

London Councils' Transport & Environment Committee Executive

Future of Ultra Low Emission Zone (ULEZ) and Low Emission Zone (LEZ) Item no: 05

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Summary:

The Ultra Low Emission Zone (ULEZ) will come into effect from September 2020. In its consultation response London Councils requested that the Mayor and TfL work with boroughs to develop proposals for an expanded ULEZ.

This report outlines the progress and work to date looking at the feasibility of options for expanding ULEZ and/or tightening the London-wide Low Emission Zone (LEZ).

Recommendations:

The Committee is asked to:

- Note and comment on the report

The Future of ULEZ/LEZ

Summary of existing ULEZ proposals

1. The Ultra Low Emission Zone (ULEZ) will be introduced on 7 September 2020. The ULEZ will operate 24 hours a day, 7 days a week in the same area as the current Congestion Charging zone (CCZ). All cars, Private Hire Vehicles (PHVs), motorcycles, vans, minibuses, buses, coaches and heavy goods vehicles (HGVs) will need to meet exhaust emission standards (ULEZ standards) or pay a daily charge to travel within the zone in addition to any applicable Congestion Charge or Low Emission Zone daily charge. The standards and charges are set out in the table below.

Vehicle type	ULEZ standards	Daily charge (if the vehicle does not meet the ULEZ standard)
Motorcycle, moped and similar vehicles	Euro 3	£12.50
Car or small van (Petrol)	Euro 4	£12.50
Car or small van (Diesel)	Euro 6	£12.50
Larger van or minibus (Petrol)*	Euro 4	£12.50
Larger van or minibus (Diesel)*	Euro 6	£12.50
HGV**, bus or coach	Euro VI ¹	£100

*Vehicles with a gross weight of 3.5 tonnes or less

**Lorries and specialist vehicles of more than 3.5 tonnes gross weight

2. In addition, London-wide licencing requirements have been set for Taxi and Private Hire Vehicles (PHV) to accelerate the update of “Zero Emission Capable” (e.g. plug-in hybrid) vehicles within these fleets.

Background to work on expansion

3. In their responses to the ULEZ consultation, a number of boroughs requested variations to and expansion of the ULEZ boundary. London Councils requested that the Mayor and TfL work with London boroughs who wished to see the ULEZ expanded into their areas.

¹ Please note that engine standards for heavy vehicles are denoted by Roman numerals I-VI , and light vehicles by Arabic numerals 1-6

4. Sir Peter Hendy, then Commissioner of TfL, wrote to the chair of London Councils Transport Environment Committee on 9 May committing TfL to undertake feasibility work this year to understand how an expanded ULEZ after 2020 could be delivered and work with London local authorities to:
 - a) review all suggestions for amendments to the ULEZ boundary;
 - b) consider options to be assessed, driven by air quality impacts, implementation and compliance costs and the general workability of options;
 - c) undertake high level assessment of options, alongside other possible measures (e.g. tightening the standards for the London-wide Low Emission Zone);
 - d) feedback findings to stakeholders later this year, including London Councils, before undertaking more detailed assessment and modelling of a short list of options; and
 - e) report findings of the detailed assessment work to stakeholders in early 2016, for discussion about the next steps, although this will be influenced by a new Mayor from May 2016.

Engagement group

5. Following this, TfL organised an engagement event on 30 July, attended by officers representing TfL, GLA, London Councils and 23 boroughs. As a result of this meeting, it was agreed to set up an engagement group with a smaller number of boroughs to ensure close working and assist in the development of options as the work progressed.
6. The group comprises of 12 representatives, a mixture of transport and air quality officers, spread across Sub Regional Transport Forums and Air Quality Cluster Groups. Boroughs are responsible for disseminating information to colleagues via these forums.
7. The guiding principles, membership and agreed terms of reference for the engagement group are contained in Appendix A.

Initial Options assessment

8. A long list of possible options for the future of LEZ and ULEZ in relation to the guiding principles has been discussed between TfL and the engagement group. This has led to the following boundary options being discounted :
 - a) **Borough boundaries:** General agreement that the location of borough boundaries are not generally understood by the wider non-resident population and do not easily follow the road network. As such they are not suitable for this purpose;

- b) **All Trunk Roads** (i.e. a scheme that applies to A-roads, rather than an area): Potentially would lead to diversions of vehicles to parallel residential streets moving the problem elsewhere;
 - c) **All Non-Trunk Roads (cell approach)**: This would exclude the roads with the most significant air pollution issues; and
 - d) **The Congestion Charging Western Extension Zone boundary**: It was felt that this would cause confusion in relation to the existing CCZ and there was not any air quality related reason why this part of inner London should be incorporated into a zone instead of any other.
9. Based on an initial assessment and discussion with the engagement group, a shorter list of proposals is being taken forward for further consideration. This is focussed around options for a strengthened London-wide Low Emission Zone from 2020 onwards, an expanded ULEZ boundary from 2023 onwards and/or stronger standards from 2025.
10. The following options comprise the list for further discussion. A map of the boundary options is contained in Appendix B.

2020

- LEZ – Euro VI standard for heavy vehicles (HGV's, Coaches and Buses).
- LEZ – Euro VI/6 standards for heavy vehicles and diesel large vans.

2023

- North/South circular – ULEZ standards for all vehicles N/S circular – Euro VI/6 standards for heavy vehicles and diesel large vans.
- N/S circular – Euro VI standards for heavy vehicles.
- LEZ - Euro VI/6 standards for all vehicles (except petrol, Euro 4).
- LEZ – Euro VI/6 standards for heavy vehicles and diesel large vans.
- LEZ – Euro VI standards for heavy vehicles.

2025

- CCZ– Hybrid standard for light vehicles.
- CCZ – Near Zero standard for light vehicles.
- N/S circular – Euro 6/VI standards for all vehicles (except petrol, Euro 4).
- N/S circular – Euro VI standards for heavy vehicles.
- N/S circular – Euro 6/VI standards for heavy vehicles & diesel large vans.
- LEZ - Euro 6/VI standards for all vehicles (except petrol, Euro 4).
- LEZ – Euro 6/VI standards for heavy vehicles and large vans.
- LEZ – Euro VI standards for heavy vehicles.

11. Further consideration is being given as to whether schemes could be linked to the vehicle age as opposed to Euro standards.

Other considerations

Defra NO₂ action plan

12. Defra recently launched its consultation on draft updated National Air Quality Plans, established a national framework of Clean Air Zones.
13. The GLA response to Defra advises that TfL and the boroughs are considering appropriate options for the future of LEZ/ULEZ and that this is a matter for the next Mayoral administration and will be subject to consultation. It also states that local authorities will require funding, support and a national retrofit standard or scheme to deliver a Clean Air Zone. Further guidance and clarification from Defra around Clean Air Zones is expected in early 2016.

Defeat devices and real world driving emissions

14. TfL acknowledges the concerns that have been raised regarding the recent admission by Volkswagen that it has installed 'defeat devices' to manipulate emissions test results in 11 million vehicles worldwide. As part of our efforts to develop ULEZ, TfL tested the emissions of a number of Euro 6/VI cars and goods vehicles over a London drive cycle, representing how vehicles drive in 'real-life' in London. This indicates that, although for light diesel vehicles the official limits are exceeded, there are significant reductions in NO_x when compared to earlier Euro standards.
15. There is also evidence that the Euro VI standard for heavy vehicles is proving highly effective under real world driving conditions. This difference in how vehicles emit in urban environments compared to when tested on the legislative cycle is taken into account within our modelling. The use of defeat devices, whilst concerning, does not affect our modelling assumptions and expected benefits of schemes such as ULEZ.

Next Steps

16. This work will provide important groundwork for the future direction of ideas for expanding ULEZ. Whilst the list for further consideration does not constitute a finalised list or endorsement of any particular proposal at this stage, the Engagement Group will continue to further refine and analyse proposals. This will lead to the identification of a shorter list of options to take forward for detailed investigation, including quantification of possible emissions savings from proposals, assessment of the likely costs for vehicle owners and operators and TfL and survey work to determine the likely impact on traffic levels. Consideration will also be given at this stage to charge levels, discounts and exemptions.
17. This work will be the subject for consideration by a new Mayoral administration. A future mayor may wish to consider how these schemes might fit with various road

charging based schemes that currently operate in London or could operate in the future, how they would complement each other or evolve to create a single coherent scheme.

18. Further updates can be provided to TEC early next year..

Recommendations

The Committee is asked to:

- Note and comment on the report.

Appendix A: Membership and Terms of Reference for the Engagement Group

The engagement group will engage and discuss with TfL on the best approach to undertake the expanding ULEZ or tightening LEZ feasibility work and agree how boroughs, TfL, the GLA and London Councils will work together on this. In particular it will:

- Explore the feasibility of expanding ULEZ and/or tightening LEZ.
- Consider different boundary options, vehicle standards, charge levels, timings, enforcement options, costs as well as, the impacts both positive and negative.
- Develop a 'short list of options' to be considered as part of more detailed feasibility work.
- Advise TfL on future policies and strategies during the next Mayoralty and beyond.

When considering the ULEZ the following objectives and guiding principles have been set;

Objectives:

Encourage, through the use of a daily charge, a shift to lower emitting vehicles in order to:

- Reduce emissions of NO_x and in turn reduce concentrations of NO₂ within the zone
- Contribute towards reducing CO₂ and PM exhaust emissions from road transport in London

Guiding principles:

- Boundaries need to take into account the road network and 'navigability'.
- Options should avoid 'moving the problem elsewhere' and displacement effects should be fully considered.
- Options should be easy to understand, both in-terms of boundary and the standard, given existing road user charging schemes in place.
- Options should clearly state what groups, if any, will be exempt or discounted. This is particularly important when it comes to residents of the zone.
- Options should consider the impact on congestion.
- Options are in addition to and should be consistent with the confirmed Ultra Low Emission Zone (ULEZ) in central London.
- Options are in addition to or include a tightening of the existing London-wide Low Emission Zone (LEZ).

The following are represented on the engagement group:

- TfL
- GLA
- London Councils
- London Borough of Brent
- London Borough of Croydon (representing the South London Air Quality Cluster Group)
- London Borough of Enfield
- London Borough of Hackney
- London Borough of Hammersmith and Fulham

- London Borough of Lambeth (representing Central Air Quality Cluster Group)
- London Borough of Richmond (representing the West London Air Quality Cluster Group)
- London Borough of Waltham Forest –(representing the North and East London Air Quality Cluster Group)
- Royal Borough of Greenwich
- Royal Borough of Kensington & Chelsea

Future of ULEZ and LEZ

