

To: General Purposes Licensing Committee
Date: 23 January 2019
Report of: Head of Community Services
Title of Report: Licensed Vehicles Emission Standards

Summary and recommendations	
Purpose of report:	To recommend introduction of emission standards for Hackney Carriage Vehicles and amend the vehicle age limit for Private Hire Vehicles licensed by this Authority
Corporate Priority	Vibrant Sustainable Economy, A Clean and Green Oxford
Policy Framework	Air Quality Action Plan, Low Emission Strategy, Sustainability Strategy
Recommendations: That the General Purposes Licensing Committee resolves to:	
<ol style="list-style-type: none"> 1. Approve the recommended option for introduction of new emission standards for Hackney Carriage Vehicles licensed by this Authority; 2. Approve the recommended amendment to vehicle age criteria for licensing of new Low and Ultra Low Emission Private Hire Vehicles; and 3. Agree that such proposals be recommended to Council for adoption. 	

Appendices	
Appendix 1	Supporting Measures
Appendix 2	Full Analysis

Introduction and background

1. Oxford City centre currently has high levels of toxic nitrogen dioxide, which contribute to diseases including cancer, asthma, stroke and heart disease; and, to around 40,000 deaths in the UK every year. Emissions from licensed vehicles contribute to these high levels.
2. Oxford has the potential for a great offer to its visitors, residents and businesses: a world class, clean, modern fleet of Hackney Carriage and Private Hire Vehicles.
3. Currently Oxford licensed Hackney Carriage fleet has an old age, polluting profile - the fleet consists 100% of diesel vehicles: 51% are older than 15 years, with the six oldest vehicles being 19 years old. Over half of the fleet are Euro standard 3 and lower.

4. 81% of the fleet would not meet the current Oxford Low Emission Zone standards (Euro 5 for buses), if it were extended to include taxis.
5. Trip patterns indicate that taxi emissions are largely generated within the central areas of Oxford.
6. None of the existing licensed vehicles are zero-emissions capable and none meet the proposed Zero Emission Zone (ZEV) standards. Reducing emissions in the taxi fleet presents an opportunity not only to improve air quality, but to showcase electric vehicles to our residents, businesses and visitors.
7. Oxford is not alone in taking these steps. For example: Coventry already require all newly licensed vehicles to be EURO 6 and will have a fully ULEV fleet by 2024; London have required all new applicants to be ULEV since January 2018; and, Dundee already has 94 pure electric (private hire) taxis operating in the city.
8. The overarching goals of the proposals in this report are:
 - That the economic impact on the Hackney Carriage trade respects their livelihood and builds resilience to global trends in mobility.
 - Achieving the urgent air quality improvement needed to meet Council targets for clean, safe air.
 - That Oxford City Council be a leader in sustainability, helping to attract investment and funding.

Go Ultra Low Oxford: Taxi scheme

9. The Hackney Carriage trade provides an important service, within our wider transport system, to meet the diverse needs of the residents, businesses and visitors to Oxford.
10. The global trend in mobility is towards rapid adoption of electric vehicles, especially in cities where new forms of mobility are concentrated and infrastructure investment is needed. Oxford City Council has been working to support the trade to build capacity and resilience to the forthcoming changes to our mobility to ensure the valuable services it provides are preserved for the future.
11. These measures include raising awareness of the benefits of low emissions vehicles, bringing the manufacturers to Oxford, capacity building workshops, financial incentives and investigation of the local investment case for ultra-low emissions purpose-built taxis. The summary of those measures can be found in **Appendix 1**. The Council continues to actively explore other sources of finance and support for the local trade.

Recommended option of emission standards for Hackney Carriage Vehicles (HCV) licensed by this Authority

12. To help address the high levels of toxic nitrogen dioxide in some city centre streets, options for an emissions standard were developed in consultation with the City of Oxford Licensed Taxi Association (COLTA) and feedback from drivers and owners that have attended the Council's capacity building workshops.

13. The proposals are based on the latest study of real world emissions by taxis¹ which show that EURO 5² models perform worse than EURO 4 and EURO 3 models, and are comparable to EURO 2 models. The proposals are therefore designed to avoid new EURO 5 vehicles applications, in order to ensure a real world emissions improvement is achieved in the journey towards a fully zero emissions capable fleet. **Appendix 2** describes and assesses the options, accounting for the overarching goals described above.

14. The recommended requirement:

- A. From 1st January 2020 remove the current requirement for new Hackney Carriage Vehicle (HCV) applications where the maximum age for a new vehicle to obtain a licence is “less than five years of age”
- B. From 1st January 2020 all renewal HCV applications must meet the EURO 4 standard as minimum; and, all new HCV applications must meet either the EURO 4, EURO 6 or ULEV standard as a minimum (EURO 5 vehicles are not considered to meet that standard);
- C. From 1st January 2022 all new HCV applications must meet ULEV standard or at least Euro 4 if replacing an existing Euro 4, Euro 5 or Euro 6 due to the vehicle being written off by an insurance company or is a temporary courtesy vehicle due to repairs;
- D. From 1st January 2025 all new and renewal HCV applications must meet the Ultra-Low Emissions Vehicle standard

Date From	<u>Renewal</u> HCV Applications	<u>New</u> HCV Applications:
1 st January 2020	All HCV must meet EURO 4 emission standard	All HCV must meet EURO4, EURO 6 or ULEV emission standard (EURO 5 vehicles will not be considered to meet this standard)
1 st January 2022	All HCV must meet EURO 4 emission standard	All HCV must meet ULEV standard, or at least Euro 4 if replacing an existing Euro 4, Euro 5 or Euro 6 due to the vehicle being written off by an insurance company or is a temporary courtesy vehicle due to repairs
1 st January 2025	All HCV must meet ULEV standard	All HCV must meet ULEV standard

15. The dates that EURO standards come into effect can vary: e.g. a manufacturer may be producing EURO 4 qualifying vehicles for a “transition period” before the official date that the standard comes into effect. For the purposes of this emission standard the following table describes how the emission standard of a vehicle will be assessed. Where there are “transition periods” the table assumes the highest Euro standard possible.

¹ Dallmann et al (2018). Available from: <https://www.trueinitiative.org/media/597524/true-london-rs-report-fv-20181214.pdf>

² Euro Standards are increasingly stringent exhaust pollution limits for new car models, introduced by the European Union in the early 1990s, starting with Euro 1. The current Euro Standard is Euro 6.

First DVLA Vehicle Registration Date	Standard assumed
From 1 st July 1992	Euro 1
From 1 st January 1996	Euro 2
From 1 st January 2000	Euro 3
From 1 st January 2005	Euro 4
From 1 st September 2009	Euro 5
From 1 st September 2014	Euro 6

16. A vehicle will be considered to meet the Ultra Low Emissions Vehicle standard if it meets the UK government's definition of an Ultra Low Emission Taxi (as of November 2018) "Taxis - These vehicles are purpose-built taxis and have CO2 emissions of less than 50g/km and can travel at least 112km (70 miles) without any emissions at all."²
17. Any applicant who believes that their vehicle meets a higher emissions standard than indicated by the requirements, as set out in the table above, may submit evidence to the Council. Where reasonable evidence is provided, officers may agree the appropriate emissions standard for that vehicle and issue a licence.

Amendment of vehicle age limit for first licensing of new Low and Ultra Low Emission Private Hire Vehicles

18. Oxford City Council licensed Private Hire fleet is currently considerably younger and less polluting than licensed Hackney Carriage fleet. However, the Authority desires to further encourage licensed Private Hire trade in supporting the Council vision in improving the air quality.
19. Current licensing age limit criteria for all new Private Hire Vehicles to obtain a licence are "*The maximum age for a new vehicle to obtain a licence is "less than five years of age" when it is licensed*".
20. To support the trade further in investing and switching to Low and Ultra Low Emission Vehicles it is proposed to amend the current criteria to the following "*The maximum age for a new Private Hire Vehicle to obtain a license is "less than five years of age" or "less than seven years of age for Alternative Fuel Type Vehicles (Tax Code TC59 definition), OR petrol vehicles (TC 48 definition) OR diesel vehicles (TC 49 definition AND meeting the RDE2 standard), that also produce CO2 emission figures of 110g/km or less as displayed in the DVLA V5 Vehicle Registration Certificate.*"

Financial implications

21. A study of local Hackney Carriage duty cycles was carried out. The study modelled the payback on investments in ultra-low emissions purpose-built taxis. It showed that ultra-low emissions purpose-built taxis, including the LEVC eTX and the Dynamo models, are a viable investment in Oxford due to the lower running costs compared to conventional vehicles. This is particularly pronounced for the Dynamo,

²See <https://www.gov.uk/plug-in-car-van-grants> - eligible taxis. Government ULEV definitions are expected to adapt to a developing market. Updated definitions might be considered for NEW applications post 2025.

which could generate a saving of £19,000 over 6 years of ownership at an average mileage of 25,000 per year. In comparison the LEVC eTX could generate a saving of £1,500 after six years based on the same mileage.

22. Access to capital may be a challenge for potential investors in the vehicles and is a key concern for the trade. The council has committed to subsidising the Certificate of Compliance test and Licensing Application fees for the first ten “early adopters” to invest in and license an ultra-low emissions Hackney Carriage Vehicle in Oxford.
23. It is expected that over the five year period of transition to the ULEV standard that the cost of new vehicles and models will become more affordable and that a second hand market will develop. As above, the Council continues to actively explore other sources of finance and support for the local trade.

Legal issues

24. In order to be enforceable the application of new emission standards and amendment of age limits would require the attachment of additional conditions to vehicles licences. The Local Government (Miscellaneous Provisions) Act 1976 at sections 47, 48 and 51 allows the Licensing Authority to attach to vehicle licences such conditions as it considers ‘reasonably necessary’. Improving standards in vehicle safety and air quality are relevant factors in this respect.
25. Improving air quality is in the interests of all persons and therefore no separate equalities assessment is considered necessary.

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