



Report of Director of Resources and Housing

Report to Executive Board

Date: 25th July 2018

Subject: Additional Clean Air Measures

Are specific electoral wards affected? If yes, name(s) of ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Summary of main issues

1. A report was brought to June's Executive Board that detailed the proposed Clean Air Charging Zone for HGVS, buses, coaches and taxis and private hire that will ensure that the city achieves compliance with the air quality directive in the shortest possible time as instructed by the ministerial direction that was issued under environmental legislation.
2. There are many parts of the city that already achieve compliance but where the council is keen to support work to drive further improvement in air quality as part of a citywide air quality strategy to improve health. The Executive Board requested that a further report be brought to the July meeting setting out other actions which can be taken to achieve this.
3. Concerns have been expressed that the redrawing of the boundary has left some residential areas in the South at risk to the polluting effects of older HGVs. The air quality model shows no significant impact upon air quality levels, however, there will be special attention given to ensure that traffic measures are taken to prevent any unintended consequences and that any existing roads in this area which experience "rat running" by HGVs are prioritised for action based on consultation with local ward members.
4. It is important to note that Highways England rather than the council is responsible for the motorway network in and around the city, including M621, M61 and M1. As a result of this, the motorways are not included in the proposed Clean Air Charging Zone. As

part of Highway England's work to support reductions in emissions on their strategic road network, the council is working with them to develop a business case for a regional centre of excellence for ultra low emissions vehicles located in the south of Leeds, which would assist firms located in the area as well as those that use the motorway network to move towards electric vans, with significant air quality benefits.

5. The previous report also sought approval to enter into consultation on the enforcement of anti-idling. Whilst the consultation is on-going about enforcement, the behavioural campaign to increase the public's understanding of the negative impacts of idling will be rolled out. It is proposed that there is a specific campaign to tackle idling outside schools.
6. Vans and private cars are not included in the Clean Air Charging Zone proposal that is currently under consultation. However, work is still underway to promote a move from older polluting vehicles to electric alternatives as an electric vehicle produces zero tailpipe emissions, and is therefore a much bigger step in emissions improvements than simply moving to EURO 6.
7. Over the next 6 to 12 months, there will be increased investment in electric vehicle charging infrastructure and the offer of free ultra low emission parking to Leeds' residents in council car parks has been extended to March 2020. This will be developed alongside an on-going communications campaign to raise awareness on the health impacts of poor air quality and the role that everyone has to play to reduce their own emissions.
8. It is proposed that an eighteen month campaign in advance of the introduction of a Clean Air Charging Zone, focusses on enabling the public to understand the impact of their travel choices on air quality and provides support and advice to encourage practical cleaner alternatives.
9. Although there is a lot of work happening at a local level, there still needs to be more coordinated and decisive action at a national government level. The council continues to lobby government to introduce a targeted scrappage scheme that focuses on those vehicles that are pre-Euro 3 and takes the dirtiest vehicles off our road as quickly as possible.

Recommendations

The Executive Board is recommended to:

- delegate authority to the Director of Resources and Housing to:
 - enter into the required legal agreement to support the partnership with Highways England;
 - approve the authority to procure for the low emissions vehicles, the business engagement partner and the associated electric charging infrastructure to support the regional ultra low emissions vehicle centre.
- Endorse a campaign to focus on anti-idling outside schools;
- Request the Highways Service to examine traffic restrictions on HGVs, with particular focus on the areas that are now excluded from the CAZ in the modified boundary;
- Support a publicity campaign providing advice on cleaner travel alternatives;

- Request the government to provide a targeted scrappage scheme aimed at the most polluting older vehicles.

1. Purpose of this report

1.1. To provide details of:

1.1.1. the measures in the citywide clean air strategy, aside from the Clean Air Charging Zone;

1.1.2. the proposed partnership between Highways England and the council to deliver a centre of excellence for ultra low emissions vans in the south of the city;

1.1.3. to provide details of the overarching communications campaign with a focus on how the anti-idling aspects will be further developed

2. Background information

2.1. On 27 June 2018 a report was brought to Executive Board that detailed the Clean Air Charging Zone.

2.2. In December 2016 the Council bid for £1 million from the Joint Air Quality Unit (JAQU). This funding was awarded in January 2017 and will provide money to undertake a communications campaign, including the development of a website, infrastructure upgrades to the council's own depots, support for taxi and private hire drivers to make the transition to petrol hybrids or electric vehicles as well as funding to support the bike share scheme.

2.3. In January 2018 the council was awarded a further £ 1.8 million of funding from JAQU to support the following five schemes:

2.3.1. City Dressing Scheme - We are improving the visibility of air quality information in the city and informing anybody travelling by vehicles in Leeds how they can reduce their own emissions by putting no idling signs at schools and car share signs along busy road routes. Variable road signage will be utilised to show air quality levels and promote the use of alternative modes of transport. We are working with businesses to improve the level of car sharing in West Yorkshire. The scheme will also look to incentivise the modal shift away from the private car.

2.3.2. Electric Vehicle (EV) Charging Points - We are providing public electric vehicle fast chargers located at council sites such as parks and leisure centres with some rapid chargers for on-street parking in the city centre. We will also be extending our ultra-low emission vehicle free parking scheme for another two years to March 2020.

2.3.3. Scoot to school - A package of measures, including training, scooter storage and educational materials will be provided to 30 schools that have been specifically identified due to the high number of children travelling to school by

car. Information will also be sent to parents to help with the modal shift away from using cars.

2.3.4. Business engagement - This scheme is focused on increasing the uptake of electric vehicles with businesses by supporting businesses in their business case development and allowing them access to longer vehicle trials. We will provide extra grants to support business with a suitable charge infrastructure and signpost them to any existing funding schemes.

2.3.5. Taxi and private hire electric leasing scheme - There is low uptake of electric vehicles in the Taxi/Pirate Hire (T/PH) sector so we are providing the opportunity to trial vehicles to demonstrate the advantages of using them.

2.4. As well as the measures outlined above, there are other complementary measures being delivered across the city. There is a plan in place to ensure that the whole of the council's fleet is as a minimum Euro 6 compliant but good progress has already been made to move a large proportion of the fleet to alternative fuel. The council is already recognised as leading the way as an early adopter with the largest electric fleet of any local authority in England. By the end of this year the council will have just under 100 electric vehicle on fleet and by the end of 2019, this is intended to rise to almost 300. Further information on this subject was submitted to Executive Board on 18 April 2018.

2.5. The Leeds Public Transport Investment Programme (LPTIP) is also a key component of the council's strategy to improve air quality as it will support significant modal shift through the development of a comprehensive improvement package for bus services in the city including operator investments in new vehicle fleets, bus priority and new information and facilities, new and expanded park and rides and new train stations. A report which updates Executive Board on progress with this programme will be tabled separately.

2.6. There is significant evidence that currently EURO 6 diesel engines found in cars and vans are currently not performing as expected in real life conditions. In one study undertaken by James Tate from the Institute for Transport Studies at the University of Leeds, a 1.4 Litre VW Polo had NO₂ emissions 13 times higher than EU regulations allowed, meaning that it produced the same NO₂ per kilometre as a fully laden diesel truck with a 13 litre engine.

2.7. A further study was undertaken covering 4850 vehicle models and 750,000 cars, out of which ICCT developed a system of ratings that show how cars fare when compared with NO_x requirements. The study showed that not one diesel car achieved a good rating for performance against the required standard.¹

2.8. As a result of evidence such as this, the council is keen to work with businesses with vans to support a move straight to electric rather than to EURO 6 as well as promoting electric cars to residents.

3. Main issues

¹ Bernard et al. (2018). *Determination of real-world emissions from passenger vehicles using remote sensing data*. Retrieved from https://www.trueinitiative.org/media/596931/true_remote_sensing_data.pdf

Regional Centre of Excellence - Ultra low emission van scheme

- 3.1. As part of our early measures fund the council bid for over £650,000 to work with small businesses to help drive up the uptake of ultra low emission vehicles. The money was going to be used to purchase vehicles, procure a contractor and develop infrastructure. It was anticipated that this would allow us to engage with 50 businesses.
- 3.2. A MSc student from the University of Leeds is undertaking a research project to understand the potential for the expansion of the electric van fleet. Part of his research included speaking to businesses and this showed that companies thought trials would be invaluable in terms of increasing electric vehicle uptake, accompanied by support to transition.
- 3.3. Highways England have expressed their desire to implement a scheme of a similar nature but on a much larger scale so they have approached the council to explore how we can best work in partnership. Leeds is considered an optimum base for the scheme due to the proximity of the motorways to some of our communities. Highways England are keen for the centre to be accessible regionally and due to Leeds' central location, it again provides Highways England with a practical solution.
- 3.4. The scheme will be based in the south of the city to allow easy access to the motorway network and will provide a centre of excellence for ultra low emissions vehicles.
- 3.5. The scheme will provide investment for:
 - 3.5.1. The purchase/ lease of electric vans
 - 3.5.2. The purchase of telematics system to enable accurate data collection;
 - 3.5.3. Electric charge network;
 - 3.5.4. Premises with front office with staffing;
 - 3.5.5. Third party to undertake business engagement and support;
 - 3.5.6. Marketing materials.
- 3.6. A suitable location is currently being investigated and a detailed business case is being developed in conjunction with Highways England that will be taken to their investment committee in August for approval.
- 3.7. An options appraisal will also be completed to compare the value for money of purchase versus lease and to explore the opportunities to reutilise vehicles within public sector organisations if they are bought outright when the scheme comes to a close.

Anti-Idling

- 3.8. The council is currently consulting on its enforcement of anti-idling. However, a large part of our work on anti-idling will be to undertake a widespread education campaign with the public.
- 3.9. Training will be rolled out across parking enforcement to enable those staff that spot vehicles idling to support behaviour change.
- 3.10. Engagement material will be developed that can be handed out to those that leave their engines running to explain the impact on their own and others' health.

- 3.11. There will also be targeted engagement with bus and coach companies as well as the taxi and private hire trade to raise their drivers' awareness of the impacts associated with vehicle engine idling.
- 3.12. There will be a targeted anti-idling campaign with schools with signage being installed to support the behaviour campaign.

HGV management

- 3.13. In terms of traffic and network management in the areas outwith of the proposed Clean Air Charging Zone boundary, a strategy of managing the network to maximise the use of the strategic network including the motorways and the primary A road and B road network. Improvements including those planned by Highways England will encourage this and help to minimise commuter and other non-local traffic "rat-running" through local communities. In addition in many areas traffic management including traffic calming measures and 20 mph speed limits have been put in place to manage the network and assist in safeguarding local communities and their road safety. Monitoring of routes will continue and this will include any concerns about non-local HGV movements that may arise. These will be investigated as has been the previous practice alongside continuing engagement with the distribution industry and their representative trade organisations. Similarly monitoring of road safety and traffic movements on key routes will be maintained as part of established programmes and in any particular issues that may arise will be followed up.

Public Engagement Strategy

- 3.14. The communications strategy has been developed to ensure a clear narrative, with consistent messages to outline what is happening in the city to tackle air quality and to engage the public on the impact air pollution has on health and wellbeing.
- 3.15. The communications strategy plans for a co-ordinated campaign up to and beyond the implementation of the Clean Air Charging Zone, with a specific focus on raising awareness of air quality issues, prompting behaviour change across the key identified stakeholder groups and provide information on opportunities to take action, both individually, as part of an organisation, or by businesses.
- 3.16. In addition to this the communications strategy will provide wider information on changes that can be made by the public, schools, businesses and other organisations to further reduce emissions beyond the Clean Air Charging Zone and to highlight the collective responsibility to improve air quality.
- 3.17. This will include advice on active travel, travel planning and accessible support for businesses. This work will be ongoing to both support the aim of the Clean Air Charging Zone to directly reduce emissions and improve air quality, but will also form the basis of continually making the case for improvements and changes, by demonstrating the benefits of a cleaner, healthier city.
- 3.18. The key aim of the behaviour change work is to raise awareness and share information with anyone who drives a vehicle on Leeds roads. Car users are been asked to drive just 5 miles less each week by encouraging car users to switch from jumping in the car each time they travel, to using public transport or active transport such as cycling, running or walking which has added health benefits for the residents of Leeds.
- 3.19. This will be achieved through utilisation of a number of methods and media; a dedicated website, social media, outdoor media including bus advertising and

billboards at main junctions and key arterial routes, news articles, radio campaigns and face to face engagement. These opportunities will ensure appropriate and effective messages are affirmed, through interactive channels like social media it also allows for engagement at an informal, but accessible level so that impact can be measured.

- 3.20. High impact awareness raising campaigns will occur twice a year across a 4-6 week period, complemented by an ongoing steady stream of information and messaging in the run up to and beyond the introduction of the Clean Air Charging Zone. A variety of marketing tactics, initiatives and strategies are being deployed and led by our intelligence and insight.
- 3.21. A combination of channels would be used to help amplify our messages and ensure audiences were reached through a number of touch points. Hyper-local campaigns will be delivered where behaviour change is most likely to occur, where good transport links are available or as the infrastructure improves and we work closely with colleagues in City Development. In addition lifestyle choices are a key driver and consideration when looking at who we are most likely to be able to influence so we continue to work closely with our market research agency, intelligence and data and community teams to better understand local perceptions, attitudes and motivations.
- 3.22. We will be monitoring and evaluating our campaign at key points over the next 48 months to see what impact the marketing activity has had and how we can change or amend our strategy should we need to.
- 3.23. A purpose designed Clean Air Leeds website has now launched, www.cleanairleeds.co.uk offering practical resources, information and signposting portal to all things air quality related in the city, an area where people can see the latest 'air quality' forecast, the site contains downloadable and shareable information and a news site to keep people updated on all new developments in the city relating to, and improving air quality, including links to Connecting Leeds and Public Spaces work.
- 3.24. The site is being developed to host information on the health impacts of poor air quality with links to Public Health and NHS advice, and health charities such as Asthma UK and the British Lung Foundation.
- 3.25. The site features guidance on how members of the public can reduce their own personal contribution to air pollution, including links to sustainable travel, cycle super highway, park and ride, cycle2work schemes, walk to work schemes and car share initiatives. The website will support the consultation process with the public on Leeds plans and link with existing behaviour change programmes such as the Influencing Travel Behaviour Team and Sustainable Travel teams.

Public Engagement – schools, children and young people

- 3.26. Engaging with young people to develop their knowledge and to help influence their travel and behaviours is vital to help future generations grow up in areas with far less pollution than there currently is. Children at schools across Leeds are the city's next generation of influencers, and therefore we need to make sure we are speaking to them and getting them on board as 'ambassadors' for cleaner air.
- 3.27. We are continually seeking opportunities to work with schools and aligning this to the current curriculum and national campaigns. £150k has been secured that allows us to support 30 schools in scooter training and storage. This work will be focussed where there is a high commute to school by car.

- 3.28. We've worked with the London Sustainability Exchange to develop a Leeds focussed toolkit that will support the schools travel plan and will include lesson plans, key activities and ways to get our future generations involved in reducing pollution. The toolkit will be piloted with a school before being rolled out across the city.
- 3.29. On the back of the great response from over 30 primary schools across Leeds in 2017 when we ran a 'Green Miles' competition with the winning school being announced on Clean Air Day we have launched the CAL champions competition asking schools to design and create their very own superheroes and baddies in the fight against pollution in Leeds.
- 3.30. Leeds City Council have produced the Sustainable Education Travel Strategy which sets out clear guidelines on how the council will promote sustainable travel to and from school. This strategy underpins a culture of active and sustainable travel amongst children and young people that has a long-term impact on future travel choices. It will contribute to the long term health and wellbeing of children by promoting an active and healthy lifestyle and reduce emissions in the city by decreasing the number of cars on Leeds' roads and easing congestion around schools.
- 3.31. The Council will continue to promote the development and implementation of school travel plans as a key tool and catalyst for planning and promoting sustainable travel in all schools and colleges. Travel plans provide the means within schools to provide direction through parent, pupil and community consultation, which identifies barriers and provides the school with a clear action plan for the promotion of sustainable travel. This approach has contributed to the reduction in the number of children travelling to school by car in Leeds from 28.4% in 2007 to 25.8% in 2016.
- 3.32. Modeshift STARS (Sustainable Travel and Recognition for Schools) is a national accreditation offered to all schools in Leeds. 45 Leeds schools have received an accreditation to date with 116 schools are signed up to the scheme. DEFRA funding has enabled the Council to add to the current provision offered to schools across the city.
- 3.33. Sustainable travel to and from school promotions activity are balanced with the delivery of road safety education and training and Bikeability training. The recent Schools Yorkshire Tour 2018 to promote cycling to school , delivered a school cycle relay across Yorkshire involving hundreds of pupils, in over 160 schools. 27 Leeds schools (270 pupils) taking part in the event each received bikeability training as an enabler to participate in the event. Large scale events such as these complement our localised events such as Scootember, Walk to School Week, Transition and Bike Week.

4. Corporate considerations

4.1. Consultation and engagement

4.1.1. There is currently a statutory consultation underway on the Clean Air Charging Zone. The consultation also seeks the public's views on:

- the location of electric vehicle infrastructure;
- no idling campaign key locations;

- future ambitions for the city.

4.1.2. Consultation with ward members will be undertaken on the proposed location of the Regional centre of excellence for ultra low emission vehicles as well as regarding requirements for highways measures.

4.2. **Equality and diversity / cohesion and integration**

4.2.1. An equality screening has been completed and one potential impact has been identified regarding the impact of quieter vehicles on visually impaired pedestrians. A full equality impact assessment will therefore be completed by the end of August.

4.3. **Council policies and best council plan**

4.3.1. The importance of air quality as an issue is reflected in the Council's vision under our Best Council Plan. Our vision is for Leeds to be a healthy city in which to live, work and visit and we are working with partners to reduce emissions which will bring about health and wellbeing benefits including reducing premature deaths, improving health, promoting physical activity and reducing obesity levels. We are raising general health and environmental standards across the city through the promotion of walking and cycling. The Leeds Public Transport Improvement Programme is working to make improvements to the bus and rail networks which will enable reductions in congestion and greater modal shift, supporting a reduction in emissions.

4.4. **Resources and value for money**

4.4.1. There are no resource impacts as all the schemes will be funded by external grant funding.

4.4.2. The vehicles required to support the ultra low emission vehicle scheme will be bought via a pre-existing approved framework to ensure value for money is achieved and to reduce the resource required to undertake the procurement.

4.4.3. There will be a further procurement completed to identify a partner to run the ultra low emission vehicle centre as well as the required charging infrastructure.

4.5. **Legal implications, access to information, and call-in**

4.5.1. Legal advice will be sought to support the development of the agreement between the council and Highways England. Further work will be undertaken to develop the lease agreements to allow vehicles to be leased out to other companies and partners.

4.5.2. A lease agreement will also need to be entered into for the premises required.

4.5.3. All of the procurements undertaken will be completed in line with CPRs. Any vehicles purchased will use the pre-approved framework that is already used for the council's standard fleet replacement programme.

4.6. **Risk management**

4.6.1. As the Highways England partnership develops, a detailed risk analysis will be undertaken to ensure a risk neutral position is achieved for the council in terms of financial liabilities.

5. Conclusions

- 5.1. Although compliance will be achieved via the implementation of our proposed Clean Air Charging Zone, this is just one strand of work in an overall citywide air quality strategy that will support further improvements in air quality and that is complemented by the projects to encourage modal shift included in the Leeds Public Transport Investment Programme.
- 5.2. The opportunity to develop a Regional Centre of Excellence for ultra low emissions vehicles provides the city an exciting opportunity to lead the way in terms of electric vehicle uptake.
- 5.3. The roll out of the behavioural campaign to support anti-idling will provide some quick wins across the city.

6. Recommendations

The Executive Board is recommended to:

- delegate authority to the Director of Resources and Housing to:
 - enter into the required legal agreement to support the partnership with Highways England;
 - approve the authority to procure for the low emissions vehicles, the business engagement partner and the associated electric charging infrastructure to support the regional ultra low emissions vehicle centre.
- Endorse a campaign to focus on anti-idling outside schools;
- Request the Highways Service to examine traffic restrictions on HGVs, with particular focus on the areas that are now excluded from the CAZ in the modified boundary;
- Support a publicity campaign providing advice on cleaner travel alternatives;
- Request the government to provide a targeted scrappage scheme aimed at the most polluting older vehicles.

7. Background documents²

- 7.1. None

² The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.