

AGENDA

Meeting: London Assembly (Plenary)

Date: Thursday 17 November 2022

Time: 2.00 pm

**Place: Chamber, City Hall,
Kamal Chunchie Way, London, E16 1ZE**

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A meeting of the Assembly will be held to deal with the business listed below.

Dr Onkar Sahota AM

Andrew Boff AM

Chair of the London Assembly

Deputy Chair of the London Assembly

Wednesday 9 November 2022

Proper Officer: Mary Harpley, Chief Officer

Further Information

If you have questions, would like further information about the meeting or require special facilities please contact: Davena Toyinbo, Principal Committee Manager; Telephone: 07521 266519; Email: davena.toyinbo@london.gov.uk. For media enquiries please contact Alison Bell, Head of Communications; Telephone: 07887 832 918; Email: alison.bell@london.gov.uk. If you have any questions about individual items please contact the author whose details are at the end of the report.

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Certificate Number: FS 80233

Agenda

London Assembly (Plenary)

Thursday 17 November 2022

1 Apologies for Absence and Chair's Announcements

To receive any apologies for absence and any announcements from the Chair.

2 Declarations of Interests (Pages 1 - 4)

Report of the Executive Director of Assembly Secretariat

Contact: Davena Toyinbo, davena.toyinbo@london.gov.uk, 07521 266519

The Assembly is recommended to:

- (a) Note the list of offices held by Assembly Members, as set out in the table at Agenda Item 2, as disclosable pecuniary interests;**
- (b) Note the declaration by any Member(s) of any disclosable pecuniary interests in specific items listed on the agenda and the necessary action taken by the Member(s) regarding withdrawal following such declaration(s); and**
- (c) Note the declaration by any Member(s) of any other interests deemed to be relevant (including any interests arising from gifts and hospitality received which are not at the time of the meeting reflected on the Authority's register of gifts and hospitality, and noting also the advice from the GLA's Monitoring Officer set out at Agenda Item 2) and to note any necessary action taken by the Member(s) following such declaration(s).**

3 Question and Answer Session: Proposed Revision to the Mayor of London's Transport Strategy (Pages 5 - 22)

Part A:

The Assembly will receive an opening statement from the Mayor regarding his proposed revision to his Transport Strategy.

Part B:

The Assembly will receive an opening statement from the Chair of the Transport Committee regarding the Committee's response to the Mayor's consultation on the proposed revision to his Transport Strategy.

Part C:

The Chair will put the following question to the Mayor in his capacity as Chair of Transport for London and Seb Dance, Deputy Mayor for Transport:

What will the proposed revision to the Mayor's Transport Strategy mean for the work of Transport for London, and for Londoners?

Assembly Members will then put supplementary questions, to the aforementioned guests, arising from the Chair's question and the answer received.

Part D:

The Assembly receives and, in accordance with Section 42B of the Greater London Authority Act 1999 (as amended), considers its response to the Mayor's revision to his Transport Strategy.

Motion submitted in the name of the Chair:

"That the Assembly notes the proposed revision to the Mayor's Transport Strategy."

4 Date of Next Meeting

The next scheduled meeting of the London Assembly will be the Plenary meeting which will take place at 10.00am on Thursday 1 December 2022 in the Chamber, City Hall.

5 Any Other Business the Chair Considers Urgent

Subject: Declarations of Interests

Report to:	London Assembly (Plenary)
Report of:	Executive Director of Assembly Secretariat
Date:	17 November 2022
Public Access:	This report will be considered in public

1. Summary

- 1.1 This report sets out details of offices held by Assembly Members for noting as disclosable pecuniary interests and requires additional relevant declarations relating to disclosable pecuniary interests, and gifts and hospitality to be made.

2. Recommendations

- 2.1 **That the list of offices held by Assembly Members, as set out in the table below, be noted as disclosable pecuniary interests.**
- 2.2 **That the declaration by any Member(s) of any disclosable pecuniary interests in specific items listed on the agenda and the necessary action taken by the Member(s) regarding withdrawal following such declaration(s) be noted.**
- 2.3 **That the declaration by any Member(s) of any other interests deemed to be relevant (including any interests arising from gifts and hospitality received which are not at the time of the meeting reflected on the Authority's register of gifts and hospitality, and noting also the advice from the GLA's Monitoring Officer set out at below) and any necessary action taken by the Member(s) following such declaration(s) be noted.**

3. Issues for Consideration

- 3.1 The Monitoring Officer advises that: Paragraph 10 of the Code of Conduct will only preclude a Member from participating in any matter to be considered or being considered at, for example, a meeting of the Assembly, where the Member has a direct Disclosable Pecuniary Interest in that particular matter. The effect of this is that the 'matter to be considered, or being considered' must be about the Member's interest. So, by way of example, if an Assembly Member is also a councillor

of London Borough X, that Assembly Member will be precluded from participating in an Assembly meeting where the Assembly is to consider a matter about the Member's role / employment as a councillor of London Borough X; the Member will not be precluded from participating in a meeting where the Assembly is to consider a matter about an activity or decision of London Borough X.

3.2 Relevant offices held by Assembly Members are listed in the table below:

Assembly Member Interests

Member	Interest
Marina Ahmad AM	
Shaun Bailey AM	
Elly Baker AM	
Siân Berry AM	Member, London Borough of Camden
Emma Best AM	Member, London Borough of Waltham Forest
Andrew Boff AM	Congress of Local and Regional Authorities (Council of Europe)
Hina Bokhari AM	Member, London Borough of Merton
Anne Clarke AM	Member, London Borough of Barnet
Léonie Cooper AM	Member, London Borough of Wandsworth
Unmesh Desai AM	
Tony Devenish AM	Member, City of Westminster
Len Duvall AM	
Peter Fortune AM	
Neil Garratt AM	Member, London Borough of Sutton
Susan Hall AM	Member, London Borough of Harrow
Krupesh Hirani AM	
Joanne McCartney AM	Deputy Mayor
Sem Moema AM	Member, London Borough of Hackney
Caroline Pidgeon MBE AM	
Zack Polanski AM	
Keith Prince AM	Member, London Borough of Havering
Nicholas Rogers AM	
Caroline Russell AM	Member, London Borough of Islington
Dr Onkar Sahota AM	Congress of Local and Regional Authorities (Council of Europe)
Sakina Sheikh AM	Member, London Borough of Lewisham

3.3 Paragraph 10 of the GLA's Code of Conduct, which reflects the relevant provisions of the Localism Act 2011, provides that:

- where an Assembly Member has a Disclosable Pecuniary Interest in any matter to be considered or being considered or at
 - (i) a meeting of the Assembly and any of its committees or sub-committees; or
 - (ii) any formal meeting held by the Mayor in connection with the exercise of the Authority's functions
- they must disclose that interest to the meeting (or, if it is a sensitive interest, disclose the fact that they have a sensitive interest to the meeting); and
- must not (i) participate, or participate any further, in any discussion of the matter at the meeting; or (ii) participate in any vote, or further vote, taken on the matter at the meeting

UNLESS

- they have obtained a dispensation from the GLA's Monitoring Officer (in accordance with section 2 of the Procedure for registration and declarations of interests, gifts and hospitality – Appendix 5 to the Code).

3.4 Failure to comply with the above requirements, without reasonable excuse, is a criminal offence; as is knowingly or recklessly providing information about your interests that is false or misleading.

3.5 In addition, the Monitoring Officer has advised Assembly Members to continue to apply the test that was previously applied to help determine whether a pecuniary / prejudicial interest was arising - namely, that Members rely on a reasonable estimation of whether a member of the public, with knowledge of the relevant facts, could, with justification, regard the matter as so significant that it would be likely to prejudice the Member's judgement of the public interest.

3.6 Members should then exercise their judgement as to whether or not, in view of their interests and the interests of others close to them, they should participate in any given discussions and/or decisions business of within and by the GLA. It remains the responsibility of individual Members to make further declarations about their actual or apparent interests at formal meetings noting also that a Member's failure to disclose relevant interest(s) has become a potential criminal offence.

3.7 Members are also required, where considering a matter which relates to or is likely to affect a person from whom they have received a gift or hospitality with an estimated value of at least £50 within the previous three years or from the date of election to the London Assembly, whichever is the later, to disclose the existence and nature of that interest at any meeting of the Authority which they attend at which that business is considered.

3.8 The obligation to declare any gift or hospitality at a meeting is discharged, subject to the proviso set out below, by registering gifts and hospitality received on the Authority's on-line database. The [gifts and hospitality database](#) may be viewed online.

- 3.9 If any gift or hospitality received by a Member is not set out on the online database at the time of the meeting, and under consideration is a matter which relates to or is likely to affect a person from whom a Member has received a gift or hospitality with an estimated value of at least £50, Members are asked to disclose these at the meeting, either at the declarations of interest agenda item or when the interest becomes apparent.
- 3.10 It is for Members to decide, in light of the particular circumstances, whether their receipt of a gift or hospitality, could, on a reasonable estimation of a member of the public with knowledge of the relevant facts, with justification, be regarded as so significant that it would be likely to prejudice the Member's judgement of the public interest. Where receipt of a gift or hospitality could be so regarded, the Member must exercise their judgement as to whether or not, they should participate in any given discussions and/or decisions business of within and by the GLA.

4. Legal Implications

- 4.1 The legal implications are as set out in the body of this report.

5. Financial Implications

- 5.1 There are no financial implications arising directly from this report.

List of appendices to this report:

None

Local Government (Access to Information) Act 1985

List of Background Papers: None

Contact Information

Contact Officer:	Davena Toyinbo, Principal Committee Manager
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Subject: Question and Answer Session: Proposed Revision to the Mayor of London's Transport Strategy

Report to:	London Assembly (Plenary)
Report of:	Executive Director of Assembly Secretariat
Date:	17 November 2022
Public Access:	This report will be considered in public

1. Summary

- 1.1 This report presents the Mayor of London's proposed revision to his Transport Strategy, as attached at **Appendix 1**, for the Assembly's formal consideration, in accordance with Section 42B of the Greater London Authority Act 1999 (as amended).

2. Recommendation

- 2.1 **That the Assembly receives and, in accordance with Section 42B of the Greater London Authority Act 1999 (as amended), considers its response to the proposed revision to the Mayor of London's Transport Strategy and determines whether to use its power to reject the proposed revision.**

3. Background

- 3.1 Under Section 42B of the Greater London Authority Act 1999 (as amended) the Mayor must lay before the London Assembly any strategies or draft revisions to the strategies set out at Section 41 of that Act. The Mayor's transport strategy, is listed in Section 41 of the Act.
- 3.2 Public consultation on proposals to revise the Mayor's Transport Strategy, expand the Ultra Low Emission Zone (ULEZ) and consider the future of road user charging, took place between 20 May 2022 and 29 July 2022. The Transport Committee held a meeting on the proposals for the ULEZ expansion on 12 July 2022, and submitted a letter in response to the consultation to the Mayor and Transport for London, which is attached at **Appendix 2**. The Transport Committee's response is also available from the GLA's website at: [Transport Committee's Response](#).

4. Issues for Consideration

- 4.1 The Mayor laid before the Assembly the proposed revision to the Transport Strategy on the 31 October 2022 for formal consideration.
- 4.2 The proposed revision to the Transport Strategy is attached at Appendix 1.
- 4.3 At its meeting on 17 November 2022, the Assembly will receive an opening statement from the Chair, Transport for London, and a statement from the Chair of the London Assembly's Transport Committee in relation to the Committee's response to the proposed revision to the Mayor's Transport Strategy. The Assembly will then put questions to Sadiq Khan, Chair, Transport for London and Seb Dance, Deputy Mayor for Transport.

5. Legal Implications

- 5.1 Under the provisions of Section 42 of the Greater London Authority Act 1999 (as amended), the Assembly has the power to consider and potentially reject draft revisions to strategies within 21 days of their publication, including the date the draft revisions to a strategy are laid before the Assembly. The 21 day period from 31 October 2022 ends on 20 November 2022.
- 5.2 A motion for the Assembly to reject revisions to a draft strategy must be considered at a meeting of the Assembly throughout which members of the public are entitled to be present and is not carried unless it is agreed to by at least two thirds of the Assembly Members present and voting.
- 5.3 Standing Order 3.19 (Assembly Consultation on the Mayor's Strategies and the Assembly's Power to Reject) is as follows:
 - A. In accordance with section 42(1) of the GLA Act, the Mayor is required to consult the Assembly when preparing or revising all those strategies listed at section 41 of the Act. Before publishing a strategy (or, in the case of the housing strategy, before submitting the draft to the Secretary of State) the Mayor must lay a copy of the draft strategy before the Assembly by submitting a paper copy of the draft strategy to the Chair of the London Assembly (copied to the Executive Director of Secretariat) [1].
 - B. The Mayor should submit a draft strategy to the Assembly in accordance with Standing Order 3.19 by not less than midday on the day that is six clear working days in advance of the relevant Assembly or committee meeting.
 - C. Noting that only the London Assembly itself may properly exercise the power to reject a strategy (as provided for at (F) below), the Assembly, or any relevant ordinary Committee of the Assembly to which the necessary authority has been granted by the Assembly (either through its terms of reference or otherwise through a formal decision), may provide a response to a consultation referred to in Paragraph A above.
 - D. The Mayor must not publish any final strategy that is relevant to this Standing Order (or, in the case of the housing strategy, submit the draft to the Secretary of State) if, within the period of twenty-one days beginning with the day on which the copy is provided to the Assembly in accordance with Standing Order 3.19B above, the Assembly resolves formally to reject the draft.

- E. Any motion for the Assembly to reject a draft strategy must be considered at a meeting of the Assembly throughout which members of the public are entitled to be present.
- F. If the Assembly votes by at least two-thirds of the Members present and voting [2], for the following motion:

The Assembly hereby resolves to reject Mayor's draft xxxxx strategy

the Mayor must not publish that strategy (or, in the case of the housing strategy, submit the draft to the Secretary of State), other than by way of providing a further revised version of that document to the Assembly.

- G. The motion set out at (F) above may be moved by the Chair of the Assembly as part of the formal agenda for the relevant meeting of the London Assembly or, without notice, by any Member at a meeting of the London Assembly at which a draft strategy is considered. Standing Orders 3.3(A) and 3.12 shall be suspended in relation to such motions. However, the remaining rules set out at Standing Orders 3.3 to 3.15 in relation to the consideration of motions shall apply in the usual way. The motion, if moved, must be seconded prior to its consideration.
- H. The Assembly may, during the debate, agree to amend the text of the original motion (as set out in paragraph F above) to include its reasons for passing the motion and any other relevant commentary that it wishes the Mayor to consider.

Notes and definitions

[1] This Standing Order applies where the Mayor has prepared, and is ready to publish, a draft of any of the strategies to which section 41 of the GLA Act applies (including a revised version of the strategy), but not to a revised version of a strategy containing only revisions which(a) are specified in a direction as to the contents of the strategy which is given to the Mayor under this Act (or which the Mayor considers are necessary in consequence of any revisions so specified); or are not so specified but the Mayor considers to be necessary to comply with such a direction (section 42B(1) and (2)).

[2] As required by section 42B(5). Abstentions do not count as a vote against, and so are excluded from the calculation of the two-thirds majority.

6. Financial Implications

- 6.1 There are no direct financial implications arising from this report.
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List of appendices to this report:

Appendix 1 – Proposed revision to the Transport Strategy

Appendix 2 – Transport Committee's Response to the Mayor's Consultation, dated 4 August 2022

Local Government (Access to Information) Act 1985

List of Background Papers:

None

Contact Information

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Addendum to the Mayor's Transport Strategy (MTS): Proposal 24.1

The triple challenges of toxic air pollution, the climate emergency and traffic congestion

1. Toxic air pollution

The two pollutants that are of the greatest concern in London are nitrogen dioxide (NO₂) and particulate matter (PM). Since the publication of the Mayor's Transport Strategy (MTS) in 2018, significant progress has been made in reducing these pollutants and improving air quality for Londoners.

This is in large part owing to the successful delivery of the actions set out in the MTS, including the implementation of the central London Ultra Low Emission Zone (ULEZ) in April 2019 and the expansion of the zone to cover inner London in October 2021 (see Proposal 24). The scheme delivers air quality benefits by encouraging individuals to use sustainable transport or switch to cleaner vehicles, thereby contributing to the reduction in the number of older, more polluting vehicles in London.

Compliance with the scheme has been high, including during the period between the announcement of the new zones and their formal implementation (the pre-compliance period) as Londoners made the switch to cleaner vehicles in anticipation of the scheme. Overall compliance with the central London ULEZ went from 39 per cent when the Mayor first announced the scheme, to 87 per cent two years after implementation.¹ A similar response to the expansion of ULEZ has been seen in inner London for motorcycles, cars and vans where compliance rates for these vehicles increased to nearly 94 per cent six months after implementation,² including a five per cent increase within the first month of operation alone.³ Compliance rates for these types of vehicles in outer London were estimated to be at 82 per cent in November 2021 (reflecting a greater proportion of older vehicles)⁴ and it could be expected that an expansion of the zone to whole of London would lead to a similar pattern of increasing numbers of compliant vehicles, both in the pre-compliance period and after scheme implementation, as seen previously.

The expansion of ULEZ to inner London has contributed to the ongoing reduction in London's air pollution. In the central zone, there was a 44 per cent reduction in roadside NO₂ between February 2017 and January 2020 and a 27 per cent reduction in PM_{2.5}.⁵ The number of state primary and secondary schools in areas exceeding legal limits for NO₂ fell from 455 in 2016 to 20 in 2019, a reduction of 96 per cent.⁶

As a result of the expanded inner London zone, and the accompanying tighter Low Emission Zone (LEZ) standards, NO_x road transport emissions are expected to further reduce by 30 per cent in 2021 and PM_{2.5} emissions to reduce by six per cent London-wide contributing to significant improvements to Londoners' health.

However, toxic air pollution in London remains the biggest environmental risk to the health of all Londoners, particularly the most vulnerable. There remains more that can and should be done to lower exposure to poor air quality as quickly and effectively as possible to protect human health, including potentially going beyond achieving existing UK air quality requirements.

The World Health Organization (WHO) guidelines were tightened in September 2021 so that there are now lower thresholds for recommended levels of pollutants. The UK Government is currently consulting on new legal limits for PM_{2.5} as a result and the Mayor

has made the case for these to be aligned with the new interim WHO targets and for the legal limit for NO₂ to be updated as well.

While all Londoners now live in areas which are within the UK legal limits for PM_{2.5} (25 µg m⁻³), 88 per cent of Londoners still live in areas which do not meet the lowest WHO interim target (10 µg m⁻³), and all Londoners live in locations where concentrations exceed the guideline limit of 5 µg m⁻³. For NO₂, we estimate that 2.8 per cent (225,000) Londoners are still living in areas that exceed the new WHO interim target (30µg/m³).

The reduction in NO_x and PM_{2.5} emissions from road transport since 2013 has not happened equally across London. Air pollution is overall lower in outer London. However, the rate at which toxic emissions have fallen in outer London has been slower than in the rest of London. Outer London, therefore, accounts for an increasing proportion of NO₂ and PM_{2.5} emissions from road transport and - due to the higher proportion of older Londoners living in outer London boroughs - has the greatest share of premature deaths related to poor air quality.

2. Climate emergency

We are facing a climate emergency: global warming is going to exceed 2°C during this century unless there are deep and rapid reductions in CO₂ and other greenhouse gas emissions.⁷ In February 2022, the UN's Intergovernmental Panel on Climate Change (IPCC) warned that global warming, reaching 1.5°C in the near-term, would cause unavoidable increases in multiple climate hazards and present multiple risks to ecosystems and humans⁸, with the most vulnerable the most at risk from adverse impacts.

In October 2021, the Government published a national net zero strategy setting out how it plans to meet the UK's legally binding emissions targets by 2050. The strategy includes a range of policy measures alongside funding to support the UK's transition to net zero and is supported by its transport decarbonisation plan (July 2021).

In January 2022, the GLA published the Element Energy report on London's 2030 net zero target. In response to this, the Mayor announced his preferred pathway to net zero carbon in London.⁹

25 per cent of the city's carbon emissions now come from road transport.¹⁰ Some progress has already been made towards reducing vehicle carbon emissions in London. Between 2016 and 2019 there was an estimated six per cent reduction in CO₂ emissions in the central London ULEZ compared to a scenario with no ULEZ.¹¹ CO₂ emissions from cars and vans in the expanded zone (within inner London) are expected to reduce by five per cent in the first year.¹²

However, there is more to be done including taking action to reduce car vehicle kilometres travelled on London's roads by 27 per cent by 2030.

3. Traffic congestion

Vehicle congestion cost London £5.1 billion in 2021.¹³ Congestion levels have returned to close to pre-Covid-19 pandemic levels. Congestion leads to gridlocked traffic as well as increasing air pollution and carbon emissions. It also has adverse impacts on journey times for bus users, making this a less attractive mode of transport, and impacts on essential trips such as freight and servicing (including the emergency services).

Road user charging schemes can make a contribution to reducing congestion as demonstrated by the Congestion Charge in central London. The inner London ULEZ has only been in operation since October 2021 but early indications suggest it has contributed to a reduction of around 21,000 vehicles (around two per cent) in the expanded zone on an average day compared to the month before the launch of the scheme.¹

Figure 1: London faces the triple challenges of toxic air pollution, the climate emergency and traffic congestion



Addressing the triple challenges

Each element of the triple challenges is complex and cannot be comprehensively addressed by any one measure. Nonetheless, reducing traffic is key to addressing each element; road user charging schemes have proven to be successful in doing so and will need to be part of the solution. Depending on the scheme design and objectives, impacts across each of the three challenges could vary.

Proposals for any new or amended RUC schemes would need to be introduced in accordance with statutory procedure, including consultation requirements.

Road user charging schemes can also support other MTS objectives, such as the target of 80 per cent sustainable mode share by 2041 and Vision Zero for road danger. They can also help Londoners to achieve the 20 minutes of active travel that is recommended for good health and wellbeing.

In the light of this, the Mayor has developed a new proposal:

Proposal 24.1:

The Mayor, through TfL and the boroughs, will seek to address the triple challenges of toxic air pollution, the climate emergency and traffic congestion through road user charging schemes including by expanding the Ultra Low Emission Zone London-wide.

References

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- ¹ Ultra Low Emission Zone Six Month Report, https://www.london.gov.uk/sites/default/files/expanded_ultra_low_emission_zone_six_month_report.pdf
- ² Mayor of London press release, 19 July 2022 <https://www.london.gov.uk/press-releases/mayoral/londoners-breathing-cleaner-air-thanks-to-ulez>
- ³ Expanded ULEZ First Month Report, 2021 https://www.london.gov.uk/sites/default/files/ulez_first_month_report_december_2021.pdf
- ⁴ Next Steps for Reducing Emissions from Road Transport, TfL, Jan 2022 <https://content.tfl.gov.uk/next-steps-for-reducing-emissions-from-road-transport.pdf>
- ⁵ Air quality in London 2016 – 2020 <https://www.london.gov.uk/what-we-do/environment/pollution-and-air-quality/air-quality-london-2016-2020>
- ⁶ LAEI press release: <https://www.london.gov.uk/press-releases/mayoral/huge-progress-made-in-improving-londons-aq> and LAEI 2019 [summary note](#)
- ⁷ IPCC (2021) [Sixth Assessment Report \(ipcc.ch\)](#)
- ⁸ https://www.ipcc.ch/report/ar6/wg2/downloads/report/IPCC_AR6_WGII_SummaryForPolicymakers.pdf
- ⁹ London Net Zero 2030: An updated pathway, GLA, 2022: https://www.london.gov.uk/sites/default/files/london_net_zero_2030_-_gla_response_1.pdf
- ¹⁰ Next steps for reducing emissions from road transport, TfL, 2022: <https://content.tfl.gov.uk/next-steps-for-reducing-emissions-from-road-transport.pdf>
- ¹¹ Air quality in London 2016 – 2020 <https://www.london.gov.uk/what-we-do/environment/pollution-and-air-quality/air-quality-london-2016-2020>
- ¹² Expanded ULEZ First Month Report, GLA, 2021 https://www.london.gov.uk/sites/default/files/ulez_first_month_report_december_2021.pdf
- ¹³ <https://inrix.com/press-releases/2021-traffic-scorecard-uk/> This figure does not take into account the cost of congestion on bus passengers and bus operating costs.



Appendix 2

Sian Berry AM
Chair of the Transport Committee

Sadiq Khan, Mayor of London
(Sent by email)

4 August 2022

Dear Sadiq,

I am writing to submit the views of the London Assembly Transport Committee to your consultation on proposals to expand the Ultra Low Emission Zone (ULEZ) London-wide, and amend the Mayor's Transport Strategy (MTS). These comments are also being copied to Transport for London (TfL).

The Committee held an evidence session about the proposals on 12 July 2022. We would like to thank Alex Williams, Director of City Planning at TfL, and Christina Calderato, Director of Transport Strategy and Policy at TfL, for attending the meeting. During the session we also heard from Elliot Treharne, Head of Air Quality at the GLA as well as representatives of user and expert groups Inclusion London, Mums for Lungs, the RAC Foundation and the Federation of Small Businesses. Evidence from this session has informed the Committee's response.

The Committee welcomes TfL's commitment to tackling the problem of air pollution in London, as well as the important issues of climate change and road traffic. This letter provides the Committee's consensus view on some of the questions posed within the consultation survey. Individual Assembly Members or groups may also respond separately.

Discounts, Exemptions and Reimbursements

How important do you consider it is to continue to have these existing discounts and exemptions and reimbursements for the ULEZ? Do you think we should provide any further discounts, exemptions or reimbursements for the ULEZ?

The Committee heard from Laura Vicinanza, Policy and Stakeholder Engagement Manager at Inclusion London, that Deaf and Disabled Londoners will be disproportionately affected by the proposal to expand the ULEZ London-wide without further discounts and exemptions. Laura Vicinanza told the Committee that some of the impacts felt by disabled Londoners would otherwise include financial hardship, social isolation and social exclusion. Laura Vicinanza gave evidence that one of the main impacts she has seen from the current ULEZ scheme is many disabled people having to: *“limit their day-to-day activities when it comes to attending medical appointments, for example, or visiting friends and family.”*¹

Steve Gooding, Director at the RAC Foundation, told the Committee that there are several groups of Londoners that will be disproportionately affected by the ULEZ proposals including low-income households, disabled Londoners, small businesses and parents travelling with small children. He told the Committee of the need to find the right balance between promoting the health benefits of improving air quality and the mitigations that are needed for those that will be disproportionately affected by the proposals.

The Committee heard from Sarah King, Development Manager at the Federation of Small Businesses, that the main impact felt by small businesses would be the cost of upgrading vehicles, and provided suggestions to tackle this (see below in response to the question about scrappage).

The Committee was pleased to hear from TfL officers during the evidence session that they are listening to feedback from user groups as part of this consultation, are taking this feedback on board and looking at how the current proposals for exemptions and reimbursements can be improved.

Laura Vicinanza told the Committee that the current eligibility criteria for exemptions is very strict and excludes many people with mobility impairments.² TfL’s current proposed grace period, until October 2027, is only for vehicles registered with the DVLA with a ‘disabled’ or ‘disabled passenger vehicle’ tax class. To be eligible for this, an individual must score 12 points on their Personal Independence Payment (PIP) assessment, which qualifies you for the enhanced rate of the mobility component of PIP. This excludes those who score 8-11 points and qualify for the standard rate of the mobility component of PIP.³

Inclusion London is campaigning for the exemption criteria to be extended to include all Blue Badge holders.⁴ The Committee heard from Christina Calderato, Director of Transport Strategy and Policy at TfL, that Blue Badges are linked to a person, rather than a vehicle, and the individual can nominate different vehicles to use with their Blue Badge, and that it may be challenging to use Blue Badges as exemption criteria.⁵

However, the Committee believes that the criteria currently proposed are too strict and that those with mobility impairments should not be penalised as a result of this. **The Committee**

¹ London Assembly Transport Committee, [Agenda for Transport Committee on 12 July 2022](#)

² London Assembly Transport Committee, [Agenda for Transport Committee on 12 July 2022](#)

³ London Assembly Transport Committee, [Agenda for Transport Committee on 12 July 2022](#)

⁴ Inclusion London, [Inclusion London’s briefing – The proposed expansion of ULEZ to Greater London](#)

⁵ London Assembly Transport Committee, [Agenda for Transport Committee on 12 July 2022](#)

recommends that TfL should look again at these exemptions and work to establish and administrate exemption criteria that are more reasonable for disabled Londoners.

The Committee also heard from Laura Vicinanza that the existing NHS reimbursement scheme, which provides an exemption for those who are assessed as too ill, weak or disabled to travel to an appointment on public transport, is a good measure for supporting those needing to attend hospital appointments. However, Laura Vicinanza also told the Committee of a number of issues that exist with the scheme, including a lack of awareness of the scheme, that GP appointments are not covered by the scheme and that some people are not able to afford the payment upfront to be reimbursed later.⁶ **The Committee would like to see these issues addressed, and for TfL to make efforts to raise awareness of the mitigation measures available.**

Scrappage

For the London-wide ULEZ proposal the Mayor is considering a large-scale and targeted vehicle scrappage scheme to support Londoners, including, for example, those on low incomes, disabled people, charities and businesses. How important is it that the proposed expansion of the ULEZ is supported by a scrappage scheme?

The Committee heard evidence from Inclusion London, the Federation of Small Businesses, Mums for Lungs and the RAC Foundation about the importance of a well thought-out and comprehensive scrappage scheme to accompany any expansion of the ULEZ. Elliot Treharne, Head of Air Quality at the GLA, then told the Committee that: *'the Mayor is absolutely committed to making sure that there is a scrappage scheme to provide targeted support and that the Mayor wants that to be as large as is practicable.'*⁷

The Committee heard from Sarah King, Development Manager at the Federation of Small Businesses, that many small businesses cannot afford to replace their vehicles at the moment and that often it can be difficult to find ULEZ compliant commercial vehicles. Sarah King said: *"If businesses could feel assured that there is going to be a scrappage scheme, I think they will look forward to doing the right thing and look to try to upgrade their vehicles to become compliant across the London region if it does end up going ahead."*

The Committee offers the following suggestions for how a London scrappage scheme, which is yet to be developed, could work:⁸

Modified vehicles

The scrappage scheme related to the expansion of the ULEZ to the North and South Circular roads had two grant payments for those who wished to scrap a non-compliant vehicle: £1,000 to

⁶ London Assembly Transport Committee, [Agenda for Transport Committee on 12 July 2022](#)

⁷ London Assembly Transport Committee, [Agenda for Transport Committee on 12 July 2022](#)

⁸ The Labour Group has submitted a dissenting note as they strongly believe central Government should create a significant national scrappage scheme to support motorists to switch to cleaner vehicles that are ULEZ compliant. This would be in line with the support Government has given to other cities across the UK to support scrappage of polluting vehicles. We believe this is essential to ensure the ULEZ expansion delivers the maximum improvement in air quality, while working for all Londoners, particularly those who need to drive for work or caring responsibilities, and for mobility reasons.

scrap a motorcycle or moped and £2,000 to scrap a car.⁹ Laura Vicinanza told the Committee that, for disabled people whose vehicles require adaptations, £2,000 to scrap their car is not sufficient since the average cost of an adapted wheelchair-accessible vehicle is around £30,000.¹⁰ Laura Vicinanza told the Committee that some clinically vulnerable people cannot use public transport and others cannot switch to walking and cycling so, for these Londoners, using a car is the only option. Without a comprehensive scrappage scheme these individuals could face financial hardship. **The Committee recommends that TfL considers covering the additional cost of replacing adapted and modified vehicles for disabled people as part of a future scrappage scheme.**

Alternatives to replacing vehicles

The Committee was pleased to hear that TfL is looking at alternative incentives and mitigations than simply replacing non-compliant vehicles with compliant vehicles. The London Assembly Environment Committee heard from Christina Calderato during an Environment Committee meeting in February 2022 that, in advance of the October 2021 ULEZ expansion, the scrappage scheme included a promotion of alternatives such as car clubs and cycle hire.¹¹ Jemima Hartshorn from Mums for Lungs told the Committee about the potential benefits of offering people who are scrapping their car further alternative options as part of any scrappage scheme, such as funds for an e-bike or to use on public transport, and that schemes such as this are being run in other countries.¹² **The Committee recommends that TfL considers a comprehensive scrappage package, with incentives to take up alternative ways of getting around through mobility credits, which could include free membership of car clubs and shared bike hire and additional travelcard value, to help Londoners to make more sustainable choices.**

Additional measures to reduce air pollution

Inclusion London, the Federation of Small Businesses, Mums for Lungs and the RAC Foundation all agreed that it would be beneficial for the proposed expansion to be introduced in combination with other measures to reduce air pollution in London. Suggestions included improvements to public transport and the accessibility of public transport (particularly in outer London), improvements to electric vehicle infrastructure, a commitment to phasing out diesel cars and cleaning up vehicles used by key workers.¹³ During our evidence session, the Committee welcomed Ms Calderato's acknowledgement that tackling these issues will require a holistic, multifaceted approach within the wider measures in the MTS. **The Committee recommends that TfL continues to consider the importance of introducing further measures to tackle the challenges of air pollution, the climate emergency, congestion, and safety caused by road traffic, and articulates more specifically in summary in its final proposals how existing plans will do so.**

⁹ TfL, [ULEZ Car and motorcycle scrappage scheme](#)

¹⁰ London Assembly Transport Committee, [Agenda for Transport Committee on 12 July 2022](#)

¹¹ London Assembly Environment Committee, [Transcript of Agenda Item 5 – Air Pollution in London](#), Feb 2022

¹² London Assembly Transport Committee, [Agenda for Transport Committee on 12 July 2022](#)

¹³ London Assembly Transport Committee, [Agenda for Transport Committee on 12 July 2022](#)

Auto Pay

How important is it that we remove the annual £10 Auto Pay administration fee per vehicle (for the ULEZ, the Low Emission Zone (LEZ), and the Congestion Charge)?

Ms Calderato told the Committee that this measure will help Londoners to sign up for an account and reduce the likelihood of individuals accidentally incurring a Penalty Charge Notice (PCN).¹⁴ The Integrated Impact Assessment for the proposals states that the removal of the Auto Pay registration fee would adequately mitigate the negative impact of an increase in PCN levels and may have a positive impact for people who might otherwise forget to pay the charge.¹⁵ **The Committee welcomes TfL's proposal to remove the £10 Auto Pay registration fee and agrees that this measure will help remove a cost barrier for paying the ULEZ charge, and looks forward to considering the relevant cost-benefit analysis in due course.**

The Mayor's Transport Strategy

The Committee agrees that the changes proposed to the MTS provide clarity on how TfL plans to develop future potential smarter, fairer road user charging schemes, as well as the proposed ULEZ expansion.

The Committee questioned TfL officers on the impact of the ULEZ scheme on overall traffic levels. TfL officers told the Committee that they predict the proposals would result in 146,000 fewer car trips a day. The Committee asked for a breakdown of the type of journeys that will be reduced, including the people affected, the types of journey affected, the other options available to them, and the overall transport impact. TfL officers told the Committee that they do not have a breakdown in terms of journey purpose and that a very small percentage of journeys would see a mode shift. **The Committee asks TfL to look more carefully at data that show the purposes of the journeys that are most affected by new charges as part of a further impact assessment before any decision is made on the proposals.**

Committee members also asked guests whether the issue of road danger is sufficiently captured by the new wording in the MTS that describes the multiple challenges faced by London that road charging schemes might tackle, but omits the issue of road danger. Christina Calderato gave assurance that other policies within the MTS give sufficient ability for TfL to use road danger as a criteria for any future schemes. **The Committee nevertheless recommends, for additional clarity, that the issue of road danger also be included in specific new wording for Proposal 24.1.**

Future development of road user charging

If we develop a future road user charging scheme to replace existing schemes, what elements should be considered?

The Transport Committee has in the past been broadly supportive of the principle of the Mayor developing specific road user charging proposals in London - albeit with differing views on the purpose of those proposals. The Committee has also previously called on the Mayor to develop a

¹⁴ London Assembly Transport Committee, [Agenda for Transport Committee on 12 July 2022](#)

¹⁵ TfL, [Improving air quality and Londoners' health, tackling climate change and reducing congestion](#), May 2022

replacement for the central London Congestion Charge in its 2017 report *London Stalling: Reducing Traffic Congestion in London*.¹⁶ The full text of Recommendation 1 in that report was:

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

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

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

However, two dissenting views to the recommendations were also published with the report, one from a Conservative AM and one from a UKIP AM, both of whom opposed further road charging schemes on broad principles.

The Committee heard from Ms Calderato that the intention of a future road charging scheme would be to replace and integrate the schemes currently operating (the ULEZ, LEZ and Congestion Charge), with a single scheme and single charging system.¹⁷

The Committee notes that TfL is in the early stages of developing any future scheme, and that Londoner’s views will help shape this as part of the consultation. **The Committee believes it is important that Londoners are involved in the development of any future scheme at every stage, including in devising how the scheme will work, particularly those with protected characteristics, health concerns, a defined need to drive, or low incomes.** It will also be essential that any proposals put forward in future consultations are supported by a clear indication of where any funding generated by schemes will be invested, and how it will support broader strategic goals. **The Committee asks TfL to provide a clear assessment of costs and benefits for any future scheme alongside any future consultation.**

We look forward to seeing revised text for the MTS proposals, which we will consider for a formal response.

¹⁶ London Assembly Transport Committee, [London Stalling: Reducing Traffic Congestion in London](#), January 2017. and see [Appendix 1 and Addendum for minority reports](#).

¹⁷ London Assembly Transport Committee, [Agenda for Transport Committee on 12 July 2022](#)

In addition, later this year the Committee is planning an investigation to look in more detail at the future development of smarter, fairer road user charging, and we look forward to engaging further with TfL and your team at that time.

We would be grateful if you could provide a response to this letter by 14 September 2022. Please copy your response to Eleanor Haigh (eleanor.haigh@london.gov.uk), the Committee's Policy Advisor.

Yours,

A handwritten signature in black ink, appearing to read 'Sian Berry', with a stylized flourish at the end.

Sian Berry AM
Chair of the Transport Committee

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