest from the taxi trade in using electric plug-in vehicles. As a result, in March 2017, the Government awarded Slough £157,000 to install 7 rapid charging units for charging taxi's. The briefing note details further information on this.
- 5.8 The 7 rapid charging units should be capable of supporting a 'high' take up of ultra-low emission vehicles over the next 3 years. This would mean that they could cope, should around 30% of hackney carriages and 50% of private hire vehicles switch by 2020.
- 5.9 It has recently been announced that the London Taxi Company will be producing a new extended electric London Taxi which will be on the market later this year. The cost for this new London Taxi will be in the region of £33k with the top up grant (about £7.5k) available from the Government. In addition, the Nissan eNV 200 electric taxi is also available and qualifies for the Plug-in Car Grant (about £4.5k) and costs around £20k. As Slough completed a Ultra Low Emission Taxi Study, Slough taxi drivers (WAVs) will qualify for the top up grant and saloon drivers will qualify for the Plug-in Car Grant
- 5.10 The proposed emission strategy prompts new taxi registrations into being the early movers, with the requirement that all taxis and private hire vehicles should be ULEV by 2025, this means that there will be significant numbers of second hand plug in taxis on the market by then which will support choice
- 5.11 The Council will be holding 'Trade' days when vehicle owners can meet with ULEV manufacturers and service providers to discuss opportunities.
- 5.12 As part of the implementation of low emission standards for taxi and private hire vehicles, a full review will also be necessary of both the current hackney carriage and private hire vehicle age policies (**Appendix B and Appendix C respectively**) and the current policy on minimum sizes of vehicles to be licensed (**Appendix D**) to cater for the age and types of ultra-low emission vehicles to be licensed, some of which tend to be smaller than the current licensed vehicles. The review of these

policies will be dealt with as a separate matter and carried out and consulted upon once the low emission standards have been implemented.

6. Comments of Other Committees

None.

7. Conclusion

That the Committee consider the details of the report and recommendations as set out in Paragraph 2.

8. Appendices Attached

- 'A' - Proposed Slough Low Emission Strategy for taxi and private hire vehicles.
- 'B' - Hackney Carriage Vehicle Age Policy
- 'C' - Private Hire vehicle Age Policy
- 'D' - Minimum Sizes of vehicles to be licensed.

9. Background Papers

- '1' - SBC Draft Low Emission Strategy
- '2' - Slough Air Quality Action Plan
- '3' - Local Government (Miscellaneous Provisions) Act 1976
- '4' - Office of Low Emission vehicles
- '5' - European Union Air Quality Directive 2008/50/EC13
- '5' - Hackney Carriage vehicle Age Policy
- '6' - Private Hire vehicle Age Policy
- '7' - Policy on minimum sizes of vehicles to be licensed.
- '8' - Slough Ultra-Low Emission Taxi Feasibility Study

APPENDIX A

Briefing Note - Slough Low Emission Strategy draft

Taxi Emission Measures

SBC is finalising its Low Emission Strategy draft (LES 2017-25) in line with the Government's new National Air Quality Plans, due to be published on the 5th May 2017. The LES forms part of the Slough Air Quality Action Plan and includes measures to reduce emissions from road transport vehicles, the main cause of elevated levels of Nitrogen Dioxide (NO₂) and a key contributor to particulate matter (PM) concentrations in the Borough. Both NO₂ and PM have significant health impacts for the residents of Slough.

The Government expects local authorities to take a lead and use available powers to reduce vehicle emissions where possible, including controlling emissions from taxis. Taxis operate mainly in the urban area where air pollution is greatest and often leave their engines idling on taxi ranks where members of the public are often exposed.

SBC are looking at the feasibility of implementing a Clean Air Zone (CAZ) in the Borough that will seek to restrict access to the most polluting commercial vehicles whilst also seeking to promote an acceleration in the uptake of ultra-low emission vehicles (ULEVs). In line with the National Air Quality Plan, the introduction of a CAZ will also require minimum emission standards for taxis. Proposed minimum emission standards for taxis in Slough are shown in table 1.

Table 1 – Proposed emission standard requirements for taxis

Taxi Licensing Type	Emission Standard & Compliance Dates
All new registrations	Minimum CAZ* Standard (Euro 6 diesel/4 petrol) from 1 st January 2018 ULEV** Standard from 1 st January 2019
All licensing renewals	CAZ Standard (Euro 6 diesel/4 petrol) from 1 st January 2019 WAV*** to comply by 1 st January 2020
All licensing renewals	ULEV from 2025

*Clean Air Zone

**A vehicle that uses low carbon technologies and emits less than 75g of CO₂/km from the tailpipe and is capable of operating in zero tailpipe emission mode for a range of at least ten miles.

***Wheelchair Accessible Vehicle (Hackney Carriage only)

In 2016, SBC undertook an Ultra-Low Emission Taxi Feasibility Study, a pre-requisite for Government funding to support the uptake of ultra-low emission taxis. The study showed that there was interest from the taxi trade in using plug-in vehicles and that at around 3p per mile to run, Slough taxi drivers could achieve significant cost savings by switching from their diesel vehicles. A key issue is the availability of dedicated rapid charging facilities for taxis.

In March 2017, the Government awarded Slough £157,000 to install 7 rapid charging units for charging taxis. These new units will be rolled out over the next 2 years at the following locations:

- Slough railway station – front entrance
- Slough Railway station – rear entrance

- Harrow Market, Langley
- Burnham Railway station
- The Grove car park, town centre
- Burlington car park, town centre
- Church Street, town centre

In order to facilitate a switch to ultra-low emission, plug-in taxis, it is proposed that licensing standards for ULEVs are introduced in line with table 1.

Additionally, incentives to promote the uptake of plug-in taxis will be considered, including:

- Dedicated ULEV taxi ranks at Slough, Burnham and Langley Railway Stations
- Dedicated SMART APP for taxi drivers to book charging facilities
- Discounted charging rates for early adopters
- ULEVs to be prioritised when SBC, and other public services, procure taxi services

SBC will be holding 'Trade' days when taxi drivers can meet with ULEV manufacturers and service providers to discuss opportunities.

APPENDIX B

Vehicle Age Policy for Hackney Carriages Incorporating a Mixed Fleet Provision – Adopted by Council on 07 Oct 2008

WHEELCHAIR ACCESSIBLE AND PURPOSE BUILT VEHICLES

1. This part of the policy relates to all wheelchair accessible and purpose built vehicles including, TX1, TX2, TX4, Metro Cabs and Eurocabs.
2. Any new vehicle to be licensed as a Hackney Carriage either permanently or temporarily to be no older than 5 years of age from the date of first registration.
3. The vehicle once licensed can be licensed for an indefinite period but must pass a Certificate of Compliance every six months on reaching 14 years of age.
4. Any vehicle imported into the UK, the date requirements will apply from the date of manufacture.
5. A current wheelchair accessible/purpose built Hackney Carriage licence holder can only replace the vehicle with another wheelchair accessible/purpose built vehicle as defined in paragraph 1 above.

SALOON HACKNEY CARRIAGE VEHICLES

Pending the outcomes of national consultation being conducted by the Department for Transport (DfT) and any future local consultation on Hackney Carriage mixed fleets the following will apply as an Interim Provision:-

6. Any new saloon vehicle to be licensed as a Hackney Carriage vehicle either permanently or temporarily to be no older than 5 years from the date of first registration.
7. Any vehicle imported into the UK, the date requirements will apply from the date of manufacture.
8. Paragraph 6 above only relates to currently licensed saloon Hackney Carriage vehicle licence holders.
9. The vehicle once licensed can be licensed to a maximum of 9 years from the date of first registration.
10. Any licensed saloon vehicle may be sold to an existing Hackney Carriage licence holder, subject to paragraph 5 above.
11. Any licensed saloon Hackney Carriage vehicle may be replaced at any time with a wheelchair accessible/purpose built vehicle.

GENERAL

12. During the period from this policy taking effect, and pending any subsequent legislation or guidance issued by the DfT on Hackney Carriage mixed fleets, any Hackney Carriage vehicle may be replaced with a newer vehicle of a similar type.
13. Any vehicle to be licensed as a temporary replacement or on a temporary basis (e.g. where the permanent vehicle has been involved in an accident or been stolen, etc) must be replaced with a suitable vehicle, as agreed with the Council's Licensing Officer, pending the repair or renewal of the original vehicle within a 3 month period.
14. In all cases of transfer of vehicle, the prior written permission of the Licensing Officer is required.
15. That this new policy and interim provision relating to saloon vehicles be fully reviewed when the findings, guidance and or regulations are published following the DfT consultation.
16. Any saloon Hackney Carriage vehicle being replaced like for like during this interim provision period may be required to be upgraded to a wheelchair compliant vehicle at the end of the current licence period.

APPENDIX C

CURRENT VEHICLE AGE POLICY FOR PRIVATE HIRE VEHICLES **APPROVED BY COUNCIL ON 16TH DECEMBER 2008**

1. Any new vehicle to be licensed as a private hire vehicle, either permanent or temporary, to be no older than 5 years from the date of first registration.
2. That condition 1 above will apply to all new and current licence holders.
3. The vehicle once licensed can be licensed to a maximum of 9 years from the date of first registration.
4. A current licensed vehicle can be transferred to another licence holder up to one year under the maximum age limit.
5. All vehicles to be tested annually up to six years of age.
6. After six years of age vehicles to be tested six monthly.
7. That for any vehicle imported into the UK, the date requirements will apply from the date of manufacture.
8. That where it is felt that there are exceptional circumstances for a vehicle to be licensed either from new (over 5 years of age) or to be licensed beyond the permitted age limit, any requests regarding exceeding the age limit must be put in writing to the Licensing Office at least 60 days before the expiry of the licence. The criteria to be considered for exceptional circumstances will include one or a combination of:
 - (a) Full service history of the vehicle
 - (b) Low mileage
 - (c) Excellent condition inside and out
 - (d) Wheelchair accessibility

APPENDIX D

Car Classification				
<u>American English</u>	<u>British English</u>	<u>European Commission classification</u> ^[4]	<u>Euro NCAP</u>	<u>Examples</u>
Mid-size car	Large family car	D-segment	Large family car	Ford Mondeo, Vauxhall Vectra, Toyota Avensis, VW Passat
Entry-level luxury car	Compact executive car			Audi A4, BMW 3 Series, Mercedes C-Class, Volvo S60
Full-size car		E-segment	Executive car	Holden Commodore, Vauxhall Omega, Chrysler 300C
Mid-size luxury car	Executive car			Audi A6, BMW 5 Series, Volvo S80, Jaguar XF, Mercedes E-Class, Lexus GS
Full-size luxury car	Luxury car	F-segment		Audi A8, BMW 7 Series, Lexus LS Jaguar XJ, Mercedes S-Class
Compact minivan	Compact MPV, Midi MPV	<u>M-segment</u>	Small MPV	Mazda5, Opel Zafira, Renault Scénic, VW Touran
Minivan	Large MPV		Large MPV	Ford Galaxy, Toyota Previa, Renault Espace, VW Sharan Mercedes M Class, BMW X5, Jeep Grand Cherokee, VW Touareg,
Mid-size SUV				
Full-size SUV	Large 4x4	J-segment**	Large Off-Road 4x4	Cadillac Escalade, Chevrolet Suburban, Range Rover, Toyota Land Cruiser Audi Q7

NOTES.

- (a) Only those vehicles that fall into the following Euro NCAP categories; Large family, Executive, Small MPV*, Large MPV, Large Off-Road 4x4 (European Commission classification D, E, F M* and J**)
- (b) In respect of the small MPV categories, these vehicles shall only be licensed to carry four passengers
- (c) Only the Large Off-Road 4x4 vehicles shall be licensed in the J segment