

# MAYOR OF LONDON

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Dear Jennette

## **London Assembly (Plenary) Meeting 4 November 2015 - Motions**

Thank you for your letter of 6 November 2015. My response to the London Assembly's motions is set out below. I apologise for the delay in responding to you.

### **Motion 1 – Heavy Goods Vehicles on London's roads**

My aim remains to remove completely death and serious injury from the capital's roads. 2014 saw the lowest number of people killed or seriously injured (KSI) on London's roads since records began. Compared to 2013, the number of cyclists killed or seriously injured was down 12 per cent, despite huge increases in the number of people cycling. The figures are clearly heading in the right direction, but the simple fact remains that one death on London's roads is one too many. This is why we are doing everything that we can to make London's roads safer.

This year, Transport for London (TfL) and I achieved our original road safety target of a 40 per cent reduction in the number of KSIs on the capital's roads by 2020. I have now stretched this target to deliver a 50 per cent reduction in KSIs by 2020. To achieve this, we will focus on: highway engineering and design - to give us safer road junctions and extensive new segregated and partially-segregated cycle lanes - better vehicle design, driver training, enforcement and reducing the number of freight journeys by helping operators to re-time deliveries and plan their logistics more smartly. No single solution will deal with Heavy Goods Vehicle (HGV) safety so I am evaluating a wide range of potential interventions as part of a fundamental reconsideration on managing freight in the city.

I have already taken action to ban lorries from entering London without certain safety equipment through the Safer Lorry Scheme. I have also proposed additional safety improvements to further reduce the driver blind spots that contribute to so many tragic incidents. Further restrictions on HGVs need to avoid unintended consequences, such as an increase in vans on the road or an increase in HGVs at other times of the day.

My response to each of the policies the Motion requests be implemented is below.

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## **Policy 1 – A rush hour lorry ban**

I have asked TfL to look at the advantages and disadvantages of restricting certain vehicles at certain times. This raises some issues. For example, banning HGVs during the morning peak might result in goods being delivered in a larger number of smaller vans. Vans already make up over 20 per cent of traffic in central London during the morning peak, so this could have serious implications for congestion, road safety and air quality. This policy would also result in a greater number of HGV journeys being made at other times of day, which also has safety implications for journeys made at that time (for example, lunch hour rush or end of school). As such, the safety benefits of a rush hour lorry ban are not straightforward and require further analysis. In 2014, for example, only one of the 13 cyclists killed in London was hit by an HGV between 8.00 and 9.30am.

Cities such as Paris and Dublin have HGV bans in place. However, these cities only restrict extra-long vehicles which do not operate in London. The bans include a considerable number of exemptions. For example in Paris, construction vehicles – which are over-represented in cyclist and pedestrian fatalities in London – are exempt from the ban. Dublin has very specific circumstances which its regulations are designed to address. HGV drivers were using the city centre as a route to access the port and travelling through the city unnecessarily. To address this, a large freight tunnel was built to bypass the city. HGVs are still able to drive into Dublin to make deliveries in the city along designated routes. In London, the vast majority of large vehicles are travelling to make a delivery to a business, construction site or home. Nevertheless, TfL will continue to look for innovative solutions in this area.

## **Policy 2 – The Construction Industry must adopt Construction Logistics and Cyclist Safety (CLOCS) safety standards to prevent further deaths and direct vision cabs**

I believe that one of the biggest improvements to road safety would be for all vehicles to be designed so that drivers can see other road users, such as cyclists and pedestrians, clearly through their windows. 17,600 HGVs have been fitted with safety equipment to protect cyclists and other road users as part of CLOCS and over 19,000 HGV drivers have received specially designed cycle safety training.

Through the CLOCS Programme TfL has also worked with freight operators, the construction industry and major HGV manufacturers to stimulate creative solutions for HGV designs with direct driver vision, greatly reducing HGV blind spots. As a result, these vehicles are now available for operators to buy and TfL is working to increase the availability and affordability of these vehicles. From a single prototype at a CLOCS event that I opened in 2013, there are now 190 vehicles with improved vision operating across London. Therefore, TfL is in a position to specify that all contractors working on the Northern Line Extension must use vehicles that incorporate lower cabs and additional glass for all-round driver vision.

In addition to CLOCS, London launched the Safer Lorry Scheme (SLS) in September 2015, which is designed to improve cyclist and pedestrian safety by banning lorries that have not been fitted with basic safety equipment from London's roads. London is leading the way nationally with this scheme and most vehicles previously exempt from national legislation for basic safety equipment now have to be retro-fitted before entering London, including construction vehicles.

At the launch, I announced proposals for further safety changes to be made to all HGVs in London, including bigger side windows to reduce the driver blind spots. These proposals will be consulted on early this year to assess the feasibility and determine how this might be enforced.

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Extensive trials are also now being undertaken at the Transport Research Laboratory of a variety of electronic sensors for lorries, aiming to alert drivers to cyclists' presence. If it is shown that any of these devices offer significant and consistent benefits, it may also be required for them to be fitted to lorries in London.

Many of the most dangerous vehicles are construction-related. For future major construction projects, Greater London Authority (GLA) planning powers will be used to strictly prescribe the routes that HGVs serving them can follow. This could require, for instance, that they avoid a road heavily used by cyclists or take a route that minimises the number of left turns, the most dangerous manoeuvre. Discussions with the London boroughs and the construction industry have already started to ensure that this happens as fast as possible.

I am also working to improve lorry safety by lobbying the Government and European Union about the design of lorries and how we can improve them so that they are safer not only in London, but the rest of the UK and across Europe. This includes improving direct vision for drivers in HGV cabs and making it easier to see cyclists and pedestrians on the street. The European Commission is currently preparing legislation which would bring these changes into force and I am pressing for this to be done as soon as possible.

## **Policy 3 – Confidential reporting of bad practice**

I support any measure that increases transparency, as this can be a good way of exposing bad practice. Transparency can help our understanding of how incidents occur to help prevent future collisions. TfL recently announced that London's bus network is set to become the first in the UK to adopt a scheme allowing employees confidentially to report any health and safety concerns to a third party. The Confidential Incident Reporting and Analysis System (CIRAS), which is standard across the rail industry and London Underground, will be introduced to the bus network in London, to give employees an extra way of reporting any concerns.

I have asked TfL to investigate whether there are any additional confidential reporting methods for the freight industry that could be added to the existing range of measures to report, investigate and deal with bad practice. In all circumstances, any illegal activity or failure to comply with regulations should be raised with the police so that they can take targeted action.

## **Policy 4 – Stronger Enforcement**

Unsafe, illegal lorries are not welcome in London. Not only are they a danger to other road users, they undermine legitimate, safe businesses who work within the law, and they damage the reputation of this vital industry.

Both TfL and the Metropolitan Police Service (MPS) are already enforcing against unsafe operators who cut corners on safety and will continue to do so. In October, TfL announced the creation of the London Freight Enforcement Partnership. Chaired by Sir Peter Hendy, this partnership brings together 90 officers and analysts from across TfL, the MPS, City of London Police and the Driver Vehicle Standards Agency. Together they target drivers, vehicles and operators who pose the greatest risk on London's roads. TfL will publish a monthly snapshot of the partnership's activities and results from early this year.

TfL acknowledges that a lack of clarity about priority when motorists make turning movements at junctions, poses a significant risk to pedestrian and cycle safety. Therefore, TfL and I are currently lobbying the Department for Transport to strengthen the Highway Code to provide stronger representation to pedestrian and cycle safety.

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TfL supports more action at the national level to give greater legal protection to cyclists. As such changes take time, the focus is also on developing highway layouts that minimise, and preferably, remove turning conflicts at junctions. TfL is applying innovations inspired by international practice to junction design on new Cycle Superhighways and Quietways. For example, TfL has worked with DfT to test and gain approval for cycle-specific traffic signals, which provides the ability to separately control cycle movements at junctions much more effectively and clearly than before. In August 2015, TfL unveiled its first 'hold the left' junction on Cycle Superhighway 2, where the cycle route along Whitechapel Road meets Cambridge Heath Road. Cyclists and turning motor traffic move in separate phases, with left-turning vehicles held back to allow cyclists to move without risk and cyclists held when vehicles are turning left. There is also a new 'two-stage right turn' to let cyclists make right turns in safety. For straight-ahead traffic, early-release traffic lights give cyclists a head start. These innovations aim to significantly cut the cyclist casualty rate. Around 85 per cent of cyclist collisions happen at junctions, mostly involving turning traffic. I trust this response goes some way to reassuring you of my determination to improve the safety of all road users in London.

## **Motion 2 - LEZ, emissions standards, Euro 6**

I welcome the Assembly's interest in the Ultra Low Emission Zone (ULEZ) and I share its concern over recent revelations regarding so called 'defeat devices'. Nitrogen oxides (NO<sub>x</sub>) from diesel vehicles contribute significantly to air pollution in London, which is why the ULEZ will allow only Euro 6/VI diesel vehicles to enter without charge, along with Euro 4 petrol vehicles and alternatively fuelled vehicles (e.g. electric). Although the Vehicle Certification Agency investigation is ongoing, we understand the affected Volkswagen cars are diesel type approved at Euro 5. As a result, they would not be compliant with the ULEZ standards and would be subject to a charge.

TfL is not in a position to differentiate between vehicles that perform as tested in the real-world and those that do not. They are type approved Euro 6 vehicles and that is the only mechanism currently available for the ULEZ standards. Any other method used to define the ULEZ standards would be vastly complex to communicate, particularly accounting for the magnitude of affected vehicles. The real issue here is the robustness of the Euro type approval test, hence the importance of Real Driving Emissions (RDE) testing being agreed and implemented as soon as possible. An acceptable proposal is yet to be tabled and the GLA's office in Brussels continues to monitor this situation closely.

TfL's modelling and analysis of the ULEZ takes into account the difference between real-world driving and test cycles. As a result, TfL is confident that the ULEZ will deliver the real-world emissions savings as modelled. While testing of Euro 6 diesel cars has shown greater emissions in the real world than the test cycle, it has also found a significant reduction in NO<sub>x</sub> emissions when compared to previous Euro standards.

It should be recognised that Euro VI is working well for heavy duty vehicles and in particular, the London bus fleet. Fleet operators are procuring these vehicles in good faith and rightly so.

There have been promising results from the initial development of a Euro VI retrofit solution for Euro V buses as well as transitioning away from conventional fuel where possible. To acknowledge this transition, from 2018, London will only license zero emission capable taxis and TfL is currently trialling electric and hydrogen buses to meet a ULEZ requirement of 300 zero emission buses by 2020.

The ULEZ is designed to maximise air pollution benefits against the cost to Londoners and people travelling in the city. Modern diesel vehicles have some economic and environmental advantages over petrol for longer distance driving. Therefore, I do not believe it is fair to restrict drivers

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choosing vehicles for this reason. That said, the ULEZ will clearly encourage a greater and accelerated uptake of the cleanest possible vehicles and it has set a precedent for similar action required elsewhere in the UK.

At the request of London Councils, TfL is working with London boroughs to develop options for the future of the ULEZ and the London-wide Low Emission Zone. This review will consider future options for both boundaries and standards.

The long-term ambition is for all vehicles in London to be zero emission, but we must get there on a trajectory that is reasonable and does not cost Londoners so much in fees and vehicle upgrades that it cripples the capital's economy.

## **Motion 3 - renewable electricity/solar**

I will be meeting with the Secretary of State for Energy and Climate Change, and will make representations on a range of energy and climate change issues affecting London, including the proposed changes to the Feed-in Tariff which could be detrimental to solar deployment and jobs should they proceed at the proposed level.

## **Motion 4 - waste / Port of London Authority**

My Capital Clean-up programme is a partnership campaign led by my office to help Londoners work together to spruce up their city. The campaign aims to help Londoners clean and green the city through community engagement and participation. It is supported by McDonald's and is part of my wider Team London volunteering programme. The campaign includes the distribution of small grants and clean up kits administered through Groundwork London.

The campaign has seen impressive results: in the last year over 4,600 volunteers were involved and took part in over 230 clean up events across the city. We have supported 54 projects with grants and distributed 47 clean up kits to groups across 29 London Boroughs. The area of land improved is more than 830,000m<sup>2</sup> which is the equivalent to more than ten times the foot print of the O2. Furthermore, 315 tonnes of litter and rubbish collected through these events in the summer of 2015.

GLA officers are members of the Thames Litter Forum coordinated by the Port of London Authority and Thames 21. Through the Capital Clean Up programme, we support all litter campaigns, including, the Cleaner Thames campaign.

## **Motion 5 - ESOL funding for FE**

I am committed to making immigration work for all Londoners and integration and inclusion are really important in this. English language ability is key to enabling individuals to work, achieve their full potential and contribute fully to the community in which they live, access services and feel part of local decision-making. As such, learning the English language continues to be the priority in London Enriched, my strategy for migrant and refugee integration.

I have already written to the Chancellor requesting that as part of the Government's Comprehensive Spending Review that greater powers and funding over skills are devolved. I have requested that adult skills and 16-18 funding in London is protected, including ESOL in order to meet future skills demand. I am also seeking for adult skills to be devolved in multi-year settlements to ensure it is better able to meet London's skills requirements, employment needs and provide stability to the sector. I continue my dialogue with Government and the outcome of these discussions will not be known until after the Comprehensive Spending Review.

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As part of this work, I will be assessing the evidence on the need and impact of English language learning in London. My Deputy Mayor for Education and Culture, Munira Mirza, chaired a discussion on English language and integration at the London Strategic Migration Partnership on 18 November 2015 and ESOL experts were invited to contribute to that discussion.

## **Motion 6 - Converting offices and workspaces into flats**

I have been actively lobbying Government to reconsider its proposals to liberalise change of use from offices to housing. Prior to the announcement in October 2015 I wrote to Greg Clark MP expressing concern about the Government's intention to make permanent the offices to residential permitted development rights and remove the exemptions for these crucial parts of the central London office market.

I welcomed the changes, announced on 13 October 2015, which will ensure we can continue to protect space in London's nationally and internationally important business districts in and around central London. The areas currently exempt from the rights will have until May 2019 to make an Article 4 direction and we have already convened two meetings with the relevant borough planning officers to ensure a co-ordinated approach to help safeguard this strategically crucial part of London's office stock. My Draft Supplementary Planning Guidance for the Central Activities Zone, which closed to public consultation on 8 December 2015, provides strategic context and advice on the range of evidence that can be used to support Article 4 Directions to remove the permitted development rights.

I am also concerned about the negative impact of the permitted development rights on occupied office space, business and employment in those areas not covered by the exemptions and I have raised these concerns with Government. Recent estimates from our ongoing monitoring in collaboration with the boroughs suggest that around 1 million sq m of space (of which about 55 per cent is either occupied or part occupied) has already been approved through the permitted development rights process for conversion to 17,000 dwellings. It is as yet unclear how many of these approvals have translated into completions. The GLA's own (interim) data suggests 1,119, but an independent source indicates 4,000.

The London Plan recognises that, overall, there is surplus office capacity beyond the central London office market areas. However, the Plan seeks to manage the release of this surplus in appropriate locations.

This is to provide some protection for offices which accommodate 'low value added' employment (which has seen considerable growth), and so that offices which are converted into housing provide homes of a decent standard and, if viable, some affordable housing. Historically, this planned and managed release process has been a significant source of housing (2,000 – 3,000 units per annum).

A number of London boroughs have brought forward Article 4 directions to remove the rights depending on local circumstances. I recognise that the introduction of Article 4s will have cost implications for the boroughs, including impact on fee income, and that their use will not be appropriate in all circumstances. As Mayor of London I do not have a role in Article 4 directions but I would support their use where they protect strategically important office locations and can be justified by robust evidence.

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## **Motion 7 – Universal free School Meals**

I continue to support universal infant free school meals (UIFSM), and fully agree that they can impact positively on the health and wellbeing of children. For the past two years the GLA's Food Team have been working closely with the national School Food Plan Team who are supporting the improvement and increased take up of school food. In addition, along with the Department for Education I am funding the two Food Flagship Boroughs of Croydon and Lambeth to take a borough-wide approach to improving food. School food and the diets of children are an integral part of the work in both Food Flagship Boroughs.

I very much welcome the continued commitment from the Prime Minister to support UIFSM.

## **Motion 8 – Holocaust Memorial Day**

I am happy to associate myself with these words, and I am proud that City Hall plays its part each year in publicly recognising Holocaust Memorial Day. I was deeply moved by my visit to the Holocaust Museum at Yad Vashem on my recent visit to Israel, and commend the work of organisations such as the Holocaust Memorial Day Trust and the Holocaust Educational Trust, with their incredible 'Lessons from Auschwitz' project, to educate young people in London and beyond about the sheer evil of the Holocaust and other genocides and the importance of never forgetting these horrific events. It is hugely important that we continue to invite schools from across London to be represented at our event each year, and I am pleased that efforts are being made to offer Hampton School the opportunity to be involved with our ceremony this year on 26 January.

## **Motion 9 – Trade Union Bill**

I fully support the Government's Trade Union Bill, a much needed piece of legislation that will end strikes triggered by a tiny minority of workers. These strikes, sometimes voted for by fewer than 20 per cent of the relevant workforce inconvenience Londoners, damage our economy, and often cost many hard-working staff their pay during the period of the strikes. Of the 26 disputes in London which have led to Tube strike action since 2008, nineteen could have been prevented under this new legislation in relation to workers in essential services for 50 per cent turnout and 40 per cent support.

I believe that the Bill will not stop trade unions from playing a constructive role in modernisation, or from withdrawing the labour of their members. Moreover, I believe that it will greatly help the travelling public, and the majority of workers who have often rejected the strike, implicitly or explicitly.

Yours ever,



**Boris Johnson**  
Mayor of London