



Report title

Response to Consultation on the Ultra Low Emission Zone

Meeting

Date

Authority

22 June 2017

Report by

Document Number

Head of Procurement & Technical and Service Support

FEP 2734

Public

Summary

1. The estimated cost of compliance with the original September 2020 ultra low emission zone (ULEZ) implementation was previously reported to Resources Committee in January of this year. The Committee approved funding of £670k (FEP2687) to modify vehicles not replaced by September 2020. At the full Authority meeting later in January the Commissioner provided a response to Authority Question 474 identifying a cost of £1,720k to achieve full compliance for the Brigade's fleet should the introduction of the zone be brought forward from September 2020 to September 2019. The latest consultation which closes on 25 June proposes an earlier introduction of the zone in April 2019.
2. This report sets out the implementation and maintenance cost of full compliance with this earlier date for the entire fleet and explains how the cost of this could be managed if only those vehicles that are expected to operate within the zone are compliant.
3. The report asks the Authority whether it wishes to respond to the consultation and on what basis. A further report will be presented once the actual date for the implementation of the zone and the expected impact on the Authority's fleet is confirmed.

Recommendations

- a. The report be noted.
- b. That the Authority consider whether it wishes to respond to the consultation on the proposal to introduce the ULEZ early in central London on 8 April 2019 and the basis of any response.

Background

4. Air quality in London has improved significantly in recent years and carbon dioxide (CO₂) emissions from transport have fallen. London currently meet legal limits for all but one air pollutant. This pollutant is nitrogen dioxide (NO_x) , of which road transport contributes around half of these emissions, impacting on public health. The Mayor has also expressed concern around levels of particulate matter (PM) generated by diesel engines. Long term exposure to PM contributes to the risk of developing cardiovascular and respiratory diseases, including lung cancer.
5. The introduction of the ULEZ will reduce exhaust emissions of NO_x and particulate matter PM₁₀ and PM_{2.5}. The majority of traffic entering the ULEZ will be from outside the zone, so the benefits of cleaner, greener vehicles in the form of reduced emissions will be delivered right across Greater London, even to areas not in the zone.
6. The current proposal is that the ULEZ will operate 24 hours a day, 7 days a week within the same geographic area as the current Congestion Charging Zone (CCZ) requiring cars, motorcycles, vans, minibuses, buses, coaches and Large Goods Vehicles (LGVs) to meet minimum exhaust emissions standards of EURO 4 for petrol engines and EURO 6 for diesel engines from 8 April 2019. In Winter of this year the Mayor is expected to begin a further consultation to expand the ULEZ boundary beyond central London from 2020 for heavy vehicles such as buses, coaches and LGVs and for light vehicles from 2021.
7. A vehicle that does not meet the relevant ULEZ standard would still be able to drive in central London but would be required to pay a daily charge to do so. The proposed charges for non-compliant heavy vehicles including LGVs, buses and coaches would be £100 per day. Non-compliant light vehicles including cars, motorcycles, vans and minibuses would pay a daily charge of £12.50.
8. As reported in FEP2650 the trials to identify an ULEZ compliant modification for LGVs have now been successfully completed. The exhaust after treatment modifications are estimated at £17.2k per vehicle and Transport for London (TFL) have confirmed LFB are able to use their framework agreement for the supply and installation of the necessary Selective Catalytic Reduction (SCR) exhaust systems. Officers are currently providing TFL with the necessary information to ensure all LFB engine types currently in use are included in the framework, however officers are unable to confirm at this time the ability of the supply chain to fulfil orders within specific timescales.
9. Officers reported to Resources Committee on 13 January 2017 (FEP 2687) that 39 vehicles would require modification at a cost not exceeding £670k to ensure the LFB fleet was compliant by the original September 2020 implementation. The Commissioner subsequently also provided a written response to Question 474 from Gareth Bacon AM on 26 January 2017 that the total anticipated cost of a 2019 ULEZ implementation was £1,720k. This was on the expectation that the start date would be brought forward 12 months to September 2019.

ULEZ Consultation

10. The Mayor previously undertook a statutory consultation on the introduction of an emissions surcharge, and a non-statutory consultation on ideas on how the ULEZ could be improved between 10 October – 18 December 2016.
11. As reported in FEP2687, LFB responded to the previous consultation on 27 October 2016 via an online survey and noted as follows:

'The London Fire Brigade supports in principle initiatives to improve air quality in London and is actively working towards a lower emission fleet. As such we have already reduced our timetable for our planned replacement of our frontline vehicles with Euro 6 vehicles to coincide with the ULEZ introduction in 2020. If the ULEZ introduction is brought forward to 2019, we will have some 52 vehicles that are scheduled for replacement over the course of the following year that will not be compliant to ULEZ. Due to the building timeframes and familiarisation process for staff, there is limited scope to reduce the timeframe over which our vehicles are replaced. Additionally as part of our business continuity plans we require all frontline vehicles to be able to travel anywhere in London at anytime.'

12. The Mayor is currently undertaking a statutory consultation on the proposal to introduce the ULEZ early in central London on 8 April 2019 and to strengthen the emissions standards to include particulate matter. The consultation closes on 25 June 2017. The questions asked within the consultation relevant to the Authority are set out below. There are a selection of answers to choose from in response to the questions about the extent to which the proposals are supported. These range from 'strongly support' or 'support' to 'neither support or oppose' through to 'oppose' or 'strongly oppose', with 'don't know' also offered as an option.
- Do you support the principle of the Ultra Low Emission Zone to improve air quality in London?
 - To what extent do you support bringing forward the implementation of the ULEZ in central London from 7 September 2020 to 8 April 2019?
 - To what extent do you support introducing a Particulate Matter (PM) standard for diesel vehicles within the ULEZ standard?
 - What types of transport do you use in central London? (please tick all that apply)
 - Do you drive in the Congestion Charge Zone, if so, how often?

The consultation also offers the opportunity to provide additional comments via a free text box.

13. In March 2016, the Resources Committee considered and approved the Sustainable Development Strategy (FEP2580), acknowledging London's air quality and traffic congestion as emerging issues. Subsequently in September 2016 the Resources Committee approved the Sustainable Development Policy (FEP 2647), which included 4 related policy statements to address the key impacts and opportunities related to the Sustainable Development Framework, namely:
- Comply with relevant sustainability and environmental legislation.
 - Reduce emissions of air pollutants from our vehicles to improve air quality.
 - Reduce the environmental, social and business impacts associated with travel and support our staff to choose more sustainable travel.
 - Reduce emissions of air pollutants from our vehicles to improve air quality.

Current LFB fleet position

14. LFB currently operates a fleet of 415 vehicles, comprising 284 Large Goods Vehicles (LGV) and 131 light vehicles.
15. Of the current fleet, 25 LGVs are ULEZ compliant, resulting in 259 LGVs to be replaced or modified to achieve compliance. 61 light vehicles are currently ULEZ compliant, leaving 70 to be replaced to achieve compliance.

16. LFB has 3 fire stations located within the proposed ULEZ, namely Dowgate, Lambeth, and Soho, plus Headquarters. These 4 locations between them host 6 LGVs including 5 pumping appliances and 1 Turntable Ladder, of which 2 are currently ULEZ compliant. In addition 27 light vehicles are located across these 3 locations, of which 6 are compliant.
17. The vehicles stationed within the proposed ULEZ respond to the large majority of operational incidents occurring within this area. Attendance at incidents by operational vehicles not stationed within the area are calculated over the last 12 months at 300 movements per month.
18. LFB operational officers and other staff also utilise cars financially supported by LFB through the lease car and essential car user schemes. Currently there are 160 lease cars operating within the scheme and as these are replaced every three years, all will have EURO 6 engines by April 2019 and therefore are not impacted by the ULEZ.
19. More problematic are the 60 privately owned cars used for business purposes through the Essential Car User Scheme (ECUS) which may not be compliant with the ULEZ emission standards. Consultation with the Representative Bodies is currently ongoing to identify a solution to ensure all vehicles used for LFB business purposes are compliant with the ULEZ requirements.

Compliance for LFEPA's fleet

20. The earlier implementation date will require an additional 95 vehicles to be modified if the entire fleet is to be compliant. This will require additional funding of £1,634k bringing the total implementation cost to £2,304k with the ongoing maintenance cost rising to £214k. £1,874k of this would be in respect of vehicles that would then need to be replaced as part of the ongoing replacement programme between April 2019 and 2020/21.
21. Funding has not been identified for this additional cost. However it can be significantly reduced if the focus is on ensuring that all 33 vehicles stationed within the ULEZ are made compliant through replacement by April 2019. The remainder of the fleet would then become compliant by the original ULEZ implementation target of September 2020 for which funding has already been approved. The additional funding of £1,634k to support a modification programme to retro fit vehicles that would be replaced within 18 months would not be required.
22. Of the fleet stationed outside of the ULEZ, the 104 light vehicles would be made compliant by replacement by April 2019. The remaining 278 LGVs would be made compliant by the original ULEZ date of September 2020, with the replacement of 246 vehicles, and modification required for 34 vehicles including 5 Hose Layer Units, 3 Bulk Foam Units, 1 Heavy Distribution Unit and 25 National Resilience Prime Movers. This will result in a supply and installation cost of £584k and an annual maintenance cost of £54k per annum. These figures have reduced from £670k and £62k per annum predominately as a result of the Home Office changes to the national CBRN capability, removing the remaining 6 Incident Response Units from the fleet.
23. Of the 34 vehicles undergoing modification, 9 are scheduled for replacement in 2020/21 with the remaining 25 National Resilience vehicles not scheduled for replacement by Home Office at this time. A life extension for the 9 non National Resilience vehicles could be considered to provide added value for the modification costs however this extension to the service life would have to be agreed with Babcock Critical Services as a result of the potential for increased maintenance costs for these vehicles.
24. This proposal would work best if a dispensation could be achieved for non compliant vehicles stationed outside the ULEZ travelling into the zone for emergency incidents only between April

2019 and September 2020. This would mean that the £100 per day fines could be avoided. The number of incursions into the ULEZ by non compliant vehicles is estimated at 3700 per annum, based on an analysis of incidents over the last 12 months. The fines levied for this level of appliance movements would equate to £31k per month, if a dispensation was not granted. This would decrease as more vehicles were replaced over the period from April 2019 to September 2020.

25. This approach would ensure full compliance for the Brigade prior to the proposed expansion of the ULEZ from 2020 onwards.

26. In light of this the Chair has proposed that LFEPAs replies to the consultation saying that it supports ULEZ but will work with TfL to identify precisely how it will comply with the earlier implementation. A full update will be provided at a later date.

Head of Legal and Democratic Services comments

27. The Head of Legal and Democratic Services has read this report and has no comments.

Director of Finance and Contractual Services comments

28. This report explains that the full cost of compliance with the proposed earlier implementation date for the entire fleet would be £2,304k, an increase of £1,634k from the original forecast of £670k. This is due to more vehicles requiring modification as a result of the earlier implementation date. The vehicles would then require ongoing maintenance of £214k in 2019/20 and £90k in 2020/21. It explains that funding has not been identified for this additional cost and that it could be significantly reduced if the focus is on ensuring that those vehicles stationed within the zone are made compliant. This would be at a cost of £584k with an ongoing maintenance costs of £54k in 2020/21. This would leave £32k in the earmarked reserve which could be released back to the general reserve. There is a risk that this approach will result in annual fines of up to £372k based on current vehicle movements. However this estimate will reduce as vehicles are replaced over the period April 2019 to September 2020. The report also explains that fines might be avoided if a dispensation were to be granted for those vehicles stationed outside the proposed zone.

Sustainable development implications

29. London's air quality continues to exceed the legal air pollution limits linked to poor health. ULEZ forms part of the Mayors proposals to meet legal limits. Paragraphs 29 and 32 notes officers will consider extending the life of some modified vehicles to achieve value for money, if Members opt for full compliance. An extension of vehicle life would result in a cleaner modified vehicle in terms of NOx and particulate matter, and delay the upgrade in engine efficiency which delivers carbon savings.

Staff Side consultations undertaken

30. Discussed with Staff side Health & Safety Joint Secretary who has stated that Staff side support the principle of the ULEZ but are concerned at the costs involved with achieving full compliance for an early implementation date, and the potential effect on front line services.

Equalities implications

31. No equalities implications have been identified

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985	
List of background documents	
1. FEP 2580 2. FEP 2650 3. FEP 2685 4. FEP 2647 5. FEP 2687 6. LFEPa minutes – 26 January 2017	
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