

## **Appendix 1 – Consultation materials:**

**Information Leaflet and Questionnaire**

**Supplementary Information**



on the future of the  
**Congestion harge Western Extension**

MAYOR OF LONDON

Transport for London 

## Introduction from the Mayor of London

I was elected in May on a manifesto in which I committed to taking proper account of Londoners' opinions on the issues that affect them. I promised to hold a consultation on the future of the Western Extension of the Congestion Charging Scheme, which was introduced in February 2007.

I start this consultation with an open mind as to what should happen with the Western Extension – whether it should be retained in its present form, removed or changed to address specific needs of the area and its users. The responses will inform my policy decisions on the Western Extension and will be taken into account when I revise my statutory Transport Strategy in due course.

I look forward to hearing your views and working with you.

Boris Johnson  
Mayor of London

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## Purpose of this leaflet

The Mayor has asked Transport for London (TfL) to seek Londoners' views on the future of the Western Extension of the Congestion Charging Scheme.

The results of this consultation will help inform the Mayor's decision on whether the Western Extension should remain as it is; be removed; or whether it should be altered. The Mayor will also take account of the views of key stakeholders. This initial, non-statutory consultation would need to be followed by a set of statutory processes if any changes are to be made to the Western Extension.

The very earliest that the Western Extension could be removed is at the end of 2009, but some changes to the scheme would require longer implementation timescales.

We are keen to hear your views. There is a questionnaire at the back of the leaflet which we hope you will complete or you can respond online at [tfl.gov.uk/westernextension](http://tfl.gov.uk/westernextension)

The consultation will end on Sunday 5 October 2008.

## Options set out in the leaflet

This consultation is a chance for you to comment on potential changes to the Western Extension. In this leaflet, TfL presents three main options for the Western Extension:

Option 1	Keep the Western Extension as it is
Option 2	Remove the Western Extension
Option 3	Change the Western Extension

## Changes to the scheme

Under Option 3, TfL has been considering some specific changes to the way in which the scheme operates. Possible changes include:

### A: Make the charge easier to pay by introducing payment accounts

An account facility could be implemented to make it easier for people to pay the charge and reduce the risk of receiving Penalty Charge Notices. This would also enable residents to pay for single charging days. This change would apply to the whole scheme.

### B: Introduce a charge-free period in the middle of the day in the Western Extension

TfL could introduce a charge-free period during the middle of the day in the Western Extension so that drivers could travel there free of charge during this period, provided they did not also travel during the charged morning or afternoon periods of the same day. TfL is still working through the practical and operational implications of such an approach, and it is possible that it might only be available to account-holding drivers.

### C: Increase the Residents' discount to 100%

The Residents' discount is currently 90%, payable for a minimum of five consecutive charging days. TfL is considering the possibility of increasing it to 100%, so that residents of the Western Extension or the original central London Congestion Charging zone who are registered with TfL would not be required to pay the charge to travel in either part of the zone.

TfL is seeking your views on these changes, but we would also like to hear of other ideas you may have that could improve the way that Congestion Charging operates.

This leaflet presents some initial analysis of the likely impacts of these options on conditions in the Western Extension, and also describes the changes for individual users of the zone.

Unless it is explicitly stated otherwise, it is assumed throughout this leaflet that the original central London Congestion Charging zone will continue to operate as it does at present.

## Background information on the Scheme

The Congestion Charge is an £8 daily charge for using a vehicle on public roads within the charging zone Monday to Friday 7.00am-6.00pm, excluding weekends and public holidays and between 25 December and 1 January inclusive.

On 19 February 2007 the Congestion Charging zone was extended westwards. A programme of complementary measures, including enhanced bus services, was introduced to accompany the scheme. As with the original zone, funds were also made available to local authorities to mitigate any potential traffic and parking issues arising from the extension, particularly around the boundary.

The extended central London Congestion Charging zone currently operates as one zone, with the same charges, discounts and exemptions applying no matter where you drive in the zone. There is no charge for driving on the boundary roads around the zone and there are also a number of routes that enable vehicles to cross the zone during charging hours without paying. Please see the map on pages 6 & 7.

Residents of the zone who are registered with Transport for London (TfL) are eligible for a 90% discount from the charge, meaning that they pay £4 for five consecutive charging days. Some residents living just outside the charging zone are also eligible for this 90% discount. There is a range of other discounts and exemptions available to certain categories of vehicles and individuals, such as Blue Badge holders.

The Mayor has confirmed that the previous plans to introduce a £25 daily charge for vehicles with the highest emissions of carbon dioxide (CO<sub>2</sub>) and a 100% discount for vehicles with the lowest emissions of CO<sub>2</sub> will not go ahead.

### Revenue

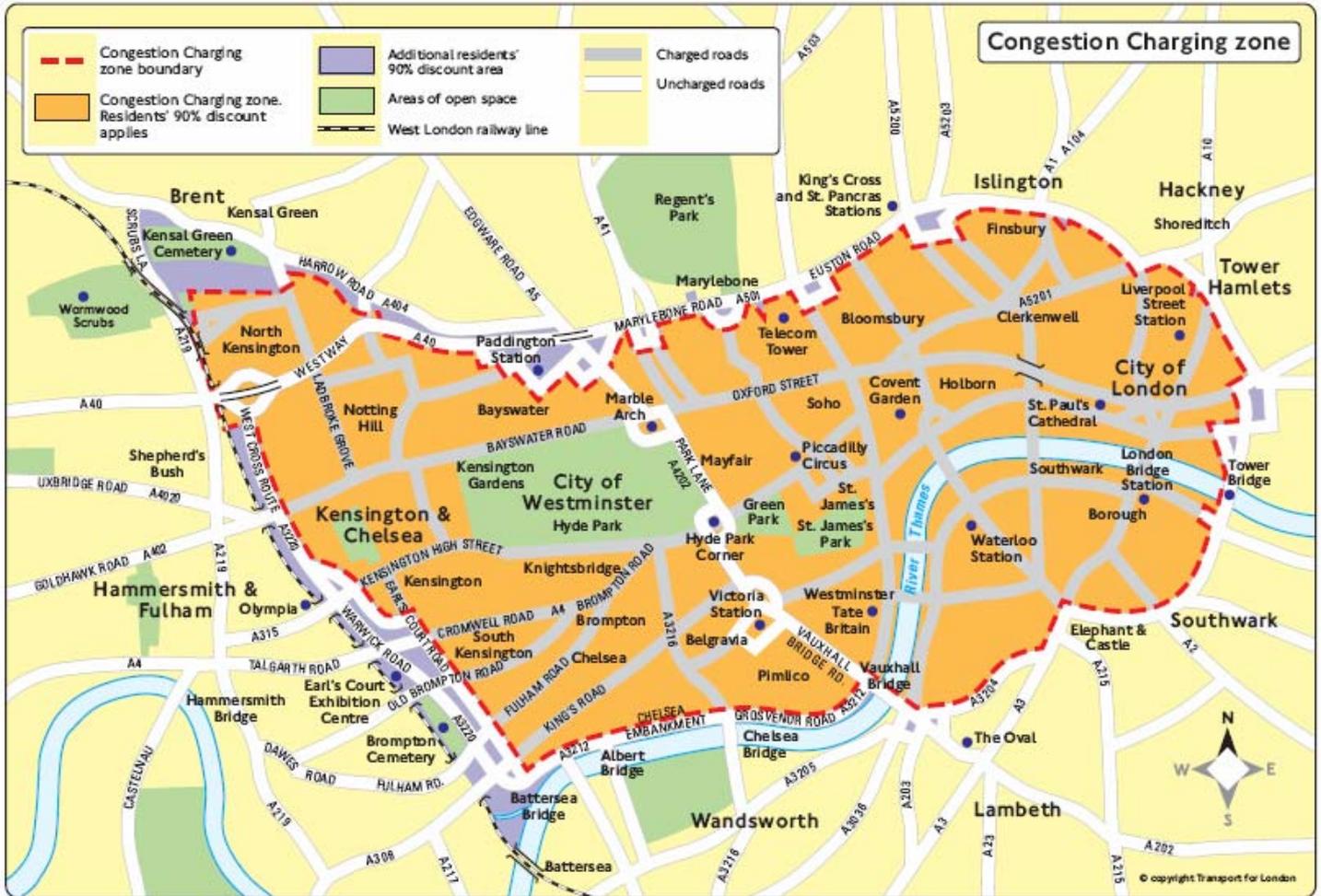
By law, all net revenue earned from Congestion Charging has to be spent on improving transport in London. In 2007/8, after accounting for costs, the Congestion Charging scheme generated around £137m in net revenues that were invested in transport in London.

## Impacts of the Western Extension

As expected, traffic in the Western Extension has been reduced by the scheme, with 30,000 fewer cars entering the area each day; a 10% reduction in circulating traffic. Congestion Charging has also helped to reduce vehicle emissions and encouraged people travelling in the area to use public transport, or to walk or cycle.

Initially there was a significant reduction in congestion in the Western Extension of around 20%. Traffic volumes remain well below those seen before the Western Extension was introduced, but other changes (including significant development and road works) have increased congestion again. TfL will seek to tackle this through enhanced road management. It is clear that without the Western Extension in place, congestion would be worse.

TfL's monitoring indicates that the extended Congestion Charging zone (the original central London plus the Western Extension) has had a broadly neutral effect on business and the economy. Early monitoring of impacts on business in the Western Extension has shown some mixed outcomes though it is too early to fully evaluate whether these are directly associated with the introduction of Congestion Charging or related to wider economic and business conditions. In light of this we are keen to hear the views of business owners and employers as part of this consultation.



## Western Extension zone options

This consultation is an opportunity to reflect on potential options that the Mayor and Transport for London (TfL) are considering for the future of the Western Extension. You can give your views on these in the questionnaire at the end of this leaflet.

The various choices are intended to allow you to select those which best address your needs and the needs of the area, but please use the space provided to give details of any other changes that you think could make the scheme work better.

On the following pages you will find descriptions of the options – how they could work, the wider impacts they might have and descriptions of the charges that would apply if they were implemented.

## Option I – Keep the Western Extension as it is

The Western Extension would remain in place and continue to operate as it does at present: an £8 daily charge for using a vehicle on public roads within the Congestion Charging zone Monday to Friday 7.00am-6.00pm. There would continue to be a range of discounts and exemptions available to certain categories of vehicles and individuals.

This option would preserve the benefits of the Western Extension, including significant reductions in traffic (around 30,000 fewer cars every day) and also reductions in emissions.

### Implications for Drivers

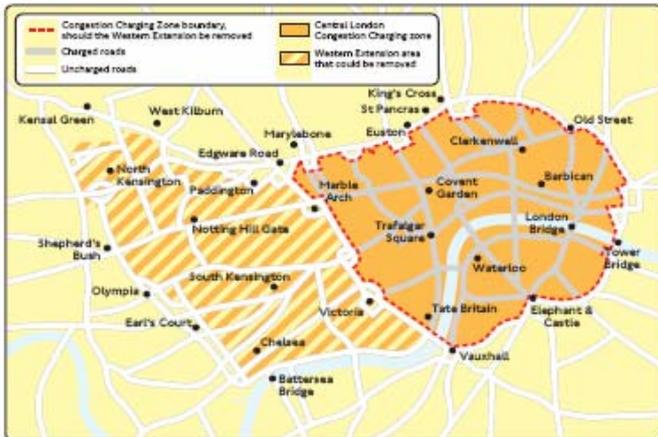
Driver in the zone not eligible for Residents' discount or other discount or exemption	Driver registered for Residents' discount living in the Western Extension	Driver registered for Residents' discount living in the original central zone
£8 charge applies Mon-Fri 7am-6pm	90% discount on travel in the whole charging zone	90% discount on travel in whole charging zone

- The range of discounts and exemptions would remain the same (e.g. for Blue Badge holders).
- The Residents' 90% discount would continue to apply throughout the extended zone.

## Option 2 – Remove the Western Extension

The Western Extension of the Congestion Charging zone would be removed, returning the Congestion Charging zone back to its original size with its original boundaries in central London. The earliest this could happen is at the end of 2009.

The original zone would continue to operate, with a charge of £8 per day to drive within the zone Monday to Friday 7.00am-6.00pm. There would no longer be any charge to drive in the area to the west of the original charging zone, as illustrated in the striped area shown on the map below.



This option would lead to significant increases in traffic and some increases in total vehicle emissions in the area of the Western Extension, but would mean that drivers would no longer have to pay the charge to drive there. There would be a slight decrease in traffic in the original central London zone.

Given that road works are likely to continue and road capacity is likely to remain constrained, increases in traffic would lead to increased congestion above that experienced before the Western Extension was implemented.

When the Western Extension was introduced, bus services in the area were enhanced to support the operation of the scheme and to accommodate additional demand from people transferring to public transport. If the Western Extension was removed, Transport for London (TfL) would review whether these additional services should be retained, modified or withdrawn.

### Implications for Drivers

Driver in the zone not eligible for Residents' discount or other discount or exemption	Driver registered for Residents' discount living in the Western Extension	Driver registered for Residents' discount living in the original central zone
£8 charge applies in original zone. No charge to drive in Western Extension area	£8 charge applies in original zone. No charge to drive in Western Extension area	90% discount in original zone. No charge to drive in Western Extension area

- There would be no charge for driving in the area that used to be the Western Extension. However, residents of the Western Extension zone (and those residents living just outside the Western Extension zone who are currently eligible for the Residents' discount) would no longer be eligible for a 90% discount and would have to pay £8 a day to drive within the original charging zone.
- Residents living within the original charging zone (and those residents living just outside the original charging zone who are eligible for the Residents' discount) would continue to qualify for a Residents' 90% Discount. Residents of the Western Extension would no longer qualify for any residents' discount.
- All other discounts and exemptions would still apply in the original charging zone.

### Option 3 – Change the scheme

The following options for changing the way that the Congestion Charging scheme works are not mutually exclusive. Other changes may also be possible.

#### Option 3a – Change the scheme to make the charge easier to pay by introducing payment accounts

The Western Extension would remain in place and continue to operate with the original central London Congestion Charging zone as one extended zone with an £8 daily charge for driving within the Congestion Charging zone Monday to Friday 7.00am-6.00pm. There would continue to be a range of discounts and exemptions available to certain categories of vehicles and individuals.

##### Payment Accounts

Accounts would allow for payments to be processed automatically. As well as being convenient, this would help minimise the risk of customers incurring a penalty charge due to forgetting to pay or making a mistake (such as paying for the wrong vehicle or paying the charge and then not driving within the zone during charging hours). The earliest that payment accounts could be introduced is in early 2010. This change would apply to the whole scheme. Non account-holders would still be able to pay the charge via the existing payment channels and at the same rate as they do now.

##### Daily payments for residents

The introduction of payment accounts would enable residents to pay for single days, rather than for a minimum of five consecutive charging days as is currently the case. This would apply to the whole scheme. Payments would be taken from the relevant credit or debit card when a resident's vehicle had used the zone for a total of five charging days. The existing system of paying £4 for five consecutive charging days would be retained for those who did not opt for accounts.

This option would lead to little change in traffic, emissions, and congestion levels.

### Implications for Drivers

Driver in the zone not eligible for Residents' discount or other discount or exemption	Driver registered for Residents' discount living in the Western Extension	Driver registered for Residents' discount living in the original central zone
£8 charge applies Mon-Fri 7am-6pm	90% discount on travel in the whole charging zone	90% discount on travel in the whole charging zone

- The range of discounts and exemptions would remain the same (e.g. for Blue Badge holders).
- The Residents' 90% Discount would continue to apply throughout the extended zone.

#### Option 3b – Change the scheme by introducing a charge-free period during the middle of the day

A charge-free period would be introduced in the Western Extension during the middle of the day, for example from 11am to 2pm. Drivers would be able to drive within the Western Extension charge-free during this period, although congestion would be likely to increase. However, the charge in the original central London Congestion Charging zone would continue to apply throughout the day as it does now. Transport for London (TfL) is still considering the practical and operational implications of this change, and depending on how it is further developed, it is possible that it might only be available to account-holding drivers.

Morning e.g. 7am to 11am	£8
Middle of the day e.g. 11am to 2pm in the Western Extension	£0
Afternoon e.g. 2pm to 6pm	£8
Capped daily charge	£8

Under this example, those driving solely within the Western Extension during the middle of the day would not have to pay the Congestion Charge, but those who drive in both the Western Extension and the original zone, or in the Western Extension during the charged periods would still have to pay. The daily charge would be capped at £8, so those driving in the zone in either the morning or the afternoon charged periods, or in both, would pay £8 (the same as the current daily charge).

This option would lead to some increase in congestion and vehicle emissions in the Western Extension during the middle of the day, but there would still be reductions in the charged periods compared to a situation without charging.

#### Implications for Drivers

Driver in the zone not eligible for Residents' discount or other discount or exemption	Driver registered for Residents' discount living in the Western Extension	Driver registered for Residents' discount living in the original central zone
No charge in the middle of the day to drive within Western Extension zone. £8 during charging hours	No charge in the middle of the day to drive within the Western Extension zone. 90% discount applies during the rest of charging hours	No charge in the middle of the day to drive within the Western Extension zone. 90% discount applies during the rest of charging hours

- Existing discounts and exemptions would remain and apply to the entire zone.
- Businesses could benefit from trade and deliveries made in the middle of the day in the Western Extension when there is no Congestion Charge.

Because of the time required for the development and implementation of the necessary systems, this option could not be introduced until 2010.

#### Option 3c – Change the scheme by increasing the Residents' discount to 100%

The extended zone, which includes both the original zone and the Western Extension, would remain in place and continue to operate as it does at present for non-residents: an £8 daily charge for driving within the Congestion Charging zone Monday to Friday 7.00am-6.00pm. There would continue to be a range of discounts and exemptions available to certain categories of vehicles and individuals.

For those residents registered with Transport for London (TfL) for the Residents' discount, the changes would be:

- Residents of both the Western Extension and the original central London Congestion Charging zone (and those living just outside the charging zone who are eligible for the Residents' discount) would receive a Residents' 100% discount throughout the extended zone.

The earliest this discount system could be introduced is in 2010.

There could be some small increases in traffic, congestion and vehicle emissions under this scenario, but there would still be benefits in comparison to a situation without charging. Registered residents could drive in the zone without paying the charge.

#### Implications for Drivers

Driver in the zone not eligible for Residents' discount or other discount or exemption	Driver registered for Residents' discount living in the Western Extension	Driver registered for Residents' discount living in the original central zone
£8 charge applies Mon-Fri 7am-6pm	100% discount on driving in the whole zone	100% discount on driving in the whole zone

- Residents' discount would change to 100% discount (currently 90%)
- All other existing discounts and exemptions would remain in the extended zone.

## Impacts of the options for London

As well as affecting individual drivers, the options outlined above would have wider impacts for London, in terms of traffic and congestion. There would also be environmental impacts in terms of CO<sub>2</sub> emissions and pollutants which affect air quality. The net revenues from the Scheme which are, by law, reinvested in improvements to transport in London would also be reduced by some options. In 2007/8 the scheme generated around £137m of net revenue.

Some of the key potential impacts of each of the options are identified as below.

### Option 1: Keep the Western Extension as it is

- Benefits of reduced traffic levels, and reduced CO<sub>2</sub> and air quality emissions would remain.
- In 2010 it is projected that the scheme will raise £145-175m of net revenue per year. The Western Extension contributes a large proportion of the total revenue of the scheme and so provides a significant amount of revenue for improving transport in London.

### Option 2: Remove the Western Extension

- The benefits of reduced traffic levels and reduced air quality emissions and CO<sub>2</sub> emissions brought by the scheme in the Western Extension would be lost. Traffic and congestion would be likely to increase significantly. The original central zone would remain in place and continue to deliver benefits.
- There would be a reduction of about £70m in net scheme revenues each year for improving transport in London (from a projected average net income of £145-175m per year). The revenue from the original zone would continue to be reinvested in improving transport in London.
- If traffic and congestion levels increase there are also likely to be negative impacts on bus journey times and reliability.

## Option 3: Change the scheme

### 3a: Make the charge easier to pay by introducing payment accounts

- Net revenues for improving transport in London would be reduced by about £30m per year (from a projected average of £145-175m net scheme revenue per year), but there would be little change in traffic or congestion and emissions.

### 3b: Introduce a charge-free period in the middle of the day

- Some of the benefits of traffic reduction would be lost and congestion could significantly increase during the charge free period. There might be some increases in emissions of CO<sub>2</sub> and air quality pollutants.
- Net revenues for improving transport in London would be reduced by about £20m per year (from a projected average of £145-175m net scheme revenue per year). This does not include the financial impact of payment accounts.
- There may be some negative impacts on bus journey times and reliability.

### 3c: Increase the Residents' discount to 100%

- Traffic and congestion could increase slightly and emissions of CO<sub>2</sub> and air quality pollutants could also increase slightly.
- Net revenues for improving transport in London would be reduced by about £10m per year (from a projected average of £145-175m net scheme revenue per year).

Impacts summary table

	Traffic and congestion impacts	Environmental impacts (levels of CO <sub>2</sub> and air quality pollutants)	Impact on net revenues for investment in transport	Impacts summary
Keep the Western Extension	↔	↔	↔	The benefits of the scheme in terms of reduced traffic and emissions would be retained, and net revenues for investment in transport would be retained.
Remove the Western Extension	↑	↑	↓	Traffic levels would rise significantly, leading to increased congestion. Also some increases in CO <sub>2</sub> emissions and pollutants from vehicles. Net revenues for investment in transport would fall by about £70m per year.
Introduce accounts and residents daily payment across the whole zone	↔	↔	↓	There could be small increases in traffic and congestion levels and in vehicle emissions. Net revenues for investment in transport would fall by about £30m per year.
Introduce a charge-free period in the Western Extension	↑	↑	↓	Traffic and congestion levels could significantly increase during the free period, and there would be some small increases in emissions of both CO <sub>2</sub> and air pollutants from vehicles. Net revenues for investment in transport would be reduced by about £20m per year.
100% discount for residents across the whole zone	↔	↔	↓	There could be small increases in traffic and congestion levels and in vehicle emissions. Net revenues for investment in transport would be reduced by about £10m per year.

Key

↑ Increase	↔ Neutral impact/broadly neutral
↔ No change/small change	↓ Moderately negative impact
↓ Decrease	↑ Significantly negative impact

What happens next

This non-statutory consultation is open from 1 September to 5 October 2008 inclusive. Transport for London (TfL) will analyse the responses that have been submitted and present the results of this analysis to the Mayor of London. The Mayor will then make a decision as to how he wishes to proceed.

The Mayor can only change the central London Congestion Charging scheme provided the changes conform with the Mayor's Transport Strategy. If the Mayor decides that he wishes to make any major modifications to the way the Western Extension operates, or to revoke it, then he would have to revise the Transport Strategy to reflect this. The public and stakeholder consultation on any revision to the Mayor's Transport Strategy would last for 12 weeks and would be a second opportunity for the public to express their views on the future of the Western Extension.

TfL would also need to consult the public and stakeholders on variations to the Congestion Charging Scheme Order if any changes are to be made.

It is only once the Mayor has confirmed this variation that changes to the Scheme could actually be implemented. The earliest date by which some of the changes could be introduced is the end of 2009. This allows for the processes described above to be completed and also follows the transition to a new service provider who will be administering the scheme.

Some changes e.g. the implementation of payment accounts, may take longer dependent on their particular technical requirements. This approach would ensure that Londoners get the best value for money.

To register your views on the options in light of their projected impacts, please fill out and return the questionnaire at the end of this leaflet, or respond online at [tfl.gov.uk/westernextension](http://tfl.gov.uk/westernextension) by 5 October 2008.

## Other information

For a large print version, or audio CD please call 0844 415 4425.

This leaflet is also available in Arabic, Bengali, Cantonese, French, German, Greek, Gujarati, Hindi, Italian, Polish, Punjabi, Spanish, Tamil, Turkish and Urdu. To obtain your copy, download it at [tfl.gov.uk/westernextension](http://tfl.gov.uk/westernextension). There is also supplementary information on the website.

### Your views

If you wish to make your views on the future of the Western Extension zone known please complete the attached questionnaire and post it to the business reply address that is printed on it. (No stamp is required.)

If you wish to make any additional comments to those provided on the form please enclose these together with your form in an envelope and return to the address below. (No stamp is required.)

**Business Reply Licence Number RRYL-HTCU-ASGG**  
**Congestion Charging Western Extension Consultation**  
Chiswick Gate  
598 - 608 Chiswick High Road  
London W4 5RT

Forms and comments must be received no later than 5 October 2008. TfL cannot guarantee that any responses received after this time will be considered.

### Data Protection Statement

Transport for London (TfL) and the Mayor of London will use the information you have supplied in response to this consultation only for the purpose of assessing opinions on the future of the Western Extension zone.

Responses may be made publicly available. However, personal details will be kept confidential. You do not have to provide any personal information, but this information will help TfL to understand the range of responses. For example, responses may be analysed by postcode areas to identify local issues.

## Options for the future of the Western Extension

Transport for London want to hear your views on a number of options for the future of the Western Extension.

Please tick one or more of the options below to indicate your preference, or use the space at the bottom of the form to tell us about any other changes you would like to see made to the Western Extension.

Thank you for taking the time to tell us what you think.

### Option 1 – Keep the Western Extension as it is

### Option 2 – Remove the Western Extension

There would no longer be a charge to drive in the Western Extension: residents of the Western Extension would no longer receive a discount on travel in the original charging zone

### Option 3 – Change the way that the scheme operates

Please give us your views on the following options or use the space below to tell us about other potential changes.

**3a Introduce an account based payment system** across both the original charging zone and the western extension so that drivers can have the charge debited from an account automatically, and would not have to worry about forgetting to pay the charge and getting a penalty charge. It would also allow residents to pay for single charging days travel in the zone.

Strongly support  Support  Neither  Oppose  Strongly oppose  Don't know

**3b Introduce a charge-free period in the middle of the day in the Western Extension.** Driving in the original zone, or during charged hours in the Western Extension, would still cost £8.

Strongly support  Support  Neither  Oppose  Strongly oppose  Don't know

**3c Increase the residents' discount from 90% to 100%** across both the original charging zone and the western extension so that residents would not be liable to pay the charge.

Strongly support  Support  Neither  Oppose  Strongly oppose  Don't know

Please use the space below to tell us about any other changes you would like to see made to the Western Extension.

For office use only

<input type="checkbox"/>							
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## Questions about you

In what capacity are you responding to this consultation?

Please tick one box:

- As an individual  
 As a representative of a business or organisation

What is your postcode?

Are you:

- Male  Female

What is your ethnic background? Tick one

- Asian/Asian British  Black/Black British  
 Chinese  Mixed Ethnic Background  
 White  Other Ethnic Group

What is your age group? Tick one

- Under 16  16-24  25-44  
 45-64  65+

How often do you drive in, or through, the Congestion Charging zone during Monday to Friday 7.00am to 6.00pm?

- 5 days a week  
 3-4 days a week  
 1-2 days a week  
 A few times a month  
 Every month or so  
 Every few months  
 Once or twice a year  
 Less often than once or twice a year  
 Never  
 Don't know

If you are responding as an individual, please indicate if you are registered for the Residents' 90% Discount

- Yes  No

If yes, do you live in the Western Extension?

- Yes  No

If you are responding as a representative of a business, please indicate the nature of your business

- Retail  
 Finance, insurance, real estate  
 Services  
 Manufacturing  
 Wholesale  
 Transport and distribution  
 Communications and utilities  
 Construction  
 Charity  
 Other

Does the business or organisation you represent operate in London?

- Yes, in the Western Extension  
 Yes, in the original Charging zone  
 Yes, but not in the Congestion Charging zone  
 No

Business Reply Plus  
Licence Number  
RRYL-HTCU-ASGG



Congestion Charging  
Western Extension Consultation  
Chiswick Gate  
598-608 Chiswick High Road  
London  
W4 5RT

■ **Data Protection Statement** ■

Transport for London (TfL) and the Mayor of London will use the information you have supplied in response to this consultation only for the purpose of assessing the proposals. Responses may be made publicly available. However, personal details will be kept confidential. You do not have to provide any personal information, but this information will help TfL to understand the range of responses. For examples, responses may be analysed by postcode areas to identify local issues.



**Transport for London**

**Future of the Western Extension  
to the central London Congestion Charging scheme**

**Supplementary Information  
to support public consultation**

**1 September 2008**

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## Introduction

The Mayor has asked Transport for London (TfL) to seek views on the future of the Western Extension zone of the Congestion Charging Scheme.

This is a non-statutory consultation. It will help inform the Mayor's decision on whether the Western Extension should remain as it is; should be removed; or whether it should be altered.

Anyone with an interest in the future of the Western Extension can make their views heard.

If any major changes are to be made to the Western Extension, this consultation would need to be followed by a set of statutory processes.

The earliest that the Western Extension could be removed or changes could be made to the scheme is at the end of 2009, but some changes to the scheme would require longer implementation timescales and could not be delivered until 2010.

As well as consulting on whether to **keep** or **remove** the Western Extension, TfL has been considering some specific **changes** to the way in which the scheme operates. Possible changes are:

- a. **Making the charge easier to pay by introducing payment accounts:** TfL is investigating how an account facility could be implemented to make it easier for people to pay the charge and reduce the risk of receiving Penalty Charge Notices. This would also enable residents to pay for single charging days.
- b. **Introducing a charge-free period in the middle of the day in the Western Extension:** a charge-free period could be introduced in the Western Extension during the middle of the day, e.g. from 11.00am to 2.00pm. TfL is considering the practical and operational implications of this change, and it is possible that it might only be available to account-holding drivers.  
(Accounts to allow automatic payment of congestion charges are being considered by TfL.)
- c. **Increasing the residents' discount to 100%:** the residents' discount is currently 90%, payable for a minimum of five consecutive charging days. TfL is considering the possibility of increasing the discount to 100%, so that residents of the original zone and residents of the Western Extension who are registered with TfL for the Residents' Discount would not be required to pay the charge to travel in the Western Extension or the original central London Congestion Charging zone.

Unless it is explicitly stated otherwise, it is assumed that the original central London Congestion Charging zone will continue to operate as it does at the moment.

TfL is also keen to hear about other changes you consider could improve the scheme or help to address the specific needs of the users of the Western Extension zone.

A leaflet, which summarises the proposals, is available as part of the consultation.

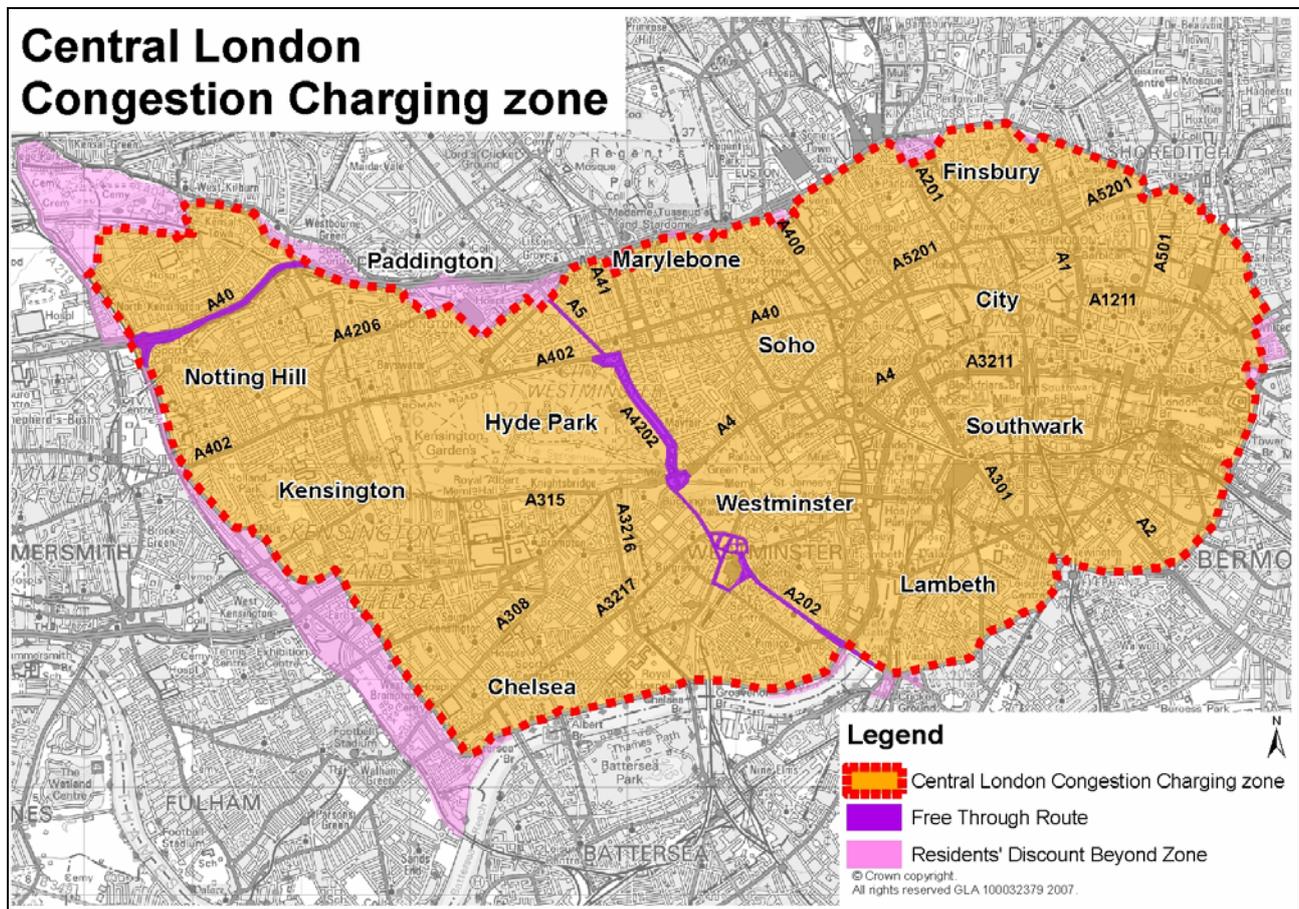
This supplementary information provides more detail on conditions in the Western Extension before Congestion Charging was introduced; current conditions in the Western Extension; and the potential impacts of the proposals. It aims to facilitate greater understanding of the proposals for the future of the Western Extension.

# Background to the Congestion Charging Western Extension

## Western Extension zone

The Western Extension was introduced in February 2007 to help tackle traffic congestion in the area by reducing the levels of traffic travelling into and through the zone. It was implemented as an extension to the original central London Congestion Charging zone and the same £8 daily charge applies to drive or keep a vehicle on a public road in either – or both – areas, Monday to Friday, 7.00am-6.00pm.

The Western Extension zone is the yellow shaded area to the west of the A5 / A4202 / A202 shown on the map below. This road (from Edgware Road to Vauxhall Bridge) operates as a charge-free through-route for anyone wishing to simply drive across the zone. Areas in pink indicate buffer zones where residents are currently eligible for the residents' discount.



This section provides some background about the extension of the scheme.

## Why the Western Extension was introduced

TfL considered various geographical extensions of the original central London Congestion Charging zone. The revision to the Mayor of London's Transport Strategy which allowed for the further development of the proposal was published in August 2004, after public and stakeholder consultation. TfL's recommendation for an extension to the west took account of the following factors:

- the intensity of traffic congestion – the presence of high levels of traffic congestion during the working day

- public transport provision – the level of existing public transport accessibility and capacity for drivers transferring from their cars
- boundary/diversionary routes – the scope for drivers not wishing to enter an extended charging zone to avoid it without creating materially adverse impacts for other locations around the zone
- the scale of an extension – the practical limits on the maximum size of an extension, influenced by constraints associated with enforcement and communications technology, the use of a flat-rate charge, and the implications for a residents' discount.

TfL judged that the area to the west of the central London zone had the following features:

- it suffered significant traffic congestion during the day
- the area was well served by public transport
- there were suitable routes around the boundary for traffic wishing to avoid the charging zone
- a scheme could be operated using the same technology and systems as the existing zone.

For these reasons TfL considered that an extension to the west offered the most promising opportunity to extend the benefits of the central London scheme with the least likelihood of significant operational and implementation problems.

### **Congestion levels in the Western Extension**

Congestion is the delay experienced by road users, most noticeably as the time spent stationary in traffic queues. The level of congestion on the roads is calculated by measuring the time taken to travel a representative 'basket' of routes and comparing it with the time taken to travel the same routes during the theoretically un-congested night time. The difference, in minutes per kilometre, is congestion.

TfL's surveys showed that the Western Extension area had high average congestion levels compared with other areas adjacent to the original charging zone. It was the most congested area of Central and Inner London outside the original charging zone.

### **Complementary measures and the Real Time Traffic Management programme**

When the Western Extension was introduced, TfL made funds available to affected London boroughs to fund schemes which they proposed in mitigation of any potential adverse effects arising from it. The programme was based on a comparable programme introduced for the original central London Congestion Charging zone.

Up to £16 million was originally allocated to the Western Extension Complementary Measures programme and in total £8million was spent over the three year period 2005/06 to 2007/08 – this included £ 5 million for borough schemes and around £3 million to TfL schemes. In the current financial year, further expenditure of £0.7m is forecast for the three remaining borough schemes. The £7m under-spend on this programme was declared as a saving.

A wide range of traffic schemes was introduced including mitigation measures for potential problems such as rat-running in residential areas just outside the zone boundary and carriageway works on the zone boundary and the approaches. Some 48 schemes were implemented including road improvements and cycle schemes, and a £1m contribution was made to the construction of a new railway station at Imperial Wharf.

As with the original zone, funds were also made available to local authorities to mitigate any potential parking issues arising from the extension, particularly around the boundary. No discernible changes in the pattern of commuter parking around the zone have been identified.

In addition to this programme a further £5 million was spent on installing 45 schemes associated with the Real Time Traffic Management Programme to assist with traffic at junctions.

## **Additional bus services related to the Western Extension**

Complementary bus measures in and around the Western Extension were introduced as part of the bus network development process. The measures took account not only of the extra demand arising from the introduction of the Western Extension zone but also new residential, office and retail developments.

In terms of additional capacity, an extra 4,800 bus spaces were provided to serve the Western Extension zone during the morning peak.

## How the Western Extension is working

The following data is taken from the central London Congestion Charging Sixth Annual Monitoring Report, published in August 2008. It is available at <http://www.tfl.gov.uk/assets/downloads/sixth-annual-impacts-monitoring-report-2008-07.pdf>.

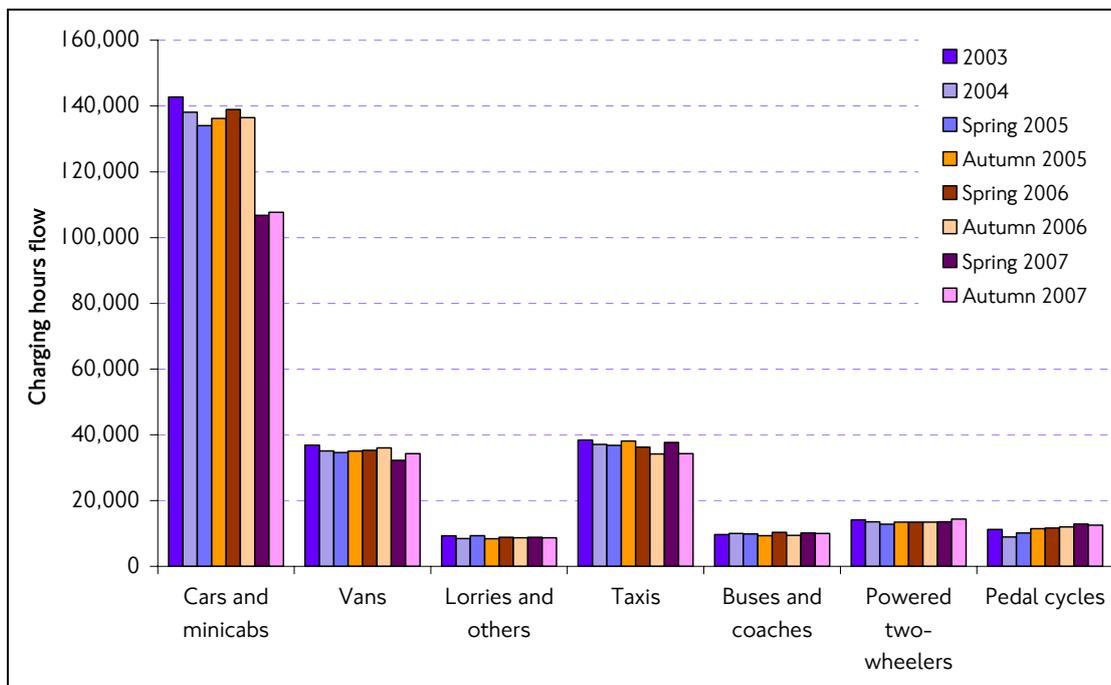
### Traffic

TfL's extensive traffic monitoring programme has shown that the traffic response to the introduction of the Western Extension was immediate and lasting and compares well with TfL's prior expectations for traffic reductions in the extension.

Traffic (vehicles with four or more wheels) entering the Western Extension during charging hours reduced by 14 percent, around 33,000 vehicles per day, during 2007 compared with pre-extension conditions of 2005/06.

### Traffic entering the Western Extension zone across all inbound roads.

#### Charging hours, 07:00 to 18:00, 2003 to 2007



Traffic leaving the extension zone also decreased by 14% during charging hours.

Traffic circulating within the Western Extension zone (vehicles with four or more wheels) during charging hours reduced by about 11 percent.

About a third of the traffic reduction was due to the diversion of through journeys; the remainder was caused by transfers to public transport or changes to journey patterns.

The boundary route and the free passage route functioned well with no overall increase in traffic volumes as a result of the Western Extension.

**Observed traffic entering the Western Extension during charging hours  
- with estimates of fully chargeable vehicles.**

Trip type	Cars	Vans	Lorries	<i>Estimated fully chargeable vehicles</i>	Taxis	Buses and coaches	Total 4(+) wheeled vehicles
<b>Before Western Extension</b>							
Central zone users	47,000	17,000	5,000				
Non-central zone users							
- Exempt, discounted	31,000	2,000					
- Terminating	47,000	13,000	3,000	64,000			
- Through	13,000	3,000	1,000	17,000			
Observed total	138,000	36,000	9,000	81,000	35,000	10,000	227,000
<b>After Western Extension</b>							
Central zone users	50,000	17,000	5,000				
Non-central zone users							
- Exempt, discounted	31,000	2,000					
- Terminating	21,000	11,000	3,000	36,000			
- Through	4,000	3,000	1,000	8,000			
Observed total	107,000	33,000	9,000	44,000	35,000	10,000	195,000
<b>Percentage change</b>	-22%	-7%	0%	-45%	0%	2%	-14%

The above table shows observed traffic volumes both before and after the introduction of the extension. The values in the table represent TfL's current 'best assessment' of the changes, looking across the available traffic volume data but also drawing on camera-based analyses of trip patterns and changes to charge payment patterns, as tracked by the operational processes for the scheme.

The observed changes generally lie towards the lower sensitivity end of TfL's anticipated range. A somewhat higher proportion than expected of the vehicles entering the Western Extension zone are eligible for the residents' discount or other exemption.

### **Traffic congestion**

Initially there were significant congestion reductions in the Western Extension of around 20 percent.

Traffic volumes still remain well below those seen before the Western Extension was introduced, with around 33,000 fewer vehicles entering the zone each day. But subsequent changes in the area, such as major development and utility works, have resulted in increased congestion.

Currently, congestion levels are broadly the same as those experienced in 2006, prior to the introduction of charging. However, without the Western Extension in place, congestion would be significantly worse.

The deterioration in the performance of the road network inside the Western Extension was observed from late summer 2007. It coincided with the start of street works associated with a major mixed-use development near one of the key road junctions within the Western Extension zone – Knightsbridge / Brompton Road / Sloane Street – known as 'Scotch House Corner'.

The development has required significant temporary modifications to the junction including lane closures and consequent adjustments to traffic signals. These modifications are estimated to have

removed up to half of the effective vehicular capacity at this key junction. A sense of the scale of the temporary works can be gained from the photograph overleaf, taken in July 2008.

Another key junction, close by on the boundary route at Grosvenor Place / Hobart Place / Lower Grosvenor Place / Grosvenor Gardens, was the subject of significant signal timing adjustments in June 2007 to bring the pedestrian crossing timings up to current standards. The junction is close to Victoria Station and so caters for significant volumes of pedestrians. The timing adjustments have reduced the effective capacity available for vehicular traffic.

Using a computer model of traffic conditions, TfL has simulated the combined temporary impact of the works at Scotch House Corner and the impact of the additional pedestrian time at the nearby Grosvenor Place junction on the traffic performance of the Western Extension road network.

The key conclusions of this work were that the impacts of the traffic management works to accommodate the development and traffic signal adjustments at these two junctions are significant. It is estimated that they are directly responsible for about one-third of the loss of congestion benefits from the traffic reductions inside the Western Extension.

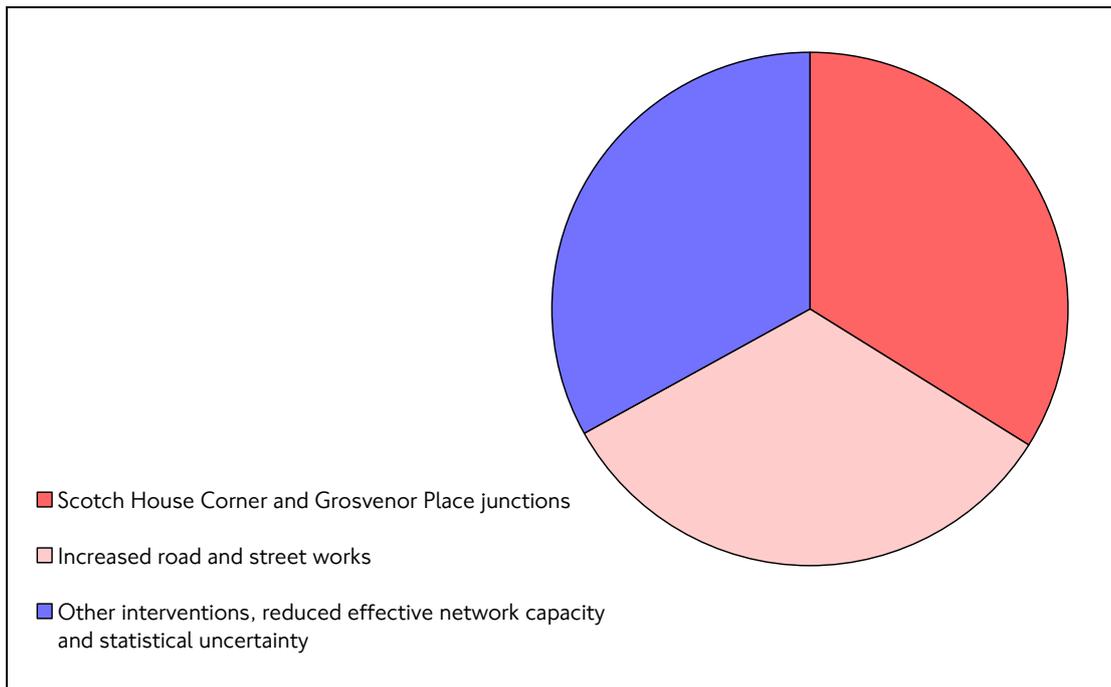
The model suggests the reduction in capacity at these junctions is causing a proportion of traffic to divert away from this locality, thereby placing an additional traffic load on other parts of the Western Extension road network. This finding is corroborated by the incidence of congestion recorded by surveys using moving cars, which show a general deterioration across the network, rather than an exaggerated impact at the locality itself.

The traffic management arrangements to accommodate the temporary work at Scotch House Corner have tended to favour traffic moving between Brompton Road and Hyde Park Corner. Whilst this is rational in traffic management terms, it tends to exacerbate the 'wider network' impact of these works.

The 'geography' of the road network inside the Western Extension further exacerbates these impacts. There are a limited number of east-west radial routes through the zone, with Hyde Park located immediately to the north of Brompton Road, and the River Thames to the south. The Scotch House Corner Junction is located at the convergence of three of these major roads – Sloane Street, Brompton Road and Knightsbridge – while capacity for east-west traffic has also been reduced at the Grosvenor Place / Hobart Place junction.

The increase in property development, public utility works and streetworks and other interventions have all affected the availability of road space in the charging zone and contributed to the loss of congestion relief, as shown in the chart below. The result is that even with 33,000 fewer vehicles per day, there is less available roadspace and so the reduction in vehicles has not been matched by a reduction in congestion. In fact, the loss of roadspace has meant that congestion in the Western Extension has now increased to approximately pre-charging levels.

## TfL's estimation of the share between the different causes of loss of congestion benefits inside the Western Extension zone



### Public transport use

During 2007 the number of bus passengers entering the Western Extension zone increased by 6 percent during charging hours and 9 percent across the morning peak period. At the same time overall bus network capacity increased by around 17 percent, resulting in a reduction in average bus vehicle occupancies.

In 2007, around 8 percent more people entered the Western Extension area by Underground during charging hours. However, this increase in Underground usage is in line with the background trend of increased usage reflected across the entire Underground network and therefore cannot be attributed directly to the Western Extension.

### Vehicle emissions

By reducing the volume of traffic circulating within the original charging zone and improving the efficiency with which it circulates, it was estimated that the original Congestion Charging zone in 2003 had been directly responsible for modest reductions of around 8 percent in road traffic emissions of oxides of nitrogen ( $\text{NO}_x$ ); 7 percent in emissions of fine particulate matter ( $\text{PM}_{10}$ ); and 16 percent in carbon dioxide ( $\text{CO}_2$ ). These reductions have diminished as congestion levels in the original zone increased from 2006 onwards. However, improvements to the emissions performance of road vehicles more generally have had a beneficial impact which is reflected in traffic across London.

Trends in actual measured air quality reflect the influence of a wide range of factors. It has not been possible to identify a clear 'Congestion Charging effect' on measured air quality in the original charging zone.

Initial estimates of the impact of the traffic changes brought about by the Western Extension on emissions of key air pollutants suggest that the reduced traffic volumes have led to reductions inside the extension zone of around 3 percent in  $\text{NO}_x$ , 4 percent in  $\text{PM}_{10}$  and 7 percent in  $\text{CO}_2$ .

These reductions are smaller in magnitude than those associated with early years of the original central zone, reflecting general and continuing improvements in vehicle performance. They

exclude any benefit from traffic speed changes, given the reversal of the initial effects on congestion during 2007.

Long term trends for measured air quality show effectively stable average concentrations of key pollutants. Absolute pollutant concentrations and trends at individual site groups largely reflect site-specific influences as well as medium-run weather patterns. These influences are again seen to be considerably more significant in determining local pollutant concentrations than are the impacts of Congestion Charging on vehicle emissions.

## **Pedal cycling**

During 2007, 12 percent more pedal cycles entered the Western Extension during charging hours compared with pre-extension conditions of 2005/06. This reflects an increase in cycling activity in the Congestion Charging zone following the introduction of Congestion Charging here in 2003 and a wider increase in the popularity of cycling across London.

## **Reported road accidents**

Recent years have seen significant reductions in reported personal injury road traffic accidents, reflecting wider TfL and Borough road safety initiatives. TfL estimated that the original charging scheme had contributed to an additional reduction of between 40 and 70 collisions involving personal injury per year in the central London charging zone and on the Inner Ring Road over and above what would have been expected from these wider background trends. There was no evidence of a disproportionate change to the number of collisions involving two-wheeled vehicles in or around the charging zone that might have been attributable to the traffic impacts of the scheme, with increases in the numbers of these vehicles following the introduction of charging.

With only partial data available for 2007 and some data consistency issues it has not yet been possible to assess fully the impact of the Western Extension on road accidents. Nevertheless, the available data so far indicates reductions in most categories of reported accidents in the Western Extension area.

## **Business and the economy**

TfL has a wide ranging monitoring programme examining the business and economic impacts of charging in the Western Extension zone. The programme uses a mix of independent 'official' data sources, complemented by TfL surveys.

The latest analysis shows positive business and economic performance in the Western Extension zone before the introduction of charging in 2006, with rising business turnover and profitability, and strengthening property markets. Since the introduction of the Western Extension, indicators show some mixed initial results. Six to nine months into 2007, businesses reported weaker sales and profitability. This compares with strong performances in 2006, but may predominantly mirror developing trends in the wider economy. Footfall and property markets show a continuation of past trends.

It is still too early to fully evaluate the business and economic impact of the Western Extension zone because some of the most robust and comprehensive research has yet to be released for the period. For example, data is not yet available on employment growth, numbers of business units and new VAT registrations reflecting business start-ups and closures.

## **Social inclusion**

Surveys carried out before and after the introduction of charging in the Western Extension found that the introduction of charging has encouraged residents, workers and visitors to reduce their travel to the area by car during charging hours.

Although car users were most likely to have reduced car travel for shopping and leisure, there was little evidence of any impact on access to shops and services; where respondents had been deterred from travelling by car they had generally switched to a different mode of travel.

Similarly, there was no evidence of any negative impact on social interaction with family and friends for most respondents, although some disabled people and carers reported a reduction in visits, leading to a loss of support and feelings of loneliness for some.

On balance, residents, workers and visitors to the Western Extension and London residents in general considered that bus service supply and journey times, traffic congestion and car journey times, and air quality and the environment had improved since the introduction of charging in the Western Extension.

Around one in three Western Extension users who were liable to pay the congestion charge reported finding it difficult to afford. Those on a lower income were more likely to have found the charge difficult to afford, at around 50 percent of those with a household income of less than £20,000 a year compared to 15 percent of those with a household income of more than £75,000 a year. Residents were as likely as non-residents to say that the charge was difficult to afford, despite the 90% residents' discount.

The majority of Londoners surveyed felt that the introduction of charging had not made much difference to them, with around 15 percent stating that they were better off and around 15 percent that they were worse off as a result of the scheme. However, only around one in six London residents travel into the Western Extension in the course of a year.

In general, those travelling in the Western Extension zone appear to have adapted well to any changes brought about by the introduction of charging and there is little evidence of a detrimental impact on quality of life. Many feel that aspects of the area have improved since the introduction of Congestion Charging such as air quality and environment, traffic congestion, bus service supply and journey times. However, for those who do drive in the zone and pay the charge, a minority find the charge difficult to afford.

## **Why consult on changing the Western Extension?**

The Mayor pledged in his election manifesto to hold a consultation on the Western Extension in order to take account of the views of those with an interest in the area.

There have been some calls to remove the Western Extension reflecting concerns about its introduction and its impacts. The implications of this option are considered in this consultation.

Alongside this, there is the option to keep the extension as it is. Transport for London's monitoring of the Western Extension show that the scheme has successfully reduced traffic levels in the zone. Surveys conducted as part of the monitoring programme for the scheme also reveal that residents still feel that it is important to tackle congestion in the area.

The possibility of changing the scheme is also considered. TfL is looking at ways to potentially adjust the scheme to retain its benefits while addressing some of the issues that have been raised, for example, through the introduction of payment accounts.

This consultation provides an opportunity to see if the scheme could be altered to better tackle the specific needs and issues of the area, informed by those who live in and use it.

## **The wider context**

Charging began in the Western Extension in February 2007. Due to the statutory processes and practical implications involved, the earliest that it could be wholly removed is in late 2009, and some changes would take longer.

Developments and background changes complicate comparisons between the impacts of implementing the scheme and the impacts of removing or changing it. In summary these changes fall into the following categories:

- changes in the general economic context, which affect demand for travel
- longer term behavioural changes in response to the charge
- interventions on the road network which affect the flow of traffic and congestion levels
- changes in the characteristics of the vehicle fleet, which affect emissions
- changes in public transport provision
- changes in the relative attractiveness of the charged area
- the appointment of a new contractor to administer the Congestion Charging scheme.

Given this wider context and the potential changes, a precise assessment of the impacts of the scheme in the future is very complex. The effect of removing the scheme will not be a simple reversion to the conditions that prevailed prior to its introduction.

It is important to note that many of these factors are not reflected in the preliminary appraisal that has been undertaken on the options which are being presented for consultation.

### **Changes in the general economic context**

Inflation decreases the value of money and hence the deterrent impact of the charge. This effect can be compounded by increasing personal and corporate incomes.

The experience with the original zone would suggest that these effects will take some time to become significant.

Nevertheless, the implications of the current 'credit crunch' and the increases in fuel prices and vehicle excise duty add a degree of uncertainty to these effects and to any assessment of even a 'simple' removal of the extension.

### **Longer-term behavioural change**

When an intervention is made which causes individuals to change their behaviour, some changes can take time to emerge. Other changes can persist even beyond the duration of the intervention itself. For instance, people might have changed their behaviour in response to Congestion Charging in ways that they find they prefer, perhaps choosing a different time to go shopping or a different mode of transport which has turned out to suit them better for some reason. Equally they might make changes to their behaviour which are sufficiently long-term as to mean that they cannot immediately, or practically, revert to their previous travel behaviour – such as moving house, moving jobs, or acquiring public transport season tickets.

In these cases, removing or changing the Western Extension would not lead them to change their behaviour back to what it was prior to the intervention. This effect would to some extent mute the effect of removing or altering the Western Extension.

### **Interventions on the road network**

As outlined in the Traffic congestion section, measures unrelated to Congestion Charging have reduced effective network capacity. In effect the increased street works and other changes have taken up road space and reduced carrying capacity. Despite the sustained reduction in vehicular traffic in the Western Extension of some 14 percent compared to pre-charging levels, congestion or

traffic delays are now comparable to those experienced before the scheme was extended in February 2007.

Although some of these interventions, such as the roadworks associated with property developments or public utility infrastructure replacement programmes, are likely to be temporary in nature, others may have longer-term or permanent effects.

Transport for London will endeavour to mitigate the effects of these interventions through improved traffic management to reduce congestion.

If the lost effective capacity were restored to the network, and the Western Extension were retained, the area would be likely to experience marked improvements in traffic delays compared to the current situation.

If the Western Extension were removed, any restoration of effective network capacity would be offset by the reintroduction of, at least, a proportion of the traffic that has been deterred from the area. Traffic delays might not improve to the same extent and overall would be worse than current conditions.

Many of the constraints on effective network capacity are likely to persist for some time. This makes it difficult to project the effect of removing or altering the Western Extension zone. Persisting reductions in effective network capacity in 2009 would increase the congesting effect of traffic returning to the network following the amendment or removal of the Western Extension. This issue is considered further in the Traffic and congestion impacts section.

### **Changes in the emissions characteristics of the vehicle fleet**

The vehicle fleet in London in 2009/2010 will in be somewhat 'cleaner' than the fleet of 2007 – reflecting gains from the background turnover of the vehicle fleet. So total emissions of air quality pollutants from vehicles in the zone would not return completely to the levels experienced prior to the introduction of the scheme, even if the extension were to be removed altogether and all previously deterred vehicles were to return. Carbon dioxide emissions characteristics of the vehicle fleet are expected to improve to a lesser extent.

### **Changes in public transport provision**

Changes which will have taken place between 2007 and late 2009 include the implementation of new bus services which are likely to have made a small contribution to the reduced demand for car passenger travel, above-inflation increases in train fares which will have made the Congestion Charge relatively less expensive, and potentially increased crowding on the Underground network which again could have a small impact on car passenger travel.

Collectively these and any other effects add to the difficulties of projecting the local effects of any adjustments to the Western Extension.

### **Changes in the relative attractiveness of the Western Extension**

A notable effect in this regard is likely to be Westfield London, the very large shopping centre (150,000 square metres) at White City, just beyond the western boundary of the extension zone. This is due to open in late 2008, with parking for 4,500 vehicles and new public transport facilities.

It is likely that this shopping centre will draw some of its custom from areas that are within the boundary of the Western Extension and that, even if the scheme were amended or removed, some of these customers would not return to the extension area.

### **The appointment of a new contractor to administer the charging scheme**

A new contractor takes over the day-to-day operation of the Congestion Charging Scheme in November 2009. The new contract will substantially reduce the cost to TfL of some aspects of

running the scheme. All other things being equal, this will result in increased net revenues for TfL for investment in transport in London.

## **Description of the proposals**

The following sections detail the changes that TfL is consulting on for the Western Extension. They are not necessarily mutually exclusive, nor are they exhaustive – there are clearly other potential options for change. Some that have been suggested include finishing charging in the Western Extension earlier in the afternoon or altering the scheme's boundary.

Respondents are invited to suggest any changes that they consider would improve the Western Extension for those who visit, live, or work in it.

### **Option 1 – Keep the Western Extension as it is**

The Western Extension would remain in place and continue to operate as it does at present: an £8 daily charge for using or keeping a vehicle on public roads within the Congestion Charging zone Monday to Friday, 7.00am to 6.00pm.

The range of discounts and exemptions would remain the same: for instance for Blue Badge holders. The 90% residents' discount would continue to apply throughout the extended zone.

This option would preserve the benefits of the scheme including the significant reduction in traffic and the amelioration of vehicle emissions.

### **Option 2 – Remove the Western Extension**

The Western Extension of the Congestion Charging zone would be removed, returning the Congestion Charging zone back to its original size with its original pre-2007 boundaries. This would be subject to the statutory processes that would be necessary if the scheme were to be removed and the earliest this could be delivered would be late 2009.

The original zone would continue to operate, with a charge of £8 per day to drive within the zone between 7.00am and 6.00pm Monday to Friday. There would no longer be any charge to drive in the area that used to be the Western Extension.

Residents of the Western Extension zone, and those residents living just outside the Western Extension zone who became eligible for the residents' discount when the Western Extension was introduced, would no longer be eligible for a 90% discount and would be liable for the £8 daily charge to drive within the original central zone.

All existing discounts and exemptions would still apply in the original Central London zone.

Only residents living within the original charging zone (and those residents just outside the original charging zone who are eligible for the residents' discount) would qualify for the 90% residents' discount.

Drivers would no longer have to pay the charge to drive in the Western Extension. This would lead to increases in traffic and congestion in the area. There would be some increases in vehicle emissions but no discernible difference in air quality. There would be a slight decrease in traffic and vehicle emissions in the original central London zone.

If effective road capacity in the extension area remains constrained, at least to some extent, increases in traffic would lead to potentially significantly increased congestion compared to current conditions, above the level experienced before the Western Extension was implemented.

When the Western Extension was introduced, certain bus services in the area were enhanced to support the operation of the scheme and to accommodate additional demand from people

transferring to public transport. If the Western Extension was removed, TfL would need to review whether these additional services should be retained, modified or withdrawn.

### **Option 3a: Make the charge easier to pay by introducing accounts**

The Western Extension would remain in place and continue to operate as one extended zone with the original central London Congestion Charging zone, as it does at present: an £8 daily charge for using a vehicle on public roads within the Congestion Charging zone Monday to Friday 7.00am to 6.00pm.

There would continue to be a range of discounts and exemptions available to certain categories of vehicles and individuals, including the residents' discount of 90%.

#### **Payment Accounts**

Accounts would allow for payments to be processed automatically. Payment methods may include debit cards, credit cards and Direct Debit. As well as being convenient, this would help minimise the risk of customers incurring a penalty charge due to forgetting to pay or making a mistake (such as paying for the wrong vehicle or paying the charge and then not driving within the zone during charging hours). For fleet accounts, Direct Debit would remain the payment method. Non account-holders would still be able to pay the charge via the existing payment channels and at the same rate as they do now.

Payment accounts would apply to the whole extended Central London charging zone.

Because of the time required to allow for the development and implementation of the necessary systems, and in order to avoid the risks of introducing a new scheme operator and a major scheme change concurrently, the earliest this could be delivered would be in early 2010.

#### **Daily payments for residents**

The introduction of payment accounts would enable residents to pay for single charging days, rather than for a minimum of five consecutive days as is currently the case. Payments would be taken from the relevant credit or debit card when a resident's vehicle had used the zone for a total of five charging days, or after a certain period of time, perhaps weekly or monthly. The existing system of paying £4 for five consecutive charging days would be retained for those who did not opt for accounts. This option would apply to the whole scheme area.

The range of discounts and exemptions would remain the same (eg for Blue Badge holders). The 90% residents' discount would continue to apply throughout the extended zone.

This option would be likely to lead to relatively modest increases in traffic and congestion levels.

Because of the time required to allow for the development and implementation of the necessary systems, and in order to avoid the risks of introducing a new scheme operator and a major scheme change concurrently, the earliest this could be delivered would be in early 2010.

### **Option 3b: Introduce a charge-free period during the middle of the day in the Western Extension**

A charge-free period could be introduced in the Western Extension during the middle of the day, for example from 11.00am to 2.00pm; subject to statutory processes.

This option would allow charge-free access in the Western Extension for part of the day. Under this example, those driving solely within the Western Extension during the middle of the day would not have to pay the Congestion Charge, but those who drive in both the Western Extension and the original zone, or in the Western Extension during the charged periods would still have to pay. The

daily charge would be capped at £8, so those driving in the zone in either the morning or the afternoon charged periods, or in both, would never pay more than £8 (the same as the current daily charge).

<b>Morning e.g. 7.00am to 11.00am</b>	<b>£8</b>
Middle of the day e.g. 11.00am to 2.00pm (Western Extension only)	£0
Afternoon e.g. 2.00pm to 6.00pm	£8
Capped daily charge (both zones)	£8

TfL is considering the practical and operational implications of this change, and it is possible that it would only be available to payment account-holding drivers.

The charge in the original Central London zone would continue to apply throughout the day as it does now. Existing discounts and exemptions would remain and apply to the entire zone.

Businesses may be able to take advantage of this free period, for example, in terms of making deliveries in the middle of the day in the Western Extension when there is no Congestion Charge.

This option would lead to some, potentially significant, increases in traffic congestion during the non-charged period in the Western Extension, though there would still be reductions during charged periods compared to a situation without charging. The impacts of a charge free period would depend on the time and duration of the free period.

Because of the time required for the development and implementation of the necessary systems, this option could not be introduced before 2010.

### **Option 3c: Increase the residents' discount to 100%**

The extended zone, which includes both the original zone and the Western Extension, would remain in place and continue to operate as it does at present for non-residents: an £8 daily charge for driving within the Congestion Charging zone Monday to Friday 7.00am and 6.00pm. There would continue to be a range of discounts and exemptions available to certain categories of vehicles and individuals.

Residents of the whole extended zone, including both the original zone and the Western Extension (and those residents living just outside the charging zone who are eligible for the residents' discount) registered with TfL for the residents' discount would receive a 100% residents' discount throughout the whole extended zone. Non-residents would see no direct change from the way the scheme operates now.

All other existing discounts and exemptions would remain unchanged.

There could be some small increases in traffic congestion and vehicle emissions under this scenario, but there would still be benefits in comparison to a situation without charging.

This discount system could not be introduced before 2010.

### **Impacts of the proposals**

This section covers some of the key impacts of the options under consultation. It covers:

- Traffic and congestion impacts
- Business and economic impacts
- Social impacts
- Environmental impacts
- Health impacts
- Financial impacts

The specific impacts of each of the options are detailed under each of these headings.

## Traffic and congestion impacts

TfL has conducted a preliminary appraisal of the possible impacts of the options for the Western Extension. Further survey work and more detailed analysis would be required to support the statutory consultations required to take forward any of the options other than simply keeping the Western Extension in place.

The term 'benefits' is used to mean an economic evaluation of the effects of Congestion Charging on traffic, including changes in journey times, accidents, and fuel consumed.

### Assuming effective network capacity remains as it is currently

The simplest view of the comparative impacts of the proposals is to ask what would happen were they implemented in the context of current network conditions (ie assuming that effective road network capacity or performance stays at its current levels). This is the basis on which the impacts of the options have been illustrated in the public leaflet accompanying the consultation and it allows a valid comparison of the options.

The following analysis of the traffic impacts of the options therefore assumes that network capacity remains constrained at its present levels. This amounts broadly to a 15% reduction in effective road network capacity compared to pre-extension conditions.

### Summary table of traffic impacts in the Western Extension

Western Extension compared to 2008 £8 (current effective capacity)	Entering traffic volume change (%)	Circulating traffic volume change (%)	Speed change (%)	Congestion change (%)	Benefits change (£million)
Retain Western Extension	0	0	0	0	0m
Remove Western Extension	+11 to +17	+7 to +13	-7 to -13	+15 to +25	-55 to -80
Introduce accounts	+1 to +2	+1 to +2	-1 to -2	+1 to +3	+10 to -20*
Introduce £8-0-8 charging	+1 to +4	+1 to +3	-1 to -3	+2 to +6	-7 to -15
Introduce 100% residents' discount	0 to +1.5	0 to +1	0 to -1	0 to +2	0 to -6

\* includes impact on original central London zone and gains to chargepayers from easier payments

### Traffic impacts: Option 1 – Keep the Western Extension (assuming current network capacity)

Since this option would not lead to any changes in traffic volumes, and given no increases in network capacity, then all things being equal, there would be no changes in congestion attributable to this option.

### **Traffic impacts: Option 2 – Remove the Western Extension (assuming current network capacity)**

In broad terms, removing the Western Extension would lead to the return of much of the previously deterred traffic, of the order of some 11 to 17 percent of entering traffic. These increases are slightly smaller than the reductions seen on the introduction of the scheme reflecting reduced network capacity. Circulating traffic inside the area would increase by some 7 to 13 percent. Smaller increases would be seen outside the area, although much of the boundary route would experience a reduction in traffic as some through-traffic which previously diverted along it to avoid the charge would revert to travelling through the area.

There would be some small decreases in traffic volumes entering the original central London Congestion Charging zone – reflecting the impacts of the removal of the residents' discount from the residents of the former Western Extension, and the loss of the deterrent effect on journeys which include destinations in the Western Extension, which currently have no incentive not to use the central zone because the charge covers both parts of the zone.

The likely impact on congestion of wholly removing the Western Extension is hard to quantify precisely, but assuming the network capacity remains constrained as at present, the increase in traffic would mean an increase of around 15 to 25 percent on current congestion levels.

This also represents a 15 to 25 percent deterioration in congestion compared to the conditions which prevailed before the introduction of the Western Extension. The situation would be worse than it would otherwise be because of the capacity constraints that have occurred since February 2007.

This could mean that a typical journey into and out of the Western Extension area would take up to five minutes longer than at present (mid-2008). There might be slight decreases in congestion or delay on the Western Extension boundary route, and also possible small decreases in congestion the original central London zone.

Overall, accounting for reductions in time-savings benefits, induced traffic, and the benefits afforded to drivers newly able to travel in the area, the removal of the Western Extension would lead to a loss of traffic and user benefits of some £55-80m per year, at 2008 prices and values.

### **Traffic impacts: Option 3a – Make the charge easier to pay by introducing payment accounts (assuming current network capacity)**

The primary effect of introducing account-based payment for the Congestion Charging scheme would be to reduce the effort required to comply with it. This effort is known technically as 'compliance cost', and it constitutes one aspect of the burden the scheme imposes on its users. It would also remove the loss of 'unused charges' and the threat of penalty charges for account users – as payment would be automatic. However, these changes would mean some increase in the likelihood of drivers coming into or crossing the zone and hence increased congestion.

TfL's preliminary appraisal produces increases of roundly 1 to 2 percent in traffic levels and 1 to 3 percent in congestion inside the zone. This would apply also to the original zone. The effect of these changes on the monetised traffic and user impacts of the scheme is more uncertain; the preliminary appraisal suggests some +£10 million to -£20 million benefits per year .

### **Traffic impacts: Option 3b – Introduce a charge-free period in the middle of the day in the Western Extension (assuming current network capacity)**

The effect of introducing a period during the charging day during which no charge applies in the Western Extension would be to increase traffic in the extension area during that period. Since the full £8 standard charge would continue to apply throughout the charging day in the original zone, and in the Western Extension during the charged hours, there will only be a certain proportion of drivers who are able to shift the time of their journey to take advantage of this charge-free period.

TfL's preliminary appraisal estimates that there might be an increase in entering traffic of some 1 to 4 percent in the Western Extension under this scenario across the day. During the period when the Western Extension is not charged, there might be more significant increases in traffic.

The increases in traffic in the Western Extension would be likely to lead to increases in congestion of some 2 to 6 percent across the charging day. However, in reality this increase would be highly concentrated in the uncharged period – where more significant increases in congestion might be possible (potentially up to around 20 percent). Due to the particular complexity of assessing this option, and its sensitivity to the definition of the 'free period', these projections can only be considered indicative.

The total benefits brought by the scheme would be likely to fall by some £7m to £15m per year, related chiefly to reductions in time-savings benefits.

### **Traffic impacts: Option 3c – Increase the residents' discount to 100% (assuming current network capacity)**

Because drivers entitled to the residents' discount represent a small proportion of overall drivers – albeit a significant proportion of drivers in the zone on any given day – increasing their discount to 100% would lead to small or negligible increases in overall traffic and congestion levels both within the extended zone and outside it. These increases would lead to a small decrease in the time-savings benefits of the scheme, which would partially be offset (in benefits terms) by the increase in utility for residents.

### **Potential changes in network capacity**

It is possible that some of the loss in effective network capacity or performance may be regained, for example as more temporary factors such as roadworks or construction works come to an end or mitigation measures by TfL are introduced.

TfL has thus also undertaken an analysis of the impact of the options under consideration in the context of a potential increase in network capacity in the future. As noted in the Wider Context section, there are many other changes that may have taken place by 2010 which could affect the impacts of all the options. However, these are not reflected in the current modelling and thus they are not a comprehensive forecast of likely conditions in 2010.

TfL has assumed that by 2010, about two-thirds of the current lost capacity might be regained. This would suggest that in 2010 there could be a reduction in effective network capacity of around only 5% compared to the period before charging was introduced in the Western Extension.

If this is the case, then for all the options that are being consulted on, the outcomes in terms of traffic and congestion would be better than under the present constraints – although the relative impacts of the different options would be the same.

One important implication of this is that the option to keep the Western Extension in its present form would have a more positive impact than indicated above. In terms of congestion an improvement of perhaps 8 to 16 percent on current conditions is possible. With restored effective capacity and sustained reductions in traffic, the decongestion effect of retaining the Western Extension would be more in line with the impacts of the scheme in its early months.

It is also the case that if effective capacity is restored to the network, the impacts of removing the Western Extension would be different in practice. Traffic impacts would be mitigated to some extent by the reduced constraints on capacity; however the situation would be worse than with charging in place.

## **Business and economic impacts**

### **Economic impacts: Option 1 – Keep the Western Extension**

TfL's assessment of the business and economic impacts of the Western Extension indicates that:

- There appears to be a falling long term background trend in weekly footfall in the Western Extension zone but it pre-dates the introduction of Congestion Charging. Furthermore, similar trends have been seen during weekends when charging does not apply. Immediately following the introduction of charging in the Western Extension zone, in early 2007, there was no marked change in the level of weekly shopper footfall.
- Only between 5 to 10 percent of shopper and diners, based on on-street surveys, used a car to access the Western Extension zone. Over 90 percent of on-street shoppers and diners in the Western Extension said that they had not changed their shopping trips since February 2007 when the congestion charge was extended to the area.
- Of the 10 percent who said they had changed their shopping and dining out trips since charging was introduced, most had moved to public transport instead of car use or made fewer journeys to the area. There was no notable change in average daily spending levels for shoppers and diners related to the introduction of charging.
- In the opinion of business owners and employers in the Western Extension zone (based on telephone interviews) their sales and profitability had declined since charging was introduced in the Western Extension zone in 2007. This compares with particularly strong business performance in 2006.

Therefore, the early monitoring of business scheme impacts of the Western Extension has given some mixed indications though it is too early to fully evaluate whether these are directly associated with the introduction of Congestion Charging or more difficult wider economic and business conditions. Based on TfL's extensive monitoring programme of Congestion Charging in the central London charging zone it is expected that the impact of the Western Extension zone on business activity will be broadly neutral in aggregate over the medium to long term if the scheme remains as is, although this is contrary to the beliefs expressed by respondents to the telephone survey and some anecdotal evidence.

The cost of paying the charge reduces the disposable income of individuals. This may lower spending levels in the charging zone reducing business sales and profitability. However, surveys of on-street shoppers and diners revealed little change in overall average daily spending levels related to charging.

It is important to note this assessment is in the context of background general growth in the economy, which has been a key feature of economic trends in London over the last five years or so. However, there are growing signs that economic growth across the capital is now slowing quite rapidly with property and retail sectors particularly weaker than earlier in the year.

It is important to caution that difficult business trading conditions in the medium term, as the economy is projected to slow further, may compound any individual negative impacts of the scheme altering overall perceptions of the business and economy impact of the Western Extension zone.

The ongoing business impact of charging in the Western Extension zone will also require further assessment in the context of the new White City retail development, opening in October 2008. This is projected to displace shoppers and diners from a number of competing retail centres including town centres in the Western Extension zone.

### **Economic impacts: Option 2 – Remove the Western Extension**

Businesses using the zone during charging hours would benefit from reduced charge payment and compliance costs if the scheme no longer operated in the Western Extension. However, since the removal of the Western Extension could be expected to make congestion worse, as traffic levels rise, business operational costs associated with higher congestion would rise.

Aside from a falling background trend pre-dating charging, retail footfall in the zone does not appear to have been materially affected by the introduction of the Western Extension because the small proportion of shoppers, diners and visitors that used a car to access the area are likely, in large part, to have transferred to using public transport.

Public transport use has risen significantly, by about 8 percent according to on-street surveys of shoppers and diners, following the introduction of charging. Consequently, the removal of the Western Extension zone is unlikely to lead to a notable upturn in footfall into the area. However, if accessibility were to decrease as bus reliability worsened due to increased congestion, some people who were drawn to the Western Extension because of good public transport links could be deterred.

Those car-using visitors that stopped accessing services in the Western Extension zone or went to alternative shopping and dining locations due to the introduction of charging may return once the charge is removed if the new choices they have made are not permanent.

The cost of paying the charge reduces disposable income of individuals. This may lower spending levels in the charging zone reducing business sales and profitability. However, since surveys of on-street shoppers and diners revealed little change in overall average daily spending levels related to charging, removing the charge may also have little impact in this regard.

### **Economic impacts: Option 3a – Make the charge easier to pay by introducing payment accounts**

Making the charge easier to pay through an accounts based system could help to reduce the risk of incurring a penalty charge notice, particularly benefiting businesses, some of whom incur disproportionately high business costs due to unpaid congestion charges. Smaller businesses, unable to utilise the current Fleet Scheme, are likely to benefit in particular from this change. Business costs associated with penalty charges would fall, improving company profitability.

This change would, in all likelihood, not significantly change traffic and congestion levels in the zone and therefore is unlikely to have wider business and economy impacts, but will maintain traffic and congestion reduction (compared to removal) and so maintain some journey time benefits.

### **Economic impacts: Option 3b – Introduce a charge-free period in the middle of the day in the Western Extension**

The charge free period in the middle of the day would be likely to encourage some greater use of the zone during the inter peak.

Businesses may be able to take advantage of this if they are able reschedule short and local deliveries during the charge free period, and so reduce the financial costs of compliance. However, some of the reduction in business costs would be offset by higher journey times and lower reliability as road traffic and congestion during the charge free period would be expected to rise.

Also, some car borne shoppers, diners and visitors previously discouraged by the charge or those who may have spent less in the zone after having paid the charge may be encouraged to use the charge free period to make shopping, dining out and visitor trips to the zone. This could lead to a small increase in spending on goods and services in the zone. The scale of the business impact of the change would be partly dependent on the length of the charge free period.

### **Economic impacts: Option 3c – Increase the residents’ discount to 100%**

Car borne residents previously discouraged by the charge or those residents who may have spent less in the zone after having paid the charge may be encouraged to use the zone for shopping and dining out during charging hours. This could lead to some increase in spending on goods and services in the zone; however this is unlikely to be significant. Furthermore, this change would not, in all likelihood, materially change traffic and congestion levels in the zone and therefore is unlikely to have wider business and economy impacts.

## **Social impacts**

### **Social impacts: Option 1 – Keep the Western Extension**

Overall, TfL monitoring has shown that the majority of Londoners felt that the introduction of charging had not made much difference to them, with just under one in six respondents stating that they were better off and just over one in six stating that they were worse off as a result of the scheme.

In general, those travelling in the Western Extension zone appear to have adapted well to any changes brought about by the introduction of charging and there is little evidence of a detrimental impact on quality of life although a considerable minority of those who drive in the zone and pay the charge find it difficult to afford. More widely, many feel that aspects of the area have improved since the introduction of charging.

### **Social impacts: Option 2 – Remove the Western Extension**

Removing the Western Extension would save chargepayers the costs and effort of charge payments and the possibility of penalty charges.

Overall, survey respondents from households with a lower annual income were more likely to find the charge difficult to afford; any improvements to affordability would be particularly welcome in such households. People from black and ethnic minority backgrounds, with disabilities or long-term health problems, and families with young children are disproportionately likely to live in lower income households and to say that they find the charge difficult to afford.

Removing the zone could also benefit visitors and carers who have friends and relatives to visit inside the zone. The social impacts research programme indicates that some elderly and disabled people in the zone feel isolated. Removing the zone would give visitors and carers the opportunity to visit without paying the charge.

However, it is also important to note that lower income households are most likely to benefit from the improvements to bus services that can occur as a result of charging.

### **Social impacts: Option 3a – Make the charge easier to pay by introducing payment accounts**

A survey of people driving in the Western Extension zone and paying the charge found that four in ten had some difficulty affording the charge.

Payment accounts could potentially save chargepayers money, as they would no longer pay for days ‘just in case’ they travel by car and would have a much reduced risk of incurring penalty

charges, e.g. through forgetting to pay the charge or paying for the wrong vehicle. This should improve affordability for some drivers and, by minimising the possibility of incurring a penalty charge, also improve the predictability of costs.

Furthermore, accounts would allow residents to pay for only the days on which they drive in the zone, not for a minimum of five consecutive charging days, as at present. They would also enable residents to minimise the 'hassle' of paying the charge and the risk of penalty charges, without having to purchase an annual charge.

### **Social impacts: Option 3b – Introduce a charge-free period in the middle of the day in the Western Extension**

The introduction of a charge-free period in the middle of the day would enable some drivers to make their trips in the zone during this period and avoid paying the charge. In particular, this may benefit residents or those living around the boundary of the zone, likely to be making shorter local trips, and those travelling for shopping and leisure purposes, to visit friends and family, or to access services such as healthcare. For those drivers always or usually able to structure their travel to fit within this charge-free period, the affordability of the congestion charge would be improved.

A potential benefit of a charge-free period is that visitors and carers would have the opportunity to visit friends and relatives within the zone free of charge. This might mitigate to some extent the trend, indicated in the social impacts research programme, of a decline in such trips during the daytime, which had left some elderly and disabled people in the zone feeling isolated.

### **Social impacts: Option 3c – Increase the residents' discount to 100%**

Although residents currently receive a 90% discount, which means they pay £4 for 5 consecutive charging days, a significant minority say they find the cost of the charge difficult to afford. A survey with residents registered for the discount found that nearly three in ten reported having some difficulty affording the charge.

Lower income households were more likely to find the charge difficult to afford: around 50 percent of survey respondents with a household income of less than £20,000 per year said they always or sometimes found the charge difficult to afford, compared to 30 percent of those with a household income of between £20,000 and £75,000 a year and about 15 percent of those with a household income of more than £75,000 a year.

The introduction of a 100% discount for residents would remove any issues of affordability for this group, and would in particular benefit lower income residents of the Western Extension zone who drive.

### **General note**

In general, London residents with lower incomes are less likely to own a car and much less likely to travel by car in central London than those with higher income.

They are more likely to walk or travel by public transport and therefore benefit the most from improvements to bus services, reductions in pollutant emissions and enhancements to the urban realm.

As revenues raised by the scheme must by law be reinvested in transport improvements by TfL, lower income London residents may tend to lose out from any changes to the scheme that reduce revenues, and are less likely to gain from changes focused primarily on improving conditions for drivers.

### **Environmental impacts**

The Congestion Charging Scheme affects the environment in London and beyond in a number of ways. Reductions in total vehicle-kilometres driven and in congestion both lead to reductions in emissions of carbon dioxide (CO<sub>2</sub>) which is one of the causes of climate change. The Mayor is committed to reducing emissions of CO<sub>2</sub> in London by 60 percent compared to 1990 levels by 2025. Reductions in vehicle-kilometres and congestion can also reduce emissions of local air quality pollutants such as oxides of nitrogen (NO<sub>x</sub>) and fine particulate matter (PM<sub>10</sub>) which are harmful to human health.

This section briefly outlines the results of preliminary and indicative assessments of how the options being consulted on could affect emissions of CO<sub>2</sub> and air quality pollutants.

### **The impact of the Western Extension on vehicle emissions**

As described earlier in this document, TfL's Sixth Annual Impacts Monitoring Report shows that the traffic volume and composition changes from the introduction of the Western Extension in February 2007 resulted in lower emissions inside the zone of around 3 percent less NO<sub>x</sub>, 4 percent less PM<sub>10</sub> and 7 percent less CO<sub>2</sub>

The emissions impacts of traffic changes on the boundary route are typically increases of up to 1 percent for all three pollutants. With these small changes in vehicle emissions there would likely be little or no measurable effect on air quality inside the Western Extension or on the boundary route over the medium term.

The report noted that, given the recent trends in congestion inside the Western Extension zone, it was not reasonable at this stage to attribute any reductions from increased vehicle speeds. However, had there also been sustained congestion reductions from the scheme of the order expected by TfL, further small reductions would also have arisen.

The emissions performance of the vehicle fleet is improving year-on-year, as newer more efficient vehicles replace older ones. This gave rise to additional reductions of about 7 percent in both NO<sub>x</sub> and PM<sub>10</sub>, and 2 percent in CO<sub>2</sub> between 2006 and 2007.

### **Vehicle emissions – technical background**

TfL has sought to estimate the emissions impact of potentially removing the Western Extension in 2010, taking into account the improved general emissions performance of the vehicle fleet relative to the present, and assumptions relating to the traffic and speed (congestion) impacts of scheme removal, as described in the Traffic and congestion impacts section above.

Between 2007 and 2010 improvements in the emissions performance of the vehicle fleet are projected to reduce emissions of NO<sub>x</sub> by about 6 percent per year, PM<sub>10</sub> by about 5 percent per year, and CO<sub>2</sub> by about 1 percent per year – all relating to the area inside the Western Extension zone. **The 2010 basis for comparison is therefore one of significantly reduced absolute levels of NO<sub>x</sub> and PM<sub>10</sub> emissions from road traffic.**

Note that this is a different basis for comparison to that used elsewhere in this document; ie the projections are against a 2010 base case, not 2008, in order to exclude the significant impact of the change in vehicle fleet composition between now and 2010.

In terms of traffic volume and compositional impacts, the traffic modelling referred to above at this stage only allows for a 'global' traffic volume effect of removal, whereas the impacts of introducing the scheme were calculated on the basis of observed changes to discrete vehicle types. A projection has therefore been made on this 'global change' basis.

This allows a like-for-like comparison on the same basis as the traffic modelling, but does not reflect some of the more subtle traffic effects. For example, the number of buses observed increased in conjunction with the introduction of the extension scheme but these vehicles would

not be expected to increase in numbers again in line with general traffic were the Western Extension removed.

The projections are on an 'annual average' basis, assuming that the changes under consideration apply during weekday charging hours only and that there are no related traffic changes during non charging hours. They relate to total emissions from road traffic, and include the contribution to PM<sub>10</sub> emissions from non-exhaust sources, ie tyre and brake wear.

### **Removing the Western Extension**

As noted in the Traffic and congestion impacts section, drivers currently deterred by the charge would return to the Western Extension area if the charge were removed, though the current capacity constraints limit this to some extent by making routes through the area slower and hence relatively less attractive.

The impacts of returning traffic on the improved 'cleaner' conditions in 2010, as described above, are estimated as around 5 percent more NO<sub>x</sub>, 7 percent more PM<sub>10</sub> and 8 percent more CO<sub>2</sub>.

In addition to these impacts resulting from increased traffic volumes, there would also be additional increases in emissions reflecting lower average traffic speeds, though these would be more marginal.

On the boundary route, traffic conditions would largely return to their pre-extension state and emissions changes would correspond to those described above for the original impact of the Western Extension, ie small overall reductions of up to 1 percent.

None of these changes would be likely to have a material effect on measured air quality inside the Western Extension area or on the boundary route.

Traffic and congestion changes resulting from any of the other options under consideration would be likely to lead proportionately to smaller changes in emissions.

### **Keeping the Western Extension (assuming increased effective network capacity)**

If the Western Extension remained in place and effective network capacity were restored, there would be additional reductions in emissions due to the improved conditions in 2010. These could be up to 3 percent less NO<sub>x</sub>, 1-2 percent less PM<sub>10</sub> and up to 3 percent less CO<sub>2</sub>.

These would be additional to the reductions previously described, which have resulted from the reduction in traffic volumes from the Western Extension.

Again these changes would be unlikely to have a material effect on measured air quality inside the Western Extension area or on the boundary route.

### **Health impacts**

The principal effects of Congestion Charging on health are the impacts that it has on the emissions of harmful air quality pollutants and its effect on the number of traffic accidents. Both of these effects are achieved through reductions in the total vehicle-kilometres travelled in and around the charged area.

As explained earlier, the emissions impacts of the Western Extension are smaller than those of the original Congestion Charging zone. It has not been possible to identify a measurable change in air quality as a result of the original zone and so it is most unlikely that any change in air quality will be measurable from the western extension.

Indeed, other changes such as the ongoing improvements in vehicle technology and the introduction of the Low Emission Zone, will have more significant effects on determining air quality. Hence, it is judged unlikely that any of the options (including the total revocation of the Western Extension zone) would have measurable impacts on human health.

The data for accident rates in and around the Western Extension are not yet clear enough to show any specific impacts arising from Congestion Charging there. It is possible, however, that increases in vehicle-kilometres arising from some of the options (most notably the option of removing the Western Extension) could result in additional road traffic accidents.

## **Financial impacts**

As described above, the Congestion Charging scheme generates substantial net revenues which must, by law, be spent on improving transport in London. The potential changes to the scheme that are the subject of this consultation would affect net revenues in a number of ways: by affecting the income TfL receives from charge payments and from penalty charges; by requiring expenditure for implementation; and by affecting the ongoing cost to TfL of operating the scheme. Changes to the scheme might also impact on TfL's existing related commercial/contractual arrangements which could lead to financial penalties.

Some preliminary assessment has been undertaken to understand the general implications of the options under consideration for scheme finances – but more detailed work would be required were any of these options to be progressed further. These initial results are suitable for comparative rather than for planning purposes.

It should also be noted that beyond the impacts to the finances of the Congestion Charging scheme, there would also be impacts on borough finances if the scheme were to be altered or if the Western Extension were to be removed. For instance, if the Western Extension were removed, demand for parking in borough-controlled parking spaces would be likely to increase, as some chargeable vehicles returned to the area.

### **Financial impacts: Option 1 – Keep the Western Extension**

It is assumed that there would be no impact on scheme finances arising from this option. However, as noted above, the appointment of a new service provider to operate the Congestion Charging scheme will reduce costs. Hence, the projected average net revenues from the scheme for TfL in 2010 will be £145-£175m per year, compared to £137m for the year 2007/08.

This range constitutes the base (no change) case against which other financial impacts ought to be compared.

### **Financial impacts: Option 2 – Remove the Western Extension**

Removing the Western Extension would reduce the income that TfL receives from charge payments by some £45m to £55m per year, as drivers would no longer be obliged to pay the charge to drive within the area. Income from penalty charges would reduce by some £20m to £25m per year for the same reason. Together, these changes equate to an overall drop in gross revenue of some £65m to £80m each year.

Removing the Western Extension would reduce costs associated with processing charge payments, enquiries and other tasks, though to a much smaller extent than reductions in income – perhaps £3m to £4m per year. The one off costs associated with removing the zone would be in the region of £3m to £5m, reflecting payments to the service provider required to make changes to their operations and the removal of scheme infrastructure.

The net effect of these changes would be a reduction of some £70m per year in net scheme revenues for TfL, from a projected average net income of £145m to £175m per year.

Local authority and other car park operators could gain from additional parking charges from drivers returning to the Western Extension, perhaps of the order of £10m per year.

### **Financial impacts: Option 3a – Introduce payment accounts for charge-payers**

Introducing accounts would reduce scheme revenues. It is assumed that the income that TfL receives from penalty charges would be reduced by a substantial amount, perhaps £20m to £25m per year. This is because TfL would ensure that the correct charges were paid by account-holding customers and therefore, provided the account was properly maintained by the account-holder, they would not incur penalty charges.

There would also be a reduction (to zero) in the income from account-holding drivers who presently pay the charge in advance but do not actually travel within the zone. TfL would debit the appropriate charge if the registered vehicle were found to use the zone, and would not debit any charge if the vehicle did not use the zone.

The implementation of accounts would entail some £3m to £5m of one-off costs – including configuration changes to IT infrastructure and public information which would be necessary to advise scheme users of the new payment facility, and other items relating to changing the scheme.

Set against these negative financial impacts, accounts would lead to small reductions in operating costs of between £1 and £2m each year, relating to automated processing of charges and payments.

In summary, the net effect of these changes would be a reduction of some £30m per year in net scheme revenues, from a projected average net income of £145m to £175m per year.

### **Financial impacts: Option 3b – Introduce a charge-free period in the middle of the day in the Western Extension**

Assuming that accounts are not a pre-requisite for introducing a charge-free period in the middle of the day in the Western Extension, the impacts on scheme finances would be as follows.

Charge revenue would fall by some £10m to £15m per year, both because fewer drivers would pay the charge without using the zone and because those driving only in the Western Extension during the uncharged period of the day would no longer be required to pay a charge. Penalty charge income would be reduced by £5m to £8m each year.

The one-off costs of implementing this scenario would amount to some £3m to £5m, and operating costs would be reduced by around £1m per year.

The net result of these changes would be a reduction in net scheme revenues of some £20m per year, from a projected average net income of £145m to £175m per year.

### **Financial impacts: Option 3c – Increase the residents' discount to 100%**

The effect on scheme finances of increasing the residents' discount to 100% would be comparatively minor since residents make up only a relatively small proportion of charge paying drivers, because they pay only £4 a week to use the zone, and because residents tend to pay on average for longer periods than other categories of driver, thereby securing further period-discounts on their charges.

Charge revenue might fall by some £10m each year, as residents were no longer required to pay any charge to drive in the zone. There would be minimal impact on penalty charges, since residents receive far fewer penalty charges (pro rata) than non-residents.

Up to £1m of one-off costs would be incurred, and there would be minimal changes to operating costs. The net result of these changes would be a reduction in net scheme revenues of some £10m per year.

**Summary tables of quantified impacts  
assuming current constrained effective network capacity/performance**

<b>Traffic impacts compared to 2008 conditions</b>	<b>Circulating traffic change (%)</b>	<b>Congestion change (%)</b>	<b>Traffic benefits change (£million/year)</b>
Keep Western Extension	0	0	0
Remove Western Extension	7 to 13	15 to 25	-55 to -80
Introduce payment accounts	1 to 2	1 to 3	+10 to -20*
Introduce charge free period in Western Extension	1 to 3	2 to 6	-7 to -15
Introduce 100% residents' discount	0 to 1	0 to 2	0 to -6

\* includes impact on original central London zone and gains to chargepayers from easier payments

<b>Emissions compared to 2010 conditions with 'cleaner' vehicle fleet and with Western Extension</b>	<b>NO<sub>x</sub> emissions</b>	<b>CO<sub>2</sub> emissions</b>	<b>PM<sub>10</sub> emissions</b>
Remove Western Extension*	+5%	+7%	+8%

\* traffic impacts resulting from other options would be likely to lead proportionately to smaller changes in emissions

<b>Financial impacts compared to 2010 with Western Extension</b>	<b>Net revenue change (£ million/year)</b>
	Base: 145 -175
Keep Western Extension	0
Remove Western Extension	-70
Introduce payment accounts	-30
Introduce charge free period in Western Extension	-20
Introduce 100% residents' discount	-10

## **Indicative timetable and next steps**

This non-statutory consultation is open from 1 September to 5 October inclusive. TfL will analyse the responses that have been submitted and present the results of this analysis to the Mayor of London, Boris Johnson. The Mayor will then make a decision as to how he wishes to proceed.

The Mayor can only change the central London Congestion Charging scheme (which includes the Western Extension zone) if the proposed changes conform with the Mayor's Transport Strategy.

If the Mayor decides that he wishes to make any major modifications to the way the Western Extension operates, or to revoke it then he would have to revise the Transport Strategy to reflect this. In doing so, he must have regard to the impact in Greater London of the proposals on health, health inequalities, sustainable development, and climate change and its consequences.

The Mayor would also be required to hold a 12 week public and stakeholder consultation on any revision to the Transport Strategy, which would be a second opportunity for the public to express their views on the future of the Western Extension. This consultation would commence, at the earliest, in Spring 2009 and the whole statutory process to revise the Transport Strategy is likely to take 6 to 9 months to complete.

Once the revised Transport Strategy is in place, TfL is required by law to conduct a further public and stakeholder consultation on a formal legal variation order required to change the Greater London (Central Zone) Congestion Charging Scheme Order 2004 (as amended), which is the legal document that establishes and governs the Congestion Charging Scheme. It was this Order that was formally amended to enlarge the Congestion Charging area to cover the Western Extension.

It is only once the Mayor has confirmed this variation order that changes to the Scheme could actually be legally implemented. The earliest date by which the Western Extension could be removed is late 2009; other changes could not be introduced before 2010. This allows for the statutory processes described above to be completed and also follows the transition to the new service provider who will be administering the scheme. This would ensure that Londoners get the best value for money in terms of the cost associated with contractual and service changes.

\* \* \* \*

## **Appendix 2 – List of stakeholders consulted**

### **Black, Asian and Minority Ethnic Representative Organisations (1)**

London Discrimination Unit

### **Business Representative Organisations (15)**

British Chamber of Commerce

British Retail Consortium

CBI London

Covent Garden Market Authority

Federation of Small Businesses

Forum of Private Business

Islington Chamber of Commerce

Kensington & Chelsea Chamber of Commerce

London Chamber of Commerce and Industry

London First

New West End Company

Oxford Street Association

Regent Street Association

Visit London

Wandsworth Chamber of Commerce

### **Central Government Departments (5)**

Cabinet Office Social Exclusion Task Force

Department for Environment, Food and Rural Affairs

Department for Transport

Foreign and Commonwealth Office

Government Office for London

### **Children & Young People (1)**

British Youth Council

### **Disability and Mobility Groups (5)**

Employers' Forum on Disability

Joint Committee on Mobility of Blind & Partially Sighted People (JCMBPS)

Joint Mobility Unit

Mobilise

RADAR London Access Forum

### **Economic and Regeneration partnerships (1)**

Central London Partnership

### **Emergency Service providers (9)**

British Transport Police

City of London Police

Maritime & Coastguards Agency

Medical Despatch Ambulance Services

Metropolitan Police Service

Metropolitan Police Transport Service

Ministry of Defence Police

MoD Defence Movements and Transport Policy Division

Royal Parks Constabulary

### **Freight/haulage Representative Organisations (3)**

British International Freight Association

Freight Transport Association  
Road Haulage Association

**GLA Functional Bodies (9)**

London Climate Change Agency  
London Development Agency  
London Fire & Emergency Planning Authority  
London Health Commission  
London Sustainable Development Commission  
London TravelWatch  
Mayor's London Equalities Commission  
Metropolitan Police Authority  
Olympic Delivery Authority

**Health Organisations (10)**

Health Protection Agency  
Healthcare Commission  
London Health Observatory  
National Institute For Health and Clinical Excellence  
National Patient Safety Agency  
National Performance Advisory Group for the NHS  
National Treatment Agency  
NHS Blood and Transplant  
NHS Professionals Special Health Authority  
Regional Public Health Group London

**London Political Representatives (5)**

GLA Conservative Group  
GLA Green Group  
GLA Labour Group  
GLA Liberal Democrats Group  
GLA One London Group

**Local Government Associations**

London Councils

**London Assembly Members (25)**

**London Boroughs (33)**

City of London  
London Borough of Barking and Dagenham  
London Borough of Barnet  
London Borough of Bexley  
London Borough of Brent  
London Borough of Bromley  
London Borough of Camden  
London Borough of Croydon  
London Borough of Ealing  
London Borough of Enfield  
London Borough of Greenwich  
London Borough of Hackney  
London Borough of Hammersmith & Fulham  
London Borough of Haringey  
London Borough of Harrow  
London Borough of Havering  
London Borough of Hillingdon

London Borough of Hounslow  
London Borough of Islington  
London Borough of Lambeth  
London Borough of Lewisham  
London Borough of Merton  
London Borough of Newham  
London Borough of Redbridge  
London Borough of Richmond upon Thames  
London Borough of Sutton  
London Borough of Tower Hamlets  
London Borough of Waltham Forest  
London Borough of Wandsworth  
Royal Borough of Kensington & Chelsea  
Royal Borough of Kingston Upon Thames  
Westminster City Council

### **London MPs and MEPs (80)**

#### **Motoring Organisations (4)**

Association of British Drivers  
Federation of British Historic Vehicle Clubs  
IAM Motoring Trust  
RAC Foundation for Motoring

#### **Non-departmental Public Bodies (10)**

Commission for Equality and Human Rights  
Disabled Persons' Transport Advisory Committee  
Environment Agency  
Low Pay Commission  
Natural England  
Parking and Traffic Appeals Service  
Parliamentary Advisory Council for Transport Safety  
Royal Commission on Environmental Pollution  
Sustainable Development Commission  
The Royal Parks

#### **NHS Greater London (31)**

Barts & The London NHS Trust  
Camden & Islington Community Health  
Camden & Islington Mental Health & Social Care Trust  
Camden Primary Care Trust  
Central & NW London Mental Health NHS Foundation Trust  
Chelsea & Westminster Hospital NHS Foundation Trust  
City & Hackney Teaching Primary Care Trust  
Great Ormond Street Hospital  
Guy's & St Thomas' Hospital NHS Trust  
Hammersmith & Fulham Primary Care Trust  
Hammersmith Hospitals NHS Trust  
Imperial College Healthcare NHS Trust  
Islington Primary Care Trust  
Kensington & Chelsea Primary Care Trust  
King's College Hospital NHS Trust  
Kingston Hospital NHS Trust  
Kingston Primary Care Trust  
Lambeth Primary Care Trust  
London Ambulance Service NHS Trust

Mayday Healthcare NHS Trust  
Moorfields Eye Hospital NHS Trust  
NHS London  
North East London Mental Health NHS  
North Middlesex University Hospital NHS Trust  
North West London Hospitals NHS  
Royal Brompton & Harefield Hospital  
Royal Marsden NHS Foundation Trust  
Southwark Primary Care Trust  
Tower Hamlets Primary Care Trust  
University College London Hospitals NHS Foundation Trust  
Westminster Primary Care Trust

### **Older People (1)**

Greater London Forum for the Elderly

### **Professional Organisations (6)**

Association of Town Centre Managers  
Institute of Directors  
Institution of Highways and Transportation  
Royal Academy of Engineering  
Royal College of Nursing  
Transport Planning Society

### **Public Transport Operators (6)**

Association of Train Operating Companies Ltd (ATOC)  
Licensed Taxi Drivers' Association  
London Bus Operators' Forum  
London Motor Cabs Proprietors' Association  
London Private Hire Board  
London Private Hire Car Association

### **Regional Government (2)**

East of England Development Agency  
South East England Development Agency

### **Residents Associations**

West London Residents' Association

### **Trade Associations (5)**

Environmental Industries Commission (EIC)  
LPG Association  
Natural Gas Vehicle Association Limited (NGVAL)  
Renewable Energy Association  
Society of Motor Manufacturers & Traders Ltd

### **Trade Unions (2)**

Trades Union Congress  
Transport & General Workers Union

### **Transport & Environment Representative Organisations (19)**

Alliance Against Urban 4x4s  
Campaign for Better Transport  
Campaign for Clean Air  
CAPITAL Transport Campaign  
Carbon Trust

Cenex  
Cleaner Transport Forum  
Community Transport Association (CTA)  
CTC Working for Cycling  
Energy Saving Trust  
Environmental Protection UK (formerly NSCA)  
Environmental Transport Association  
Friends of the Earth  
Greenpeace  
Kensington & Chelsea Environment Round Table  
Living Streets  
London Cycling Campaign  
Low Carbon Vehicle Partnership  
Sustainability Alliance

**Utilities (7)**

British Gas Group  
British Telecom  
London Electricity Group Plc  
National Grid  
National Grid Transco Plc  
Royal Mail  
Thames Water

**Voluntary & Community Sector Representative Organisations (3)**

London Forum of Amenity & Civic Societies  
London Voluntary Service Council  
Volunteering England

## **Appendix 3 – Summaries of stakeholder responses**

### ***Business Representative Organisations***

#### **Confederation of British Industry London**

CBI London supports the retention of the Western Extension but with improvements. A charge-free period between 10.30am and 3.30pm should be introduced as this is long enough to deliver real gain for business. It is also important to make the payment system as flexible and user-friendly as possible. Congestion Charging on its own cannot solve London's congestion problems and a package of measures including schemes to improve traffic flow is required.

#### **The Federation of Small Businesses (FSB)**

The Federation of Small Businesses (FSB) strongly supports the removal of the Western Extension. 70% of small businesses surveyed by the FSB in September 2008 supported its abolition. The ability to pay by direct debit and a charge-free period in the middle of the day should apply across the entire Congestion Charging zone. Finally, business vehicles based inside the zone should have the same discount rights as residents.

#### **London First**

London First states that it supports the retention of the Western Extension on the basis of a number of proposed enhancements including: reducing the operational hours to 7am to 11am; the introduction of charge-payer accounts; the visible reinvestment of revenues into reducing congestion in the zone; and the separation of the Western Extension from the original central London zone. Finally, London First states that it does not propose any alterations to the charges paid by residents of the zones.

### ***Central Government***

#### **Lord Hunt (Minister of State, DEFRA)**

Lord Hunt notes the importance of safeguarding improvements in air quality in London, particularly with regard to particulate emissions. He notes that there would be negative consequences for air quality if the Western Extension was removed or if a charge-free period was introduced. He states that there should be action to keep the air quality benefits that the Congestion Charge and other initiatives have brought to London.

### ***Disability and Mobility Groups***

#### **The Disabled Persons Transport Advisory Committee (DPTAC)**

DPTAC support the retention of the Western Extension. It does not support variation in the charge by time of day because this would undermine the simplicity of the scheme.

#### **Mobilise**

Mobilise generally supports the retention of the Western Extension and the current exemption for Blue Badge holders. This exemption should continue to apply as it does at present.

## ***Freight/ Haulage Representative Organisations***

### **The Freight Transport Association (FTA)**

The Freight Transport Association notes that traffic levels would rise in the Western Extension if it were to be removed and that this would be a disbenefit to commercial operators. It is supportive of the introduction of accounts, which would allow operators of smaller fleets to benefit from easier payment facilities. Having a charge-free period in the Western Extension in the middle of the day would not be helpful to commercial operators because they have little flexibility about when to make deliveries and would most likely use both parts of the zone during the day. The FTA reiterates its view that commercial vehicles operating in the Congestion Charging Zone should be eligible for the 90% Residents' discount.

## ***GLA functional bodies and commissions***

### **London TravelWatch**

London TravelWatch supports the Western Extension and charging in general. It thinks all the change options could lead to increased congestion, but support the principle of varying charge throughout the day with a more sophisticated payment mechanism. It is opposed to any increase in the Residents' discount.

## ***Health organisations***

### **The British Heart Foundation**

The British Heart Foundation (BHF) believes that the evidence shows that Congestion Charging has been successful and is beneficial to health in London. The BHF supports keeping the Western Extension as it is, in combination with making the charge easier to pay through accounts if that is deemed necessary.

## ***Local Government Associations***

### **London Councils**

London Councils supports the introduction of accounts to minimise the risk of receiving a PCN for those who forget to pay or make a mistake such as registering the wrong vehicle. London Councils suggests that consideration be given to the possibility of linking the accounts payment facility to the Oystercard system. London Councils acknowledges the advantages of introducing a charge free-period in the middle of the day but is concerned about the likely complexity and confusion. They will not put forward a position on removing or retaining the Western Extension at this stage as it believes it is for London Boroughs and those people directly affected by the Western Extension to take a view on its future. London Councils would support measures to make the Congestion Charging Scheme more responsive such as a move towards flexible pricing to target the worst congestion.

## ***London Boroughs***

### **The City of London**

The City of London is supportive of the retention of the Western Extension provided that two separate Residents' discount zones – one for the Western Extension and one for the original central zone – are introduced. It says that while a removal of the Western Extension would reduce traffic levels in the original charging zone, this would be significantly outweighed by increases in traffic in the Western Extension itself. It supports the introduction of an accounts-based payment

system, provided that separate exemptions exist for the Western Extension and the original charging zone. It opposes an increase to the Residents' discount, noting that the increase in traffic in the City from the west can be attributed to the increase in the number of residents who became eligible for the Residents' discount. It reiterates its wish to see a form of exemption for tenants in Smithfield Market.

### **The City of Westminster**

The City of Westminster considers that the Western Extension should be removed. It does not support a charge-free period in the middle of the day but argues that charging hours should end in the early afternoon, which would still allow for essential journeys while discouraging car journeys during the morning peak. This would also benefit the pre-theatre and restaurant market which has been badly affected by the Congestion Charging zone. It supports an increase in the Residents' discount to 100% provided that it is granted to all residents of Westminster, particularly because the bus service improvements introduced in the Western Extension were not as substantive as those introduced in the original central zone.

### **The London Borough of Bexley**

The London Borough of Bexley opposes Congestion Charging in principle and believes people should be encouraged to use their cars less by providing alternative means of travel. If there is going to be a charge for using certain roads, then it should be as easy and flexible to pay as possible, so payment accounts should be introduced for any congestion charging scheme in London.

### **The London Borough of Camden**

If the Western Extension is retained the London Borough of Camden believes it should operate as a single zone for non-residents but as two separate discount zones for residents to discourage car journeys across the zones by residents. Camden also wishes steps to be taken to ensure the benefits achieved from the original charging zone are not eroded. Camden would be against the introduction of a charge-free period in the middle of the day because it would introduce complexity and might set a precedent for the original charging zone.

### **The London Borough of Hammersmith and Fulham**

The London Borough of Hammersmith and Fulham urge the removal of the Western Extension as soon as possible. Because it is on the boundary of the zone, they say that the borough suffers the effects of traffic displacement and increased pressure on parking spaces around tube stations around the border. It states that the charge has had a negative effect on local businesses and many residents find the £8 charge a heavy burden, particularly as they are not eligible for the 90% Residents' discount which applies to those living within the zone.

### **The London Borough of Havering**

The London Borough of Havering states that as it is a borough remote from the Congestion Charging zone, it does not feel that it is appropriate for it to comment on the removal or retention of the Western Extension. However it does say that any future transport interventions in London, including congestion charging, should only be introduced if there is consultation with, and support from, the affected London Boroughs and their communities.

### **The London Borough of Islington**

The London Borough of Islington is disappointed that the consultation focuses only on the Western Extension and says that it should have taken the form of a review of the whole Congestion Charging zone. It suggests that any changes are not implemented in the Western Extension until the potential impacts of rolling them out to the original central zone have been gauged. It supports the removal of the Western Extension and the introduction of accounts, but is opposed to a charge-free period and an increase to the Residents' discount.

## **The London Borough of Southwark**

The London Borough of Southwark supports the retention of the Western Extension, along with amendments to the scheme to make the charge easier to pay by the introduction of payment accounts, particularly for residents. It is concerned that removing the Western Extension would result in a significant loss in funding for public transport in London and may also lead to degradation of the central zone by setting a precedent. It does not support the introduction of a charge-free period in the middle of the day because it may be difficult for people to comprehend, and could lead to localised congestion and potentially increase the number of penalty charge notices issued. Finally it states that the Residents' discount should remain at its present level.

## **The London Borough of Wandsworth**

The London Borough of Wandsworth supports the removal of the Western Extension but, if it is retained, would support the introduction of accounts and a charge-free period in the middle of the day. The borough neither supports nor opposes increasing the Residents' discount to 100%. It states that though there have been some positive benefits from the charge, there has been little congestion benefit and TfL must take some responsibility for any failure to minimise and mitigate road works and traffic congestion on the main roads. It reiterates its request for residents of north Battersea to be made eligible for the Residents' discount.

## **The Royal Borough of Kensington & Chelsea**

The Royal Borough of Kensington & Chelsea (RBKC) notes that whilst the Western Extension has reduced traffic in the zone, congestion has returned to pre-charging levels, so it cannot be viewed as an unqualified success. On balance, a case could be made for retaining the Western Extension, but with mitigation of some of its more unappealing features. If the Western Extension is to be retained, RBKC supports an account-based system and also a charge-free period in the middle of the day – though this could cause some confusion for drivers. RBKC also supports the increase in the Residents' discount to 100%. RBKC further proposes that if the Western Extension is retained, the boundary should be extended to the West London Railway Line. Finally it states that if any major changes to the scheme are being contemplated, there should first be a public inquiry.

## ***London Assembly Members***

### **Murad Qureshi AM**

Mr Qureshi believes that some small changes to the boundary would make necessary and worthwhile improvements to a basically sound scheme and would be greatly appreciated by local residents and road users.

## ***London MPs and MEPs***

### **Harry Cohen MP**

Mr Cohen states that the Western Extension should be retained so that the income it generates can be used for improving public transport.

### **Mary Honeyball MEP**

Ms Honeyball states that she remains a supporter of the Western Extension.

### **Karen Buck MP**

Ms Buck has received 166 representations from residents, of which a small minority favour removal of the Western Extension. However, Ms Buck's own view is that the Western Extension should be retained, with some changes. These are extending the discount to all residents of Westminster; adjusting the boundary to allow further charge-free access points to the A40; and

potentially reducing the hours of operation of the charge. She notes that there are wider issues about future traffic levels should the Western Extension be removed.

## ***London Political Representatives***

### **Kensington and Chelsea Liberal Democrats**

Kensington and Chelsea Liberal Democrats wish to see the removal of the Western Extension. This would help local businesses who they say have suffered since its introduction. The Western Extension has contributed to increased congestion in the central zone now that Western Extension residents are able to drive for free in that zone. They also say that the Western Extension has not improved air quality, public transport services or road safety.

### **The London Assembly Green Group**

The London Assembly Green Group states that the Western Extension should be retained. It says that the Congestion Charge has been successful in reducing traffic in London and as a consequence, there has been a reduction in both air pollution emissions and CO<sub>2</sub>. It notes that London is already in breach of EU limit values for PM<sub>10</sub> and that removing or 'watering down' the Western Extension could possibly be quoted in any legal action. The loss of revenue from removing the Western Extension would lead to cuts in spending on public transport and go against the long term goals of the current Transport Strategy and the London Plan.

### **The London Assembly Labour Group**

The London Assembly Labour Group does not believe that the Western Extension should be removed, given the impact on traffic levels, the environment and revenues for investment in public transport. It notes that London's air quality is below the standards promoted by the EU and that the UK is facing an EU fine as a result of particulate air pollution. It states that there should be a review of the extended Congestion Charging Zone to see how it can better achieve the policy objectives of giving London cleaner air, reducing CO<sub>2</sub> emissions and promoting walking, cycling and the use of public transport. This might be achieved, for example, by relating the charge to the amount of time spent in the zone.

### **The London Assembly Liberal Democrat Group**

The London Assembly Liberal Democrat Group wish to see the Western Extension removed, saying that the present system for the Residents' discount encourages residents to use cars; that the area of the Western Extension was not justified in terms of congestion for an extension to the Congestion Charging zone; and that most residents of the area opposed its introduction. It is concerned that there are negative effects on local businesses and markets around Portobello Road. However it does support the introduction of payment accounts and believes these should be introduced in the original central zone. Finally it notes the important role of encouraging modal shift (e.g. Smarter Travel initiatives) and the new powers available to the Mayor and TfL to control planned road works.

### **The London Assembly Conservative Group**

London Assembly Conservative Group believes the Western Extension should be removed. It states that the Residents' discount has increased congestion inside the original central zone and that car journeys have become longer, with increased vehicle emissions as a consequence, as drivers seek to avoid driving within the zone. It does not believe that the cost of the scheme has been justified in terms of improvement to traffic speeds or to bus journey times.

## ***Motoring Organisations***

### **The Association of British Drivers**

The Association of British Drivers (ABD) wants the Western Extension to be scrapped, with alternative measures to tackling congestion examined. It believes the charge is a tax, introduced despite overwhelming public opposition and is failing in its primary aim to reduce congestion. The ABD comment that there is no evidence to support TfL's claim that congestion would be worse without the Western Extension.

### **The Automobile Association**

The AA states that it has no remit to comment on local policy issues which it believes are best resolved by the electoral and consultation processes in the area under discussion. However, it says that its members would opt for the removal of the Western Extension. It says that accounts should be a feature of both zones and that the charge-free period is attractive, though it has concerns about the potential for complexity and increased penalties.

### **The Institute of Advanced Motorists Motoring Trust**

IAM Trust states that there is a lack of data which clearly describes the effectiveness, or otherwise, of the Western Extension. Given this, it believes the Western Extension should be retained and TfL should identify and implement measures, e.g. traffic signal phasing which will achieve congestion reductions; introduce account payment throughout the zone and clearly set out the long term traffic management strategy for Greater London, and the role of congestion charging within it.

### **The Royal Automobile Club Foundation**

The RAC Foundation currently has no view on whether the Western Extension should be kept or removed, because it believes that this needs to be considered within the context of the Mayor's overall approach to road traffic and congestion in central and Greater London. It would welcome the introduction of accounts and other ways to make paying the charge easier. It states that a charge-free period should only be introduced if the network can cope and if there is a beneficial impact on businesses and improves peak spreading; but does not support an increase to the Residents' discount.

## ***NHS trusts and health authorities within Greater London***

### **The Chelsea and Westminster Hospital NHS Foundation Trust**

Chelsea and Westminster Hospital NHS Foundation Trust support the removal of the Western Extension. Patients should not be deterred from fast and excellent clinical care by the worry and burden of additional costs. They say that many staff cannot afford to pay the charge and have had to make alternative arrangements for child care, working hours or even the decision to work for the Trust.

## ***Non Departmental Public Bodies, Executive Agencies and Public Trusts***

### **The Parking and Traffic Appeals Service**

PATAS states that it is judicially independent and therefore has no views on the future of the Western Extension.

## ***Professional organisations***

### **The Royal College of Nursing**

The Royal College of Nursing states that it supports the retention of the Western Extension.

## ***Residents' Associations***

### **The Knightsbridge Association**

The Knightsbridge Association supports the Western Extension and congestion charging in general. It believes there should have been more options to 'strengthen' the charge and wishes to keep the Western Extension zone. It has no objection to administrative changes but strongly objects to any measure (including a charge free period) which might lead to increased congestion and worse air quality.

### **The West London Residents' Association**

The West London Residents' Association believes that congestion charging is unsuitable to deal cost effectively with traffic congestion in the predominantly residential area of the Western Extension, where congestion only occurs on a few main roads from time to time. The Western Extension has had a negative effect on local businesses and appears to be failing financially because of the increasing number of non-paying vehicles. It has produced no environmental benefits and has failed to improve bus service journey times or reliability. Giving Western Extension residents a discount for the original charging zone has also increased congestion there.

## ***Trade Associations***

### **The British Vehicle Rental and Leasing Association (BVRLA)**

The BVRLA supports charging in principle but considers that the Western Extension is not working and do not want it kept in its current form. They would like to see the scheme improved through the introduction of accounts and support the increase of the Residents' discount. They support the general principle of time banded charging, but fear that it would be confusing and difficult to understand, possibly leading to increased Penalty Charge Notices. The BVRLA would like to see changes to the discounts and exemptions so that car rentals and car clubs are exempt from the charge.

### **The Society of Motor Manufacturers and Traders (SMMT)**

The SMMT thinks the zone is not working as well as it could and the scheme should be rethought. It argues that the Western Extension has not helped congestion at all, but should be kept since the investment has been made to put it in. It says that it should be improved with accounts, increased discount and a review of how scheme works. The SMMT would like to see a multimodal approach that encourages a switch to low carbon transport alternatives and use of the most appropriate transport for the type of journey. It says that the current scheme penalises journeys irrespective of where they originate, their destination, how long people have travelled and what time of day it is.

## ***Transport and Environment Representative Organisations***

### **The Campaign for Better Transport**

The Campaign for Better Transport supports the retention of the Western Extension and does not support any of the change options presented. It states that the Western Extension has succeeded in reducing traffic volumes and vehicle emissions and makes a substantial contribution to income used to improve transport in London.

## **The Campaign for Clean Air in London**

The Campaign for Clean Air in London supports the retention of the Western Extension. Since road transport is the biggest single cause of all breaches of air quality laws in London, the solution needs to involve two overlapping circles of measures – one for reducing congestion and the other for emissions (such as the London Low Emission Zone) that targets the most polluting vehicles. Government maps show that there are still areas in the Western Extension which are expected to be in breach of air quality laws for PM<sub>10</sub> in 2011.

## **The Campaign to Protect Rural England**

The Campaign to Protect Rural England (CPREL) states that it is concerned that in the context of the need for drastic cuts in carbon dioxide emissions, increased congestion, and limited funding for transport improvements, the Western Extension consultation material does not propose ways to tackle these issues. It states that the consultation document overlooks the adverse health impact of slowing the growth in cycling and walking that the options might produce. CPREL states that it supports changing the scheme insofar as this represents strengthening it; and would only support the introduction of accounts if payment for the Western Extension were separated from the central zone to ensure there is no financial loss. It strongly opposes the introduction of a charge-free period in the Western Extension and increasing the Residents' discount to 100%.

## **The Friends of Capital Transport Campaign**

The Friends of Capital Transport Campaign would have liked to have seen a more qualitative consultation. It supports retaining the Western Extension due to the decongestion benefits. It does not support a 100% Residents' discount, though would consider again if the zone was split into two different zones. The Campaign does not rule out the charge-free period in the middle of the day, but feels that more analysis is required.

## **Friends of the Earth**

Friends of the Earth support the Western Extension and want to keep it. It is not against the introduction of accounts, but opposes any other change (including time bands and increased discount) that might lead to increase in cars. It thinks the scheme should operate as two zones with separate Residents' discounts. It is disappointed that CO<sub>2</sub> Charging did not go ahead.

## **The Kensington and Chelsea Environment Roundtable**

The Kensington and Chelsea Environment Roundtable states that the Western Extension should remain, because this will maintain the pressure for modal shift, encourage greater use of public transport, cycling and walking, and avoidance of the use of cars for short journeys. It says that there should be more reporting on the impacts of motor vehicle traffic within the Western Extension, and more surveying of the experience of local residents and businesses.

## **Living Streets**

Living Streets says that the Western Extension has been a success in reducing the number of vehicles entering and driving around the zone which has improved conditions for those on foot. It has also resulted in important health, road safety and environmental improvements. Evidence shows that weekday trading in the Western Extension has slowed at the same rate as weekend trading, when the charge is not operating and in fact schemes that improve pedestrian priority actually improve retail competitiveness. Living Streets supports the introduction of payment accounts, as long as the scheme operators are required to achieve long term operational cost savings. Living Streets also suggests that the current zone should be split into two discount schemes, with different levels of charge, to discourage lengthier car journeys in central London.

## **London Cycling Campaign**

London Cycling Campaign supports the retention of the Western Extension zone and states that there should be other measures to reduce congestion by encouraging more sustainable modes of transport and enabling more people to walk and cycle rather than drive.

## Appendix 4 – TfL analysis of late responses to the consultation

The consultation ran from 1 September to 5 October 2008. Responses received from the public, businesses and other organisations up to 7 October 2008 were analysed by Accent and are presented in their report at Appendix 2. Accent analysed a total of 27,577 responses.

This section analyses the responses received after 7 October. Responses were received in the form of paper questionnaires, emails and letters. The online questionnaire was not available after midnight on 5 October 2008. This analysis of late responses was carried out by TfL using the same code frame as used by Accent in coding the responses received up to 7 October.

### Responses received after 7 October

Paper questionnaires	265
Emails/letters	8
<b>Total</b>	<b>273</b>

### Quantitative analysis of late questionnaires

Overall, close to three quarters of the late questionnaires supported the removal of the Western Extension, with the next most popular option being to change way that the scheme operates.

Option	Description of option	Percentage
Option 1	Keep the Western Extension as it is	9%
Option 2	Remove the Western Extension	74%
Option 3	Change the way that the scheme operates	14%

Among the change options the most popular was introducing an account system – with 20% of late response questionnaires indicating support. The least popular was the introduction of a charge-free period in the Western Extension, which 13% of late response questionnaires supported and 12% opposed.

<b>Option 3A</b>	<b>Introduce an account-based payment system</b>	
	Strongly support	12%
	Support	8%
	Neither	2%
	Oppose	1%
	Strongly oppose	6%
	<i>Not stated</i>	70%
<b>Option 3B</b>	<b>Introduce a charge-free period in the middle of the day in the Western Extension</b>	
	Strongly support	8%
	Support	5%
	Neither	5%
	Oppose	4%
	Strongly oppose	8%
	<i>Not stated</i>	70%
<b>Option 3C</b>	<b>Increase the Residents' discount from 90% to 100%</b>	
	Strongly support	16%
	Support	3%
	Neither	3%
	Oppose	3%

Strongly oppose	10%
Not stated	65%

### Analysis of free-text areas of late submitted questionnaires

Around 10% of the late responses contained free-text comments. These were analysed using the same process as was used for responses received up to 7 October.

The following table lists the comments which were submitted in free text:

Comment	Number
Support increasing Residents' discount to 100%	1
Charging should apply in the morning peak only	1
Charge should be lower in WEZ	1
Other comments on the suggested options, concepts and changes	4
Buffer zone should be extended	2
Withdraw whole scheme	3
Comments for changes/additions to Discount and Exemption classes	3
CC Is not beneficial to AQ/CO <sub>2</sub>	2
Concerns about knock on effects of removal/change on provision of PT	1
Concern about PT journey times	1
Changes should be introduced sooner	1
On the nature of the consultation	1
Has made no difference to congestion/ congestion is worse	5
Economic / business Impacts – positive comment	1
Economic / business Impacts – negative comment	6
Social Impacts of scheme – negative	2
Alternatives to CC	1
Improve phasing of traffic lights to reduce congestion	1

### Analysis of late email and letter responses

The eight late responses which were submitted as emails and letters were also analysed.

Of these, four indicated that they wanted to see the Western Extension removed and two said they wished it to be retained.

Comment	Number
Keep WEZ	2
Remove WEZ	4
Other payment options should be introduced (other than accounts)	1
Buffer zone should be extended	1
CC Is beneficial to AQ/CO <sub>2</sub>	1
On the nature of the consultation	1
Congestion would be worse without CC/WEZ	1
Economic / business Impacts – negative comment	1
Social Impacts of scheme – negative	1