Proposed changes to the ULEZ (start date and emissions standards)

Consultation and information document

April 2017

MAYOR OF LONDON

TRANSPORT FOR LONDON

EVERY JOURNEY MATTERS

Overview

Air pollution is one of the most significant challenges facing the Capital, affecting the health of every Londoner.

The Mayor's Clean Air Action Plan[1], announced in July 2016, outlines the Mayor's commitment to addressing London's poor air quality. This includes the introduction of the, now confirmed, Emissions Surcharge (often dubbed the 'T-Charge')[2], introducing the Ultra Low Emission Zone (ULEZ) sooner (addressed in this consultation) and expanding the size of the zone (to be consulted on later in the year).

The Mayor's Clean Air Action Plan also included the development of a detailed proposal for a national diesel scrappage fund for the Government to implement[3] and proposals for Low Emission Bus Zones (previously called 'clean bus corridors')[4].

The ULEZ will require most vehicles driving within central London to meet specified exhaust emissions standards or pay a daily charge. It was confirmed it would start on 7 September 2020 by the previous administration following a statutory consultation[5].

This consultation is part of a series relating to the Mayor's new proposals to tackle air quality (see Chapter 4 for more detail). It is Stage 3a, and informed by the responses to Stages 1 and 2, it looks at the following two proposals:

- Proposal 1: Introducing the central London ULEZ on 8 April 2019 (17 months earlier than it is currently due to begin)
- Proposal 2: Revising the ULEZ emissions standards to include particulate matter (PM) emissions from diesel vehicles from that date. The ULEZ standards currently only relate to nitrogen oxides (NO_x)

This is a formal statutory consultation by the Mayor and Transport for London (TfL) and we invite you to provide your views. A summary of the consultation and a short questionnaire can be found at: tfl.gov.uk/airquality-consultation

The Mayor is expected to make a decision on whether to confirm the proposals (with or without modifications) in summer 2017, after reviewing public and stakeholder responses to this consultation and other relevant considerations.

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[1] https://www.london.gov.uk/press-releases/mayoral/mayor-unveils-action-plan-to-battle-toxic-air

[2] https://consultations.tfl.gov.uk/environment/air-quality-consultation-phase-2016/

[3] https://www.london.gov.uk/press-releases/mayoral/mayor-urges-government-over-diesel-scrappage-fund

[4] https://www.london.gov.uk/press-releases/mayoral/mayor-announces-10-new-low-emission-bus-zones

5 https://consultations.tfl.gov.uk/environment/ultra-low-emission-zone/

Expanding the ULEZ

Later this year, we plan to consult on proposals to expand the ULEZ on behalf of the Mayor. No additional information regarding the emerging ideas for expanding the ULEZ is included in this consultation. However, any relevant consultation responses received as part of this consultation and responses to the previous Stage 1 and 2 consultations, will be taken into consideration when developing proposals for expanding the ULEZ.

The Mayor's Transport Strategy

The Mayor's longer-term approach for addressing emissions from transport, to reduce air pollution and mitigate climate change, will be included in the new draft Mayor's Transport Strategy (MTS) being consulted on this spring, with the final version anticipated to be published at the end of the year.

The ULEZ is an import step in tackling harmful emissions from road transport in London. The London-wide LEZ, which was first introduced in 2008, was designed to tackle PM emissions and the current ULEZ was designed to tackle NO_x emissions. The Mayor is now proposing to tighten ULEZ to tackle both NO_x and PM in recognition that more needs to be done to reduce these pollutants and improve the health of Londoners.

The MTS will set out how the Mayor plans to build on the ULEZ and achieve his ambition for a zero carbon London by 2050. Whilst the current objective of emissions based road user charging schemes in London, such as the ULEZ, is to discourage the use of the oldest, most polluting petrol and diesel vehicles, ultimately achieving a zero carbon city will involve phasing out the use of fossil fuels altogether.

Figure 17: Damage costs savings (£millions) as a result of the earlier introduction of the ULEZ

	Central estimate	Low estimate	High estimate
Central	10.0	4.2	15.8
Inner	34.3	14.5	53.9
Outer	22.3	9.6	34.9
GLA	66.6	28.3	104.6

5.6 Impact on concentrations

An earlier implementation of the ULEZ would see concentrations of NO_2 and PM reduce. The area of central London exceeding legal limit values for NO_2 would reduce from 30 per cent to 22 per cent. This is equivalent to a reduction in the area that is currently exceeding the limit value of nearly 30 per cent (see Table 19). Inner and outer London are also expected to benefit from the reductions in vehicle emissions as a result of introducing the ULEZ sooner in 2019 instead of 2020, equating to a reduction in the exceedence area by over 10 and five per cent respectively.

Table 19: Impact of bringing the ULEZ forward to 2019 on area exceeding NO_2 limit values in 2019

	% of area exceeding the NO_2 limit values		% reduction in the area exceeding the NO_2 limit values (impact of the earlier introduction of the ULEZ in 2019)
	Baseline 2019	ULEZ 2019	
Central London	30%	22%	28%
Inner London	8%	7%	13%
Outer London	2%	2%	6%
London-wide	4%	4%	11%

Figure 18 and Figure 19 show maps of the predicted concentrations across London in 2019 with the introduction of the ULEZ in 2020 and in 2019 respectively. Figure 20 and Figure 21 show the same, but with the map focused in on central London. Figure 22 and Figure 23 show the difference in concentrations as a result of bringing forward the ULEZ to 2019.

Figure 18: Baseline 2019 concentrations of NO_2 (with the ULEZ in 2020)

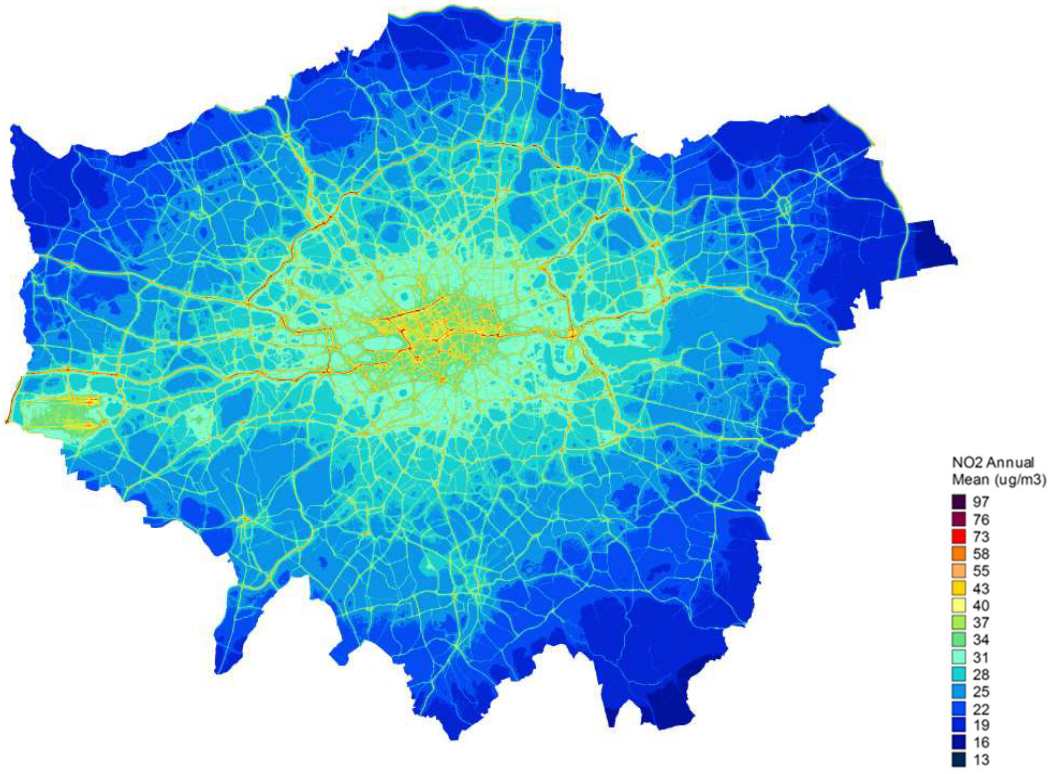


Figure 19: 2019 concentrations of NO_2 (with the ULEZ in 2019)

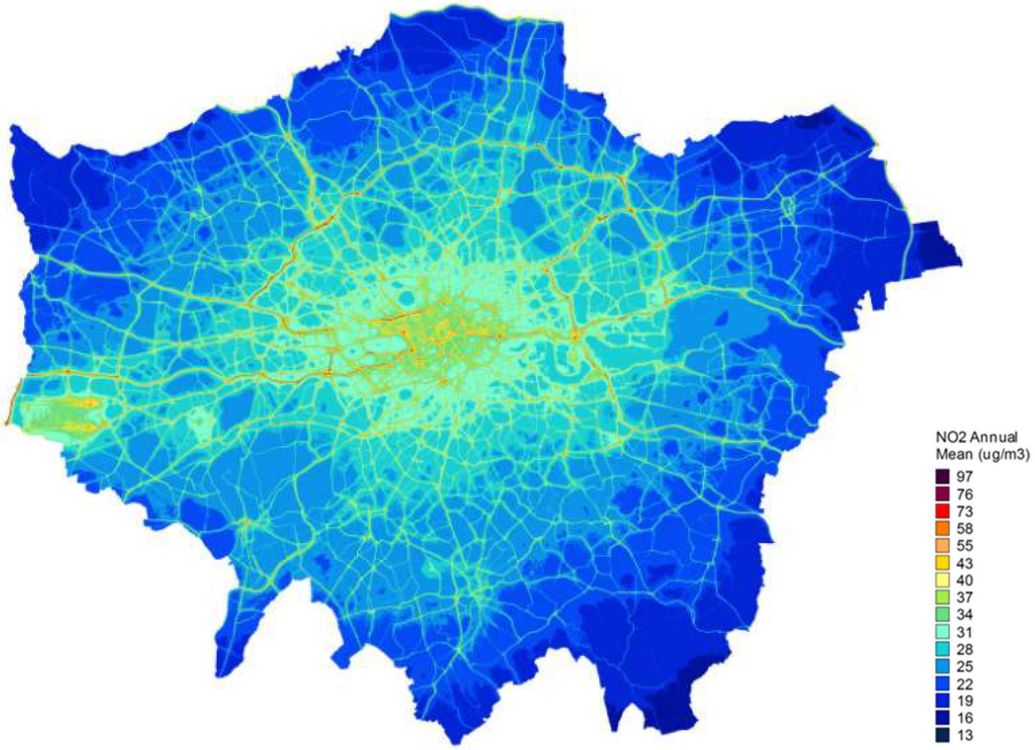


Figure 20: Baseline 2019 concentrations of NO_2 in central London (with the ULEZ in 2020)

Figure 21: 2019 concentrations of NO_2 in central London (with ULEZ in 2019)

Figure 22: Impact of the ULEZ being brought forward to 2019 on predicted NO_2 concentrations across Greater London

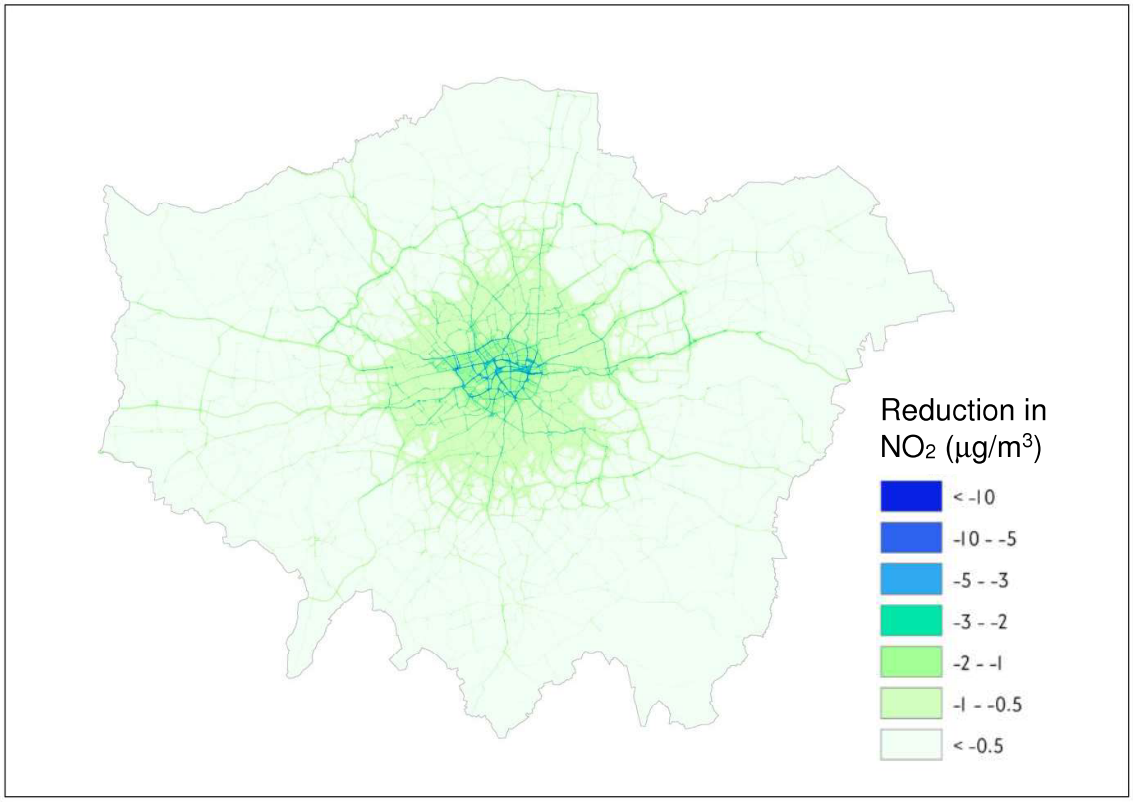
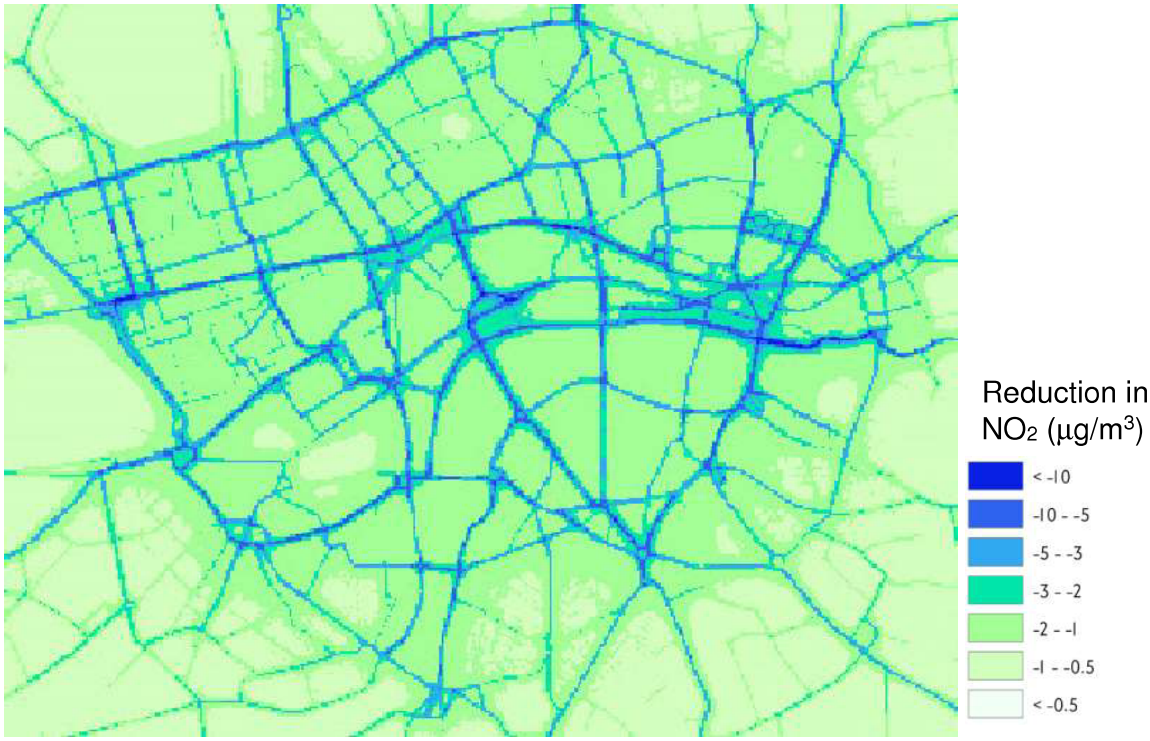


Figure 23: Impact of ULEZ brought forward in 2019 on predicted NO_2 concentrations



Bringing the ULEZ forward is forecast to reduce roadside concentrations in central London by between three to five μg/m^3 (around a five per cent reduction), but some roads are forecast to have reductions in the order of five to 10 μg/m^3 (equivalent to about a 10 per cent reduction in concentrations). Background concentrations are forecast to reduce by between one to two μg/m^3 in central London, which is a reduction of around three to five per cent.

In inner London, background concentrations are forecast to reduce by around 0.5 to one μg/m^3, which is a reduction of about two per cent. Roadside concentrations in inner London are forecast to reduce by between two to three μg/m^3, which is about a two to four per cent reduction.

In outer London, small reductions in background concentrations of NO_2 are predicted (less than 0.5 μg/m^3, which is about a one per cent reduction), whilst roadside concentrations are predicted to reduce by one to two μg/m^3, for example on roads such as the North and South Circular Roads, which represents about a one to two per cent reduction.

Table 20 shows the impact of introducing the ULEZ earlier in 2019 on the number of road kilometres exceeding NO_2 concentration limit values. Main roads in London are still predicted to exceed the NO_2 annual limit value, even with the ULEZ brought forward, and more action is needed to reduce concentrations in central, inner and outer London to below legal limits.

Table 20: Impact of the ULEZ being brought forward on road kilometres exceeding NO_2 concentration limit values

	Proportion of road kilometres exceeding NO_2 limit values at roadside in 2019 [39]		Reduction in road kilometres exceeding NO_2 limit values due to the ULEZ being brought forward to 2019
	Baseline 2019	With ULEZ in 2019	
Central	82%	70%	15%
Inner	55%	49%	11%
Outer	24%	22%	10%
Londonwide	36%	32%	11%

It is clear that implementing the ULEZ earlier has knock-on benefits outside the ULEZ area (as described above) and this is an important factor when considering options for expanding the ULEZ.