1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY

1.1 This report provides an update on the preparation of a new Local Transport Plan (LTP4) for Reading that seeks to identify new goals and objectives, reflect on progress made in delivering LTP3 and ensure transport policy is aligned with the new Local Plan. The LTP4 development programme is set out in Appendix A.

1.2 The report also seeks approval to develop a new borough-wide car parking and air quality strategy to help address concerns about congestion and poor air quality. As part of this strategy it is proposed that demand management measures, such as Road User Charging, Workplace Parking Levy, Clean Air Zone or Low Emission Zone are investigated. A number of case studies on such demand management schemes are set out in Appendix B, including Nottingham where they successfully introduced a Workplace Parking Levy in 2012. In addition, the Appendix sets out more recent examples of Local Authorities who are currently investigating similar charging schemes, including Oxfordshire, Southampton and Brighton.

1.3 The demand management measures have the potential to generate income that is ring-fenced to transport and highway schemes and could be used to fast-track the delivery of the 15-year LTP4 investment programme, including complementary sustainable transport measures as set out in this report.

1.4 Appendix A - Programme for LTP4 Development
Appendix B - Case Studies - Demand Management Measures
2. **RECOMMENDED ACTION**

2.1 To approve the delivery programme for Local Transport Plan 4, including a new borough-wide car parking and air quality strategy and the work which officers will be undertaking to progress this.

2.2 To authorise Officers to undertake a borough-wide parking survey and consultation to inform investigations into the potential measures as set out in this report.

2.3 To delegate authority to consult on the draft LTP to the Lead Member of Strategic Environment, Planning and Transport in conjunction with the Acting Head of Transport of Streetcare.

2.4 To authorise Officers to consult Wokingham Borough Council and West Berkshire Council on the proposed options.

2.5 That Officers continue discussions with Oxfordshire and South Oxfordshire about their potential housing sites located north of the Reading Borough boundary, a third river crossing and associated measures to manage potential displacement of local traffic.

3. **POLICY CONTEXT**

3.1 All Local Transport Authorities are required to publish a Local Transport Plan (LTP) under the Transport Act 2000, as amended by the Local Transport Act 2008. Our third Local Transport Plan (LTP3) was adopted by Council in March 2011 and is supported by numerous sub-strategies, including the Cycling Strategy and Interim Parking Policy, which should have been subject to a review.

3.2 Whilst the current LTP remains an adopted Council policy until 2026, a considerable number of transport schemes identified in the strategy have, or are in the process of, being developed or delivered. It is therefore vital that new schemes are identified within a new LTP, which will also be aligned to emerging policies and strategies, including the new Local Plan, Reading 2050 and the LEP Local Industrial Strategy, and better enable us to bid for future funding opportunities.

3.3 The development of a borough-wide car parking and air quality strategy will play an important role in helping to mitigate and better manage the negative impacts of transport in Reading, including congestion and poor air quality. As part of this strategy, it is proposed that our new LTP is updated to reflect national guidance and legislation outlined in the Transport Act 2000, and as amended in 2008, including the introduction of demand management schemes, such as those being considered elsewhere, including Road User Charging, Workplace Parking Levy, Clean Air Zones and Low Emission Zones.

3.4 In parallel to the development of LTP4, discussions on a third Thames crossing will continue with Oxfordshire and South Oxfordshire. In addition, there are potential housing sites located north of the Reading borough identified in South Oxfordshire’s draft Local Plan that will need to be discussed and considered.

4. **THE PROPOSAL**

**Current Position:**

4.1 Reading’s excellent transport connections have attracted a large number of international and blue-chip companies to the area largely along the Great Western Mainline and A33 corridor. This trend is set to continue with the forecasted growth detailed in the emerging Local Plan and Reading is therefore faced with significant challenges in terms of managing the demand of both residential and employment developments and subsequent increases in the number of people travelling within the Reading area. Whilst significant investment
has already been secured through the Thames Valley Local Enterprise Partnership to implement major transport schemes that seek to unlock capacity for public transport, walking and cycling, more radical improvements are vital to complement and further enhance the transport mix and reduce congestion, improve air quality and encourage healthier lifestyle choices.

4.2 Our ambitious LTP4 vision will seek to support healthy lifestyle choices, improve quality of life and facilitate economic growth by reducing congestion, improving air quality and promoting sustainable transport options for local journeys or as part of longer journeys. This vision will be outlined in the core LTP strategy and further detailed in supporting sub-strategies that will set out our long-term goals and aspirations for a Reading that is clean, green, safety and active. As part of the Plan, we are proposing to develop a borough-wide car parking and air quality strategy to address commuter and through traffic. This will be further complemented by ambitious improvements supporting more people to make sustainable travel choices, including the development of a new Local Cycling and Walking Infrastructure Plan that will identify new routes and improvements based on key destinations.

4.3 The borough-wide car parking and air quality strategy will consider the introduction of local transport charging schemes; powers that are given to highway authorities in England in the Transport Act 2000. Charging schemes can take the form of a road user charge and/or a workplace parking levy (WPL). Charging schemes can be further complemented by Clean Air or Low Emission Zones targeting higher polluting vehicles, including through traffic. Such charging schemes need to be approved by the Secretary of State for Transport following the submission of a business case and detailed scheme order, with evidence of proper consultation and engagement.

4.4 Various Local Authorities are currently in the process of considering charging schemes that seek to reduce congestion and improve air quality, such as those detailed in Appendix B. To date Nottingham City Council are the only Local Authority to successfully implement a WPL scheme, which takes the form of a levy on employers providing workplace parking to motor vehicles used in the journey to work and parked at the business premise, as described in Appendix B. Whilst the existing WPL scheme in Nottingham has generated income to fund key transport improvements, including the construction and operation of tram lines and services and subsidised bus services for areas not served by the tram, the City Council are now preparing to consult on the introduction of a Clean Air Zone that would complement the existing WPL scheme and help tackle dangerous levels of Nitrogen Dioxide associated with congestion.

4.5 Other examples of Local Authorities actively investigating charging schemes, include Oxfordshire County Council, who have progressed furthest. In addition, the London Mayor’s Strategy, which was published in March 2018, also strongly supports Workplace Parking Levies.

Options Proposed

4.6 As part of the development of LTP4 and the supporting sub-strategies, it is proposed to undertake an initial feasibility study to develop and consider how one or more of the following options could be applied within the Reading borough, to meet the transport and air quality challenges that Reading faces:

1. Workplace Parking Levy – largely following the Nottingham model, within the administrative area of Reading Borough boundaries.

2. Clean Air Zone / Low Emission Zone – again the feasibility of introducing zones will need to be investigated

3. Road charging - a certain amount of feasibility work will need to be done in order to assess the potential benefits of a Reading borough scheme
4. A package of complementary measures to the above demand management schemes including, but not limited to, traffic management, access restrictions, park and ride, MRT and bus priority, public transport information, ticketing improvements and walking and cycling improvements.

4.7 A ‘Do nothing’ option also has to be considered in the option appraisal, but evidence already indicates that Reading is unlikely to be able to meet the identified transport, growth and air quality challenges without additional methods of managing traffic growth, and therefore doing nothing is not an option. In addition, the LTP investment programme will be reliant upon external funding being secured to develop and construct new transport and highway schemes therefore reducing the speed in which improved air quality and reduced congestion will be realised.

4.8 Whilst the proposed options are currently being considered for the Reading Borough only, it should be noted that the administrative boundaries result in key employment sites, such as the University and Green Park, being split across two Local Authorities or, in the case of Thames Valley Business Park, entirely outside of the Reading Borough. Given the large number of trips that are generated by these sites, it is suggested that Officers commence early discussions on the proposed options with Wokingham and West Berkshire Councils.

4.9 Any income generated from the proposed options would enable the Council to bring-forward existing delivery programmes as well as fast-tracking the development and delivery of our 15-year LTP4 investment programme, including:

- **Major Schemes** - development and implementation of schemes such as park and ride, MRT, and the feasibility of larger schemes including preparation of a full business case for a third Thames crossing

- **Investment in Public Transport** - including subsidised bus travel, smart ticketing, discounts, alternative fuels, higher frequency and new services.

- **Easy Access Reading** - including better maintained footways, cycleways and roads, delivery of improvements outlined in our emerging Local Cycling & Walking Infrastructure Plan

- **Low Emission Zone / Clean Air Zone** - tackling higher polluting vehicles travelling through the Reading borough

- **Sustainable Transport Initiatives**, such as travel planning, campaigns and incentives tackling journeys to work and school

**Next Steps**

4.10 In order to inform the development of LTP4, including the borough-wide car parking and air quality strategy, the appraisal of scheme options will be developed including transport modelling. In addition, it is proposed that a comprehensive parking survey of all car parks in the Reading borough is undertaken. This will include all car parks owned, operated and/or managed by the Council as well as those provided by private businesses. As part of this process, we will seek feedback on the proposed demand management measures set out in this report as well requesting permission to undertake the surveys on private land. The borough-wide parking survey, which is expected to take place from September 2018 to early 2019, will also help identify potential concessions for businesses and residents.

4.11 A report summarising the results of this preliminary option appraisal will be brought back to the Strategic Environment Planning and Transport Committee in early 2019, after the completion of the parking surveys. If agreed, the demand management options will then
be developed in consultation with key stakeholders, including employers, before approval is sought to submit the scheme to the Secretary of State for confirmation in September 2019 and potential implementation from September 2020.

5. CONTRIBUTION TO STRATEGIC AIMS

5.1 The LTP4 and supporting sub-strategies, including the proposed demand management options, will contribute to all the Council’s strategic aims by facilitating future growth and helping to improve air quality and reduce congestion. The Strategy will achieve this by encouraging drivers to consider alternatives to the private car and, in the case of the proposed demand management measures, enable us to bring-forward the 15-year LTP investment programme. The new LTP and supporting sub-strategies therefore contribute to the following Corporate Plan priorities:

- Keeping the town clean, safe, green and active;
- Providing infrastructure to support the economy; and
- Remaining financially sustainable to deliver these service priorities.

5.2 Demand management tools contribute towards sustainability, community safety and health by providing finance for sustainable transport measures, which in turn help to reduce congestion, improve air quality and encourage more people to travel by active and healthy means, such as walking and cycling.

6. COMMUNITY ENGAGEMENT AND INFORMATION

6.1 Local Authorities have a duty to undertake statutory consultation when developing a new Local Transport Plan, which typically spans 12 weeks in line with other statutory assessments required as part of the development of the LTP, such as the Strategic Environmental Assessment (SEA).

6.2 Our approach and timescales to LTP4 consultation will be detailed in a Communications Plan, which will set out our intention to host a number of public exhibitions that will set out how we will tackle the transport challenges that Reading faces and our solutions to addressing these issues. This consultation period will also consider the role that demand management options set out in this report could play in reducing congestion and improving air quality and outline proposals for the Local Cycling and Walking Infrastructure Plan, which is being progressed in parallel. As part of the statutory consultation process, Officers will also discuss the proposals at meetings with local user groups. It is therefore proposed that this informal engagement starts as soon as possible, to be aligned with the statutory consultation process for LTP4 outlined in Appendix A.

6.3 The draft LTP will be updated to reflect feedback after the consultation period has ended, after which the revised document will be reported to Policy Committee for adoption in Spring 2019.

6.4 Whilst the Transport Act does not require formal public consultation to be carried out before any potential charging schemes are implemented, experience in Nottingham, London and elsewhere has shown that both formal public consultation and considerable informal engagement are required, particularly with employers and employees who are most likely to be most affected.

7. EQUALITY IMPACT ASSESSMENT

7.1 In addition to the Human Rights Act 1998, the Council is required to comply with the Equalities Act 2010. Section 149 of the Equalities Act 2010 requires the Council to have due regard to the need to:

- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
• advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
• foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

7.2 An Equality Impact Assessment will be carried out as part of the development of the strategies outlined in this report however further, and more detailed, assessments will be undertaken as part of the development of schemes taken forward under the adopted strategies.

7.3 In principle the supporting sub-strategies offer considerable opportunities to improve the situation for target groups. For example income generated from demand management measures could be used to subsidise bus fares or support new bus services therefore enabling the improvement of public transport for all residents, including elderly or disabled people.

8. LEGAL IMPLICATIONS

8.1 The Local Transport Plan is a statutory requirement as set out in the Transport Act 2000, as amended by the Local Transport Act 2008. Accompanying Strategic Environmental Assessment and Health Impact Assessment are also required as part of the EC Directive 2001/42/EC.

8.2 The demand management measures outlined in this report are subject to a statutory process which culminates in approval by the Secretary of State for Transport. This includes a necessary Scheme Order, which is likely to need specialist legal advice.

9. FINANCIAL IMPLICATIONS

9.1 The Council’s Term Consultant, Peter Brett Associates, have been appointed to develop the new Local Transport Plan (LTP4) following the evaluation of three fee proposals submitted by transport consultancies. The costs of developing LTP4, including sub-strategies, will be met by existing transport budgets by utilising a proportion of the Council’s Integrated Transport Block grant allocated by the DfT.

9.2 Scheme and spend approval for individual projects identified in LTP4, and the supporting sub-strategies, will be sought from Committee separately at the appropriate time, as and when funding is available. However, any income generated from the proposed options set out in this report is ring-fenced under Section 12 of the Transport Act 2008 and has to be reinvested in transport and highway measures identified in the Scheme Orders.

10. BACKGROUND PAPERS


10.2 Local Transport Plan 3: Annual Implementation Plan reports to Strategic, Environment, Planning and Transport Committee and Traffic Management Sub-Committee from 2011 onwards

10.3 Local Cycling & Walking Infrastructure Plan (Traffic Management Sub-Committee, 2 November 2017).
## Appendix A - Programme for LTP4 Development

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Appendix B

London Road User Charging / Congestion Charge

1. The London congestion charge was introduced in 2003 and applies a daily charge for driving a vehicle (with certain exceptions) between 07:00 and 19:00 Monday to Friday within the congestion charge zone in central London. The original objective of the scheme was to reduce high traffic flow and pollution in central London and raise additional funds for investment in the transport network. As of June 2018 the daily charge for driving into the congestion charging zone is £11.50.

2. In July 2013 the Ultra Low Emission Discount (ULED) introduced more stringent emission standards that limit the free access to the congestion charge zone to all-electric cars, some plug-in hybrids, and any vehicle that emits 75g/km or less of CO2 and meet the Euro 5 standards for air quality. The ULED scheme was designed to curb the growing number of diesel vehicles on London's roads, which since June 2016 pay the full congestion charge. The T-charge (toxicity charge) was introduced from October 2017 for vehicles that do not meet Euro 4 standards. These older polluting vehicles pay an extra £10 charge on top of the congestion charge to drive within the zone. From April 2019, the T-charge will be replaced by the Ultra-Low Emission Zone, which will apply to vehicles which do not meet Euro 5 standards and operate 24/7. From 2021, the ULEZ will be extended to the North and South Circular.

3. In 2013, ten years after its implementation in 2003, TfL reported that the congestion charging scheme resulted in a 10% reduction in traffic volumes from baseline conditions, and an overall reduction of 11% in vehicle kilometers in London between 2000 and 2012.

Nottingham’s Workplace Parking Levy Scheme

1. Nottingham’s scheme was implemented in 2012 and has been running smoothly since then. It provides revenue of approx. £9m pa, which is mostly spent on Lines 2 and 3 of the Nottingham tram (a PFI scheme), as well as the improvement of the main railway station and the provision of LinkBuses (the Council’s subsidised bus services which amongst other things ‘fills the gaps’ for employers that the tram does not serve). There is evidence that the WPL itself has had a small impact on congestion, but a much bigger impact results from the related public transport improvements, now all in place.

2. The current WPL charge is £402 pa per liable workplace parking space. The levy is charged to employers and they decide whether or not to pass the cost on to the employee using the parking space. Approximately 40% of liable employers now pass the charge on.

3. The City Council considered the two options available in the Transport Act 2000 (WPL and Road User Charging) and decided on WPL as congestion problems in Nottingham were mostly due to commuting at peak times and it was thought that a road charging scheme might endanger Nottingham’s competitive position. The boundary of the scheme is the City Council boundary. There are approximately 25,000 liable spaces.

4. The legislation only allows for workplace staff parking to be charged, not customers, visitors, blue badge holders or fleet vehicles. Nottingham also decided on further discounts. The most significant one is that employers with 10 or fewer liable workplace parking spaces do not have to pay any levy charge. This was to
support small business, but also because the great majority of liable spaces are at larger workplaces. Therefore only 480 of the 3000 employers in the City are charged. Emergency services and front-line NHS services also have a 100% discount.

5. All employers are required to licence their workplace parking (whether liable or not), on an annual basis. It is up to each employer to licence the correct number of spaces. These figures are checked for accuracy according to City Council databases. Enforcement officers with a camera car also check on unusual licence features. So far there has been 100% compliance and no penalty notices have been served.

6. One full time officer works on advising employers about how to manage the WPL, including travel plans and better ways of managing parking. Small grants are available for cycle parking etc to encourage employers to consider alternatives to the car. The City Council also has a programme of controlling on street parking resulting from the levy, with on-street charged schemes put in place where practical.

Nottingham - Clean Air Zone

1. Nottingham City Council is currently planning and undertaking modelling work to determine the scope for a new Clean Air Zone (CAZ) in the city. This will determine where the CAZ will be applied and whether there will be a charge for vehicles which do not meet strict standards to enter.

2. The full details for the scheme are expected to be announced in June 2018 and go to a public consultation in the summer 2018 before seeking government approval. The Council’s intention is to introduce the CAZ in 2019.

3. The CAZ would not apply to cars, but all diesel-powered taxis, buses, HGVs and coaches would have to meet Euro VI standards to enter it. Most diesel vehicles built after 2015 already adhere to the standards. Petrol vehicles would have to adhere to Euro V standards, which applies to most vehicles built since 2011.

4. The Council claims that level of dangerous Nitrogen Dioxide (NO2) would remain too high unless measures such as a CAZ is introduced.

Oxfordshire County Council Transport Demand Management Proposals

1. Oxford is facing considerable challenges, including population and economic growth, congestion and worsening air quality. To better manage these pressures, Oxfordshire County Council is considering transport demand management measures for Oxford. At present they have not made definite proposals for either WPL or road charging but are investigating both as options alongside other traffic management proposals.

2. So far, a workplace parking survey and an attitudinal survey (looking at people’s attitudes to congestion and demand management measures to tackle it) have been carried out. Full engagement with stakeholders including residents, employers and business is planned for later in 2018, to help shape options and secure support for proposals before formal consultation is carried out.
Oxford - Low Emission Zone

1. A Low Emission Zone (LEZ) was introduced in 2014 in Oxford to encourage the uptake of cleaner greener vehicles, leading to reductions in pollution emissions and improved air quality.

2. Oxford City Council, working together with Oxfordshire County Council, developed the LEZ scheme over a number of years, including assessments highlighting the need to reduce the impact of vehicle generated emissions. A joint City-County feasibility study, including significant consultation with Bus Operators, identified the process leading to the development of the adopted LEZ scheme.

3. The LEZ scheme regulates that all local bus services within the streets affected (see location plan below) must be operated exclusively by buses whose engines meet the Euro V emission standard (for nitrogen oxides (NOx)), either as a new engine or a vehicle that has been retrofitted with equipment to reduce emissions in order to achieve the Euro V standard (for Nitrogen Oxides (NOx)).

4. Oxford City Council and Oxfordshire County Council are now proposing to introduce the world’s first Zero Emission Zone in Oxford city centre which would see diesel and petrol vehicles banned from the city centre. This would be implemented in phases, starting with some vehicle types and a small number of streets in 2020, and, as vehicle technology develop, moving to all vehicle types across the whole city centre by 2035.

Oxford - Location Map of Low Emission Zone
Southampton City Council - Clean Air Zone

1. In 2015 Southampton City Council assessed the need for a Clean Air Zone (CAZ) to achieve compliance with EU Ambient Air Quality Directive levels of nitrogen dioxide as soon as possible and by the end of 2019 at the latest.

2. The Council published its Clean Air Strategy in 2016 identifying its intent to implement a charging CAZ for commercial vehicles by 2019/20. A city wide Class B CAZ was identified as the preferred option. Under this scheme Class B, Buses, Coaches, Taxis (Hackney Carriage and Private Hire) and Heavy Goods Vehicles (HGVs) would be charged to enter the zone should the vehicle not meet the minimum emission standards (Euro 4 petrol/Euro 6 diesel/Euro VI diesel).

3. The CAZ was implemented initially on a non-charging basis in 2017 and consists of a programme of measures and incentives to reduce emissions, including promoting ways in which people can do so. Access restrictions and penalty charging will eventually be introduced in 2019, as per statutory requirements. Importantly, the charges will be set at levels designed to reduce pollution, not to raise additional revenue beyond recovering the costs of the scheme.

4. The Council’s preferred option was not to charge any private vehicles, light goods vehicles (LGVs), minibuses, motorcycles or mopeds. Options were derived and assessed in accordance with the Government’s Clean Air Zone Framework with technical support from consultants Ricardo and Systra in collaboration with government’s Joint Air Quality Unit (JAQU).

Norwich - Low Emission Zone

1. In July 2008 Norfolk County Council introduced a Low Emission Zone (LEZ) to address buses which spend a large proportion of time within the city centre and emit harmful pollutants such as oxides of nitrogen (NO2). The LEZ initially required that 70% of city buses met specified set emission levels for NO2 and this rose to 100% in 2010.

2. In order to meet the requirements of the LEZ, buses needed to meet the Euro 3 emissions standard in 2008. Replacing all older vehicles would have been prohibitively expensive, so the Council worked with bus operator First Eastern Counties and consultant partner Mott MacDonald to identify an alternative that would deliver the same improved air quality standard at a lower cost. It identified that older buses could be fitted with SCR (Selective Catalytic Reduction) technology to reduce NOx emissions. Installation of SCR technology delivered NOx reductions of up to 64%; well within the level required to enable a Euro 2 vehicle to comply with the Norwich LEZ standards.

Brighton - Low Emission Zone and Ultra Low Emission Zone

1. Brighton & Hove City Council first passed a resolution in June 2013 to investigate whether a Low Emission Zone could help tackle the issue of poor air quality in parts of the city. The report that followed looked at the small number of Low Emission Zones already up and running elsewhere in the country (London, Norwich and Oxford) and weighed up whether and how they could be applied to help improve air quality in Brighton and Hove.
2. The Council looked at what forms of transport such as public transport, freight and private vehicles should be regulated within the Low Emission Zone and recommended a bus based LEZ scheme which was agreed in January 2014 following constructive discussions with the city’s bus operators and the taxi companies. The LEZ scheme was introduced in January 2015.

3. From the implementation of the scheme all bus services with routes entering the LEZ had five years to comply with Euro 5 emission standard. Taxis are not covered by the Low Emission Zone conditions but drivers are observing ‘no engine idling’ policies whilst stationary at taxi ranks.

4. The Council is now planning to expand the LEZ and introduce an Ultra-Low Emission Zone which will require all new buses and taxis operating in the zone to meet the Euro 6 emission standard.