

Proposals to manage the demand for travel

5.24 Better journey planning and smarter travel for people and goods

5.24.1 Public transport and road user information

⁶²⁶ Good quality information will improve passenger flow, with associated wellbeing benefits of convenience and ease which can improve the journey experience, especially if disruptions occur. Current satisfaction for road traffic information is less than 60 per cent, so there is clearly more to do. For public transport, customer satisfaction on information is rising. There is the opportunity to build on TfL's extensive work in this area, such as its award-winning website, Journey Planner and iBus, by allowing wider access to service information anywhere in London using mobile phone and internet technology, resulting in better journey planning. This benefits regular users, tourists and other visitors to London who may be unfamiliar with the Capital's complex transport system.

Proposal 115

The Mayor, through TfL, and working with the London boroughs, DfT, Network Rail, train operating companies, and other stakeholders, will enhance the provision of information to improve customers' knowledge and understanding of service availability, delays and other information to improve customer satisfaction, and the way Londoners use public transport and make travel decisions, by:

- a) Improving the provision of real time and other journey planning information, including upgrading the TfL web-based journey planner, allowing further improvements to its real time performance, accuracy and personalisation
- b) Providing customers with a range of paper-based information (Tube, cycle and bus 'spider' maps, timetables, fares and service changes)
- c) Raising public awareness and knowledge of existing public transport provision, particularly, orbital public transport services

- d) Further development of journey planning, including web-based information, for local trips to town centres
- e) Developing town centre journey planning tools consistent with other information resources proposed in the strategy

5.24.2 Smarter travel initiatives

⁶²⁷ Smarter travel aims to reduce congestion, improve health and reduce transport's contribution to climate change by helping people to make the most effective use of London's transport network and encouraging greater use of public transport, cycling and walking. This involves a range of initiatives such as: raising awareness of available travel options through targeted promotions; supporting sustainable travel through small scale infrastructure projects such as cycle racks; building an understanding of factors motivating travel behaviour; and engaging directly with schools, workplaces and local communities. In addition, smarter travel provides the opportunity to explore flexible working patterns and support measures that limit the need to travel.

⁶²⁸ The objectives of smarter travel initiatives are to:

- Deliver more sustainable patterns of vehicle ownership and use
- Change people's travel patterns to avoid congested times and places
- Deliver a mode shift to public transport, cycling or walking instead of car use

- Deliver a mode shift to walking and cycling instead of public transport use
- Promote healthy travel options

⁶²⁹ The main smarter travel activities being undertaken by TfL, the boroughs and others are:

- School travel planning: More than 90 per cent of London schools now have a travel plan in place, with an average 6.5 per cent reduction in the number of car journeys to schools that have undertaken post-implementation monitoring. The Mayor's school cycle parking initiative provides for needs identified in the school travel plans and has achieved a 43 per cent increase in cycling in the 22 per cent of London schools that have received modern cycle parking facilities through the scheme
- Workplace travel planning: More than 400 organisations collectively employing in excess of 450,000 staff now have TfL-supported travel plans in place. An average 13 per cent reduction in the number of car journeys for trips to work has been recorded from those that have undertaken post-implementation monitoring
- Car clubs: More than 1,600 car club vehicles are used by 100,000 people in London, with vehicles including plug-in hybrids and the latest low emission diesels. Each car club vehicle typically results in eight privately owned vehicles being sold, and members reducing their annual car mileage by more than 25 per cent. A further 380 vehicles will be added to London's car club fleet in 2010/11 which will include the trial of EVs

Case study

Transport and schools – New City Primary School

New City Primary School runs its own cycling club for students in Years 4, 5 and 6. To encourage cycling to school in the winter, the school introduced an early morning cycle club in the playground. The children now run the club every day of the week (including some evenings) all year round. Membership rose to 150 pupils and many more children now cycle to school. The school has two areas for bike storage on site and provides cycle training to pupils, parents and staff. The school also offers cycling as part of the PE lesson activity for all year groups. Bike maintenance workshops take place regularly, as well as cycle instructor training for interested staff and parents.

As a result, cycling levels among staff have doubled. In addition, 84 per cent of children now walk to school, 12 per cent cycle and in 2009, none reported being driven regularly to school – an inspiring outcome for the school travel plan.



- Travel awareness: This focuses on changing behaviour by promoting 'better ways to travel' for residents across London. A personal travel plan programme, designed to help individuals get the best from the travel network and to make better choices is being made available to all boroughs
- Integrated Towns Programme: Smarter Travel Richmond (STR), which was launched in March 2009 will continue through to the end of 2011. The programme showcases the use of integrated smarter travel techniques alongside infrastructure

improvements, such as new cycle routes and pedestrian and public realm improvements. The overall target for the STR programme is to achieve an increase of five per cent in the combined modal share for walking, cycling and public transport in the borough. The Richmond programme follows Smarter Travel Sutton, which achieved a six per cent reduction in the mode share of the car (driver or passenger) and the delivery of school travel planning to 100 per cent of schools at the end of its programme (2006 to 2009)

- Public transport crowding relief: Recent projects, such as the Wimbledon schools walking initiative, have demonstrated that smarter travel measures can successfully help tackle core issues such as crowding on buses during term time
- Keeping London moving and working during the 2012 Games: Smarter travel delivery measures are being developed in partnership with the ODA and will contribute to the legacy of more walking and cycling in London
- Integrated delivery: Programmes such as the Cycle Superhighways will include complementary smarter travel initiatives along the corridors to raise awareness and use, and help break down barriers to cycling by working with communities, schools and workplaces along the routes

⁶³⁰ As smarter travel offers a cost-effective way of encouraging greater use of public transport, cycling and walking, with associated benefits that tackle congestion, reduce CO₂ and improve health, these initiatives will continue and be widened to include new areas of engagement. For example, piloting travel planning for higher education and further education institutions.

⁶³¹ In addition, the Mayor also proposes that more localised smarter travel interventions should be targeted to reduce or manage traffic flows in particularly sensitive locations, for example, along key road links or at bottlenecks on the network to control traffic volumes and improve reliability.

Proposal 116

The Mayor, through TfL, and working with the London boroughs and other stakeholders, will use smarter travel initiatives across London to facilitate more efficient use of the transport system, achieve mode shift to cycling, walking and public transport and encourage the take-up of healthier travel options.

5.24.3 Smarter transport of freight and services

⁶³² The London Freight Plan identifies four key projects to deliver freight in London more efficiently and sustainably. Given freight's role as a major road network user, improving freight operations will help reduce conflicts with other modes of transport, pedestrians and cyclists.

⁶³³ FORS helps organisations who join the scheme to increase operational efficiency, reduce CO₂ emissions, lower the risk of potential collisions, reduce costs and contribute to lower congestion. The scheme also provides driver and management training programmes and, therefore, promotes safer and more fuel-efficient operations through better driver behaviour.

- 634 DSPs are designed to increase the operational efficiency of buildings by providing a framework to better manage the transport impacts of supply chains including the timing and location of delivery activity.
- 635 CLPs have similar overall objectives to DSPs, but are focused on the design and construction phases of premises, supporting and improving the efficiency and sustainability of construction supply chains. They are seen as key to encouraging modal shift for large-scale developments.
- 636 Freight Quality Partnerships (FQP) provide a mechanism for TfL, boroughs, freight operators and other stakeholders to liaise with each other and work together to conduct research and develop solutions for sub-regional freight issues. Hauliers and other businesses in the supply chain are able to raise issues they face with organisations responsible for highway and transport planning to help them work more efficiently. Local authorities can gain a greater understanding of these issues and are able to encourage more environmentally and socially-responsible practices from operators, through such partnerships.

Proposal 117

The Mayor, through TfL, and working with the London boroughs, and other stakeholders in the public and private sectors, will improve the efficiency and effectiveness of freight operations through the promotion of ‘delivery and servicing plans’, ‘construction logistics plans’, the Freight Operator Recognition Scheme, Freight Quality Partnerships and other efficiency measures across London.

- 637 The London freight information portal will help London’s public authorities (the GLA and boroughs, for example) and freight operators exchange information about:
- Improving operational efficiency of freight and servicing in London
 - Encouraging better driver behaviour, the use of alternative fuels and the uptake of low carbon vehicles
 - Reducing freight operators’ administrative costs
 - Enhancing freight journey planning

Proposal 118

The Mayor, through TfL, and working with the London boroughs, freight industry, and other stakeholders, will develop the London freight information portal to exchange information and share knowledge to ultimately improve the performance of freight operators, boroughs and TfL.

Spotlight

Freight in London

Freight transport uses a number of modes, from international and national freight by air, rail, sea, pipeline and road, through to local distribution and servicing, predominantly undertaken by road vehicles. Total freight lifted in London in 2007 was 139m tonnes, with a split by mode that amounted to 88 per cent by road, six per cent by water, five per cent by rail, and 1.2 per cent by air (2005 figures). Fifty six million tonnes of that total freight tonnage were moved wholly within London. Heathrow handles 56 per cent of all UK airfreight and generates around two million road-related freight trips each year.

The movement of waste is another important part of London's freight transport. Freight requires road space, warehousing facilities, rail freight yards, depots and terminals, river wharves and kerb space for deliveries. In this way, freight must also be closely integrated with land use planning to ensure it has adequate

space for facilities. On London's streets, freight not only contributes to congestion, but also significantly suffers the consequences of it. As a result, freight transport impacts on all the goals contained in this strategy.

Freight makes up about 17 per cent of all road traffic. Forecasting suggests that this traffic will grow by 25 per cent between now and 2031 as London's economy and population grow, increasing congestion and servicing costs. Road freight currently accounts for 23 per cent of London's CO₂ emissions from transport. Without measures to encourage more sustainable distribution, the growth in freight will lead to more CO₂ emissions and more noise.

To improve freight and servicing for London, the roll-out of measures outlined in the London Freight Plan is essential, and includes the FORS, DSPs, CLPs and freight information portal.



The impacts of freight growth may be further mitigated by measures to facilitate mode shift or allow deliveries and servicing by road to be undertaken in more sustainable ways. For example, expanding the use of break-bulk facilities and freight consolidation centres as well as making use of more fuel efficient vehicles, including expanding the use of EVs will be important.

Providing additional rail freight terminals to serve London, including opportunities to take advantage of the potential for high-speed rail freight, will also need to be further explored. The continued expansion of port facilities such as the new London Gateway port in Essex (with 60 per cent in container growth forecast between 2004 and 2016) will further increase freight transport to/from and via London. However, there remains a need to find alternative routes for rail freight to/from such ports (currently 10 per cent of

National Rail freight moves via London, yet only three per cent has London as its destination, and only one per cent has London as its origin), to avoid conflicts with passenger rail services in London.

There is also potential to make further use of the Blue Ribbon Network for some freight movements which may require new or upgraded infrastructure, as seen at the Three Mills Lock in east London, built to accommodate barges carrying construction material to the Olympic Park.

In Outer London, improving freight and servicing, for major industrial and business parks and in town centres is especially important. For example, servicing retail outlets and town centres is often a particularly challenging issue given the space and loading/unloading constraints, causing supply chain risks for retailers and freight operators.



- 638 These proposals are complemented by proposals for rail and water freight facilities which are set out in later sections of this strategy. Additional investment will enable an increasing share of freight movement to be borne by these modes.
- 639 For freight which cannot be transferred from road to rail or water, there may be additional opportunities to consider more sustainable movement by road, using low or zero emission vehicles.

Proposal 119

The Mayor, through TfL, working with the London boroughs, freight operators and other stakeholders, will support the introduction of consolidation centres and break-bulk facilities where appropriate, especially at Strategic Industrial Locations, to allow distributed goods to be transferred from lorries using the trunk road network to more environmentally friendly vehicles for servicing urban centres.

- 640 For the densest urban areas, local delivery and collection points with good cycle and pedestrian accessibility also have potential to limit the growth in freight movement by road.
- 641 As these proposals are developed and rolled-out the full extent of their likely impact will become apparent. Using these approach options for increased incentivisation or regulation may need to be considered.

5.25 Fares and ticketing

5.25.1 Fares levels

- 642 Fare income is the life blood of any transport operator. Fares have to be set at levels which allow TfL to sustain the operational delivery of public transport while maintaining affordability to the maximum possible extent. Focus by operators on achieving value for money in their operations is essential if this is to be achieved.
- 643 Fares policy involves striking a balance between the fare levels charged for public transport, the amount of subsidy provided for eligible groups of users, and the quantity and quality of public transport provided by operators. Under the GLA Act 1999, fares setting is the responsibility of the Mayor.

Proposal 120

The Mayor will ensure that fares provide an appropriate and necessary level of financial contribution towards the cost of providing public transport services to ensure that public transport continues to play a central role in London's transport system and overall economic development.

5.25.2 Concessionary fares

- 644 TfL currently offers a number of fare concessions to those least able to pay. The bulk of the cost of providing free travel for those above 60 and disabled people is borne by the boroughs. All other concessions are funded internally by TfL. This is a significant cost: for example, people in receipt of free or reduced fares on buses make up almost 40 per cent of all bus passengers.

- 645 Given the constraints on external funding available to TfL, the likely impact of the current economic recession on revenue from fares and the need to maintain capital investment, it is essential that the scale and scope of concessions offered is both affordable and sustainable. At the same time they should be appropriately targeted to maximise the social benefits that they enable.

Proposal 121

The Mayor will keep the range of concessions for which he is responsible under review to ensure that they are focused on where they will be most effective at helping those in most need of them. Concessions for schoolchildren are also conditional on good behaviour. If removed for poor behaviour, concessions can be earned back through programmes of community activity and good behaviour.

5.25.3 Fares collection

- 646 Historically, it has been overly complicated and time-consuming for customers to identify the right ticket for their public transport needs and to pay for it. This has been inefficient for users and operators of public transport: users have to invest their valuable time in figuring out and navigating the range of tickets available, and operators have to bear the cost of running complex ticketing systems. Simplification of London's fare collection system is therefore desirable from both perspectives.
- 647 TfL's Oyster smartcard has been a great success in this respect by reducing the need to queue for tickets through the use of the 'pay as you go' product and through the introduction of online sales options. Now, more than 80 per cent of journeys on TfL services are made using Oyster smartcards.
- 648 Oyster has also enabled further integration of fare collection between different modes of public transport, building on the success of the range of Travelcard tickets offered by TfL and National Rail. Integration encompasses the use of common ticket types and the standardisation of fares for journeys that can be completed on more than one mode of transport. Integration of fare payment across modes speeds up public transport journeys where more than one mode is required by eliminating the need for intermediate ticket purchases, and so encourages greater use of public transport. Oyster has also led to reduced opportunities for fare evasion.
- 649 Much progress has been made on integration within London, notably including the extension of Oyster pay as you go acceptance to the National Rail network from January 2010.

Proposal 122

The Mayor, through TfL, will seek to conclude the creation of a fully integrated fare collection system for London that covers both TfL and National Rail services with a common set of travel products simplified to the maximum extent possible, in cooperation with the Association of Train Operating Companies and the DfT.

⁶⁵⁰ Fare collection systems are expensive. Operators of public transport in cities typically bear the full cost of running the ticketing system and this can exceed 10 per cent of the revenue collected. Fortunately, new contactless-capable devices are being introduced by the financial services industry (and may soon be introduced by the mobile telecommunications and consumer electronics industries) that could provide opportunities to reduce these costs by using contactless credit and debit cards, mobile phones or other devices to pay directly on entry and exit. These technologies could be applied across all of London's transport modes, including river services, at National Rail stations, on trains, and, potentially, in taxis too.

Proposal 123

The Mayor, through TfL, and working with the London boroughs, train operating companies, other transport operators and stakeholders, will explore ways to reduce the cost of revenue collection and to make fare payment quicker and more convenient for passengers through the use of new technology and other initiatives.

5.26 Parking and loading

5.26.1 The role of parking and loading

⁶⁵¹ The Mayor recognises the essential role of parking and provision for loading in supporting economic development and to allow journeys where there is no viable alternative. This is particularly the case in Outer London where car use is higher. However, parking regulation is also an effective method in encouraging the use of public transport, walking and cycling which in turn can mitigate the negative impacts of road traffic and car dependency. Loading regulation can be an effective way of influencing the time of delivery and its effect on congestion.

5.26.2 Parking and loading regulations and enforcement

⁶⁵² Parking provision standards at developments are detailed in the London Plan.

⁶⁵³ Over a number of years, TfL and the boroughs have improved levels of compliance with parking regulations. However, there is growing concern from drivers and stakeholders in London that enforcement can be unfair and unreasonable and that regulations across the Capital are inconsistent and confusing. On average, councils receive some form of challenge on nearly 20 per cent of Penalty Charge Notices issued. Whether unfairness is perceived or actual, these complaints may be compounded by the complex array of parking rules in place. More consistent regulations and enforcement practises, combined

with more advance information regarding local parking restrictions, should result in lower levels of unintended parking contraventions and fewer stressed drivers.

- 654 Taxis are also dependent on the ability to pull over to collect or deposit passengers. This has associated impacts on road network capacity and smoothing traffic flow.
- 655 To improve drivers' journey experience on the road network, TfL has developed a Driver Charter. Its four central themes are:
- Common sense approach towards enforcement, to help drivers avoid receiving penalties
 - Simplifying loading bay regulations
 - Simplifying the penalty payment and representation processes
 - Apologising and automatically cancelling the penalty if any mistake is made

Proposal 124

The Mayor, through TfL, and working with the London boroughs, London Councils, and other stakeholders, will seek to ensure fair and consistent enforcement of parking and loading regulations across London, together with more consistent regulations, clearer signage, and more advance information regarding parking availability. Pan-London parking provision and regulations information will be published on the internet in an easy-to-access format.

5.26.3 Motorcycle and scooter parking

- 656 The Mayor recognises that provision and regulations for motorcycle and scooter parking is best addressed at a local level to meet local needs and objectives.

5.26.4 Parking charges

- 657 Parking charges enable demand for parking to be better matched with parking space supply.
- 658 Parking controls have been identified as one of the key measures that can be implemented at a local level to encourage the purchase and use of road vehicles with low CO₂ and air pollutant emissions. The Mayor therefore wishes to develop and promote the concept that parking charges vary not only by location and duration of stay, but also by the environmental impact of the vehicle.

Proposal 125

The Mayor, through TfL, and working with the London boroughs, car park operators, and other stakeholders, will encourage implementation of pricing differentials based on vehicle emissions, including banded resident parking permits and other on and off-street parking charges, including incentives for EVs.

5.26.5 Controlled parking zones

- 659 Controlled parking zones (CPZs) are intended to manage competing pressures for limited parking supply in areas of high parking demand. The Mayor will offer continued support to the introduction of CPZs where

boroughs consider they would be beneficial. The Mayor would also support boroughs to explore the possibility of integrating CPZ enforcement with other community enhancement activities.

5.26.6 Commercial vehicle loading and waiting

- ⁶⁶⁰ Road freight dominates the collection and delivery of goods and waste and is essential to keep London functioning. Industries such as manufacturing, construction and retail are particularly dependent on the physical movement of goods.
- ⁶⁶¹ Waiting and loading arrangements for freight are important factors in ensuring fair allocation of limited road space, enabling efficient freight operations and smoothing traffic flow. It is in the interest of all parties to minimise the potential negative environmental and congestion impacts of freight distribution. With a constrained supply and high demand for on-street loading/waiting facilities, new developments should assess required commercial vehicle parking/waiting facilities and ensure adequate provision is made off-street.

Proposal 126

The Mayor, through TfL, the LDA, and working with the London boroughs and other stakeholders, will seek to ensure that new developments generating significant volumes of freight activity provide adequate off-street lorry parking and waiting facilities.

5.26.7 Park and ride

- ⁶⁶² Park and ride is widely promoted in many regional towns and cities as an alternative to city centre parking, primarily to reduce congestion. Many of London's rail and Tube stations, especially in Outer London, have station car parks, and so 'park and ride' at stations is widespread in London. The Mayor is supportive of further park and ride schemes, including those serving Outer London town centres, where they bring net benefits to the road network as set out in the TfL Park and Ride Assessment Framework (see glossary).

Proposal 127

The Mayor, through TfL, the LDA, and working with the London boroughs and other stakeholders, will support those park and ride schemes in Outer London that lead to an overall reduction in congestion, journey times and road vehicle kilometres.

5.27 Road user charging for economic and environmental aims

5.27.1 Introduction

⁶⁶³ Road user charging can be effective in altering travel patterns and can be tailored to support sustainable transport objectives. Yet it is clearly a contentious policy as the rejection of proposed schemes in Edinburgh and Manchester show. The response to the Mayor's informal consultation on the Western Extension and the response to the consultation on the draft of this strategy makes this clear. Therefore any potential schemes must be carefully designed to fit local conditions if they are to be effective and regarded as reasonable. London has already implemented two sizeable road user charges in the form of the central London Congestion Charging scheme (which is focused on reducing the impact of congestion on the economy; as set out in section 5.27.2) and the London LEZ (which seeks to discourage the most individually polluting vehicles from travelling in the Capital to improve air quality; see section 5.21).

5.27.2 Background to Congestion Charging in central London

⁶⁶⁴ In central London, with diverse and competing demands on the road network, effective management of scarce road capacity is a key priority. To assist with this, the central London Congestion Charging scheme was introduced in February 2003, delivering significant congestion reduction benefits. The Western

Extension of the scheme was introduced in February 2007.

⁶⁶⁵ The Congestion Charging scheme has substantially reduced traffic volumes, and achieved relative reductions in congestion, though actual congestion intensities have returned to nearer pre-charging levels as a consequence of road space being reduced by street works and re-allocated to assist pedestrians, cyclists and buses. The lower levels of weekday traffic have also meant some reductions in road collisions and vehicular emissions of CO₂ and atmospheric pollutants, though the predominance of other factors means that there has been no measurable impact on local air quality. By reducing the road space required for road vehicles, the scheme has also facilitated other measures, such as public realm enhancements. It has also generated substantial net revenues which have been reinvested in transport in London.

5.27.3 Concerns over the impacts of Congestion Charging in the Western Extension

⁶⁶⁶ Concerns have regularly been raised about the impact of the Western Extension on the local economy. Business owners and employers have described weaker sales and reduced profitability in the year following the introduction of charging in the Western Extension. By comparison, no such falls were reported elsewhere in comparator non-charging locations¹. Emerging analysis also suggests that the charge may have contributed to a

¹ Central London Congestion Charging Impacts Monitoring: Sixth Annual Report, July 2008, TfL

Figure 66: Extent of the Western Extension to the Congestion Charging zone

small decline in the rate of formation of small enterprises, while similar analysis in the original central London zone showed no discernible effect on the enterprise population in the area¹.

⁶⁶⁷ Traffic and congestion patterns in the Western Extension are somewhat different from those in the original central zone. For example, there is a higher proportion of vehicles driven by local residents, average speeds are higher and the intensity of congestion is somewhat lower. Meanwhile, there is slightly lower provision

of public transport than in the original zone – albeit still very good – which makes alternative journeys a little more awkward for those, both residents of the zone and non-residents, who would prefer to switch to alternative modes to avoid the charge.

⁶⁶⁸ The effects of the Western Extension have been lower than the original zone, with a decrease in traffic entering the Western Extension of around 10 to 15 per cent compared with a reduction of around 15 to 20 per cent in traffic entering the

¹ The Impact of the Congestion Charge on the Dynamics of the Enterprise Population, 2008, Beta Model Ltd

original zone. In round terms, the daily charge has resulted in a 10-minute saving on a round trip into and out of the original central London zone. The same charge delivers savings of around five minutes on a round trip into and out of the Western Extension – half the benefit for the same charge.

5.27.4 The future of the Western Extension of the central London Congestion Charging zone

- ⁶⁶⁹ In 2008 the Mayor held an informal consultation on the future of the Western Extension. This set out options of removing the zone, keeping it as it is, or changing it, for example, by charging only at peak times. Overwhelmingly, respondents to this informal consultation favoured the removal of the Western Extension. The public consultation on the draft of this MTS confirmed the strong public support to remove the Western Extension, though stakeholder views were more divided.
- ⁶⁷⁰ Those responding to these consultations who argued in favour of removing the Western Extension highlighted a range of concerns. Stakeholders, businesses and members of the public raised concerns about the impact of the charging on the local economy.
- ⁶⁷¹ Concerns have also been raised over social impacts from charging, such as community severance at the northern boundary of the Western Extension.
- ⁶⁷² In light of the concerns raised in consultation and in other forums, and because of the relatively lower benefits of the Western Extension, the Mayor proposes that TfL should make a Variation Order to remove the Western Extension and to focus Congestion Charging in the original central London zone where the benefits of the scheme and local conditions make a charge throughout the day more economically justifiable.
- ⁶⁷³ Those currently paying the charge to access the Western Extension would gain by not paying the charge, although there would be a reduction in income for TfL. An alternative package of measures would be used in pursuit of the outcomes that the Western Extension had been intended to achieve and to mitigate the impact of its withdrawal.
- ⁶⁷⁴ The return of the currently deterred traffic to the Western Extension area would tend to increase congestion there. The measures that the Mayor is proposing that should act to mitigate increases, include:
- The accelerated introduction of computer optimised traffic light timings in the area to reduce delays and improve management of traffic flows
 - Improved management of streetworks through the LondonWorks permit scheme and the use of steel plating to cover excavations when work is not in progress
 - Reviews of traffic signal locations and timings

- Increased CCTV coverage of roads in the Western Extension area to allow remote observation by the London Traffic Control Centre and facilitate intervention when incidents occur
 - Improving information to help people make informed journey plans and make the most efficient use of the road network
 - Ongoing improvement to the TLRN, and to the local road network in the Western Extension area through Local Implementation Plans
 - Other measures in the Mayor's smoothing traffic flow programme, and measures to improve freight efficiency, such as FORS
- ⁶⁷⁵ Action will be taken to encourage the use of sustainable modes such as the Mayor's Cycle Hire Scheme and Cycle Superhighways, travel planning for schools and businesses, and funding car club bays in the Western Extension area to allow for expansion of these schemes which reduce car ownership and use.
- ⁶⁷⁶ Possible increases in air quality pollutant emissions arising from additional traffic (which are very small in the context of London as whole) would be mitigated by a number of other measures set out in this strategy and the Mayor's Air Quality Strategy, in particular, extensions to the LEZ. Related increases in emissions of CO₂ would be tackled on a London-wide basis.

⁶⁷⁷ While it is unlikely that these measures would fully offset the impacts of returning traffic on congestion, complete mitigation would require road capacity to be allocated away from other worthwhile schemes such as improvements that have been made to the urban realm, priority for sustainable modes, and space that is available for the Mayor's Cycle Hire Scheme.

⁶⁷⁸ However, the removal of the Western Extension would be likely to reduce by a few per cent traffic and congestion in the original central London zone because some traffic which currently passes through the original zone on the way to, or from, the Western Extension would revert to driving around it to avoid paying a charge.

5.27.5 Removal of the Western Extension and continued operation of the remaining central London Congestion Charging zone

⁶⁷⁹ The GLA Act provides that the Western Extension of the central London Congestion Charging zone may only be revoked if it appears desirable or expedient for the purpose of directly, or indirectly, facilitating the achievement of any policies or proposals set out in the MTS. The revocation must be contained in an order.

⁶⁸⁰ In accordance with proposal 128, TfL will consult the public and stakeholders on a variation order for the revocation of the Western Extension of the central London Congestion Charging zone, providing an opportunity for interested parties to make

representations on the proposed change including its conformity with the MTS.

- 681 In deciding whether to confirm the order the Mayor will have regard to the requirements of the GLA Act and any representations and objections received in response to consultation.
- 682 Regardless of the proposed removal of the Western Extension zone, the Mayor will continue to operate the Congestion Charging scheme in the remaining central London zone. He will consider opportunities to improve the scheme as they arise, for instance, through the development of new technologies, feedback from scheme users or stakeholders, or the emergence of new examples of best practise, to ensure it continues to provide the best possible means of achieving the desired outcomes of the MTS.

Proposal 128

The Mayor, through TfL, subject to consultation, will remove the Western Extension of the central London Congestion Charging zone after putting in place such measures in mitigation of negative impacts as are both desirable and practicable.

Proposal 129

The Mayor, through TfL, will operate and monitor Congestion Charging in the original Central London Congestion Charging zone. The Mayor will keep the scheme under review, making variations to ensure the continued effectiveness of the policy reflects best practice, improves the operation of the scheme, or helps it to deliver the desired outcomes of the MTS.

5.27.6 Wider application of road user charging to manage demand

- 683 The TfL Business Plan for 2009/10–2017/18 does not include any extension to the remaining congestion charging arrangements or the introduction of any new area based congestion charging as a Mayoral initiative. As set out in Figure 42 (in section 5.6, Managing the road network), some form of demand management in areas beyond the central London Congestion Charging zone may be required in the longer term if congestion becomes an increasing problem or if other objectives (for example, environmental aims or the need for additional investment in transport) cannot otherwise be met. The application of road user charging may be explored in the longer term in other circumstances where it can be appropriately tailored to local conditions and suitably implemented.

- 684 Charging in local areas would only be considered with the Mayor working in partnership with local authorities to evaluate the potential for local schemes to support the delivery of the desired outcomes set out in this strategy. Charges or tolls to support specific infrastructure improvements, such as river crossings, might also be examined.
- 685 Investment in public transport, better management of the road network, smarter travel initiatives and support for a shift to walking and cycling, as illustrated in Figure 42, will help to mitigate the congestion impacts of forecast population and economic growth. This approach will ensure more reliable journey times on the road network than would otherwise be the case. Along with measures to promote cleaner vehicles, this will also help to reduce emissions of both CO₂ and air pollutants.
- 686 Beyond this, in the longer term, additional levers such as road user charging may be considered, if needed, to help achieve the Mayor's desired outcomes for London. The Mayor is currently considering further phases of the Low Emission Zone. In the future, potential funding options for the package of river crossings may also be considered. Decisions on the mix of demand management measures that might be deployed across London, the relative priority accorded to such interventions and their potential timing, will depend on the effectiveness of the policy levers in achieving the goals and outcomes of the strategy, the final shape of the London Plan and other considerations. Any proposals in the longer term for road user charging would, by

law, be subject to full public and stakeholder consultation, allowing the Mayor to consider public attitudes alongside other salient factors before making a decision.

Proposal 130

The Mayor, through TfL, and working with the London boroughs and other stakeholders, if other measures are deemed insufficient to meet the strategy's goals, may consider managing the demand for travel through pricing incentives (such as parking charges or road user charging schemes). This would depend upon there being a reasonable balance between the objectives of any scheme and its costs and other impacts. Any scheme would need to take account of local conditions, as well as the impact on surrounding regions, and to be fair and flexible relating charges to the external costs of travel with sensitivity to time of day, and with scope for discounts or exemptions for specific user groups. The Mayor will also consider imposing charges or tolls to support specific infrastructure improvements, such as river crossings.