

MAYOR OF LONDON

Caroline Pidgeon MBE AM

Chair of the Transport Committee
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Date: 25 APR 2017

Dear Caroline,

Thank you for your letter of 20 January. I understand you also wrote to Mike Brown; please consider this a response from us both.

I am determined to tackle London's congestion problem, which impacts on London's air quality, health and economy. I have already announced action to improve this and my forthcoming Transport Strategy will set out my plans in greater detail.

Recommendation 1: In the short-term, the Congestion Charge should be reformed, so the payments levied better reflect the impact of vehicles on congestion. The daily flat rate should be replaced with a charging structure that ensures vehicles in the zone at peak times, and spending longer in the zone, face the highest charges.

For the longer-term, the Mayor needs to start to develop proposals now for replacing the Congestion Charge with a new citywide road pricing scheme, which charges vehicles according to the extent, location and timing of their road usage. Road pricing could also replace Vehicle Excise Duty, which should be devolved by the Government to the Mayor. There may be a case for the scheme to be wider than the existing Congestion Charge zone; discussions with all boroughs should take place to determine whether and how road pricing should cover their local road network.

The Mayor's forthcoming Transport Strategy should set out plans for both Congestion Charge reform and for the potential introduction of road pricing. The Mayor should also update the committee by the end of April 2017 about discussions with the government on the devolution of Vehicle Excise Duty.

I am considering all proposals to reduce congestion and improve air quality in London as part of my draft Transport Strategy and I look forward to hearing the Committee's views during the forthcoming consultation. The Congestion Charge has been successful at reducing traffic volumes in central London and Transport for London (TfL) keeps the scheme under review to ensure it continues to meet its objectives. It will of course be looked at to ensure it aligns with my Transport Strategy, once finalised.

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While significant change is needed to address congestion and traffic levels in the future, the impacts of future advances in technology are uncertain and my Transport Strategy will provide a framework that can be adapted to future change.

Ultimately, the solution to London's congestion problem is a more efficient use of our limited street space. This requires a shift away from space-inefficient transport like private cars towards more space-efficient ones, like walking, cycling and public transport. The Healthy Streets Approach is the means through which this will be achieved. My Transport Strategy will have more to say on this and I am delighted that my Walking and Cycling Commissioner, Will Norman, is now helping to advance these initiatives, alongside my Deputy Mayor for Transport, Val Shawcross.

Londoners pay about £500m a year to central Government through Vehicle Excise Duty (VED) and I continue to lobby Government to devolve a fair share of this to London. If London retained its share of VED, it would provide a sustainable funding stream to improve the capital's roads. VED has the potential to be integrated with other charges to provide a new way of paying for road use in London.

Recommendation 2: TfL should ensure that new monitoring technology introduced to identify vehicles in the proposed Ultra Low Emissions Zone should be compatible with the future requirements of a road pricing scheme. TfL should confirm it will do this when responding to the recent consultation on ULEZ proposals.

TfL will continue to explore the opportunities new technology provides to improve the operation of its networks and systems. As part of its planning for the Ultra Low Emission Zone (ULEZ), TfL is considering the best delivery model to achieve the scheme's objectives.

The infrastructure that TfL has in place to monitor and enforce the Congestion Charging Zone and Low Emission Zone (LEZ) is already compatible with future initiatives such as the ULEZ and my Emissions Surcharge, the 'T-charge'. TfL's initial assessment is that the use of proven Automatic Number Plate Recognition cameras as the core element to operate the scheme is likely to be the best solution for the next decade or so.

I will ensure that, even if an expansion of the current Congestion Charge and LEZ systems is used to operate the ULEZ, there is consideration of how the system could be adapted to allow for future technology. TfL has contracts in place with its service providers for current charging schemes which allow for the existing infrastructure, systems and processes to be expanded, modified or otherwise adapted in line with future requirements.

Recommendation 3: TfL should take steps to encourage bids from boroughs interested in piloting a local Workplace Parking Levy. Provided the plans fit with any wider road pricing scheme, TfL should offer support to a WPL pilot programme if proposed by a borough. This should include offering additional funding to the borough(s) to initiate the scheme.

TfL is not currently involved in the development of Workplace Parking Levy schemes. However, if a local authority decided to pursue such a scheme, TfL will of course work with them to ensure that any trial or scheme is designed and operated effectively and in a way which will help meet both local and wider objectives.

As you are aware, boroughs prepare Local Implementation Plans (LIPs), which set out how they will implement my Transport Strategy at a local level.

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LIPs detail each borough's transport policies and aspirations, how they will deliver and monitor a scheme and reflect local needs alongside my Transport Strategy's objectives. A borough-led Workplace Parking Levy scheme could be integrated into a LIP package, but this would depend on the specific circumstances of the individual borough.

London's boroughs own and manage 95% of the city's roads and play a vital role in reducing traffic demand and managing congestion locally. I will ensure that TfL continues to work closely with the boroughs to deliver improvements to their streets and public spaces and manage traffic demand.

Recommendation 4: The Mayor and TfL should take steps to encourage more delivery consolidation. This will involve working with those running large construction schemes and retailers, potentially through Business Improvement Districts. The new London Plan should promote consolidation for new developments. TfL should also work with London Councils to reduce restrictions on night-time deliveries. The Mayor and TfL should write to the committee by the end of April 2017 setting out their plans to reduce commercial traffic in these ways.

I agree that delivery consolidation is an important part of reducing congestion on London's streets and I have asked TfL to accelerate its work with businesses to encourage consolidation and reduce the number of deliveries at the busiest times. We have seen a huge increase in small delivery vans and freight deliveries recently and more consolidation is needed to mitigate this increase in freight traffic. This will help reduce the impact of freight journeys, while ensuring London's economy can continue to grow sustainably.

Although many large supermarkets and similar organisations use consolidation in their supply chains, TfL is encouraging more consolidation in other supply chains as part of its wider freight management programme.

To support the greater use of consolidation centres, TfL is exploring different ways to expand their provision, where they can be shown to deliver traffic benefits and have a sustainable customer base. These will be fed into the forthcoming London Plan. In June 2016, TfL published a directory listing London's existing construction consolidation centres and made this available to the construction industry. This is available on TfL's website at <http://content.tfl.gov.uk/directory-london-construction-consolidation-centres.pdf> and has been updated as new centres have been set up. It will be updated again later this year.

Consolidation is about more than just using consolidation centres; it can also mean consolidating procurement processes. Businesses generate freight trips through their purchasing decisions but may be unaware that these decisions directly draw freight vehicles to their trading environment, adding to congestion and poor air quality. TfL has been working with London's business community to develop guidance for business customers of the freight industry, helping them make relatively simple changes to how they buy things, such as by increasing the minimum order size. This can reduce trips, save money, reduce road danger, improve air quality and create a more pleasant trading environment.

TfL is also working to encourage a greater range of alternative delivery or collection methods where this meets a local business need. For example, a pilot on Bond Street by the New West End Company consolidated the number of waste vehicle movements from 144 to nine a day by introducing a single preferred waste supplier. Working with local business groups, such as Business Improvement Districts, TfL could establish sites and customer demand for 'last mile' delivery by bicycle.

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This could be achieved through creating a small depot and then using bikes to distribute small items such as parcels for the last leg of the journey, or helping businesses consolidate waste collections in their area. These options will be considered as part of work on my Transport Strategy and the London Plan.

TfL remains a full and active member of London Councils' London Lorry Control Scheme Review, which works to help reduce the barriers that stop freight journeys being moved from the rush hour.

Taken together, these measures can reduce the pressures on London's street network as part of a wider plan to make freight journeys safer, cleaner and more efficient.

Recommendation 5: TfL should pilot a ban on personal deliveries for staff. Based on the findings, the Mayor should consider extending this to all GLA Group premises, and promote this change in practice to other large employers in London. We ask that TfL write to the committee setting out plans for a pilot by the end of April 2017.

TfL wants to lead by example and it now has a policy in place encouraging staff not to receive personal deliveries at its offices. This was introduced following successful campaigns for the past three Christmases regarding personal deliveries. To support this policy, TfL has publicised the alternatives available to staff so they can get their deliveries closer to home and away from central London, and to reduce the number of additional journeys made when a delivery cannot be made. TfL is monitoring the policy and will be able to assess its impact soon.

Recommendation 6: TfL should reconsider its approach to 'click and collect' at Tube and rail stations. Stations should be identified for a pilot programme in which multiple retailers and/or freight operators can deliver packages to a station for collection. We ask that TfL write to the committee confirming plans to seek partnerships of this type by the end of April 2017.

TfL is actively seeking to secure business from click-and-collect retailers as part of its commercial strategy and I have asked TfL to update you on this work as soon as new partnerships are developed. Following a trial at 42 Tube stations with five major retailers, TfL is talking to a wide range of retailers and parcel companies about working together at stations and other locations on TfL's estate. In addition, TfL has worked with the Cross River Partnership using funding from my Air Quality Fund to develop a new website, <https://www.clickcollect.london/>, which lists all the alternative locations where deliveries can be made to help people find a collection point that is convenient for them.

Recommendation 7: The Mayor should set out how his new regulations for the private hire industry and the legislative changes he is advocating will affect congestion levels in London. He should also commit to assessing the impact of making private hire vehicles subject to a new road pricing regime, and different options for implementing this proposal. The Mayor should write to the committee by the end of April 2017 confirming these plans.

My Transport Strategy will have more to say on my holistic approach to tackling congestion and improving London's air quality. TfL is carrying out analysis in these areas and will publish results from its analysis in due course. The implications of increased private hire vehicles in central London will be considered as part of this process.

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Alongside this work, the Greater London Authority and TfL are in the early stages of commissioning an independent study into increased congestion in London over the past five years. My intention is that the study should report before my Transport Strategy is finalised at the end of this year.

Recommendation 8: TfL should conduct and publish an analysis of the impact of the Road and Transport Enforcement Team and, if it is proven to be cost-effective, set out plans to expand the size and coverage of the team. We ask that TfL writes to the committee by the end of April 2017 with an update.

In tackling London's congestion problems, it is crucial that we reduce disruption caused by planned or unplanned incidents and Roads and Transport Enforcement Officers (RTEOs) make a valuable contribution to this effort. They keep streets functioning by responding to incidents, finding solutions to reoccurring problems, enforcing against non-compliance, helping to manage congestion around planned events and mitigating the impact of roadworks.

In 2015, TfL recruited 80 RTEOs to enhance its on-street prevention, enforcement, and response capability. Their phased rollout was completed in May 2016.

RTEOs work alongside, and are supported by, other TfL on-street enforcement officers and the police to improve the efficiency of London's streets, as well as safety and security. TfL continues to fund and work with the Metropolitan Police Service (MPS) Roads and Transport Policing Command (RTPC) to maximise the impact of roads policing and enforcement in reducing congestion and disruption. This is being done through intelligence-led deployment of MPS and TfL resources (including on-street officers and cameras), continuing to focus on strategic corridors and vulnerable parts of the road network, parking enforcement and providing a 24/7 response capability to deal with disruption and incidents.

There are three main types of RTEO deployments focused on street efficiency issues:

1. Reactive deployments or real-time response to unplanned incidents such as collisions, breakdowns and traffic signal failures. These deployments account for around 10% of RTEO activity but this varies from period to period, depending on demand.
2. Planned deployments, or traffic management activity for events, planned road closures, demonstrations and roadworks. These deployments account for around 60% of RTEO activity.
3. Routine patrols, or intelligence-led deployment to priority locations as part of Operation Zetol – which sees RTEOs work alongside other enforcement and compliance officers to improve journey time reliability and bus performance – and other problem-solving efforts. These account for around 30% of RTEO activity.

Given the extensive range of activity underway to improve the efficiency of our streets, including the significant focus on improving incident response capability, it is difficult to isolate and measure the contribution of RTEOs as a single intervention. However, TfL is in the process of improving the information it captures on incident response activities so it is better able to measure and monitor both the RTEO contribution to the efficient operation of our streets and the contribution made by other complementary interventions. I have asked TfL to update you on this work and provide further analysis when this is available.

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In the meantime, an example of the analysis TfL has carried out on the impact of RTEO activity relates to reactive deployments.

TfL carried out analysis of incident and traffic data to measure the average length of time taken to resolve an unplanned incident causing moderate, serious or severe disruption in a number of priority locations where at least one RTEO was deployed compared with similar incidents in the same locations where no RTEO attended.

The analysis included traffic signal incidents, collisions and breakdowns and identified a congestion benefit from reduced delay of between £500 to £15,700 an incident, depending on the exact circumstances. RTEOs are deployed to around 20 incidents a month involving traffic signals, collisions or breakdowns.

The RTPC has over 2,000 uniformed officers focussed on improving the safety, security and reliability of travelling in London. As part of a planned restructure of the RTPC this year, TfL will work with the MPS to strengthen the collective resources. This will see RTPC Police Community Support Officers working alongside RTEOs to deal with road reliability issues and will further enhance capacity in this area.

Recommendation 9: The Mayor and TfL should carry out an assessment of the effectiveness of the London Permit and Lane Rental schemes for roadworks. This should be aimed at ensuring the cost of delayed roadworks on London's road users is reflected in the amount companies must pay. We ask that TfL write to the committee by the end of April 2017 with an update.

The London Permit Scheme (LoPS) was introduced in 2010 and is used by TfL and all 33 London boroughs. The LoPS aims to ensure that all highway authorities are made aware of any planned works on their streets and enables authorities to better control access to their street network, with the ability to challenge either the duration of the works or the planned traffic management methodology. The LoPS also supports collaborative working to minimise disruption through avoiding uncoordinated sets of works.

TfL's Lane Rental Scheme (TLRS) was introduced in June 2012 and currently charges those carrying out roadworks up to £2,500 a day for working in congested areas at the busiest times. The scheme aims to incentivise behaviour change and minimise the amount of roadworks overall. The TLRS currently covers the busiest 56% of the TfL Road Network (TLRN), or two per cent of all of London's streets, and applies to TfL's works as well as those of others. The TLRS charges are used to fund measures to reduce disruption arising from roadworks. The LoPS and TLRS initiatives have proved highly effective at helping TfL to better manage roadworks, incentivising behaviour change for those carrying them out and minimising disruption. TfL publishes regular reports on both initiatives, which demonstrate their effectiveness. The TLRS report is available to view at: <https://tfl.gov.uk/info-for/urban-planning-and-construction/lane-rental-scheme> and the latest LoPS report will be published this summer. TfL's findings have included:

- Over 6,730 days (or 18 years) of disruption from roadworks was saved last year by works being undertaken outside peak traffic times more efficiently and collaboratively;
- The number of collaborative work sites each period has increased from 16 to 111, or by 616%, compared with the 2010/11 baseline;
- Serious and severe congestion caused from planned utility works fell by 51% in TLRS areas compared with before TLRS was implemented; and

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- TfL's Customer Satisfaction Survey has shown that customers are less frustrated about roadworks than before. Since 2011, customer frustration caused by roadworks carried out at busy times has reduced by 11% and frustration caused by repeated roadworks on the same stretch of road in the same year reduced by seven per cent between 2014 and 2015. It is reasonable to assume that the TLRS has had a positive influence on these results.

While the LoPS and TLRS are effective at managing congestion, more can be done. Traffic levels and the number of developments in London are rising and TfL is continuing to do all it can to ensure that the impact of these is mitigated as far as possible. TfL and I continue to lobby central Government for new regulations and increased regulatory powers, through LoPS, to help TfL better manage roadworks. Specifically, this includes seeking:

- Authority to continue to operate TLRS when it expires in 2019;
- The extension of the Fixed Penalty Notice scheme to non-compliance with traffic management standards, which currently can only be dealt with through a lengthy and expensive process;
- Amendments to current legislation, to allow the application of a daily charge for works that overrun an agreed duration to include weekend days,
- Greater powers to address the absence of a penalty for statutory undertakers who do not maintain their apparatus as required by section 81 of the New Roads and Street Works Act 1991;
- The expansion of the 1991 Act powers to include, for example, crane operators and developers with hoarding and delivery areas occupying the highway;
- The introduction of secondary legislation under section 78 of the 1991 Act to allow TfL to require utility companies to bear the long-term costs of the highway damage their work can cause; and
- A widened scope for the use of net proceeds from the TLRS scheme surplus fund beyond reducing the adverse effects of roadworks to cover more transport-related activity

TfL has successfully lobbied the Government to undertake a review of the Electronic Transfer of Notices systems by which the Department for Transport requires utility companies to advise authorities of their works to allow for improved planning for street management. TfL will be a key stakeholder in these discussions and a representative will attend the working group.

Recommendation 10: TfL should continue to implement its Road Modernisation Plan schemes including the proposed network of safer cycling routes such as Cycle Superhighways and Quietways. It should report back to the committee by the end of April 2017 on how the construction of additional Superhighways and other major projects will be planned more effectively to minimise traffic congestion.

TfL published its five-year Business Plan in December 2016 which set out how all streets funding has been brought together into the £2.1bn Healthy Streets Portfolio, which will focus on increasing walking and cycling levels, reducing road danger, and improving public spaces and air quality. Getting more people walking and cycling makes our streets more efficient.

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Work is underway to transform Oxford Street for pedestrians and plans for a cycle network of new Quietways, Central London Cycle Grid, more Cycle Superhighways and Mini-Hollands in Enfield, Kingston and Waltham Forest are all detailed in TfL's Business Plan. My future approach to improving street environments for cycling will be detailed in my Transport Strategy.

In adopting the Healthy Streets Approach, I have asked TfL to draw on lessons learned from previous schemes to ensure that works are planned effectively to minimise traffic congestion and disruption to all road users. Too many Cycle Superhighways were built at the same time and too quickly by the previous administration putting unnecessary pressure on the central London road network. Alongside this, multiple works, including private sector developments, borough and utility works, were taking place. That is why TfL is working harder to ensure that its own schemes, including cycle schemes, are better co-ordinated with third party works and major construction projects. This includes better forward planning and co-ordination of works, including supporting the development of a central infrastructure database.

As mentioned above, I have commissioned an independent study into increased congestion in London over the past five years, which is to report before my Transport Strategy is finalised at the end of the year.

Recommendation 11: TfL should conduct and publish an analysis of the impact of the pilot scheme displaying traffic notices on buses and, if it is proven to be cost-effective, set out plans to roll out the programme more widely. We ask that TfL writes to the committee by the end of April 2017 with an update.

We know that bus and Tube passengers regularly check their journeys before they travel. However, this is not always the case for other road users, and TfL is working to improve its communication so everyone can make more informed decisions based on accurate and real-time information.

To maximise its existing network of real-time traffic information, TfL is exploring how it could potentially use its existing assets to deliver this information when and where people need it. This has included the successful trial carried out in early 2016 to provide mobile real-time traffic information on the tops of taxis and, more recently, displaying information on screens on the back of buses. The trial is being undertaken on 10 buses in London: five buses on route 344 operating between Clapham Junction and Liverpool Street and five operating on route 345 between Peckham and South Kensington (Natural History Museum).

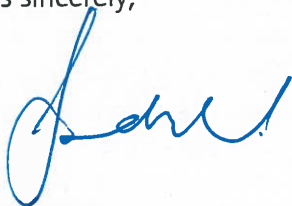
TfL will shortly carry out customer research to understand how road users are using this information, whether the messages change driver behaviour and how valuable this information is to them. The outcome is expected later in the spring and will help determine if there is a business case to roll the initiative out more widely, subject to funding.

Ensuring people can get around our city easily and efficiently is vital for London's future prosperity. We need to be much smarter in how we use our streets and tackle the causes of congestion head-on. It is crucial that immediate changes are implemented alongside our longer-term plans to make cycling, walking and public transport use easier and more appealing.

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I thank the Committee again for its report and look forward to your views during the consultation on my draft Transport Strategy.

Yours sincerely,



Sadiq Khan
Mayor of London

Cc: Richard Berry, Transport Committee Scrutiny Manager