

<b>Policy 13 – Working with Government and other authorities</b>
<p><b>Policy</b></p> <p>The Mayor will encourage the development and implementation of proposals and action plans by the Government and other authorities aimed at achieving EU emissions (PM<sub>10</sub>, PM<sub>2.5</sub> and NO<sub>2</sub>) limit values in Greater London.</p>
<p><b>Proposals</b></p> <p>The Mayor will encourage the Government to develop and implement a national plan containing measures that will reduce NO<sub>x</sub> emissions in Greater London and the level of NO<sub>x</sub> emissions from outside London that contribute to poor air quality in the capital.</p> <p>The Mayor will encourage the Government to identify and allocate additional resources that can be made available to fund the measures included in this Strategy for the achievement of EU limit values in London.</p>
<p><b>Outputs</b></p> <p>Joint working between the Mayor and the Government that will lead to improved air quality in London.</p>

5.3.6. The Mayor has been working closely with the Government to develop measures that will improve air quality in London. Modelling shows that London will be compliant with PM<sub>10</sub> limit values in 2011.

5.3.7. The GLA's modelling, however, shows that even with affirmative action by the Mayor, areas of inner London and around Heathrow would exceed NO<sub>2</sub> limit values and are at risk of continuing to exceed those limit values in 2015. The modelling shows that by 2015, a reduction in NO<sub>x</sub> emissions of around 50 per cent from 2008 levels would enable NO<sub>2</sub> limit values to be met in the vast majority of London. The measures available to the Mayor included in this Strategy, along with natural fleet turnover, will reduce NO<sub>x</sub> emissions by 35 per cent by 2015. It is clear, therefore, that national air quality control measures as set out below to reduce emissions of air pollutants are required in order to meet limit values. During 2011, it is expected that the Government will submit an application to the European Commission for a time

extension until 2015 for meeting the NO<sub>2</sub> limit values. The Mayor will work to assist the Government in developing an action plan as part of that application.

5.3.8. The Mayor will discuss with the Government how it can help to fund and deliver the policy objectives and proposals in this Strategy. The current GLA and functional body settlement from the Government did not include provision for this level of action on improving air quality, as it had been expected that local and national interventions along with natural turnover would have resulted in greater improvements than have been achieved. Over the coming months, the Mayor will continue to work with Government to develop a joint action plan for air quality in the capital that is adequately resourced.

5.3.9. The Mayor's powers are limited as regards the extent to which he can influence the type of vehicles using London's roads. In addition, the Mayor has no power to reduce the emissions that originate from outside London that contribute significantly to London's poor air quality. As well as action better suited to being taken at the national level (for example using the tax regime to further incentivise cleaner vehicles and removing perverse incentives for more polluting vehicles), specific support is needed from the Government to facilitate measures within Greater London, such as a national certification and testing scheme for NO<sub>x</sub> abatement equipment to enable a NO<sub>x</sub> standard to be introduced to the LEZ. The Mayor will therefore encourage the Government to put in place a number of measures, including:

- **Extended scrappage schemes for particular vehicles** - In 2009, the Government introduced a vehicle scrappage scheme to stimulate the national car market. The scheme, which allowed up to 400,000 older vehicles to be replaced, involved the Government giving a £1,000 grant to motorists of cars over ten years old and vans over eight years old. The Mayor has asked that the Government extend the scrappage scheme, so that it would target vehicles that contribute significantly to pollution in urban areas, including heavier vans, minibuses and taxis. This would support the introduction of LEZ Phase 3 in 2012, as well as the introduction of age-based standards for taxis.
- **Grants for vehicle retrofit** – Vehicle retrofit is a cost-effective means for many operators of heavy vehicles (HGVs, buses and coaches) to make their fleets cleaner. Since these vehicles are the most individually polluting, a Government scheme that encouraged retrofit would significantly improve air quality in urban

areas, particularly if linked to LEZ schemes or tax incentives. British companies are market leaders in vehicle retrofitting technology and a scheme that encourages retrofitting would assist the continued growth of this sector of British industry. The Mayor has asked the Government to consider the introduction of such a scheme.

- **Consumer labelling schemes for vehicles at point of sale** – Car showrooms now routinely include information regarding CO<sub>2</sub> emissions levels of new vehicles. This has greatly enhanced public understanding of the impact of their buying decisions on the environment and has led to CO<sub>2</sub> levels becoming a factor in consumer choice. While all new vehicles have to meet Euro standards for emissions, these vary depending on the type of vehicle (diesel, petrol, hybrid etc.). It should also be made clear which vehicles have zero tailpipe emissions (eg. electric vehicles). Some car manufacturers are already using their own labelling scheme to inform purchasers of the emissions from new vehicles. The Mayor believes that the Government should work with motor manufacturers to develop a single scheme that would allow comparison across the whole car market. This would help consumers make informed decisions based on the impact the vehicle would have on air quality, while raising public awareness of air quality issues.
- **Use of tax regime** – At present, the tax regime for cars (VED) is based on emissions of CO<sub>2</sub>. Diesel cars tend to have lower levels of CO<sub>2</sub> emissions than their petrol equivalents, so the VED regime effectively encourages the purchase of diesel models. However, diesel cars tend to have higher emissions of air quality pollutants. The Mayor believes that the VED regime for cars should include an air quality element based on Euro standards. For heavy vehicles, the Government's Reduced Pollution Certificate scheme has been used to encourage the early uptake of Euro V vehicles and vehicle retrofit. This scheme should be expanded to include vans and minibuses. In addition, the Government should use the scheme to encourage the early uptake of Euro VI vehicles, which emit significantly lower levels of NO<sub>x</sub> than Euro V vehicles.
- **Increase in the fixed penalty for vehicle idling** – Currently the £20 penalty charge for idling compares unfavourably to the £120 penalty charge issued for parking offences. Consequently, penalty charges for idling offences should be brought into line with parking penalty charges, to provide a stronger deterrent and to encourage enforcement.

- **Funding for development of low-emitting vehicles and related technologies** – Through its Plugged in Places programme, the Government is providing £9 million of funding to develop the infrastructure for electric vehicles in London. However, there needs to be a significant increase in funding for development of electric vehicles and other low-emission technology such as hydrogen fuel cells, as well as the roll out of supporting charging and refuelling infrastructure.
- **Electrification of the London overground rail network** - In 2015, it is expected that the rail network will be responsible for 12 per cent of all NO<sub>x</sub> emissions in London – around 4,000 tonnes. An electrification programme would reduce emissions significantly across London.
- **Reducing emissions from airport operations** – The Government should work with airport operators and the aviation industry to ensure that airside fleets are upgraded, more use is made of fixed electrical ground power and pre-conditioned air so that auxiliary generators are not needed and continued improvements are made to aircraft efficiency.
- **Restructuring of funding for energy efficiency schemes** – The GLA Group is investing £100 million in climate change mitigation and environment programmes over the next four years. These programmes require further investment to support achievement of the Mayor's targets for reducing CO<sub>2</sub> emissions and to reduce NO<sub>x</sub> emissions. This will require the programmes to develop new financing and investment models that will enable them to attract the necessary levels of public and private sector funding. The Mayor is actively discussing the development of such models with industry, financial institutions, the Government and the boroughs. Changes to Government incentives and regulatory structures will be essential to deliver reductions in the percentage of NO<sub>x</sub> being emitted by heating systems in buildings.
- **Extending the boiler scrappage scheme** – In 2010, the Government announced a boiler scrappage scheme. This entitles up to 125,000 householders with old, 'G-rated' boilers to £400 of the cost of a new 'A-rated' boiler. These 'A-rated' boilers tend to be more energy-efficient, so emit lower levels of NO<sub>x</sub>. However, in order for the scheme to deliver significant benefits for both CO<sub>2</sub> and

NO<sub>x</sub> emissions, the Mayor believes the scheme should be extended to commercial properties.

- **Promoting the development and certification of abatement equipment for biomass boilers** – Biomass boilers are becoming an increasingly popular low-carbon heating option. However, in some urban areas with poor air quality, it will be necessary to limit air pollutant emissions from biomass boilers. PM abatement equipment for all sizes of biomass boiler is available on the market. However, to allow developers to have confidence that the equipment they buy will be effective and to allow planning authorities to be sure that suitable emission reductions will be made, the Government needs to develop a certification scheme for biomass boiler abatement equipment, in the same way that a certification scheme for PM vehicle abatement equipment has been developed.
- **Improved monitoring network in London** – In recent years, monitored concentrations of NO<sub>2</sub> have not decreased in urban areas in line with modelling forecasts. High quality monitoring stations in areas of poor air quality are required to assist understanding of this issue, so that policies in urban areas can be more effectively developed.
- **Support for publicity campaigns** – The House of Commons Environmental Audit Committee has recommended that the Government should raise the profile of air quality issues by making clear the health benefits of reduced pollution. The Government should undertake information campaigns which highlight the health risks associated with poor air quality and which will help individuals to change behaviour.
- **Support for targeted information to vulnerable people** – Schemes such as airText which provide air quality information to people at risk of health effects related to pollution are vital in helping them manage their conditions. This could lead to cost savings for the NHS in terms of reduced need for treatment, and the Mayor will encourage the Government to fund the expansion of such schemes and information campaigns. The Government has committed to using NHS communication channels to communicate both the impact of air pollution and what action can be taken to reduce it<sup>39</sup>. The Mayor will support this engagement in London.

- 5.3.10. As these measures are dependent on Government action, the GLA does not have sufficient data to allow accurate modelling of their likely effects on air quality in London. They are therefore not included in the analysis carried out for this Strategy. Nevertheless, the Mayor has a reasonable expectation that the Government will implement such measures, and that combined with other policies and proposals in the Strategy, they will achieve the objectives of the National Air Quality Strategy and relevant EU limit values in Greater London. The Government is responsible for modelling national measures that will be included in the Government's time extension application for NO<sub>2</sub> limit values. When the results of this modelling are available, the Mayor will consider the implications for the achievement in Greater London of the NO<sub>2</sub> limit values and if necessary will revise this Strategy.
- 5.3.11. The Government has published proposals for a Public Health Service (PHS) which will have responsibility for health protection functions in England. The Mayor will work with the Government to ensure that air quality improvement measures are integrated into PHS national and local health protection programmes and that awareness campaigns and targeted information are adequately resourced.
- 5.3.12. In addition, the Government should take the lead on commissioning and supporting research projects. Knowledge gaps hinder effective policymaking. At the moment, for example, there is insufficient understanding of the sometimes unpredictable relationship between emissions and concentrations, the impact of tyre and brake wear on air quality and the air quality impacts of biofuel use. The Mayor will work with research organisations to support research and trials that can contribute to the improvement of air quality in London.
- 5.3.13. Together with the proposals in Chapters 3 and 4 of this Strategy, and reduced pollution blown into London from outside the capital as a result of national measures, it is likely that the measures listed above would lead to all of outer and inner London being compliant with NO<sub>2</sub> limit values in 2015. This would mean that only a few locations in central London would still be in breach of NO<sub>2</sub> limit values in 2015. At these locations the Mayor is proposing further close joint working with the Government and boroughs to apply targeted local measures to ensure limit values are met by that date. The measures would focus on NO<sub>x</sub> at source, including targeted programmes for roads and the adjoining built environment in the affected areas. The end result of all these interventions would deliver NO<sub>2</sub> compliance by 2015, but it

must be strongly emphasised that timely implementation, adequately resourced will be necessary to deliver this objective.