

Members' Library Service Request Form

Date of Document	26/08/19
Originator	Peter Forsyth
Originator's Ref (if any)	
Document Title	Analysis of Implication of City of Edinburgh Low Emission Zone Consultation

Please indicate if access to the document is to be "unrestricted" or "restricted", with regard to the terms of the Local Government (Access to Information) Act 1985.

Unrestricted	<input checked="" type="checkbox"/>	Restricted	<input type="checkbox"/>
--------------	-------------------------------------	------------	--------------------------

If the document is "restricted", please state on what grounds (click on grey area for drop-down menu):

For Publication

Additional information:

Links to a report to Cabinet on 10 September 2019

Authorised By	Monica Patterson
Designation	DCE
Date	30/08/19

For Office Use Only:	
Library Reference	117/19
Date Received	28/8/19
Bulletin	Sept 19

REPORT TO: Members' Library Service

MEETING DATE:

BY: Deputy Chief Executive (Partnerships and Community Services)

SUBJECT: Analysis of implication of City of Edinburgh Low Emission Zone Consultation

1 PURPOSE

- 1.1 The report provides information and commentary on proposals for the introduction of a Low Emission Zone (LEZ) in Edinburgh, including public consultation and further planned engagement with stakeholders.

2 RECOMMENDATIONS

- 2.1 Members are asked to read this report in conjunction with a report to Cabinet on 10th September - City of Edinburgh Low Emission Zone Consultation.
- 2.2 Members are asked to note the content of the report and potential impact on East Lothian businesses and citizens following the introduction of LEZs by City of Edinburgh Council.
- 2.3 Members are asked to note the wider implications of the proposal and the Scottish Government's declaration of a 'Climate Emergency', the benefits of phasing out the need for new petrol and diesel cars and vans by 2032 to introduce a carbon neutral nation.
- 2.4 Members attention is drawn to the objectives for East Lothian as set out in the East Lothian Climate Change Strategy (in preparation) to reduce carbon emissions in all service areas.

3 BACKGROUND

- 3.1 Low Emission Zones (LEZ) were first introduced to tackle air pollution in Sweden in 1996. There are now 250 LEZs in cities across 15 European countries. An LEZ was introduced in London in 2008.

An LEZ is a geographical area within which polluting vehicles are not permitted. Unless otherwise exempt, polluting vehicles that enter the area are subject to a penalty. Enforcement will utilise Automatic Number Plate Recognition (ANPR) cameras, linked to a national vehicle licencing database, to detect vehicles entering an LEZ which do not comply with the minimum standards.

- 3.2 The UK Government has announced ambitions to end sales of new conventional petrol and diesel cars and vans by 2040 as part of efforts to tackle climate change and air pollution. The Scottish Government is aiming to end the sale of petrol and diesel vehicles by 2032 and has set out plans to introduce low emission zones in Scotland's four largest cities by 2020.
- 3.3 In June 2018, the Scottish Government introduced a Transport Bill to the Scottish Parliament. The Bill sets out provisions to enable the introduction of LEZs in Scotland's four largest cities. The Bill enables the creation and civil enforcement of LEZs by local authorities, and will allow the Scottish Government to set consistent national standards for a number of key aspects including, but not limited to, vehicle emissions, penalties, certain exemptions and parameters for grace periods for low emission zones.
- 3.4 The Transport (Scotland) Bill is currently going through Parliament. It is anticipated that the Bill and associated regulations will be finalised early in 2020.
- 3.5 The bill sets out a commitment to introduce LEZ in Scotland's four biggest cities by 2020 and all other Air Quality Management Areas by 2023 subject to the National Low Emissions Framework advocating such mitigation.
- 3.6 To support the move to introducing LEZ, Transport Scotland has made funding available to support the introduction of LEZ. To further assist local government to make the transition the Scottish Government will create an Air Quality Fund.
- 3.7 Applications for the LEZ infrastructure schemes may contain submissions for park and ride and Intelligent Transport Systems, active travel improvements, road infrastructure alteration and other modal shift interventions. Bus Partnership fund can be used to draw down funds to prioritise public transport.
- 3.7 In December 2018, Glasgow introduced an LEZ covering the city centre restricting buses that do not meet emission standards. All vehicles entering the zone will need to be fully compliant by December 2022.
- 3.8 It is intended that Local authorities will design each LEZ based on their specific, local requirements. The Transport Bill will give local authorities the powers to create, enforce, operate or revoke an LEZ in their area and to design the shape, size and vehicle scope of individual LEZs.
- 3.9 Edinburgh's proposed phasing approach to LEZ implementation similar to that adopted in many other cities. The proposed boundaries of each zone are set out in Appendix B and have been informed by analysis of the baseline model produced by SEPA.
- 3.10 An integrated impact assessment (IIA) has been commissioned by Edinburgh City Council and will continue as LEZ options are finalised. The findings of the IIA to date highlight that there will be a significant impact on the commercial vehicles sector. Similarly, residents reliant on private cars and social care providers with less financial ability to upgrade their vehicles may be impacted also.
- 3.11 In June/July 2019, City of Edinburgh Council undertook a city wide traffic data collection survey to update the data and analysis in the baseline air quality model.

- 3.12 Public consultation and stakeholder engagement will take place between May and July 2019 and will be reported to Edinburgh's Committee in October 2019 along with proposals for agreement for an LEZ scheme for the city.
- 3.13 SEStran, the South East Scotland Transport Partnership (of which East Lothian Council is a constitute Authority) has responded to the consultation (Appendix A).
- 3.14 East Lothian Council is supportive of the general principles of an LEZ in addressing transport infrastructure and behaviour change, and tackling climate change. The Transport sector has overtaken the Energy sector as the largest source of greenhouse gas emissions in Scotland, with transport emissions continuing to rise.
- 3.15 In addition, the Scottish Government declared a 'Climate Emergency' in April 2019. Climate Change Secretary Roseanna Cunningham has confirmed that a review of national policies is underway in response to the Climate Emergency, including review of Transport Policy.
- 3.16 To tackle the air pollution and general health concerns, a national air quality strategy will address the impacts of Particulates (PM) and nitrogen oxides (NO_x) on public health. The application of LEZ will have a role in reducing anthropogenic health conditions and be a part of a more comprehensive health improvements strategy going forward.
- 3.17 Air pollution in Scotland is falling but more work is needed to remove all pollutants from the transport sector. The transport sector current contributed 50.4% of NO_x, 16.9% of PM10 and 21.1% of PM2.5 in 2018.
- 3.18 In general, Scotland is performing quite well by EU Directive Standards but interventions are required to repurpose public space and design the public realm to focus on active travel and improved public transport. Poor air quality affects vulnerable groups in particular but there remains a poor appreciation and muddled personal philosophy with regards to transport, which will require significant interventions to change behaviour.
- 3.19 The National Transport Strategy draft for consultation is front and centre to the Government's approach to addressing climate change. Specifically, the strategy looks to adapt the transport sector to help deliver a net zero target and introduce measures to promote greener, cleaner choices. This will take the form, where appropriate, to move on to sustainable transport choices, through active travel, or public transport options.
- 3.20 East Lothian Council has set out its proposals to address modal shift in its Local Transport Strategy (LTS) and Draft East Lothian Climate Change Strategy. One of the key Outcomes set out in the Draft Climate Change Strategy is: "Active Travel and Sustainable Transport are used for Everyday Journeys". It is recognised that adapting transport patterns and behaviour will address health, inequalities and air quality issues locally, as well as reducing the greenhouse gas emissions that contribute to global warming.
- 3.21 Implementation and promotion of an LEZ in City of Edinburgh Council (CEC) area could potentially have beneficial effects on transport choices in East Lothian. A significant proportion of East Lothian residents commute daily to employment in Edinburgh, and many of them do so by single-occupancy private car; similarly, large numbers of visitors from Edinburgh and further afield travel by car to East Lothian (particularly the coast and countryside) at weekends and in holiday periods. The presence of an LEZ may therefore have positive knock-

on effects on travel choices by encouraging greater use of public transport, active and sustainable travel (including EVs and car-share in less polluting vehicles).

- 3.22 The City of Edinburgh is seeking views on the proposed boundaries, the types of vehicles affected, grace periods (how long different vehicle types should have to comply), and wider views on how the LEZ might impact upon your transport choices.

City Wide Boundary

- 3.23 The city wide LEZ boundary (Appendix B) bounds East Lothian exactly on the A199 link into the city. Consequently there is no means to alter the driver's route choice in the City without entering the Zone. Drivers who are unaware of the zone may choose to U- turn causing a road safety hazard. Careful design of the approaches to the city zone must include East Lothian Council's contribution. To mitigate road safety concerns, it may be appropriate to designate the zone at the East Lothian boundary but place the cameras within the city at a point that alternative route choice can be made, close to an appropriate transport hub or node. To also mitigate unsafe driving practice it may be appropriate to allow a short period of grace for returning vehicles that have crossed into the zone but return with a short period of time.

- 3.24 It is noted that the southern city boundary is the A720 (the city bypass). It is expected trips along the bypass and strategic journeys will not be affected, however, it is unclear how, if the bypass is closed, diversions into the zone will be handled.

- 3.25 It is unclear whether cameras will only be positioned at the boundary or also key nodes within the zone to capture short commute local trips that do not cross the boundary.

Grace Periods

- 3.26 East Lothian opposes the proposed longer grace period for city residents compared to East Lothian residents. This causes a regional inequality issue, whether Edinburgh residents are treated more favourably. The grace period must be fair for all residents and businesses across the whole of the region.

Types of Vehicles affected

- 3.27 East Lothian Council would support a graduated intervention timeframe for all vehicles to a point of zero emissions. . This would require all vehicles that cross the threshold to be zero emission compliant unless it falls within an exemption.

Exemptions

- 3.28 Exemptions will be necessary to allow essential services to maintain business continuity. However, it is reasonable to expect all public service vehicles to adapt within the grace period. Exemptions are therefore more appropriate to 3rd sector organisations who provide a voluntary service, such as demand responsive vehicles operated by communities to assist vulnerable groups. It is noted that exemptions will be permitted through the emerging regulations but careful consideration needs to be applied to local groups. Due the proximity of East Lothian and Edinburgh being a significant attractor, that provides educational and health services for the whole of the region, it is appropriate that the determination of the exemptions for local matters should take a regional view.

It is the view of East Lothian that all exemptions should be time based and that no exemption should exist beyond 2027.

- 3.29 East Lothian Council has no view on the extent of the city centre cordon.

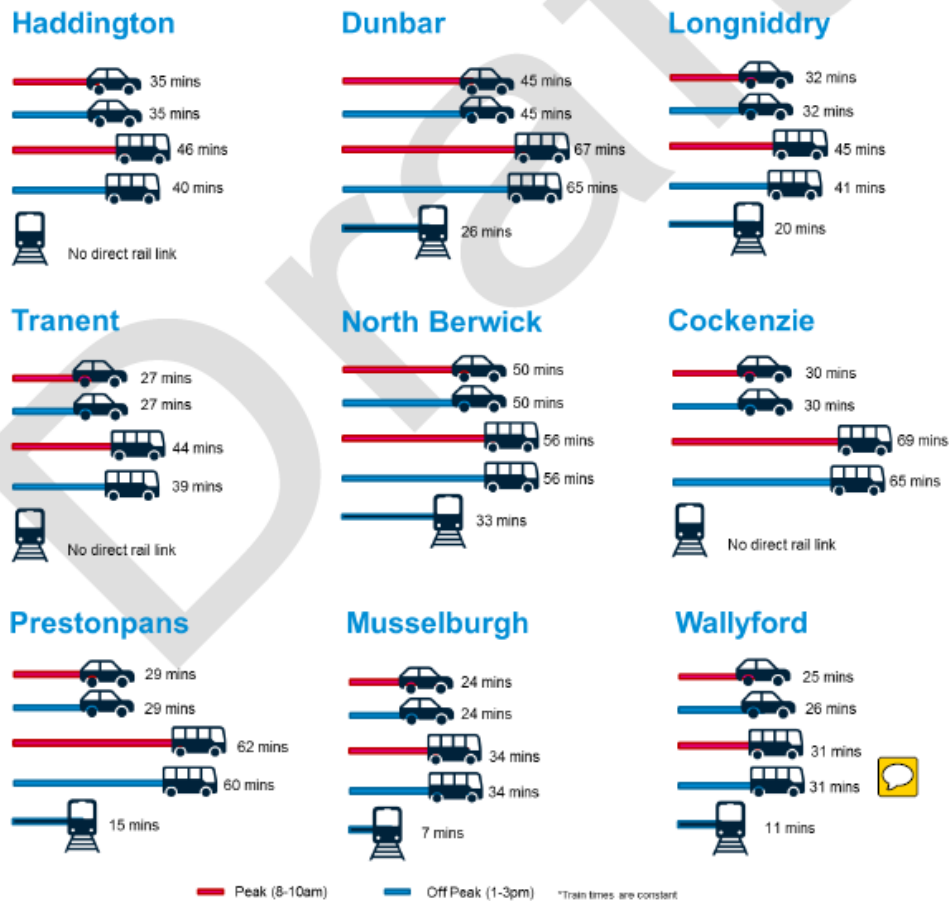
Working in Edinburgh

- 3.30 From data provided by the City of Edinburgh, 95,000 people commute to Edinburgh daily for work and pleasure purposes. Of that 63,300 commute by car and that 19,100 commute from Edinburgh to outlying Authority areas. According to the 2011 census data around 10,000 cars travel into Edinburgh Council area regularly from East Lothian, of which around 5,000 travel into the city centre zone.
- 3.31 It is anticipated the initial LEZ Order is likely to affect petrol vehicles registered before 2006 and diesel vehicles registered before 2015. Looking at the 5,000 cars travelling daily into city centre zone, it appears that around 1,500 – 2,000 city-centre-bound East Lothian cars will be old enough to be affected by the Low Emission Zone (LEZ).
- 3.32 From the current level of consultation, it is unclear if any surplus of penalty charges collected will be used to assist in the development of appropriate mitigation in East Lothian or fully focus on Edinburgh.
- 3.33 It is noted that City Mobility Plan (CEC - LTS) includes references to 'Regional' projects but lacks detail at this stage. It is clear that a regional approach to Transport delivery is necessary to adapt the transport network on a wider basis than current arrangements.

Social Considerations (Health and wellbeing, travel behaviour, parking demand, travel choice alternatives, exemptions, blue badge, health care, mobility constraints)

- 3.34 The Scottish Transport Appraisal Guidance (STAG) 'Case for Change' Report highlights peak hour trains into Edinburgh are currently operating at or over capacity, and explores the limited options for improving this in the short term.
- 3.35 On the other hand, bus service frequencies are continually improving and there remains scope for more people to travel into Edinburgh by bus. However, travel times are slower for buses than trains due to sharing the roads with carcar traffic and additional bus lanes to prioritise bus travel into Edinburgh would make the public transport option more attractive.
- 3.36 As a consequence of the LEZ, there needs to be a greater emphasis to encourage people to pick up the bus in their home town, rather than drive to a Park & Ride, most of these are already at capacity. The following extract from the STAG shows bus journey times compare relatively well with car journeys from many of our towns, but are still not the shortest mode.
- 3.37 The figure indicates that for peak time journeys in Haddington, North Bwerwick and Wallyford, the bus takes only less than 30% longer than driving and may be seen to be an attractive alternative, taking all factors (including cost and ease of parking) into account. In Dunbar, bus times are significantly longer than car travel times, but the train is less congested and is still an attractive option.

Figure 2.16 Journey Time To Edinburgh City Centre in AM Peak and Off Peak – Car vs Bus vs Train



Source: SRM road journey times, bus timetables, train timetables

Figure 1: STAG Case for Change Report by PBA 2019

3.38 The main issues with making a switch to local bus services may be expected in Cockenzie/ Port Seton and Prestonpans, where bus journeys take more than twice as long as the equivalent car trip. Longniddry, Tranent, and Musselburgh also compare unfavourably. There is a case here for encouraging an express bus service to serve commuters.

3.39 Additionally, work patterns are changing with more people choosing to work from home at least one day a week. The UK Office for National Statistics reports that the percentage of those in work who work from home has been increasing steadily from 11% in 1998 to 14% in 2014. If these trends can be encouraged, that will also remove cars from the road. This however depends on the business sector and broadband speeds to ensure good high quality connectivity. Analysis of city centre trip making is provided in Appendix - C

Bus Based Public Transport

3.40 Timescales for implementation of zone will impact on bus operators first being commercial vehicles potential increase short/medium term costs and transferring on to users. A government initiative is being introduced at the same time as the 4 LEZ but concern remains on the capability and capacity of the industry to adapt the fleet before the implementation dates. Feedback from the bus operators indicates that there are no suitable retrofit products on the market at present and this is currently reflected in the poor take up of the BEAR (Bus Emissions Abatement Retrofit) funding being offered by Transport Scotland.

- 3.41 Bus based commuting into city centre from outlying areas may be affected by the proposed LEZ areas. With the need to adapt the fleet, services may be reduced during the retrofitting stage. Potential fare increases or the infrequency of services may make public transport less attractive and move people to rail. A clear understanding from the bus operator perspective is required to understand the quantum of supply to meet the demand locally.
- 3.42 It is possible that older vehicles will be assigned to routes out with the city centre, resulting in the worsening of Air Quality in East Lothian towns.
- 3.43 It is imperative the LEZ for City of Edinburgh is accompanied by increased infrastructure and capacity for active travel, public transport and sustainable transport (including EV chargepoints) – including connectivity into East Lothian – providing improved choice and reduce transport inequalities, particularly for those on low incomes / young people who are unable to afford a car.
- 3.44 Reduced emissions and air pollution from vehicles will have positive effects on health and wellbeing – again there may be a positive knock-on effect in East Lothian, particularly in Musselburgh.
- 3.45 While the LEZ has potential to reduce the number of cars in the city, it is not designed to do so and the people who can afford it, will simply buy a cleaner vehicle.
- 3.46 Over the longer term once polluting vehicles disappear from the system, the technology remains and can be adapted to monitor and potentially control general vehicle movements. This would allow the removal of all vehicles entering the city centre, however, appropriate and attractive transport alternatives, must be provided prior to such a controversial intervention. Such a measure must follow active travel facilities, associated infrastructure, shared mobility, and significantly enhanced public transport.
- 3.47 However, this generates equality issues whereby low income commuters are penalised by reducing access to employment because they cannot afford a more modern car, or to live in a more accessible location or who work unsociable hours. Particularly in areas of transport poverty, the LEZ might pose an equalities issue and potentially restrict access to facilities and services for people living in these areas.
- 3.48 The application and management of the LEZ must be applied to all users equally, complying with the requirement of the Fairer Scotland Duty.

Cost impact

- 3.49 A range of different services in East Lothian Council travel to Edinburgh on official Council business. This can include our own fleet of Light Goods Vehicles (LGVs) and Heavy Goods Vehicles (HGVs) uplifting material. This includes school trips whether by additional costs might have to be transferred on to the parents. This will also affect essential car users who use their own cars for business purposes This may impact staff attending meetings, training courses or appointments using their own vehicles, although there will be the option to access an LEZ compliant pool car for most business trips.
- 3.50 All petrol engine vehicles will have to meet Euro 4 standards – required for vehicles sold after January 2006. Diesel cars will have to meet Euro 6 standards required for diesel cars sold after September 2015. Heavy diesel

vehicles will need to meet Euro 6 standards generally those registered with the DVLA after 2014.

Cost impact on individuals

- 3.51 Those who own private vehicles which do not meet a zone's emission standard and wish to enter the zone will face decisions with cost implications, such as opting for another mode of travel, replacing or modifying their vehicle or paying a penalty charge notice. The concern is that there is no clear provision to exempt vehicles belonging to people who, while not resident in a controlled zone, must pass through the controlled zone to access the wider road network. Even within a grace period, many residents will not have the means readily to update their vehicles which, in an area like East Lothian, they may depend on to access work and social opportunities. This may have equalities implications – for example, for older people or families with young children – particularly in areas where population density does not support frequent or comprehensive bus services. It is also likely to present a particular challenge for those on lower incomes.

Cost Impact to Bus/coach industry and Taxi companies

- 3.52 The Coach industry and Taxi Companies within East Lothian may struggle to replace vehicles to meet the requirements, which could lead to job losses and companies going out of business. However, a grace period of 2 years (city centre zone) and 4 years (wider zone) will alleviate this impact.

Cost impact to ELC business and trade community

- 3.53 East Lothian business community could may struggle to meet the LEZ's standards meaning increased costs or difficulty in bidding for work in Edinburgh.
- 3.54 LEZs could potentially have a range of knock-on impacts and unintended consequences for individuals, communities and businesses. They could also impact on traffic management, planning and the environment in other localities around the periphery of zones. We could see an increase in people parking cars on unrestricted roads in East Lothian to then access public transport into Edinburgh. We could have additional strain on our road network as people alter routes in order to avoid the zones. We would hope appropriate steps are taken in advance to provide improvements in public transport provision and to put in place measures such as park and ride facilities, bus priority lanes and improved active travel opportunities to incentivise people to make a choice not to take vehicles into the zone.

Technological (ANPR, EVCP, EV parity)

- 3.55 Within the south east quarter linking with Musselburgh an opportunity exists to jointly improve active and sustainable transport infrastructure, including hydrogen technology to maximise on-street electric vehicle charge provision.
- 3.56 Edinburgh residents (Joppa, Portobello and Brunstane) who are in close proximity to Musselburgh, who choose to switch to a Plug-in Vehicle (PiV) and require public or workplace charging may seek to use ELC charging infrastructure. An opportunity therefore exists to charge those people for using

our existing chargepoints but also (subject to external funding) construct a charging hub to serve west Musselburgh/east Edinburgh where there are currently relatively few chargepoints in the pipeline. A facility could be included in within MH1 - Innovation Park.

- 3.57 The provision of Park and Choose facilities close to Edinburgh could provide East Lothian residents with a PiV private hire facility who wish to continue their journey into the LEZ by car who do not have a low emission vehicle. With the advent of mobile booking systems a bank of private car hire vehicles could be made available for onward journeys.
- 3.58 Through Scottish Government grant funding an opportunity exists to move ELC's fleet to electric, hybrid or potentially hydrogen. It is recognised that our own fleet will need to travel into the LEZ, and subsequently ELC will require fleet charging infrastructure.
- 3.59 It is anticipated that CEC's LEZ will increase the rate at which people switch to PiVs, especially if further government incentives or manufacturers scrappage schemes provide significant saving buying a new vehicle. It is likely that over the next few years people will be encouraged to think about getting rid of their diesels for a cleaner and cheaper vehicle to run. The sales of electric vehicles are growing exponentially but this will massively increase once price point parity is reached (expected to be 2021/22). Car manufacturer Volkswagen, is currently investing billions to adapt their car production capacity from a few thousand units to 2 to 3 million all-electric cars a year by 2025.
- 3.60 Clearly, an understanding of the implication of the LEZ on public life will become clearer once the zones become live, however, there remains a need to understand the PiV demand and rate of change/ switch to electric vehicles. Likewise, once it is clear what the impact on our fleet will be, we can install charging infrastructure accordingly.
- 3.61 Presently, the Electric vehicle chargepoint (EVCP) strategy is to install public infrastructure at a rate to meet a 15% switch by 2023. All new transport hubs / car parks will include associated infrastructure that makes it easy to increase the supply of EVCP to those sites once the effect of the LEZ becomes known.

Economic (Businesses operating in EL, business opportunity)

- 3.62 East Lothian businesses that secure work or have ongoing commitments in the LEZ area will have to be made aware of the implications and factor such additional costs into their business planning. Also, visitors to the City of Edinburgh and East Lothian areas, in particular those travelling by car, will require to be advised clearly of the consequences and costs of driving into the LEZ. Business advice is available from a range of sources, including Business Gateway.
- 3.63 The Draft East Lothian Climate Change Strategy sets out how we will move towards a low carbon and sustainable economy in East Lothian, including supporting and encouraging businesses to reduce their carbon footprint – this includes their transport, supply chains and distribution. In a 'Climate Emergency' all businesses should be encouraged to decarbonise their transport. Those who do move towards less polluting vehicles will have the competitive advantage if the LEZ is implemented in Edinburgh.

Political (national policy directives, climate emergency, regional governance)

- 3.64 Consultation on East Lothian Council's Draft East Lothian Climate Change Strategy ended on 22nd July. We are currently reviewing and considering consultation responses to inform taking this forward. Consideration is also being given in relation to the declaration of a 'Climate Emergency' by the Scottish Government and the revised targets set out in the Climate Change (Emissions Reduction Targets) (Scotland) Bill, which is currently progressing through the Scottish Parliament.

Legal (legality, Transport Bill, expansion of zone in Musselburgh)

- 3.65 This Scottish Government Bill was introduced by the Cabinet Secretary for Finance and Constitution, Derek Mackay MSP, on 8th June 2018. The Bill completed Stage 2 on 26th June 2019. Stage 3 is the final opportunity for MSPs to propose amendments to the Bill in order to tidy up the wording of the Bill and debate important issues relating to it.
- 3.66 As the Bill is still to pass Stage 3 there may be further amendments brought forward before it receives royal assent and comes into effect. The current Low Emission Zone provisions (as at completion of stage 2) are as follows:-
- The Bill provides that at any time a local authority may make, amend or revoke a low emission zone scheme. This would therefore allow the Council to create its own scheme. This would be subject to Scottish Minister Consent.
 - The Bill also has provision for local authorities to act jointly but if that is the decision then they must act jointly on the scheme in all respects (there is also provision that where this scheme is to be run jointly there is a requirement to set out how monies costs and penalty charges will be apportioned).
 - The Bill provides that there is a grace period for residents (no longer than 2 years after it is introduced) and for non-residents (no longer than 4 years after it is introduced).

- 3.67 Accordingly, the current text for the Bill would demonstrate some clear flaws in the Edinburgh proposal in respect of grace periods (currently proposed to be 5 years for residents and 4 years for non-residents for the city centre zone) and further would seem to allow the Council on its own or collaboratively with Edinburgh set zones within ELC. However, this would be subject to approval of the Scottish Ministers therefore and would require a strong basis for ELC promoting any of their areas prior to submission.

- 3.68 East Lothian Council is expected to lead by example in contributing to the delivery of Scotland's carbon emission reduction targets set out in the Public Bodies' Climate Change Duties under the Climate Change (Scotland) Act 2009. The Climate Change (Emissions Reduction Targets) (Scotland) Bill proposes Net Zero greenhouse gas emissions by 2045.

Environmental (decarbonising transport, Climate change,)

- 3.69 There is a risk that City of Edinburgh Council's proposed LEZ, which ends at the East Lothian border, will cause a negative impact in air quality and emissions in East Lothian due to older, more polluting public transport vehicles being used on rural routes, particularly just over the border in Musselburgh, with its own Air Quality Management Area (AQMA). There must be assurances from bus companies that older fleet vehicles will not be redeployed into East Lothian, otherwise this would have a significant effect on air quality, journey time reliability, patronage, and safety. Accordingly, the wider regional Public transport operators must plan accordingly to adapt their fleets to provide high quality – min euro 6 engine buses to provide equitable transport service for all users. The LEZ should not cause a discriminatory service to residents of East Lothian. A clearer understanding will be provided through the City's integrated impact assessment (IIA) analysis.
- 3.70 Notwithstanding the potential for polluting public transport vehicle to be relocated to East Lothian, there remains a risk that the polluting vehicles are driven and parked within residential areas as part of impromptu park and rides increasing the risk to local residents.
- 3.71 This does raise the question whether East Lothian Council should consider implementing our own LEZ for Musselburgh or enter into discussions with Edinburgh's to extend the LEZ into Musselburgh.
- 3.72 There is an argument that ELC should be more proactive and 'lead by example' tackling climate change. However, the application to Ministers' will require ELC to demonstrate that the area falls within the National Low Emission Framework (NLEF) and require extensive data collection, traffic modelling, transport appraisal, and impact assessments. However, funding may still be available to undertake these tasks.
- 3.73 The National Low Emission Framework (NLEF) is an air quality focussed, evidence based appraisal process developed to help local authorities consider transport related actions to improve local air quality, where transport is identified as the key contributor to local air quality problems. The NLEF supports and builds on the work already being done through the Local Air Quality Management (LAQM) system. The NLEF appraisal process is a two-stage process: Stage One appraisal is a screening exercise to be undertaken by all Local Authorities using existing data, compiled as part of existing LAQM duties and incorporating consideration of wider land use and transport planning work; Stage Two, the assessment process, will be carried out by local authorities, supported by SEPA, through the National Modelling Framework (NMF). Stage Two assessments will only be carried out by those authorities with transport related AQMA's where the Stage One screening process justifies consideration of an introduction of a Low Emission Zone (LEZ). A LEZ will only be taken forward if the Stage Two assessment described above confirms this is the best option. Local Authorities would only need to progress to a Stage Two assessment if the Stage one screening appraisal identifies further assessment is required.
- 3.74 It was anticipated that local authorities would report the outcome of their first Stage One Screening exercise with their LAQM Annual Progress Report due by 30 June 2019 but this may have to be deferred. The Annual Progress Report is almost complete and will be submitted to Scottish Government by 30th June. Indications are that there have been no exceedances of the Air Quality Objectives anywhere in East Lothian, including within the AQMA. Accordingly, it is unlikely that a LEZ could be justified in East Lothian; however, it remains an option.

- 3.75 The spatial strategy within our Local Development Plan (LDP) focuses the majority of new development in the west of East Lothian. The LDP recognises that this is the most accessible part of East Lothian and therefore it is where the best opportunities are to locate new housing and economic development. Four out of the seven development clusters identified by the LDP are located within the western area and include Musselburgh, Prestonpans, Tranent as well as the land allocation (BW1) for the Blindwells New Settlement. In total, these four clusters include 169 ha of employment land and housing allocations for approx. 8,750 new homes.
- 3.76 Musselburgh is the largest development cluster in East Lothian and is the area where there is likely to be the greatest need and demand for new homes, including affordable homes. The LDP requires an air quality management plan for Musselburgh town centre to be prepared to mitigate existing issues and development impacts. Development sites allocated by the LDP are or can be integrated with sustainable transport options to ensure that new development will have good access via sustainable transport modes to existing or new employment locations or community facilities that are or will become available locally and regionally. This approach will help minimise the need to travel by car as well as travel distances and associated CO2 emissions.
- 3.77 It is considered that the proposed Edinburgh LEZ is unlikely to have any major direct effect on the demand and delivery of new residential developments with East Lothian. The LEZ is also unlikely to significantly affect the viability of the existing or new employment sites.
- 3.78 The introduction of the Edinburgh LEZ may result in a greater demand for car and cycle parking spaces in the western area of East Lothian. In particular, this could affect a rail-related public transport and active travel hub with park & ride and terminal-style facilities in Musselburgh. Prop T11 safeguards an appropriate area of land for the car park and buildings, south of the rail line and west of Queen Margaret University and the LDP recognises that the delivery of such a proposal will be dependent upon external funding and support. The impact of the proposed Edinburgh LEZ on the LDP's Proposals T9: Larger Station Car Parks and T11: Safeguard Land for Improvements to Musselburgh Station would require further consideration and analysis.

4 POLICY IMPLICATIONS

- 4.1 These proposals will contribute towards The East Lothian Plan – 2017-27 focusing on health and wellbeing, safety, transport connectivity, sustainability and protecting our environment.
- 4.2 This proposal will contribute to the Local Outcome Improvement Plan to deliver a high quality environment and that people in East Lothian are enjoying healthier lives.

5 INTEGRATED IMPACT ASSESSMENT

5.1 The introduction of LEZs in Edinburgh will likely affect the wellbeing of East Lothian community or have a significant impact on equality, the environment or economy and an IIA will need to be undertaken.

6 RESOURCE IMPLICATIONS

6.1 The introduction of a LEZ will require an element of joint working with the CEC to agree the scope and extent of the boundary treatment and investigation of the application of a LEZ in East Lothian.

6.1 Financial – The introduction of Low Emission Zones (LEZs) in Edinburgh will have a financial impact on East Lothian Council. A more detail report will be required once details of the LEZ and timings of Grace periods are confirmed.

7 BACKGROUND PAPERS

AUTHOR'S NAME	Peter Forsyth
DESIGNATION	Asset and Regulatory Manager
CONTACT INFO	pforsyth@eastlothian.gov.uk
DATE	26/8/19

Appendix A

12 July 2016

SEStran Comments on the Low Emission Zone for City of Edinburgh

SEStran welcomes the proposal to introduce a Low Emission Zone (LEZ) to improve the air quality in Edinburgh. While SEStran generally supports the concept of a LEZ, it must be considered that a LEZ is merely a tool to improve the air quality of a particular area and should not be considered in isolation as an end in its own right. A LEZ must be accompanied by additional measures and interventions to mitigate the potentially negative impact a LEZ can have. A lot of people travel to and from Edinburgh for work and educational purposes or for leisure. (Approximately 35% of employees working in Edinburgh live out with the city and commute in)^{1 2}.

Edinburgh is the economic centre for the South East of Scotland and contributes significantly to the Scottish economy. SEStran acknowledges the challenge that exists in tackling poor air quality while stimulating economic growth.

To ensure economic growth is disconnected from an increase in the emission of air pollutants, an appropriate strategy of mitigation measures must be in place to provide capacity in alternative transport options. SEStran recognizes that the City of Edinburgh Council is working on a number of initiatives to improve the connectivity in the City and encourage sustainable travel.

A Regional strategy is needed to mitigate impacts of LEZ and provide appropriate alternative travel solutions.

Regional Impact Issues associated with the introduction of a LEZ:

- Impact on regional trips commuting, tourism, freight etc to and from the city centre;
- Demand management:
 - While the LEZ has potential to reduce the number of cars in the city, it is not designed to do so and the people who can afford it, will simply buy a cleaner vehicle (perhaps a year sooner than they would have done without the LEZ in place);
 - There is therefore an opportunity to use the LEZ to reduce the number of vehicles in the city centre by providing appropriate and attractive transport alternatives, such as access to travel facilities and infrastructure, shared mobility, and good public transport;
- Displacement impacts out with Edinburgh resulting from the wider city zone;
- Potential of reduced access to employment for low income commuters who can't afford a modern car;
 - Equality issue: Those who cannot afford to buy a cleaner vehicle, however, will perhaps increasingly depend on the public transport network to access employment and education. Particularly in areas of transport poverty, the LEZ might pose an equalities issue and potentially restrict access to facilities and services for people living in these areas.

Freight Impacts

- City wide strategy is needed – as movements of HGV & LGV vehicles will have cross boundary regional impact;

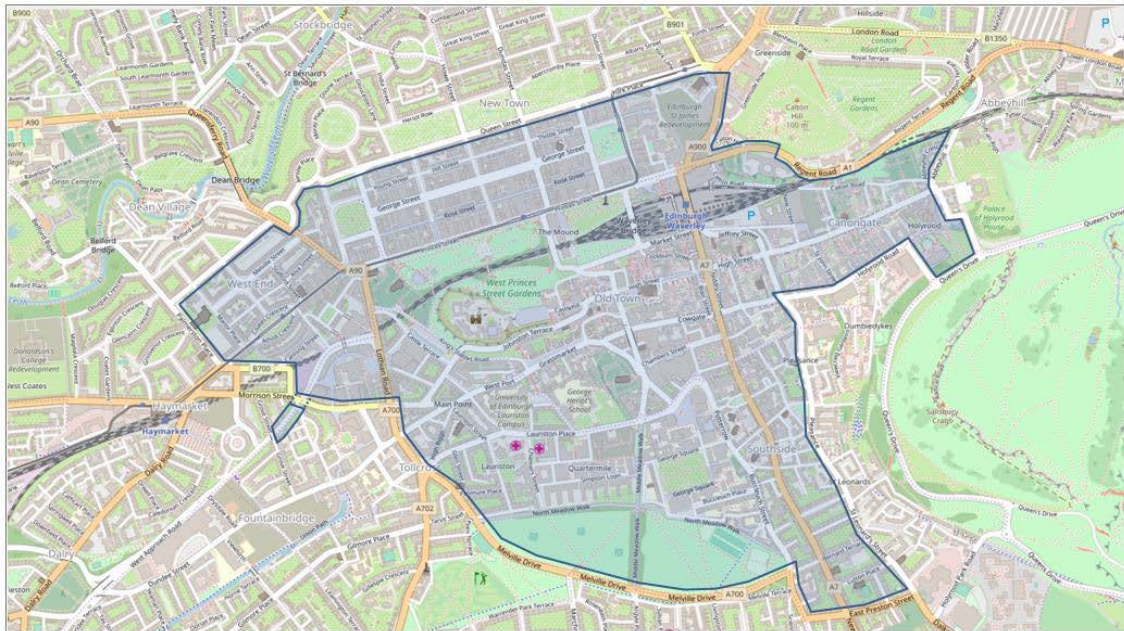
¹ Transport and Travel in Scotland 2017 Table 16 Travel Diary Table TATIS 2017.xlsx

² Census 2011 data Table AT_009_2011

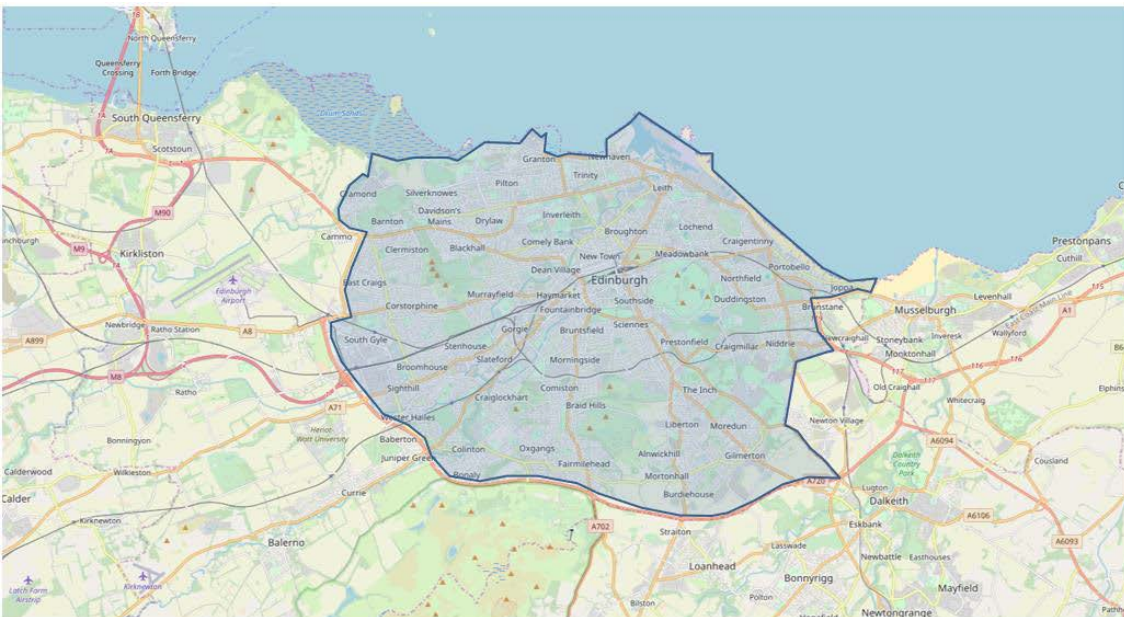
Appendix B

LOW EMISSION ZONE PROPOSED BOUNDARIES

Map 1 – City Centre Low Emission Zone Boundary



Map 2 – City-wide Low Emission Zone Boundary



Appendix C – Analysis of East Lothian City Centre trip making

Worst case (most cars):

Area	Pop.						No. of cars
Musselburgh and Wallyford	24000	19%	work in City Centre	of these	25%	drive	1140
Tranent	12000	14%	work in City Centre	of these	39%	drive	655
Prestonpans and Port Seton	12000	14%	work in City Centre	of these	33%	drive	554
Haddington	10000	14%	work in City Centre	of these	57%	drive	798
North Berwick	7000	14%	work in City Centre	of these	32%	drive	314
Dunbar	9500	14%	work in City Centre	of these	37%	drive	492
						Total cars	3953

- There will also be people commuting from the villages – population of 10,500 not included in above table. If 14% of these work in City Centre and 60% drive (worst cases from table above), this adds 880 cars to the total, giving 4838 cars.
- Additionally, 3308 are driving into Edinburgh from the Scottish Borders, some of whom will pass through East Lothian from East Berwickshire, and 63 from Northumberland. There may be others from further south, but they are unlikely to be doing this daily.
- In conclusion, around 10,000 cars commute into Edinburgh Council area regularly from East Lothian, of which around 5,000 travel into the city centre zone.
- In 2018, there were 18.5m petrol cars nationally (60% i.e. 3,000 of the city centre commuters) and 12.4m diesel cars (40% i.e. 2,000). The LEZ is likely to affect petrol vehicles registered before 2006 and diesel vehicles registered before 2015. The LEZ will come into effect for cars at 2024 at the earliest i.e. for petrol cars more than 14 years old, and for diesel cars more than 10 years old.
- DVLA statistics are provided in bands (less than 6 years, 6-13 years, and 13+ years), so we can only give conservative approximations. In 2018, 18% of vehicles were more than 13 years old i.e. 540 petrol cars may be affected (18% of 3000). In 2018, 56% of vehicles were more than 6 years old i.e. 1,120 diesel cars may be affected (56% of 2000)
- Therefore, these are conservative estimates, although the total number of cars may continue to grow until 2024. Nevertheless, it appears that 1,500 – 2,000 East Lothian cars being affected by the LEZ is a reasonable estimate.