

London Borough of Enfield

Environment Scrutiny Panel, 11 October 2022

Subject: Ultra Low-Emission Zone Extension (ULEZ)

Cabinet Member: Cllr. Rick Jewell

Executive Director: Joanne Drew

Purpose of Report

1. The purpose of the report is to raise awareness of the Mayor of London's consultation regarding the possibility of the Ultra Low-Emission Zone (ULEZ) being extended next year to cover the whole of London.

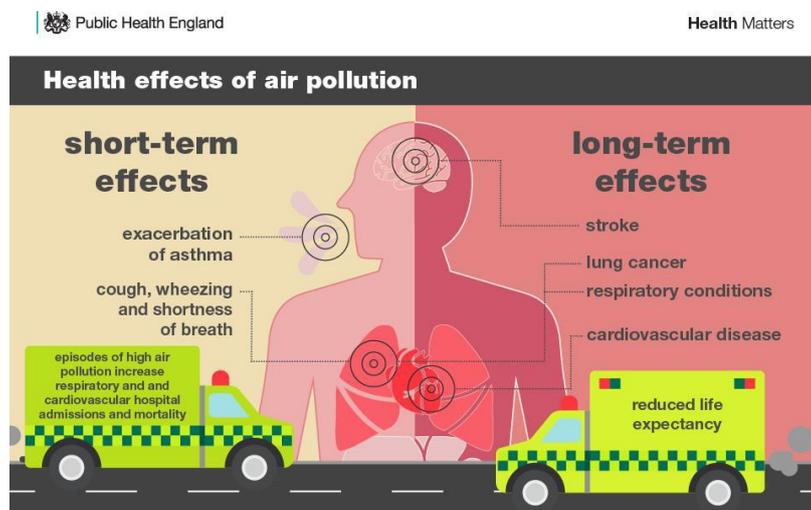
Relevance to the Council Plan

2. The ULEZ supports the Council's aim to create 'safe, healthy and confident communities' by helping to improve air quality within the Borough. It also supports the Council's cross-cutting objective to tackle climate change, particularly by helping to tackle emissions from people travelling in the borough.

Background

The impacts of air pollution

3. Despite recent improvements in air quality, toxic air pollution in the Capital is still the biggest environmental risk to the health of all Londoners.
4. Air pollution harms our lungs, worsens chronic illnesses such as asthma, lung and heart disease and puts the health of many at risk.
5. A study from Imperial College London indicates that in 2019 over 4,000 Londoners died because of the impact of toxic air with the greatest number in London's outer boroughs, due to the higher proportion of older people in these areas



Current LEZ and ULEZ

6. Road user charging in London based on vehicle emissions has evolved over a number of years, with following key milestones:

Low Emission Zone (LEZ) introduced across London	2008 (heavy vehicles only)
Central London ULEZ introduced in Congestion Charge area	April 2019 (all vehicles)
ULEZ extended to North and South Circular Roads	October 2021 (all vehicles)

7. The extension of the ULEZ in October 2021 saw the ULEZ cover the part of the borough south of the North Circular Road. At the same time, the emission standards for heavy vehicles in the LEZ were tightened to be the same as those in the ULEZ.



8. The current minimum emission standards are set out below:

Vehicle Class	Min emission standard	Daily Charge	Penalty Charge
	Euro 3 (from 2007)	£12.50	£160
	Euro 4 petrol (from 2006) Euro 6 diesel (from 2016)		
	Euro VI (from 2014) Euro IV PM	£100 £300	£1000* £2000*
	Euro 3 PM	£100	£500*

9. The current ULEZ exempts certain specialist vehicles and makes provision for a limited number of 'grace periods' to reflect the need for certain groups to have time to adjust to new charging arrangements. Should the ULEZ expand further, it is proposed by retain the exemptions for specialist vehicles and to extend the grace periods.
10. In addition, as a present, NHS patients who are clinically assessed as too ill, weak or disabled to travel to an appointment on public transport can claim back any ULEZ charge paid for journeys to receive NHS treatment.

11. In July 2022, TfL published a report setting out the impact of the expanded ULEZ following its first six months of operation. A summary of the key conclusions set out in this report is set out in Appendix 1.

All-London ULEZ

12. Between 20 May 2022 and 29 July 2022, the Mayor launched a consultation on proposals to extend the ULEZ to cover the whole of London. A summary of the proposals is attached as Appendix 2.
13. The Council's full response to the consultation is attached as Appendix 3.
14. Transport for London are currently considering the responses to the consultation and a decision is expected towards the end of the year.

Main Considerations for the Panel

15. Reviewing the information provided as part of the consultation material it is clear that the scheme is forecast to improve air quality across the borough, albeit mainly for NOx rather than particulates. Some of the forecast impacts of the scheme for Enfield are summarised in the table below and compared with the rest of outer London.

	Enfield	Outer LDN
Change in road transport NOx emissions 2023 with scheme vs without	-5.3%	-6.9%
Change in road transport PM10 emissions 2023 with scheme vs without (incl. exhaust & non-exhaust emissions)	-1.1%	-1.4%
Change in road transport PM2.5 emissions 2023 with scheme vs without (incl. exhaust & non-exhaust emissions)	-1.6%	-2.0%
Change in road transport CO2 emissions 2023 with scheme vs without	-0.5%	-0.8%
Potential loss of retail spend from outside London - 2023	£100-£200k	N/A
Potential loss of jobs due to loss of retail spend from outside London - 2023	1-2	N/A
Car commuter trips from Herts. to Enfield 2023 with scheme vs without	-1.6%	N/A

16. Whilst it is clear that the ULEZ extension results in air quality benefits, these need to be weighed against disbenefits for individual residents and businesses if they have non-compliant vehicles. The effectiveness of the proposed mitigation measures is also relevant.
17. Key factors to be considered include:
- Compliance rates are already relatively high in outer London, with in the region of 82% of vehicles estimated to already meet ULEZ standards. Compliance is expected to increase further in the coming months.

- The funding available and the conditions attached to the Mayor's scrappage scheme. A summary of the Mayor's previous scrappage scheme is attached as Appendix 4.
- The limited time for residents and businesses to make adjustments if the extension were to be introduced in August 2023, particularly in view of the current cost of living increases.
- The extensions to the grace periods for eligible groups, namely:

Grace period for...	Number of years at April 2019 launch	Number of years at Oct 2021 launch	Number of years at proposed Aug 2023 launch
Disabled' and 'disabled passenger' tax class vehicles	4.5 years (was due to end Sep 2023)	4 years (was extended to Oct 2025)	4 years <i>(proposed two year extension to 24 Oct 2027)</i>
Wheelchair accessible private hire vehicles	6.5 years (due to end Oct 2025)	4 years (no change to end date)	4 years <i>(proposed two year extension to 24 Oct 2027)</i>
Minibuses used for community transport	N/A (did not exist due to nature of central zone)	2 years (due to end Oct 2023)	2 years <i>(proposed two year extension to 26 Oct 2025)</i>

Conclusions

18. The Council has generally supported the extension of the ULEZ as it is an important part of a package of measures to improve the health of residents. In response to the recent consultation regarding the expansion of the zone to cover the whole of London, the Council took a balanced position, raising particular concerns about the suggested timescale for implementation and about the lack of detail regarding some aspect of the scheme.
19. The Mayor is due to make a decision on the scheme towards the end of the year. If it is decided to proceed with the All-London ULEZ, officers will need to continue to work with Transport for London, not only to raise awareness of the proposals, but also to agree to the numerous signs and cameras that would need to be installed on borough roads.

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Appendices

1. Key Findings of Expanded Ultra Low Emission Zone – Six Month Report
2. ULEZ Expansion Consultation Brochure
3. LBE Response to ULEZ Consultation
4. Scrappage Scheme Summary

Background Papers

[Mayor's Proposals to Extend the ULEZ](#)

[Integrated Impact Assessment](#)

Appendix 1

Key Findings - Expanded Ultra Low Emission Zone Six Month Report¹

On 8 April 2019 the Mayor of London launched the world's first 24-hour Ultra Low Emission Zone (ULEZ) in central London. On 25 October 2021 the zone was expanded up to, but not including, the North and South Circular Roads. The ULEZ is now 18 times the size of the original area and covers 4 million people – over a third of London's population.

The ULEZ does not operate in isolation. It operates in conjunction with the London-wide Low Emission Zone (LEZ). This was originally launched in 2008. It is the oldest of the capital's emission control schemes and applies to large and heavy vehicles. In March 2021 enforcement of tougher emission standards for the LEZ began. Prior to this, the standards hadn't changed since 2012. The LEZ standards are now the same as the ULEZ standards for most large and heavy vehicles.

Six months on from the ULEZ expansion and over a year on from the enforcement of tighter LEZ standards the data indicate that these schemes are having a significant impact on the number of older, more polluting vehicles seen driving in London and the levels of harmful pollution Londoners are exposed to.

- **A bigger share of vehicles in London are cleaner.** Six months after the launch of the ULEZ expansion nearly 94 per cent of vehicles seen driving in the whole zone meet the strict ULEZ standards on an average day, up from 87 per cent in the weeks before the zone expanded and up from 39 per cent in 2017 when impacts associated with the ULEZ began. The compliance rate on boundary roads is 90 per cent and the compliance rate in outer London is 85 per cent.
- **There are fewer older, more polluting vehicles in the zone.** There were 67,000 fewer non-compliant vehicles in the zone on an average day compared with the period right before the ULEZ expanded, down from an average of 124,000 daily vehicles. This is a reduction of 54 per cent.
- **The Low Emission Zone continues to have an impact.** Large and heavy vehicles, which fall under the London-wide LEZ, have a compliance rate of 96 per cent, up from an estimated 48 per cent in February 2017.
- **There has been an overall reduction in vehicles and traffic flows in the zone.** Overall, there were 21,000 fewer vehicles seen in the zone on an average day (a reduction of 2 per cent) and early estimates suggest traffic flows are around 2 per cent lower than the weeks before the expansion launched. However, many factors are currently affecting traffic

¹ https://www.london.gov.uk/sites/default/files/expanded_ultra_low_emission_zone_six_month_report.pdf

trends in London and we will continue to review the data to better understand the impact of ULEZ expansion in the longer term.

- **Drivers are ditching diesel cars.** On average there were 44,000 fewer diesel cars driving in the zone each day – a 20 per cent decrease since the weeks before the ULEZ expanded.
- **This means people in the zone are breathing cleaner air.** The amount of pollution in the air, the concentration, is what ultimately impacts people's health. Harmful NO₂ concentrations alongside roads in inner London are estimated to be 20 per cent lower than they would have been without the ULEZ and its expansion. In central London, NO₂ concentrations are estimated to be 44 per cent lower than they would have been. This decrease in concentrations close to roads would have also led to reduced air pollution in locations away from traffic.
- **The air is also cleaner on the boundary.** All monitoring sites on the boundary of the expanded zone have seen reductions in NO₂ concentrations, with an estimated 17-24 per cent reduction in pollution on the boundary compared to a scenario without the ULEZ.

Appendix 4

Key Elements of Mayor's Previous Vehicle Scrappage Scheme

The Mayor provided £61m of funding in various stages from February 2019 for a vehicle “scrappage scheme”, targeted at small businesses, charities, Londoners on low incomes and disabled Londoners, to help them adapt to the ULEZ, resulting in the removal of over 15,200 polluting non-ULEZ standards compliant vehicles from London’s roads. The scheme closed on 24 November 2021 after all funding was claimed

Vehicle Type	Grant	Criteria
Cars & Motorcycles	£1,000 – m/cy £2,000 – car	Applicant must be in receipt of specified benefits Vehicle must be registered with the DVLA, owned for more than 12 months, insured, taxed, MOT'd and not meet ULEZ standards
Vans & Minibuses	£7,000-£9,500	Grant payment of up to £7,000 to scrap up to 3 light vans (up to 3.5t) and minibuses (up to 5t) + £2,500 contribution towards running costs of a replacement fully electric vehicle. Eligibility limited charities and businesses with up to 50 employees Vehicles must have been owned for at least 12 months, insured, taxed MOT'd and not meet ULEZ standards
Heavy Vehicles	£15,000	Grant payment of up to £15,000 to scrap/retro-fit up to 3 vehicles over 3.5t, or minibuses over 5t Eligibility limited charities and businesses with up to 50 employees Vehicles must have been owned for at least 12 months, insured, taxed MOT'd and not meet ULEZ standards