Item 2

11th August 2026

Glasgow City Council

Net Zero and Climate Progress Monitoring City Policy Committee

Report by George Gillespie, Executive Director of Neighbourhoods, Regeneration and Sustainability

Contact: Gavin Slater Ext: 78347

ANNUAL UPDATE ON GLASGOW LOW EMISSION ZONE

Purpose of Report:

To provide Committee with an update on the Glasgow Low Emission Zone statutory reporting for financial year 2025/26.

Recommendations:

The Committee is asked to:

1) Note the contents of this report;
2) Note that this report will be updated annually.

Ward No(s): Citywide: ✓

Local member(s) advised: Yes ☐ No ✓ consulted: Yes ☐ No ✓

1 Introduction

1.1 Glasgow City Council introduced Scotland's first Low Emission Zone (LEZ) in Glasgow City Centre in 2018, which targeted an improvement in emissions from the bus fleet and required progressive improvements in the number of cleaner buses entering the City Centre. However, extensive modelling of options highlighted that bus fleet improvements would not be sufficient on their own to achieve compliance with the air quality objectives in the City Centre.

1.2 The LEZ final scheme design, incorporating all other vehicle types into the LEZ, was submitted to Scottish Ministers for approval, which was received on 19th May 2022. The LEZ therefore came into effect on 31 May 2022, beginning a one-year grace period before general enforcement began on 1 June 2023.

1.3 Section 29 of the Transport (Scotland) Act 2019 states:

A local authority which is operating a low emission zone scheme during a financial year must, as soon as reasonably practicable after the end of the financial year:

- prepare an annual report on the operation and effectiveness of the scheme,
- publish the report in such manner as it considers appropriate,
- send a copy of the report to the Scottish Ministers, and
- lay a copy of the report before the Scottish Parliament.

1.4 This report to Committee therefore summarises the content of the LEZ Annual Report 2026. The full LEZ Annual Report can be found as Appendix A to this report.

2. Required Content of the LEZ Annual Report

2.1 Guidance on the content of an LEZ Annual Report is provided within the Transport Scotland document, Low Emission Zone Guidance. The LEZ annual report must include summary detail of the LEZ as previously set out in the LEZ Scheme Design approved by Scottish Ministers, including:

- The scheme size, boundary location, vehicle scope, the date of scheme introduction and grace period start/end dates.
- Any modifications to the scheme in the past 12 months (noting that Section 9(1)(b) of the Act provides a local authority with powers to amend a LEZ following a consultation).
- Consultation(s) undertaken and responses obtained from stakeholders as listed in Section 11 of the Act and in the Low Emission Zones (Scotland) Regulations 2021.

2.2 The annual report must also include a summary of the operation and effectiveness of the scheme including an assessment of:

- The number of penalties issued, with details to include vehicle type, repeat offenders and associated surcharge application,
- The number of appeals received and a summary statement on their outcomes (success or decline),
- The costs of proposing, making and operating the scheme,
- The gross and net revenue gathered by the authority from the operation of the scheme,
- Details of how the revenue has been used to facilitate the achievement of the scheme's mandatory and discretionary objectives.

2.3 The performance of the LEZ in reducing the levels of the target pollutant nitrogen dioxide (NO_2) does not fall within the scope of this report. This is made available through the annual progress reporting local authorities are required to produce through the Local Air Quality Management (LAQM) process.

2.4 The LAQM Annual Progress Report 2024 included detailed analysis of the impact of the LEZ on pollution levels for the first seven months of operation during 2023. The Annual Progress Report 2025 included detailed analysis of the first full calendar year of operation of the LEZ and post-LEZ implementation analysis undertaken by the Scottish Environment Protection Agency (SEPA), replicating the analysis undertaken prior to the LEZ being introduced. The Annual Progress Report 2026, published in August 2026, continues analysis of the impact of the LEZ during calendar year 2025.

3 LEZ Penalty Charge Notices, Appeals and Exemptions

3.1 As the first LEZ to be enforced in Scotland, the quantity of penalty charge notices (PCNs) continues to be of significant public and media interest. Considering this, updated figures have been published on a monthly basis on the Glasgow City Council LEZ website since enforcement of the LEZ began and throughout the reporting year of 2025/26 which is the subject of this report. This information is replicated within the report and Table 1 below.

Table 1: LEZ Penalty Charge Notices (PCNs) issued

	PCN 1 (£60)	PCN 2 (£120)	PCN 3 (£240)	PCN 4 (£480)	PCN 5 (£960)	Total
April 2025	1428	146	68	29	79	**1750**
May 2025	1607	167	61	32	96	**1963**
June 2025	1761	178	50	40	92	**2121**
July 2025	1586	146	61	26	77	**1896**
August 2025	1773	168	59	36	102	**2138**
September 2025	1698	176	65	40	115	**2094**
October 2025	1976	200	64	40	115	**2395**
November 2025	1548	155	61	24	103	**1891**
December 2025	1599	183	63	37	115	**1997**
January 2026	968	116	40	16	55	**1195**
February 2026	1314	146	45	29	68	**1602**
March 2026	1668	184	58	26	111	**2047**
Total	**18926**	**1965**	**695**	**375**	**1128**	**23089**

3.2 The published PCN statistics are based on a monthly snapshot of cases at a specific point in the enforcement process rather than the eventual outcome of all cases. As cases progressed, some PCNs included in those snapshots were subsequently cancelled or written off following review, while some contraventions that had not yet reached PCN stage because of ongoing DVLA enquiries later resulted in PCNs being issued. Between 1st April 2025 and 31st March 2026, a total of **24,343** PCNs were issued for non-compliant vehicle entry to the Glasgow LEZ.

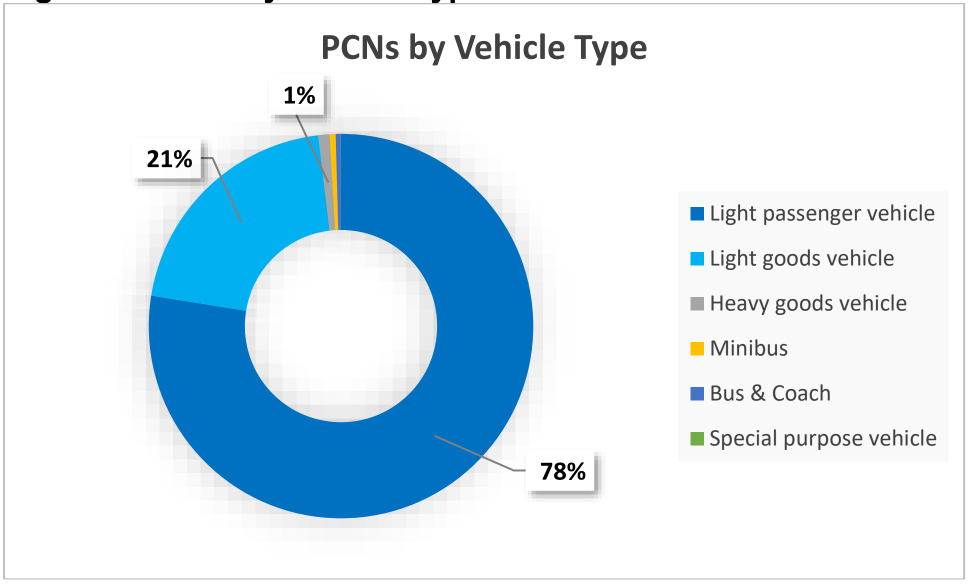
Table 2: LEZ Penalty Charge Notices (PCNs) Issued 2025/26

Step	No. of PCNs	% of Total
PCN 1 (£60)	20,009	82.2%
PCN 2 (£120)	2,041	8.4%
PCN 3 (£240)	729	3.0%
PCN 4 (£480)	398	1.6%
PCN 5 (£960)	1,166	4.8%

3.3 During 2025/26, the number of PCNs issued has continued to slowly reduce (from 31,206 in 2024/25). However, a significant number of non-compliant vehicle entries continue to be recorded, averaging approximately 2,000 per month.

3.4 The majority (78%) of PCNs issued in financial year 2025/26 were issued to cars, with light goods vehicles being the next largest recipient (21%) of penalties. Other vehicle types comprise the remaining non-compliant vehicle entry to the LEZ, with heavy goods vehicles the largest at slightly under 1%.

Figure 1: PCNs by Vehicle Type 2025/26



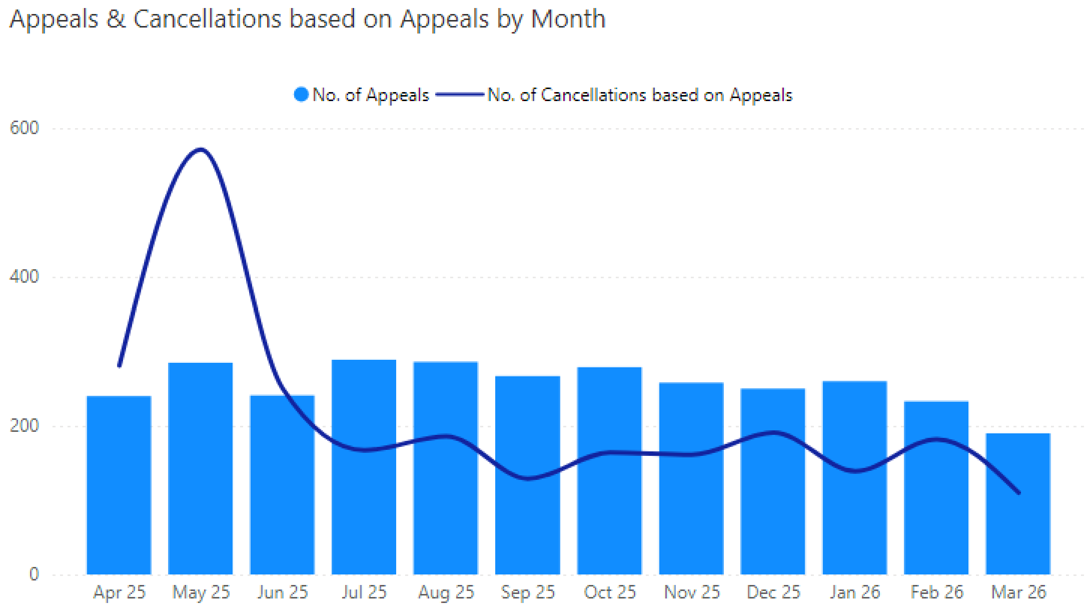
3.5 In the financial year to 31st March 2026, 3,078 appeals against an LEZ PCN have been received, with 82% (2531) of these successful and the PCN subsequently cancelled. Most cancellations were due to:

- the recipient of the PCN being a blue badge holder (not necessarily with a registered exemption),
- evidence being provided that the vehicle was LEZ compliant,
- the vehicle being in an exempt class or the Vehicle Registration Mark (VRM) being entered incorrectly.

Figure 2: Table of Cancellations Based on Appeal

State Description	No. of Cancellation	% of the Total
CANCELLED - BLUE BADGE	1,017	40.18%
CANCELLED - COMPLIANT VEHICLE	425	16.79%
CANCELLED - CONTRAVENTION DID NOT OCCUR	1	0.04%
CANCELLED - EXTENUATING CIRCUMSTANCES	910	35.95%
CANCELLED - INCORRECT VRM	134	5.29%
CANCELLED - RESIDENTS EXEMPTION	20	0.79%
CANCELLED - TAXI	24	0.95%

Figure 3: Appeals and Cancellations Based on Appeals by Month



3.6 The majority of unsuccessful appeals were from recipients of PCNs stating that they thought:

- Their vehicle was compliant,
- They were not within the LEZ
- That the LEZ was unlawful

Other appeal reasons included the driver being unaware of the LEZ, Sat-Nav had led them into the LEZ, and/or the recipient of the PCN was no longer the keeper of the vehicle.

3.7 Unsuccessful appeals are eligible to refer their appeal to an independent adjudicator and, in financial year up to 31st March 2026, 28 such cases were submitted. Of these, 1 was reviewed by GCC and the decision was made not to contest leading to the PCN being cancelled. This was due to additional evidence being presented to the adjudicator which was not presented in the original appeal (the vehicle was compliant). A further 5 appeals were allowed by the adjudicator and the PCN cancelled. 18 appeals were unsuccessful with the PCN upheld, 2 were withdrawn by the applicant and 2 from 25/26 are still within the system awaiting a hearing.

3.8 In financial year ending 31st March 2026, 58 applications for LEZ exemption were received, with some of these applications being for multiple vehicles. A total of 33 vehicles were granted exemption, mostly for reasons of exercising the functions of the Scottish Ambulance Board (16) or being of historic and educational interest but not eligible for the national historic vehicle exemption (15). Two further exemptions were granted for vehicle use by disabled persons (1) and as a specialised vehicle being used for a specific purpose (1).

4 LEZ Income and Expenditure

4.1 For penalty charge notices issued between 1st April 2025 and 31st March 2026 a total of £520,860 was received in payment. £6,987 was subsequently refunded following appeals or cancellations, resulting in net revenue from PCNs issued within the financial year of £513,873.

4.2 Table 3 below provides detail on the number, and level, of each received payment or issued refund during the financial year.

Table 3: LEZ Penalty Charge Notices (PCNs) Payments / Refunds 2025/26

Payment / Refund Level	Number	Total (£)
-£297	1	-£297
-£180	2	-£360
-£120	5	-£600
-£90	1	-£90
-£60	23	-£1,380
-£30	142	-£4,260
£30	10885	£326,550
£60	1248	£74,880
£90	737	£66,330
£120	140	£16,800
£180	83	£14,940
£240	55	£13,200
£360	10	£3,600
£480	5	£2,400
£720	3	£2,160
Total	**13340**	**£513,873**

4.3 The majority of LEZ PCN payments (10,885) received were in respect of the first level of penalty charge and within the 14-day period eligible for a 50% discount on the charge rate, resulting in a payment of £30. Other payment levels may be linked to different surcharge levels of PCN e.g. a £60 payment may be in relation to a level 1 PCN paid after 14 days or a level 2 PCN paid within 14 days.

4.4 Table 4 below shows penalty revenue from penalty charge notice payments for the three years since LEZ enforcement began. Revenue has fallen in line with the reduction in PCNs issued as the scheme has matured. This reduction was expected and can be attributed to higher levels of compliance with the emission standards in the general fleet and higher levels of awareness of the LEZ among drivers of non-compliant vehicles.

Table 4: Annual Penalty Charge Notice Revenue

Year	Penalty Charge Revenue (£)
2023/24	982,415
2024/25	756,990
2025/26	513,873

4.5 Development of the Glasgow LEZ has been ongoing since 2018/19, with the majority of the associated costs grant funded by the Scottish Government. The LEZ Scheme Design detailed the incurred costs of development prior to the LEZ scheme approval. These costs provided for LEZ modelling, appraisal, communications, engagement, impact assessments, design works, LEZ signage and enforcement camera infrastructure. Costs incurred since scheme approval include further development costs and operational costs since enforcement began on 1st June 2023. These are summarised in Table 5 below. These costs include both grant funded and non-grant funded expenditure.

Table 5: LEZ Development Spend

Year	Grant Funded Expenditure (£)	Non-Grant Funded Expenditure (£)	Total Expenditure (£)
2018/19	125,627	0	125,627
2019/20	213,847	7,658	221,505
2020/21	76,395	4,645	81,040
2021/22	239,642	0	239,642
2022/23	362,157	133,537	495,694
2023/24	564,371	234,904	799,275
2024/25	0	614,000	614,000
2025/26	0	781,765	781,765
Total	**1,582,039**	**1,776,509**	**3,358,548**

4.6 Capital funding was made available by the Scottish Government for the commissioning, purchase and installation of LEZ enforcement infrastructure and the associated back-office enforcement system. As of 31st March 2026, the Council had received £900,000 in capital funding, with £626,545 of capital expenditure incurred by the end of the financial year. The remaining funding was carried forward to 2025/26. This is analysed in the table below:

Table 6: LEZ Capital Spend

Year	Capital Expenditure (£)
2022/23	32,410
2023/24	565,865
2024/25	16,669
2025/26	11,601
2026/27 (predicted)	273,455
Total	**900,000**

4.7 In 2025/26, the scheme generated gross revenue of £513,873. The net revenue for the financial year is analysed in the table below:

Table 7: Net Revenue generated by the Low Emissions Zone in 2025/26

Category	£	£
Revenue from fines and penalties		513,873
Total revenue costs:	781,765	
Less: grant funded costs	0	
Net revenue costs		781,765
Net (revenue)/expenditure		**267,892**

4.8 The Council had incurred total costs related to the LEZ scheme of £3,985,093 by 31st March 2026. Of this, £2,208,584 was attributable to revenue and capital grant funding provided by the Scottish Government. The remaining costs totalling £1,776,509 were mostly incurred whilst the LEZ was operational and were offset against the income generated by the scheme. An analysis of total expenditure to date is included in the table below:

Table 8: Summary of Total LEZ Expenditure 2018/19 to 2025/26

Year	Grant-Funded Revenue Expenditure (£)	Non-Grant Funded Revenue Expenditure (£)	Capital Expenditure (£)	Total Expenditure (£)
2018/19	125,627	-	-	125,627
2019/20	213,847	7,658	-	221,505
2020/21	76,395	4,645	-	81,040
2021/22	239,642	-	-	239,642
2022/23	362,157	133,537	32,410	528,104
2023/24	564,371	234,904	565,865	1,365,140
2024/25	0	614,000	16,669	630,669
2025/26	0	781,765	11,601	793,366
Total	**1,582,040**	**1,776,509**	**626,545**	**3,985,093**

5 Use of LEZ Residual Revenue

5.1 Council Budget for the 2024/25 financial year directed that £250k of 2023/24 LEZ revenues be allocated to city greening and tree planting activity.

5.2 The approved Council Budget also directed that £250k of 2023/24 LEZ revenues be allocated to a fund for community organisations to advance projects which support the objectives of the LEZ. This funding forms the basis for the LEZ Community Support Fund. Council Budget for 2025/26 approved a further £235k of LEZ revenues from 2024/25 financial year be directed to the grant fund, and the residual £247k from the 2023/24 financial year be allocated for this purpose. Therefore, a total of £732k was made available for distribution to successful projects.

5.3 The LEZ Community Support Fund was designed to increase the environmental, health, social and community benefits of the LEZ and allow for funding to be provided to groups and organisations to deliver complementary projects across the city.

5.4 Details of project delivery from the first funding round, and the allocation of funds in the second, were reported to the Net Zero and Climate Progress Monitoring City Policy Committee on 3rd March 2026. An update on these projects is included within Appendix D of the full LEZ report.

6 Next Steps

6.1 The Glasgow Low Emission Zone Annual Report 2026 will be published on the Glasgow LEZ website. A copy of the report will be submitted to Scottish Ministers, and the report will be laid before the Scottish Parliament.

6.2 The Air Quality Annual Progress Report 2026 will continue to assess the impact of the LEZ on air pollution levels and will be published in August 2026.

6.3 An update report will be published on an annual basis, with the next report detailing the LEZ performance for financial year 2026/27.

7 Policy and Resource Implications

Resource Implications:

Financial:	Operation of the Glasgow LEZ is funded from revenue received from penalty charge notices. In financial year 2025/26 operational costs exceeded revenue.
Legal:	The LEZ is dependent on the Transport (Scotland) Act 2019 and the associated Regulations which came into force on 31 May 2021. The LEZ was legally established in Glasgow on 31 May 2022. The LEZ was subject to Judicial Review where the actions of GCC were found to be entirely consistent with legislation, regulations and guidance.
Personnel:	LEZ actions will be undertaken using existing staff resources, partner organisations and consultant support. Grant funding for LEZ operational staff is not available for 2024/25 and beyond.

Procurement:	Procurement has been undertaken in respect of LEZ projects such as communications and engagement, consultant support, consultation activities and capital purchase for enforcement equipment, infrastructure and back office systems.
Council Strategic Plan:	The plan supports Grand challenge 3: Fight Climate Emergency in a Just Transition to Net Zero; Mission 1, Deliver sustainable transport and travel aligned with the city region
Equality and Socio-Economic Impacts:	
Does the proposal support the Council's Equality Outcomes 2025-29? Please specify.	The LEZ does not impact on any of the Council's service delivery equality outcomes
What are the potential equality impacts as a result of this report?	No significant impact. The LEZ is aimed at protecting the health of some of Glasgow's most vulnerable residents. An EQIA screening of the first phase of the LEZ has been undertaken - Link A further EQIA for phase 2 of the LEZ has been undertaken as part of the Integrated Impact Assessment. Poor air quality differentially impacts on residents with prior health conditions and improvements in air quality should therefore provide benefits.
Please highlight if the policy/proposal will help address socio-economic disadvantage.	Socio-economic impacts have been considered as part of the Integrated Impact Assessment of Phase 2 of the LEZ.
Climate Impacts:	
Does the proposal support any Climate	Development of the LEZ directly addresses actions 22 and 53 of the Climate Plan. It also

Plan actions? Please specify:	contributes towards actions 26,33,54,55 and 56.
What are the potential climate impacts as a result of this proposal?	One of the statutory objectives of any Scottish LEZ is to contribute to climate change targets. This is expected to provide a slight beneficial impact based on preferential entry conditions being applied to low and zero emissions vehicles. Impacts have been further quantified through modelling conducted by SEPA as slight beneficial. Further beneficial impacts will be achieved through ancillary measures.
Will the proposal contribute to Glasgow's net zero carbon target?	The LEZ will contribute to the reduction of carbon emissions within the City Centre and beyond through the promotion of low and zero emission vehicles. Impacts of direct emission impacts have been quantified through modelling conducted by SEPA. Ancillary benefits will continue to be quantified as the LEZ progresses.

Privacy and Data Protection Impacts:	
Are there any potential data protection impacts as a result of this report Y/N	This report has no immediate impacts upon privacy or data protection. However, data collection as part of any enforcement of the LEZ has been fully considered for compliance with relevant legislation and procedures.
If Yes, please confirm that a Data Protection Impact Assessment (DPIA) has been carried out	N/A

8 Recommendations

The Committee is asked to:

1) Note the contents of this report;
2) Note that this report will be updated annually.

Appendix A: Glasgow Low Emission Zone Annual Report 2026