The Low Emission Zone in Berlin: Rationale, Impact and framework conditions



Berlin Senate Department for Urban Development and Environment Directorate IX, Environment Policy



Luftreinhalteplan 2011 bis 2017 für Berlin

- **☒** Air Quality in Berlin and emerging need for action
- **➣** The LEZ scheme in Berlin
- **☒** Requisite steps for successful implementation
- **⋉** LEZ schemes elsewhere in Europe
- **区** Lessons learnt



Berlin

a few facts

- low commuter numbers & car density
- in the past: economic stagnation/slow growth due to severe structural changes after fall of the wall
 - per capita income 30% below Hamburg
- now: higher growth compared to rest of Germany
- ageing population, but slower process than elsewhere as Berlin attracts young people
 - about 150,000 students
 - 50.000 more residents/year
- dominance of service sector, media, IT, government
- lot of small & medium businesses
- no heavy industries
- largest district heating network in Europe
- flat orography

Still 30% lower than elsewhere in Germany

area: 889 km²

inhabitants: 3,4 million

48% car-free households

car ownership: 317 cars/1.000 inhab.

passenger cars: 1,1 million

bicycles: 1,8 million

147 bus lines - 1662 km

22 tram lines - 189 km

9 metro lines - 144 km

32 MRT lines* 458 km

* S-, RB-; RE- lines

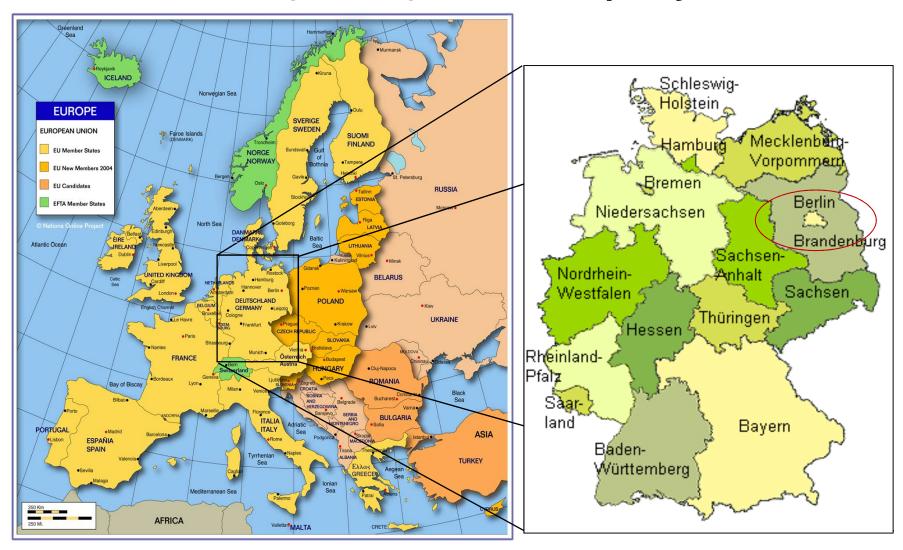
30% Diesel cars, still growing share

45 km



Berlin

Federal State ("Land") and municipality





Trigger for action

EU AQ health standards

averaging period	limit value	attainment period	possible extension to
24 h	50 μg/m ³ PM ₁₀ 35 excess days/year	1 Jan. 2005	2011 toughes
1 year	40 μg/m ³ PM ₁₀	1 Jan. 2005	2011
1 h	200 μg/m³ NO ₂ 18 exceedances/year	1 Jan. 2010	2015
1 year	40 μg/m ³ NO ₂	1 Jan. 2010	2015 toughest
1 year	5 μg/m³ benzene	1 Jan. 2010	2015

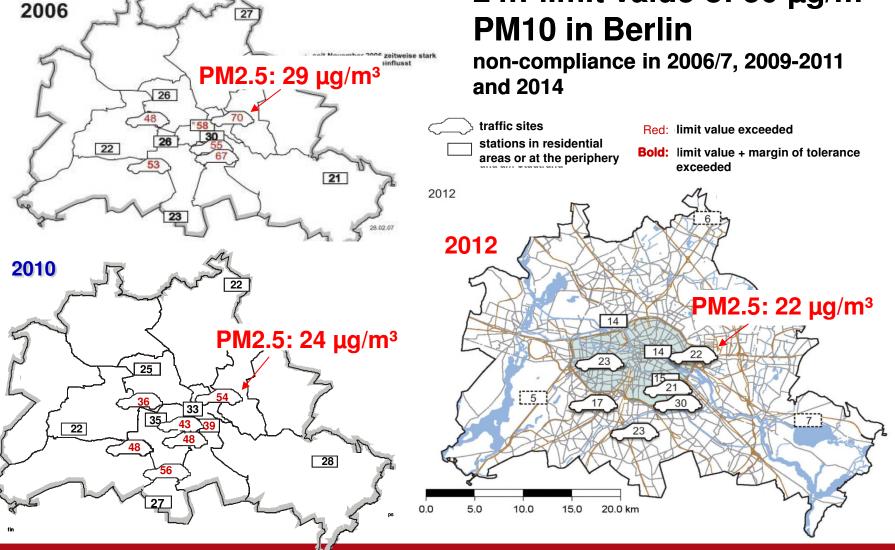
Berlin AQ assessment







number of days above the 24h-limit value of 50 μg/m³ PM10 in Berlin



Senatsverwaltung für Stadtentwicklung und Umwelt | Abteilung IX Umweltpolitik

Senatsverwaltung



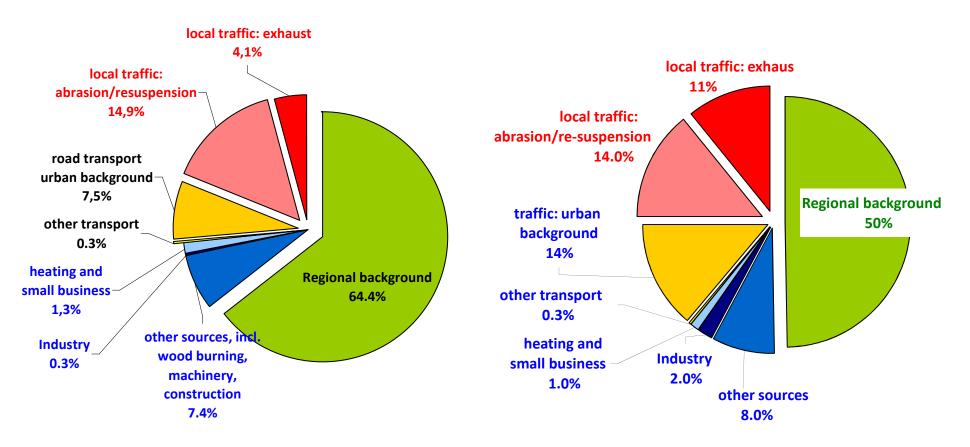
Source analysis Berlin

sectoral origin of kerbside PM10

2009

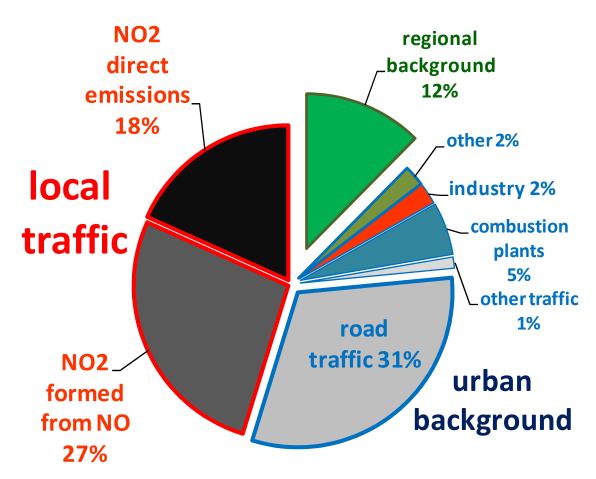
based on dispersion modelling

2002





Source analysis Berlin origin of kerbside NO2



Based on dispersion modelling





low emission zone Berlin – why?

- exceedances mostly in main roads
 - **b** road traffic is main contributor
- previous measures insufficient
 - e.g. modernisation of municipal and taxi fleet



- replacing polluting by new cleaner vehicles
- retrofitting existing vehicles with particle filters
- Apply existing filter technology to control toxic Diesel emissions
 - **♥** Gain maximum health benefits at relatively low costs
- AQ standards exceeded in many roads concentrated in central city areas
 - selection of most densely populated central city area delimited by light rail ring
 - Size of zone sufficiently large to avoid pushing traffic in adjacent areas
- short-term temporary traffic bans barely effective during pollution episodes
 - alarm management of adhoc traffic bans too complicated
 - many exemptions needed for commercial traffic





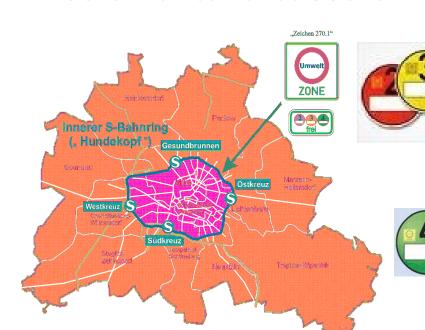


- LEZ Berlin: selective traffic ban for polluting vehicles
 - bullet durable: not only on days in excess of 24h-limit value
 - reduction of long-term exposure creates extra health benefits
 - large-scale: not only in single roads but covering the whole (potential) non-attainment area
 - **b** local scale traffic restrictions merely shift problem in other roads
- transition period (> 2 ½ years) prior to the start & staged concept 2008/10
 - ensures proportionality
 - no general exemptions for residents and commercial traffic
 - but individual temporal exemptions possible
 - **Fig. 19** if retrofit impossible
 - restrictive for private vehicle use
 - limited to cases of hardship
 - charges 20-1000€, depending on vehicle type and duration
- Includes (almost) all types of vehicles

Senatsverwaltung für Stadtentwicklung und Umwelt

what's needed?

Emission criteria based on EU vehicle emission standards...



■ Stage 1: since 1.1.2008

Diesel vehicles: at least Euro 2 or Euro 1 & retrofit

Gasoline vehicles: at least Euro1

affected 7% of the vehicle fleet

■ Stage 2: since 1.1.2010

Diesel: Particle emission Euro 4:

cars: Euro 3 + particle filter or better

goods vehicles: also retrofit of Euro 1-3 towards Euro 4_{Particle}

d affected 10% of the vehicle fleet

Area:

about 88 km²

(Berlin total area: 892 km²)

Inhabitants:

about 1 Million

(Berlin total: 3,4 Mio)

By now...

- Up to 3 times more "green" vehicles
- More than 60.000 filter retrofits
 (up to 25% of the Diesel vehicle fleet)
- **d** LEZ in force in more than 70 German towns



LEZ precondition

(national) vehicle labelling scheme:

sticker:	S-UM43	3 S- UM43	S - UM 43
minumum criteria for Diesel vehicles	Euro 2, or Euro1 plus particle filter	Euro 3, or Euro 2 plus particle filter	Euro 4, Euro 3 plus particle filter
ban for Diesel veh. older than	1992	1996	2000
minimum citeria for petrol cars			Euro 1 with catalytic converter

general exemptions for

- by police, fire brigade, military, ambulance, etc
- two wheelers, mobile machinery, vintage cars
- technical criteria for DPF retrofit kits
 - no EU-wide harmonisation until now

LEZ impact analysis



approach & needed tools

1. impact on traffic flows?

- has road traffic decreased within the LEZ?
- has road traffic been re-routed to areas outside the LEZ?
- has road traffic been avoided?
 - monitoring of traffic flows

2. effect on the vehicle fleet composition?

- > change in the characteristic of the registered vehicle fleet?
- > change in the real fleet on the roads in & outside the LEZ?
 - evaluation of vehicle registration data base
 - monitoring of real vehicle fleet

3. impact on the pollution emissions from road traffic?

- calculation of the exhaust emissions
- comparision with default fleet and situation before/after LEZ

4. impact on the air quality?

- evaluation of routine air quality monitoring data: PM10, PM2.5, NO, NO2, NOx
- evaluation of extra AQ measurements: PM-species (EC, OC, sec. PM, passive samplers)
- dispersion modelling with LEZ-related emission reduction



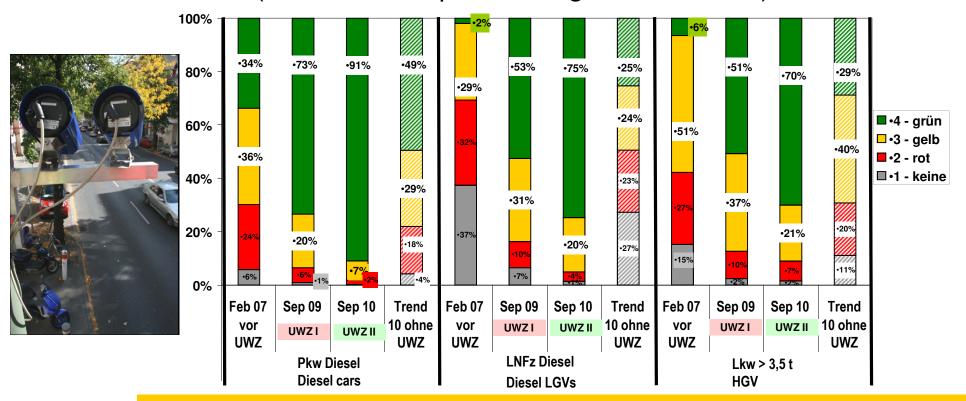
Senatsverwaltung für Stadtentwicklung und Umwelt



vehicle fleet composition

change of the vehicle fleet composition on the road

(from number plate recognition Frankfurter Allee)





decrease: cat.1 (no sticker) by 70-90 %; Cat 2 (red) by 50-80 %

increase: category 4 (green) by factor 1,5 to 3

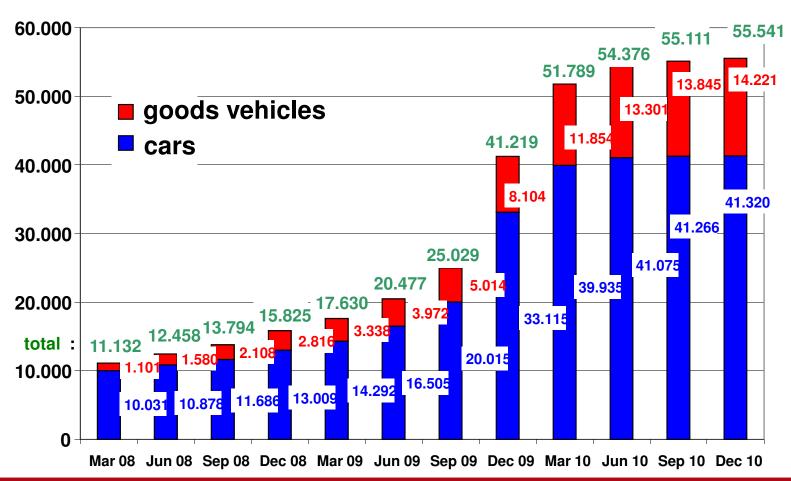
Senatsverwaltung für Stadtentwicklung und Umwelt | Abteilung IX Umweltpolitik





Diesel particle filter retrofit

Number of Diesel vehicles in Berlin retrofitted with DPF

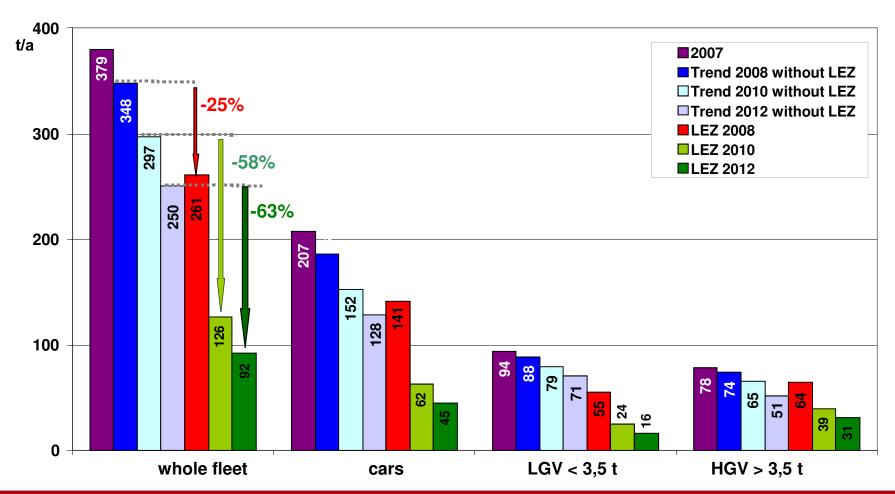




Emissions of PM

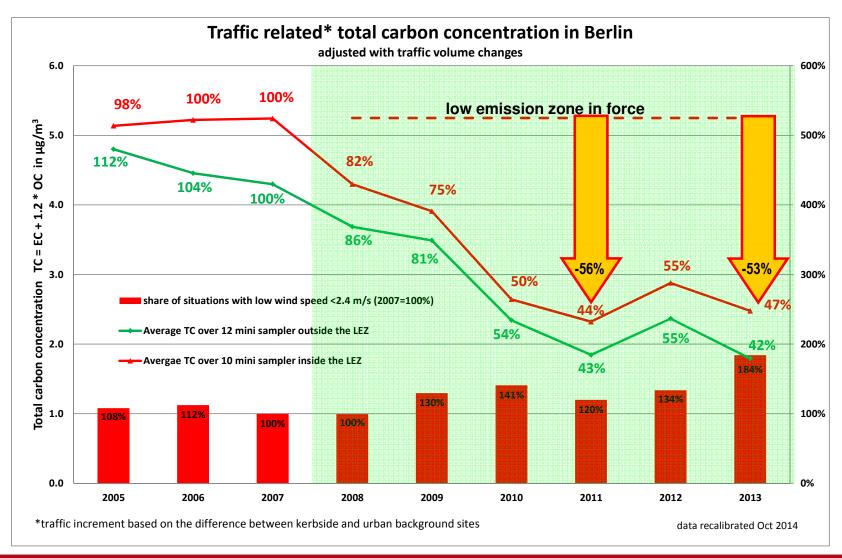
LEZ impact: change in particle exhaust emissions

based on fleet composition at a busy main road (new emission factor data base HBEFa 3.1)



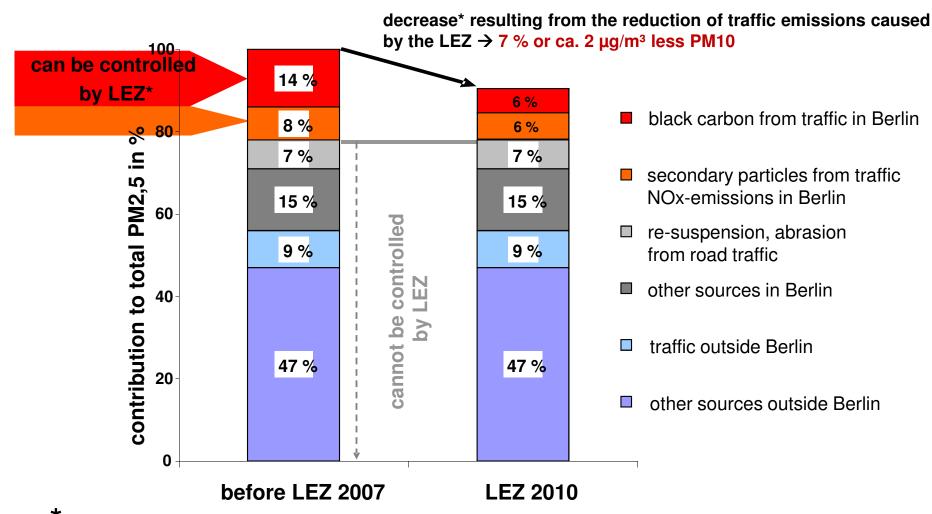


rend of total black carbon concentrations from traffic





on total PM concentrations....



related to PM2,5-levels in a busy main road in Berlin's city centre in 2007 before the LEZ

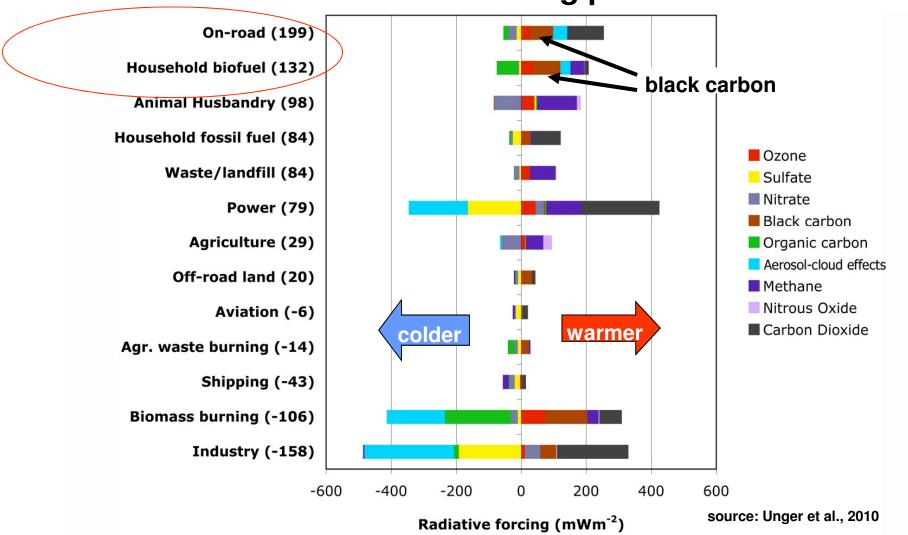
18

Senatsverwaltung für Stadtentwicklung und Umwelt



benefit for climate change

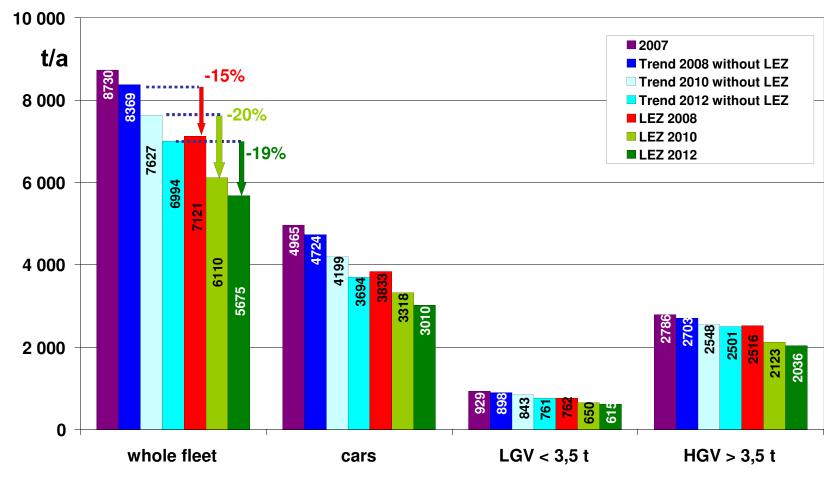
radiative climate forcing per sector





NOx emissions

based on fleet composition at Frankfurter Allee (new emission factor data base HBEFa 3.1)

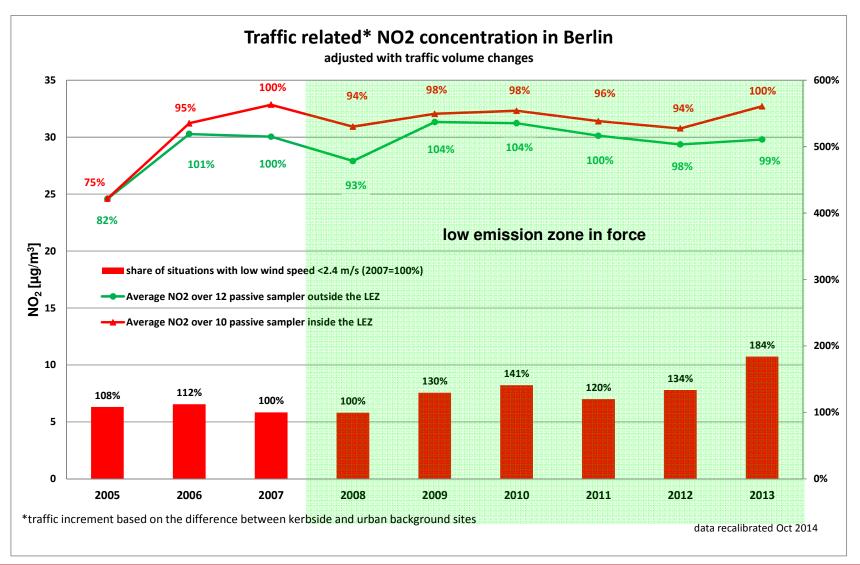


emissions extrapolated to the entire main road network based on the fleet composition at Frankfurter Allee (with DPF-retrofit, only warm emissions, no cold start impact)

20



rend of NO2 levels from traffic

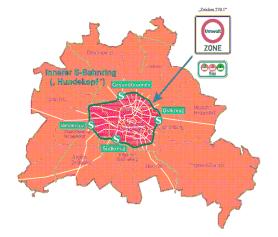


LEZ in Germany

Senatsverwaltung für Stadtentwicklung und Umwelt

summary of impact analysis

- no visible shift of traffic into surrounding areas
 - provided that LEZ covers sufficiently large parts of a city
- significant modernisation of the vehicle fleet:
 - Increase of category 4 (green) vehicles by factor 1.5 to 3
 - more than 60.000 vehicles retrofitted with DPF
- decrease of traffic emissions on top of trend :
 - 60% toxic Diesel exhaust particles, -20% NOx
 - 175 t/a in total Diesel PM emissions from road traffic
 - 30 t/a Diesel emissions of heavy goods vehicles > 3.5t
- LEZ is effective, if
 - based on ambitious emission criteria
 - ⋄ covering a larger area
 - introduced not too late
 - exemptions are limited
- potential benefit for the air quality
 - **☞** 5-10% reduction of total PM10/2.5
 - * traffic related decrease of black carbon ~50%
 - ~10 less excess days > 50 µg/m³ PM10
- Reduces the most toxic PM component & mitigates CC impact

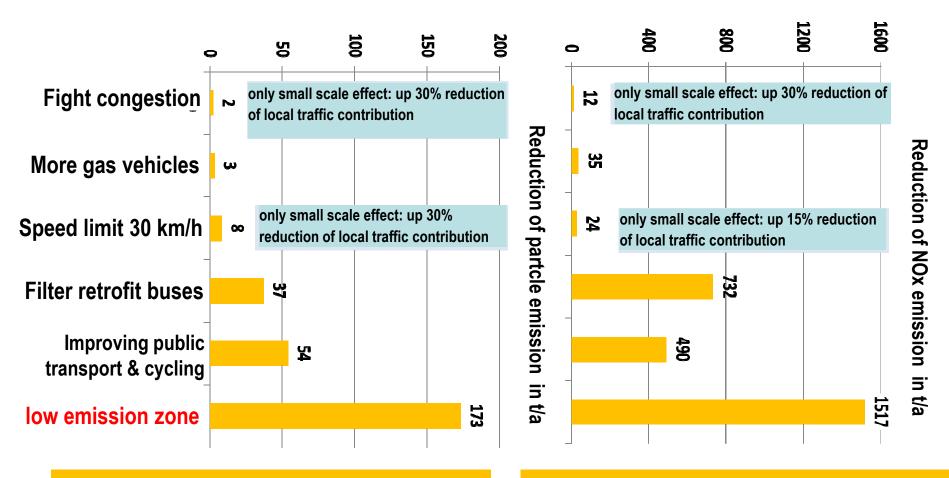


☞ now!



Impact of implemented measures

estimated emission reduction

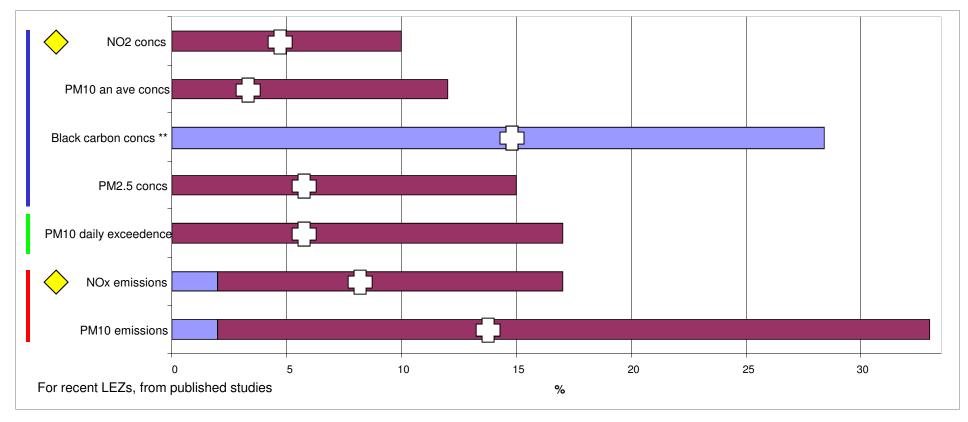


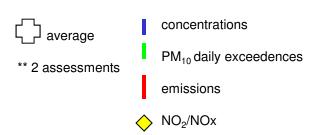
Total PM10-Emission in 2005: 3854 t/a

Total NOx-Emission in 2005: 20292 t/a

European Low Emission Zones

LEZ air quality impacts





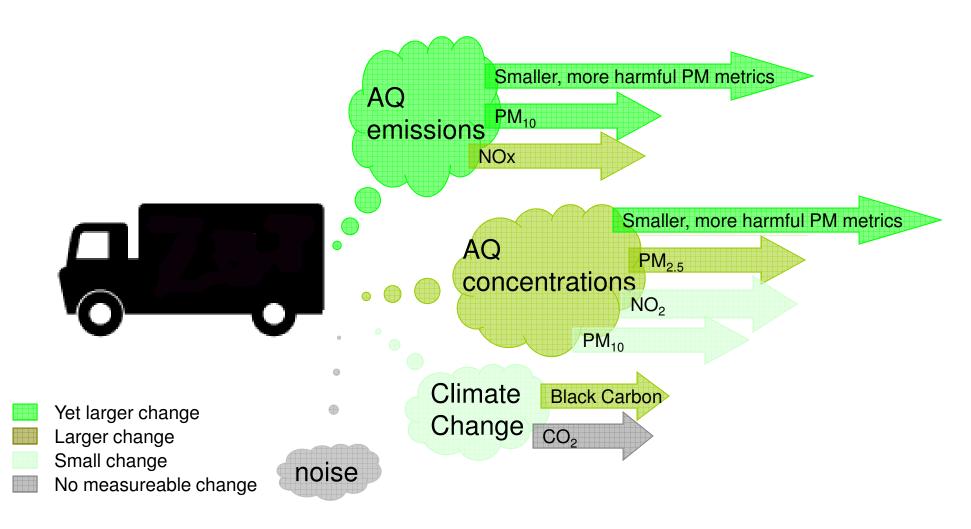
Vary with scheme details

- emissions standard, vehicles affected
- existing vehicle fleet: age & type
- compliance / enforcement
- topography / meteorology
- % contribution from traffic / imported background



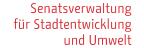


LEZ environmental impacts





LEZ impacts





some technical issues

- NOx urban cycle-beating
 - Euro 5 heavy duty vehicles with SCR & Euro 4-6 cars show less impact than expected
 - impact still slightly positive
- Increased primary NO₂ from diesel / some DPFs
 - ⋄ reduces potential impact on NO₂
 - **♦** no increase in NO₂ reported from LEZs when impact, positive
 - banning older Euro standards reduces NOx
 - retrofitting light duty reduces primary NO₂
 - mot all heavy duty retrofits increase NO₂
 - **♦** certification of retrofits can limit NO₂ increase
- Partial/full Diesel Particulate Filters
 - full DPFs reduce all PM fractions by ~95% and more partial filters ~30-50%
 - currently most retrofit DPF certifications allow both
 - retrofit certifications can require full DPFs



- what's needed?
- Emission dependent vehicle identification
- Automatic vehicle recognition systems (with cameras like in London)
 - Expensive & clashes with strict data privacy law in Germany

or

- stickers based on (national) vehicle labelling scheme
 - Set out the emission dependent sticker system
 - Define requisite properties (e.g. forgery-proof, non-removable)
 - Define emission classes
 - Set technical requirements for Diesel filter retrofit systems
 - **♥** Set modalities for issuing the stickers
 - Unambiguous way to identify emission class from vehicle papers (Germany: emission code number)
 - Define competent institutions issuing the stickers
 - Germany: Car workshops eligible to conduct emission inspections, vehicle inspection centres and vehicle registration offices
 - **♦** fees
- General (national) framework for exemptions from the LEZ

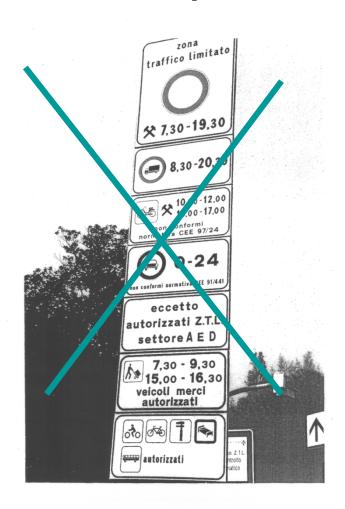
LEZ implementation





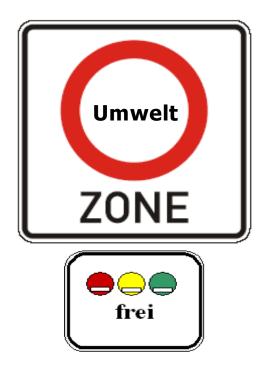
what's needed?

Define simple traffic sign for LEZ



German LEZ traffic sign

"Zeichen 270.1



LEZ implementation



what's needed?

- national labelling scheme: General exemptions in Germany for...
 - representation and doctors' emergency vehicles in use
 - representation with the series of the series
 - revehicles granted special traffic rights, e.g. garbage collection, road cleaning vehicles, police, fire brigade etc.
 - military

exempted, though not necessary....

- rintage vehicles older than 30 years
- Mobile machinery
- agricultural or forestry tractors
- * two or three-wheeled motor vehicles



Berlin's Low Emission Zone stage







Senatsverwaltung

- **Diesel Passenger cars:**
 - **♦ 14.000 PC (7%) with red sticker**



→ can barely be retrofitted to

♦ 60.000 PC (30%) with yellow sticker



→ can be retrofitted to



- commercial Diesel vehicles:
 - 10.000 LDV/HDV (12%) with red sticker



- → can be partly retrofitted to
- ♦ 25.000 LDV/HDV (30%) with yellow sticker 3.



→ can be retrofitted to





affected vehicles in total: ca. 124.000

by 2011: more 60.000 Diesel vehicles retrofitted with DPF 25% Diesel PC & 20% LGV/HGV!



individual exemption in case of hardship basics

- tenet in the national labelling ordinance on individual exemptions from the traffic ban...
 - "The competent authority, and in undeferrable cases the police, may permit the use of unlabelled vehicles ... where this is in the public interest, in particular where necessary for the supply of the population with essential goods and services or where overriding and undeferrable interests of individuals so require, in particular where manufacturing and production processes could not otherwise be maintained."
- Berlin: guidance for its practical implementation
 - precept: no compromise on environmental benefits of the LEZ
 - ⋄ objective: exemption for maximum 10% of polluting vehicles effected by the ban
 - proportionate with regard to 2½ years transition phase since adoption of the LEZ scheme
 - more ambitious than regulations in other German cities
 - **basic preconditions**
 - vehicle registered before 1.03.2007 by the owner
 - retrofit with particle filter not possible
 - substitution by a cleaner vehicle unreasonable due to social/economic reasons
 - use of the polluting vehicle essential due to public interests or overriding and nondeferrable interests of individuals

LEZ implementation what's needed?



Possible individual exemption in case of hardship categories

Private trips

- **♦ Excemptions limited to....**
 - persons with mobility impairment
 - commuters with unfavourable working times (e.g. night shift workers)
- no public or private interest e.g. concerning...
 - rivate health care of relatives
 - visitors of residents living in the LEZ
 - allotmentiers within the LEZ
 - Transport of children to/from kindergarten, school, etc
 - shopping trips
 - recamper vans



LEZ implementation *what's needed

individual exemption in case of hardship categories

- commercial traffic of public or private interest
 - ⋄ if existence of the business would be at risk
 - **\$ for special vehicles:**
 - if vehicle represents the business concept (e.g. London-Taxi)
 - special vehicles, e.g. heavy transporters, special market vehicles with a stall, tractor units of showmen



- optional need to upgrade the vehicle to the best possible emission standard (e.g. catalytic converter for 2-stroke East German Trabant cars)
- **bonus scheme for vehicle fleets > 4 vehicles**
 - stepwise adaptation of the fleet possible in case of purchase of a certain share of very clean vehicles (green sticker)
- no public or private interest regarding...
 - health care services, doctors (except emergency operations),
 - public sector vehicles and buses
 - remergency services for lifts, door locks, animal care, etc.
 - **☞ taxis**

LEZ implementation what's needed



individual exemption in case of hardship duration

categories	Maximum duration			
general				
in the event of delays in the availability of a filter retrofit kit or delivery of an new vehicle, which have already been ordered	by the expected date for installation/delivery, max. 18 months			
Private trips				
persons with mobility impairment	18 months, at the latest by expiry of their disablement documentation			
commuters	up to 18 months			
commercial traffic				
special vehicles, e.g. for touristic purposes	18 months, prolongation possible in the absence of retrofit options			
special vehicles: heavy transporters, special market vehicles with a stall, tractor units of showmen, vehicles used as work places with fixed coachwork	until retrofit is possible, maximum 3 years			
vehicle fleets > 4 vehicles	maximum 18 months			
cases of hardship	maximum 18 months			

LEZ implementation preconditions



individual exemption in case of hardship fees

- fees, depending on
 - **Solution** administrative effort
 - economic benefit (value of vehicle, duration)

Fee = Effort + BasicFee • (1 + DurationinMonths / 10)

example for heavy goods vehicle > 7.5 t

basic fee = 200,00 €
duration of the exemption: 9 months
administrative effort 1h = 51.20 €

fee: 431.20 €

- in case of delayed retrofit only 25€
- aim: incentive to clean up the vehicle fleet

LEZ implementation what's needed?



Lessons learnt on individual exemptions

- definition of criteria and information of the public well in advance
- no/few general excemptions
- No exemption for vehicles which can be retrofitted with a filter
- relative strict criteria when assessing cases of hardship
 - require evidence for a economically precarious situation
- raise fees related to the value of the exemption
 - ♦ take costs for filter retrofit as an orientation
- * keep number of exemptions below the benchmark of 10% of the number of banned vehicles
- environmental benefit of the LEZ not at risk
- "bureaucracy" & fees kept application number at moderate levels

LEZ pros & cons





Objective:

- Faster modernisation of vehicle fleet
- Criteria: When should a LEZ be considered?
 - ☑ high contribution of urban traffic-related air pollutants
 - ☑ air quality limit values exceeded in many urban streets
 - ✓ low proportion of through traffic or no alternative routes
 - **☑** High share of Diesel vehicles

Advantages:

- ightharpoonup aims specifically at the highest emitting vehicles
- © rewards vehicle owners who invested in clean vehicles

Disadvantages:

- (3) financial burden for owners of high emitting vehicles
 - rin particular for small business
- (3) in Germany: every car owner has to buy a sticker to facilitate control
- © considerable administrative effort, e.g. for granting single exemptions





implementing an LEZ: lots of tasks - many stakeholders

<u>tasks</u>

- basic planning process
- delimitation, monitoring deployment of traffic signs
- vehicle identification/labellingstickers or camera systems
- granting some exemptions
- funding
- surveillance
- communication
- legal action
- evaluation, impact assessement



actors

- pollution control authority
- traffic authority
- local district authorities for traffic
- vehicle registration office
- police
- public order office
- department for the economy
- press/public relations bureau
- public banks, gas supplier (funding of clean vehicles/fuels)
- vehicle inspection agencies chamber for industry and commerce, haulier organisation, other lobby groups, NGOs

LEZ what's needed



- ☑ (national) vehicle classification scheme (& stickers) in force in time
 - The simpler to convey the better
- **☑** technical criteria for retrofit systems to be set early
 - UN-ECE REC regulation will ensure cross-border compatibility
 - require full DPFs & limit primary NO2 increase
- **☑** sufficient market coverage for retrofit kits
- **☑** economic incentives
 - tax discounts, funding for cleaner/retrofitted vehicles (with particle trap, CNG)
- ✓ sufficiently long transition period
 - at least one year
- **☑** few exemptions from traffic ban
 - In Berlin less than 10% of vehicles affected from the access restriction
- **☑** intensive public information & appropriate impact assessment
- **☑** effective enforcement & sanctions
 - In Germany 80€ (d should be higher in practice)
- ☑ Complimentary measures, like improved public transport, freight logistics

LEZs in Europe

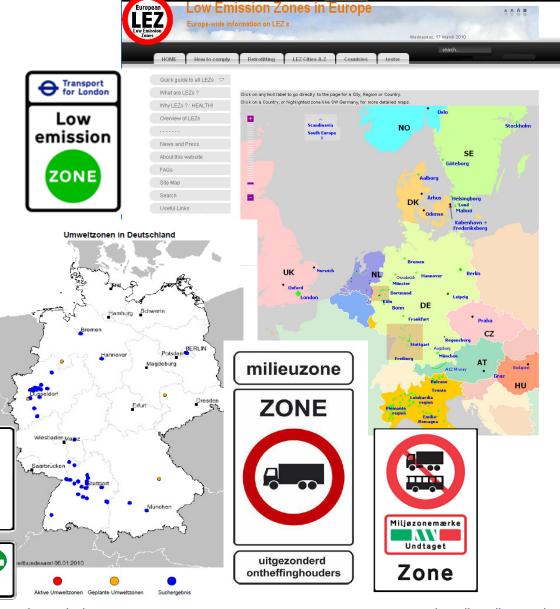


- ~1800 in Europe
- ~1725 in 12 Italian regions
- ~ 70 in Germany
- Most affect HDVs
 - IT all, DE all but 2-wheel
- Euro emission standard
- Most allow DPF retrofits
- Most have 2+ stages
- National frameworks
 - Except IT & UK

Areas range from London &

NRW to small towns

in the Po valley



Umwelt

ZONE

frei



Netherlands LEZs



- National framework developed together with transport operators, clearly communicated, national website
- Local schemes under national agreement until national law in place, together with extensive grants for retrofit
- Clearly laid out LEZ plan, together with comprehensive national & local AQ Action Plans
- Framework requires complimentary measures, improving logistics
- Enforced with cameras, manual until cameras in place
- Heavy duty lorries only, vans & cars in preparation (not buses)
- Annually assessed







- Until 2010
 - Euro 1 & less banned; Euros 2 & 3 require filter
 - Euro 4, 5, 6, EEV, gas, hydrogen, E85 allowed in
- After 2010 are:
 - Euro 2 & less banned; Euro 3 require filter & must be <8 years old
 - Euro 4, 5, 6, EEV, gas, hydrogen, E85 allowed in
- After 2013
 - Only Euro 4, 5, 6, EEV, gas, hydrogen, E85 allowed in



London's LEZ





- Extensive assessment & consultation
- Clearly & extensively communicated in different languages
- Heavy duty lorries & coaches only, LGVs & vans stage 2 in Feb 2012
- Enforced with cameras, building on congestion charge
- £1000(£500) penalty. Can pay £200(£100) per single entry
- Legal mechanism is a congestion charge, no grants
- Part of (comprehensive) AQ Actionplan
- Full DPFs now required, with limit to primary NO₂ increase
- Foreign vehicle registration scheme
- ~98% compliance rate
- Extensive monitoring of AQ, noise, socio-economic....., planned into I F7



2008

 4^{th} Feb: Euro 3 (PM) HGVs > 12T & bus > 5T

1st July: Euro 3(PM) HDVs >3.5T & bus

From 1st January 2012

Euro 3(PM) vans >1.2T & minibuses Euro 4(PM) HDVs >3.5T & bus >5 T





London LEZ for goods vehicles & buses

remission citeria

Key implementation dates



From February 2008, a standard of Euro III for particulate matter (PM) for

Heavy Goods Vehicles (HGVs) over 12 tonnes in weight;

From July 2008, a standard of Euro III for PM for goods vehicles between 3.5 and

12 tonnes in weight, and for buses and coaches;

From October 2010, a standard of Euro III for PM for heavier Light Goods

Vehicles (LGVs) and minibuses; and

From January 2012, the standard will be tightened to Euro IV for PM for goods

vehicles over 3.5 tonnes, buses and coaches

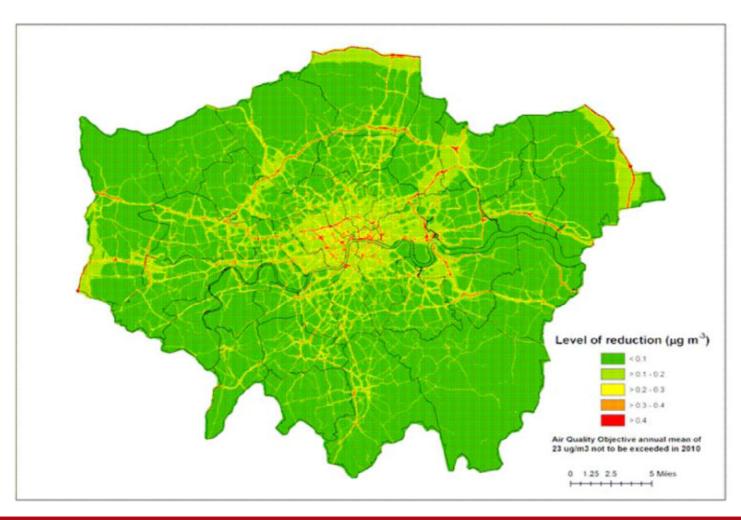
Penality:

£200, (£500 (14days) up to £1000) – HGV's/Buses

£100, (£250 (14days) up to £500) – LGV's



London LEZ modelled PM decrease 2012



source: Sean Beavers, Kings College, London

London LEZ



estimated health impacts (NO2 and PM10)

Two approaches were used for quantifying health effects:

- New Defra methodology, as developed for the Defra UK Air Quality Strategy Review (AQSR), and published by the IGCB (the Inter-Department Group on Costs and Benefits) in April (IGCB 2006, COMEAP).
- the European Commission part of the Clean Air for Europe (CAFE) programme, a much wider range of health impacts (morbidity).

DEFRA: 5200 years of life gained, 43 respiratory and cardiovascular hospital admissions avoided.

EU – additionally: 310,000 cases of lower respiratory symptoms, 30,000 cases of respiratory medication and 231,000 restricted activity days avoided.

DEFRA discounted benefits: £200 million.

EC Café CBA analysis: £420 million.

Not just in London (central London saw greatest benefits).

SocioEconomic, Environmental perception, Noise and road safety.

Source: AEA, 2006, London Low Emission Zone. Health Impact assessment, final report. Report for Transport for London. www.tfl.gov.uk



¡Muchas gracias!

Better <u>you</u> slim down rather than the ice shelves. So, take the bike!

For more information on

- Berlin's LEZ see www.berlin.de/umweltzone (also in EN)
- LEZ in Germany see http://www.umweltbundesamt.de/umweltzonen/index.htm
- LEZ-cities in Europe visit www.lowemissionzones.eu, the website of the European Network of LEZ-cities (LEEZEN) run by Lucy Sadler of SadlerConsultants funded by the EU

Thanks to Lucy Sadler for useful input on LEZ schemes in the EU

