

Consultation on the Future of  
the Western Extension –  
Report on the non-statutory  
public consultation

**Draft Report**

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**TfL project number: 08024**

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# EXECUTIVE SUMMARY

## Introduction and Background

A Congestion Charging zone was initially introduced into central London in February 2003 and the zone was subsequently extended to the west in February 2007. The original charging zone and the Western Extension operate as a single area with an £8 daily charge being payable for vehicles driving within any part of the zone during charging hours (Monday to Friday 7am-6pm). Residents living within the charging area and some designated 'buffer zones' which are immediately adjacent to the boundary of the charging zone are eligible for a 90% discount from the Congestion Charge, which means they would pay £4 for five consecutive charging days.

The Mayor asked Transport for London (TfL) to seek Londoners' views on the future of the Western Extension of the Congestion Charging Scheme to help inform his 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 stakeholders. The consultation took place from 1 September to 5 October 2008. 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 consultation materials stated that 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.

Accent was commissioned by TfL to carry out an analysis, both qualitatively and quantitatively, of consultation representations submitted by the public, businesses and other organisations to the consultation.

This report is on the public consultation, which included responses from the public, businesses and other organisations who responded using either the questionnaire contained within an information leaflet, online or other written submissions including emails.

Since consultations tend to elicit views mainly from those with strong opinions, it is important to understand how representative these views are of the wider population. Therefore, TfL also commissioned Accent to conduct a survey of 2,000 Londoners and 1,000 businesses alongside the public consultation. This is designed to complement and inform the outcome of the public consultation by providing a representative view of specific groups, residents and businesses inside and beyond the original charging zone and Western Extension.

Separate reports on the Attitudinal Survey of London Businesses and the Attitudinal Survey of Londoners are available.

Accent accepted for analysis all responses received up to 7 October 2008 (two days following the close of the consultation), those received after this date were forwarded to TfL for separate analysis. This report covers all responses received by Accent up to 7 October; late responses are included in TfL's analysis in the main Report to Mayor.

## Response volumes

Respondents could respond via a web questionnaire or an identical paper questionnaire which was available on request from the consultation call centre.

There were 27,577 responses to the consultation received by 7 October:

• Paper questionnaires	6,207
• Web questionnaire	21,292
• Open responses (i.e. not using a questionnaire):	
– Other organisations <sup>1</sup>	3
– Businesses	9
– General public	66
<b>Total</b>	<b>27,577</b>

In addition, two separate petitions were received. One contained 264 signatories and the other contained 60 signatories.

Respondents using either the paper or web questionnaires were asked to say if they were responding as an individual or as a business. There were 24,803 individual and 2,390 business questionnaire responses.

Any Stakeholder responses were forwarded to TfL for analysis by them.

## Responses from Questionnaires

Overall, over two thirds (69%) chose Option 2 – *Remove the Western Extension*. Just under a fifth (19%) chose Option 1 – *Keep the Western Extension as it is* and the remaining 12% chose Option 3 – *Change the way that the scheme operates*.

Business respondents were much more likely than the general public to choose Option 2 – *Remove the Western Extension* (86% compared to 67%) and less likely to choose Option 1 – *Keep the Western Extension as it is* (6% compared to 21%).

Respondents were then asked how much they supported or opposed three options to change the way the scheme operates.

### Option 3A – An account-based payment system

The introduction of an **account based payment system** was supported by more than twice as many as who opposed it: 39% support an account based payment system and 18% oppose it with 34% not responding. Individuals were more likely than business respondents to support an account based payment system: 39% compared to 30% respectively.

### Option 3B – A charge free period in the middle of the day in the Western Extension

There is greater opposition than support for a **charge-free period in the middle of the day in the Western Extension**: 34% opposed it and 21% supported it with over a third

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<sup>1</sup> 'Other Organisations' are those organisations that responded to the public consultation exercise on behalf of the interests of a wider group.

not responding. Individuals were more opposed than business respondents: 36% of individuals opposed compared to 30% of businesses.

### **Option 3C – Increase the Residents’ discount from 90% to 100%**

Overall, slightly more respondents supported **increasing the Residents’ discount from 90% to 100%** than opposed it: 29% supported and 27% opposed with 34% not responding. Individuals were more likely than business respondents to support this: 30% compared to 24%.

An analysis of responses by area was based on the postcodes given by respondents and these were categorised as follows:

- **WEZ/WEZ buffer** – Residents living within the Western Extension area and within the area immediately adjacent to the Western Extension boundary who are eligible for the Residents’ discount
- **OCZ/OCZ buffer** – Residents living within the original charging zone and also within the area immediately adjacent to the original charging zone boundary who are eligible for the Residents’ discount
- **Rest of London** – Residents living outside both the original charging zone and the Western Extension
- **Outside London** – People living outside the capital<sup>2</sup>.

The strongest support for increasing the Residents’ discount from 90% to 100% was from individuals living in the WEZ/WEZ buffer: 54% supported compared to 35% individuals living in the OCZ/OCZ buffer, 22% in the rest of London and 32% outside London.

### **General Public – ‘Open’ Responses**

In addition to the questionnaires, there was a total of 66 written submissions from the general public. A majority of submissions took the form of emails (36) and almost all the rest were letters (30). In addition, there were two petitions.

Just over half (35 respondents) gave postcodes. Thirteen of these were in the Congestion Charging zone and the remaining 21 elsewhere in London.

Over half of respondents (58%) of the general public respondents suggested removing the Western Extension. Thirteen respondents (20%) said that the Western Extension should be kept and nine respondents (14%) said there should be changes to the WEZ.

### **Business ‘Open’ Responses**

There were nine open written submissions from businesses. Five were received as emails and the other four as letters.

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<sup>2</sup> Anybody could respond to the consultation

One respondent did not give a postcode. Of those that did, most were located in the Congestion Charging Zone, and the rest elsewhere in London.

All but one of the business respondents suggested removing the Western Extension. The other respondent suggested changes to the way the Western Extension operates.

### **Other Organisations**

There were three responses from Other Organisations:

- The British Antique Dealers' Association
- National Heart Forum
- Sion-Manning RC Girls School.

Two of the respondents (The British Antique Dealers' Association and Sion-Manning RC Girls School) called for the Western Extension to be removed and the third National Heart Forum thought it should be retained with some changes.

# 1. INTRODUCTION

## 1.1 Background

Congestion Charging was initially introduced into central London in February 2003, and was subsequently extended to the west in February 2007, following consultation on both a revision to the Mayor's Transport Strategy and a further consultation on a Variation Order to implement the extension.

The extended zone operates as a single area with an £8 daily charge payable for vehicles driving within any part of the zone during charging hours (Monday to Friday 7am-6pm). Residents living within the charging area and some designated 'buffer zones' which are immediately adjacent to the boundary of the charging zone are eligible to register for a 90% discount on the Congestion Charge, which means they would pay £4 for five consecutive charging days.

The Mayor asked Transport for London (TfL) to seek Londoners' views on the future of the Western Extension of the Congestion Charging Scheme to help inform his 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 stakeholders. The consultation took place between 1 September and 5 October 2008. 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 consultation materials stated that 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.

Figure 1: Map of Congestion Charging Zone



For the public consultation, TfL prepared an information leaflet and a questionnaire, which were available online and in paper form for the public and businesses to complete and submit. Open responses in the form of letters and emails were also accepted. Accent was commissioned by TfL to carry out an analysis, both qualitatively and quantitatively, of consultation representations submitted by the public, businesses and other organisations to the consultation.

Since consultations tend to elicit views mainly from those with strong opinions, it is important to understand how representative these views are of the wider population. Therefore, TfL commissioned Accent to conduct a survey of 2,000 Londoners and 1,000 businesses alongside the public consultation. These were designed to complement and inform the outcome of the public consultation by providing a representative view of specific groups, residents and businesses inside and beyond the original charging zone and Western Extension.

This report is on the non-statutory consultation. Other reports are available on the Attitudinal Survey of Londoners, and the Attitudinal Survey of businesses.

## 1.2 The Consultation

This non-statutory consultation differs from earlier formal consultations carried out by TfL on Congestion Charging. Previous consultations have been part of a formal process in which TfL consulted on specific proposals to vary the scheme in order to make recommendations to the Mayor. These recommendations would then be confirmed, confirmed with modifications or rejected in an amended Scheme Order.

This non-statutory consultation does not propose a modification to the Scheme Order. Instead it sets out to test opinion on a range of options to enable the Mayor to hear a range of views about the future of the Western Extension. This means that there is scope to include issues which might help to inform the response and enable TfL to gather useful feedback on perceptions of the charge.

This non-statutory consultation took place over a five week period from 1 September to 5 October 2008 inclusive.

A public information campaign ran throughout the consultation period involving newspaper advertisements in the London local press, London papers and specialist ethnic press and on radio. Detailed information was also made available on the TfL website, including supplementary information on the scheme as well as the public information leaflet and the questionnaire. Respondents were able to have their say using the web questionnaire or by completing and returning the paper questionnaire in the leaflet, which could also be requested from the consultation call centre.

The public consultation was complemented by two attitudinal surveys: of Londoners and London businesses. Since the responses to the consultation are self-selecting, and may more strongly reflect the views of those motivated to respond, the attitudinal surveys will enable a view to be taken as to the representativeness of the consultation responses.



Following the consultation, the Mayor will consider the results of the consultation and the results of the attitudinal survey before he decides how to proceed.

### 1.3 Objectives

The objective of the non-statutory consultation was to: seek the views of Londoners on a range of potential options for the future of the Western Extension. These views would be used to inform the Mayor of London in order to inform future decisions with regard to the Western Extension. The options presented in the consultation were:

- **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 there would no longer receive a discount on travel in the original charging zone
- **Option 3 – Change the way that the scheme operates.**

In addition, a number of potential changes to the scheme were outlined:

- **Option 3A Introduce an account based payment system** across the 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 a single charging day's travel in the zone.
- **Option 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
- **Option 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.

Respondents were also invited to make their own comments on potential changes to the way the scheme operates via an open text box in the questionnaire.

The consultation materials also presented information on the likely impacts of the options in terms of traffic and congestion; environmental impacts (CO<sub>2</sub> and air quality emissions); and on impacts on the net revenues available for investment for transport in London.

## 2. METHODOLOGY

### 2.1 Introduction

This section describes the methodology of the processing and analysis of the responses to the consultation.

### 2.2 Nature of Responses to the Consultation

The following types of submissions were received:

- Paper questionnaires
- On-line questionnaires
- Open responses (including petitions) from:
  - the general public
  - businesses
  - other organisations.

Any Stakeholder responses were forwarded to TfL for analysis by them.

### 2.3 Other Organisations Responses

‘Other Organisations’ are those organisations that responded to the public consultation exercise on behalf of the interests of a wider group; for example, business representative groups, schools etc.

### 2.4 Return of Responses

The paper questionnaires included a freepost address for returning the completed version to Accent for analysis. This address was also available for the return of ‘open’ responses (ie letters and emails) from the consultation leaflet and the TfL website.

- Some other organisation responses were sent direct to TfL and then copied to Accent;
- Some other organisation responses were sent direct to Accent using the freepost address;
- Web survey responses were collated by TfL and sent to Accent on a weekly basis;
- Emails and letters that were sent to TfL by members of the public, business and other organisations were forwarded to Accent on a weekly basis;
- Responses were received throughout the consultation period – 1 September to 5 October – and up to 7 October. This report covers all responses received by Accent up to 7 October. Those received after this date were sent to TfL for analysis and are covered in the main Report to Mayor;

- Accent accepted and analysed petitions.

## Logging

All responses were logged prior to processing and analysis.

- On receipt the responses were numbered and batched ready for coding and analysis;
- All responses were assigned a unique record number so that they could be identified in the data set;
- A different series of record numbers was assigned according to the source of the response: questionnaires, other organisations, business and public open responses.

## Freedom of Information Act

All responses were opened within two days of receipt and initially checked to see if there were any requests for information under the terms of the Freedom of Information Act. The Freedom of Information Act gives people a general right of access to information held by or on behalf of public authorities, promoting a culture of openness and accountability across the public sector. If there were such requests these would have been immediately forwarded to TfL. There were no such requests.

## 2.5 Data Processing

Web questionnaire data was exported into SPSS<sup>3</sup>, a statistical analysis program. All closed responses from the paper questionnaires were data entered.

All open responses from the paper questionnaires were typed into a Microsoft Access database along with the postcodes.

Open responses were then spell checked. To ensure that the integrity of the response was maintained, no changes were made to the grammar or content of submissions although spelling may have been changed.

Range error checks (for example to check that answers were within the questionnaire options) and logic error checks (for example to check that individuals did not answer business questions) and data edits were undertaken. Edit checks covered multiple responses to single code questions.

Analysis was undertaken and output was in the form of tables

## 2.6 Analysis and Coding of Open Responses

The open response question (“*Please use the space below to tell us about any other changes you would like to see made to the Western Extension*”) was individually analysed.

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<sup>3</sup> originally, Statistical Package for the Social Sciences.

Most of these responses were written within the box provided in the questionnaire. Some respondents also attached a note with additional comments. These were included in the analysis and separately typed or scanned and appended to the appropriate questionnaire in the database.

The open responses were analysed by allocating them into key themes, each of which was given a code to aid analysis. Each response was coded with up to four codes using a code frame. The initial code frame was developed after coding the first 1,000 questionnaires, adding some new codes as agreed by TfL and Accent. A copy of the final list of codes used (the Code Frame) is included as Appendix B.

Obscene comments were coded 'rude/irrelevant'. General comments not relevant to the proposal or Congestion Charging were coded as irrelevant.

As a check on the consistency of coding staff and to ensure that all elements of responses were correctly coded and included, rigorous quality checks were applied. This included:

- a 10% back check of all coding undertaken
- a 10% back check of all data entry undertaken
- checking of the first 50 questionnaires coded for each coder.

Any errors identified as a result of miscoding were corrected.

### **Coding of Open Submissions**

Open submissions from other organisations, the general public and businesses were received as letters (both handwritten and typed), emails, faxes, petitions and documents, some of substantial length.

All typed responses were scanned using optical character recognition (OCR) software and the responses proofed before being entered into the appropriate Microsoft Excel spreadsheet (ie other organisation, business etc).

The open text was then individually analysed using the list of codes as described above.

## **2.7 Context to the Analysis**

It is important to note that the findings from the non-statutory consultation reported in this document are from a consultation and not an opinion poll or referendum. Consultations tend to elicit views mainly from those with strong opinions and those more likely to consider themselves affected by the issues. The purpose of a consultation is to seek information and views on the issue under consideration. It is not intended to elicit representative samples of opinion. The nature of public consultation is that respondents are self selecting and therefore not necessarily representative of opinion across London.

TfL also commissioned a survey of 2,000 Londoners and 1,000 businesses alongside the public consultation. This is designed to complement and inform the outcome of the

public consultation by providing a representative view of specific groups, residents and businesses inside and beyond the original charging zone and Western Extension. Two separate reports are available on these attitudinal surveys.

### 3. RESPONSES - VOLUMES

Accent accepted for analysis all responses received up to 7 October 2008, those received after this date were forwarded to TfL for separate analysis.

The responses received by 7 October are shown below:

• Paper questionnaires	6,207
• Web questionnaires	21,292
• Open responses:	
– Other organisations <sup>4</sup>	3
– Businesses	9
– General public	66
<b>Total</b>	<b>27,577</b>

In addition, two separate petitions were received. One contained 264 signatories and the other contained 60 signatories. See Section 5.4 for details of the petitions.

The three other organisation responses were from:

- The British Antique Dealers' Association
- National Heart Forum
- Sion-Manning RC Girls School.

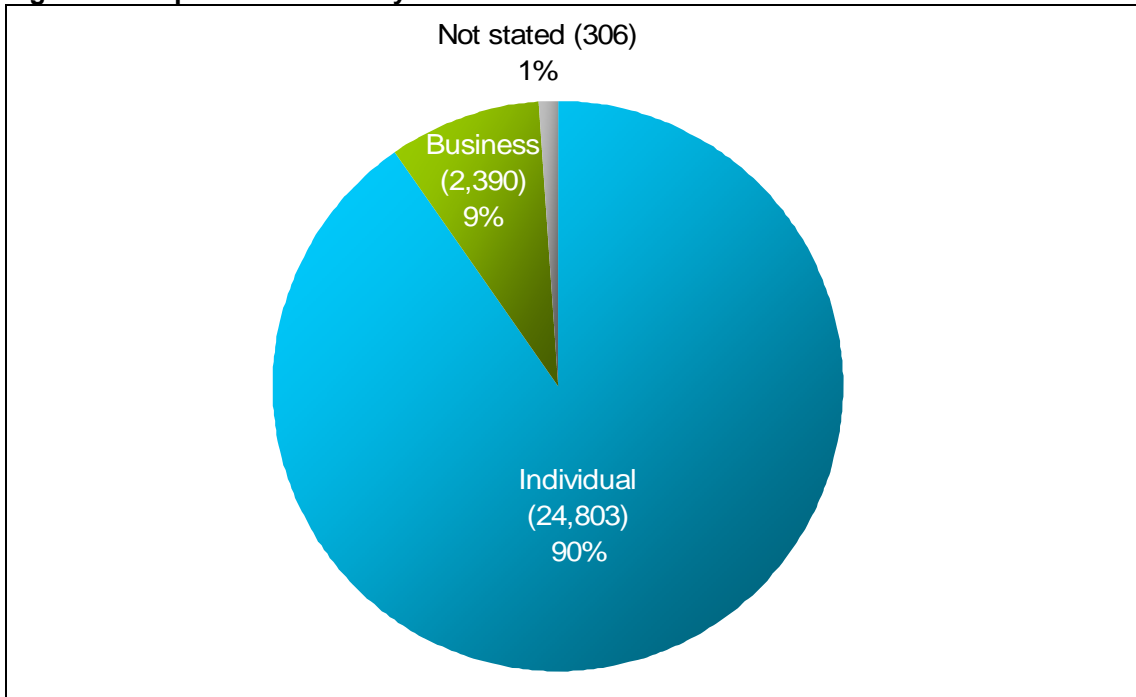
#### **Consultation Questionnaire Responses by individuals/businesses**

The consultation questionnaire included a question which asked if the respondent was an individual or a business. Nine tenths of responses were from individuals.

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<sup>4</sup> 'Other Organisations' are those organisations that responded to the public consultation exercise on behalf of the interests of a wider group.

**Figure 2: Response volumes by individual or businesses**



Base: 27,499 all respondents

Individual responses were allocated to one of the following four areas on the basis of the postcode respondents provided:

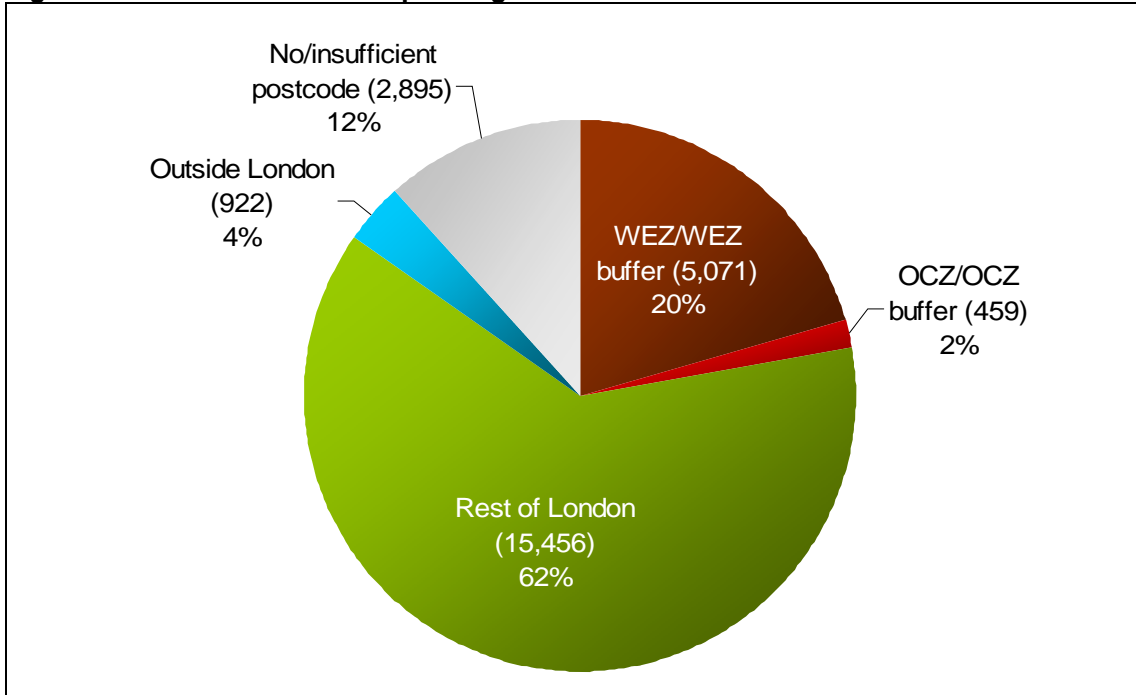
- **WEZ/WEZ buffer** – Residents living within the Western Extension area and within the area immediately adjacent to the Western Extension boundary who are eligible for the Residents’ discount
- **OCZ/OCZ buffer** – Residents living within the original charging zone and also within the area immediately adjacent to the original charging zone boundary who are eligible for the Residents’ discount
- **Rest of London** – Residents living outside both the original charging zone and the Western Extension
- **Outside London** – People living outside the capital<sup>5</sup>.

Some 12% of individuals did not give postcodes or the postcode given was either not legible, didn’t match existing postcodes or was not of sufficient detail to allocate to one area or another. Therefore, these respondents are not included in analysis by area but are included for analysis of all respondents.

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<sup>5</sup> The consultation was primarily for Londoners. However, it was possible to respond from outside London.

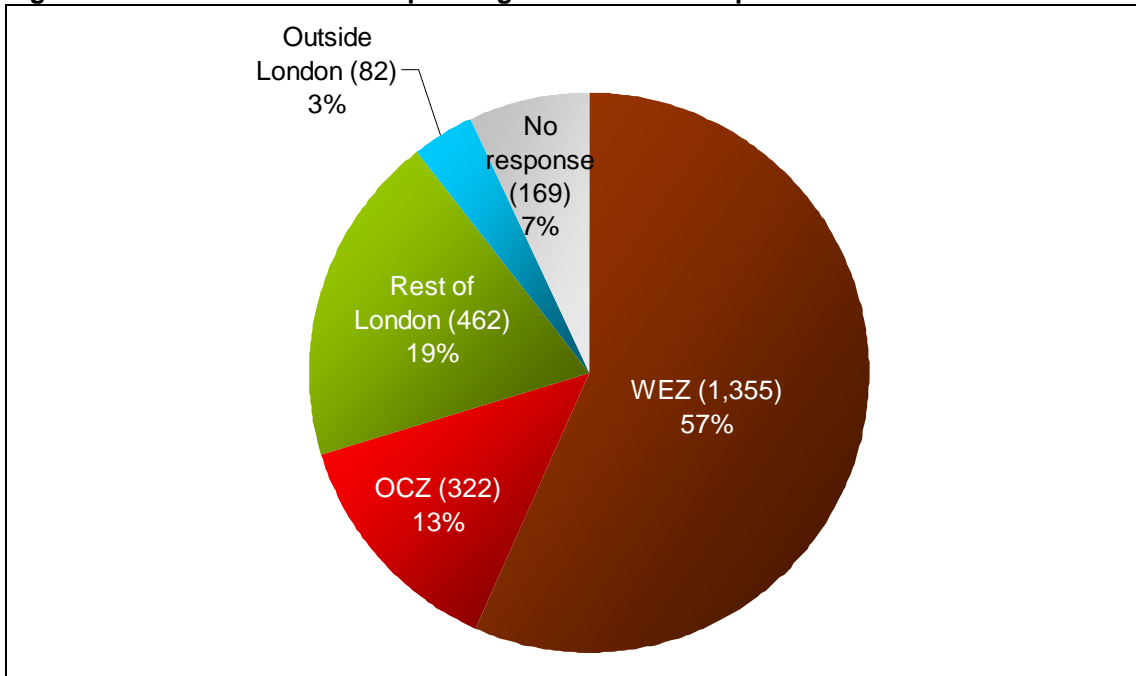
**Figure 3: Where individuals responding to the consultation live**



Base: 24,803 individual respondents

Businesses were allocated to WEZ, OCZ, Rest of London and outside London on the basis of their response to a question asking where the business or organisation operates.

**Figure 4: Where businesses responding to consultation operate**



Base: 2,390 business respondents



## 4. QUESTIONNAIRE FINDINGS

### 4.1 Introduction

There were 27,499 questionnaires received by October 7 2008:

- 6,207 paper questionnaires (23%)
- 21,292 Web questionnaires (77%).

Individual responses were allocated to one of the following four areas on the basis of the postcode respondents provided:

- **WEZ/WEZ buffer** – Residents living within the Western Extension area and within the area immediately adjacent to the Western Extension boundary who are eligible for the Residents' discount
- **OCZ/OCZ buffer** – Residents living within the original charging zone and also within the area immediately adjacent to the original charging zone boundary who are eligible for the Residents' discount
- **Rest of London** – Residents living outside both the original charging zone and the Western Extension
- **Outside London** – Residents living outside the capital<sup>6</sup>.

The findings for the consultation show analysis by:

- Response channel:
  - Paper
  - Web
- Whether business or individual
- Area of residence for individuals:
  - in Western Extension & buffer (WEZ/WEZ buffer) postcode area
  - in Original charging zone & buffer (OCZ/OCZ buffer) postcode area
  - rest of London
  - outside London
- Whether living within the Western Extension and registered for the Residents' discount<sup>7</sup>

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<sup>6</sup> Anybody could respond to the consultation regardless of where they lived

<sup>7</sup> Residents living within the charging area and some designated 'buffer zones' which are immediately adjacent to the boundary of the charging zone are eligible to register for a 90% discount from the Congestion Charge

- If a business: where business operates:
  - in the Western Extension
  - in the Original charging zone
  - rest of London
  - outside London
- Whether ever drive or not in the Congestion Charging zone during charging hours<sup>8</sup>.

It should be noted that for all of the above, except response channel, they were self-defined through the answers to questions within the consultation questionnaire. If no answer was given then the response could not be allocated.

For individuals, the analysis by area was based on an analysis of the postcode using postcodes supplied by TfL to allocate respondents to different geographical areas for analysis purposes i.e. the Western Extension & buffer (WEZ/WEZ buffer) area or the Original charging zone & buffer (OCZ/OCZ buffer) area. If individuals were not in WEZ/WEZ buffer or OCZ/OCZ buffer but had a London postcode they were allocated to a group called the rest of London.

The list of London postcodes given by respondents covered the following areas: E, EC, N, NW, SE, SW, W and WC plus IG1, IG 8-11, RM1-14, DA1, DA 5-8, DA 14-18, BR1-7, CR0, CR 2, CR 4-5, CR 7, CR 9, EN1-2, EN 4-5, SM1-6, KT1-6, KT 9, TN14-16, TW1-14, UB1-10, HA0-9.

However, please note that some of the latter postcode areas straddle the London boundary and individuals in such postcode areas may or may not be London residents.

Some did not give postcodes or the postcode given was either not legible, didn't match existing postcodes or was not of sufficient detail to allocate to one area or another. These were not included in analysis by area.

The charts and tables in this report show data rounded up to the nearest whole number. So, for example, 8.5% is rounded to 9% and 8.4 is rounded to 8%. This means that in some of the charts and tables the totals do not add to 100%.

## 4.2 Response to Three Options

The consultation questionnaire began with the following text:

*“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.”*

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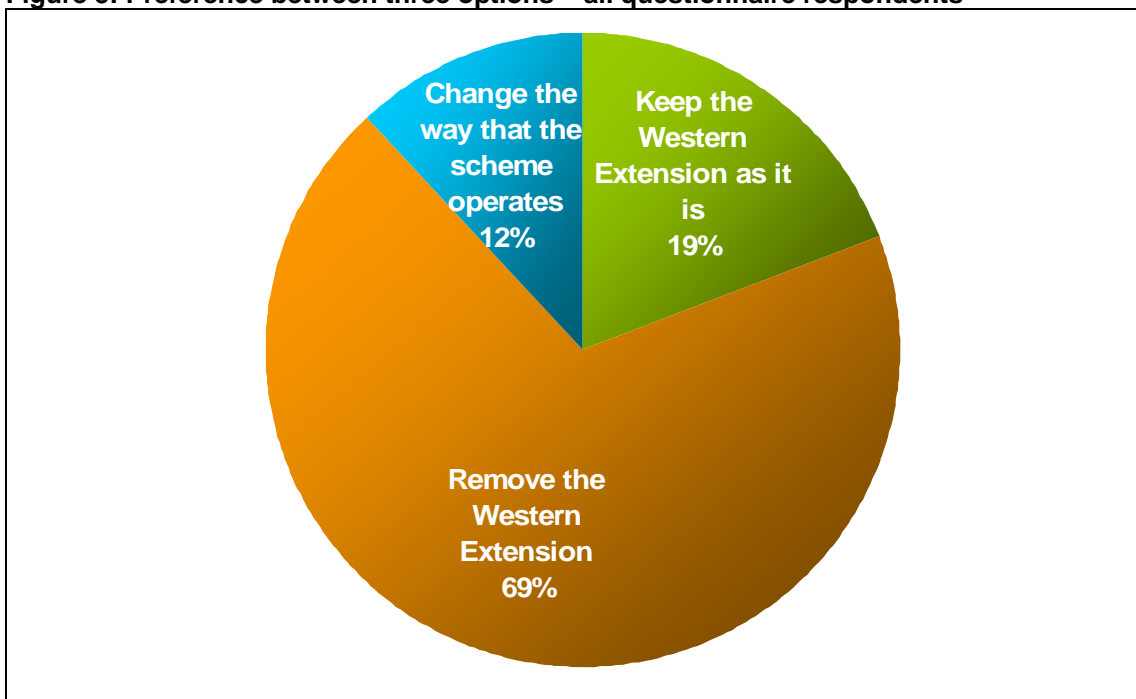
<sup>8</sup> Who answered that they drove (between 5 days a week and less often than once or twice a year) in or through the Congestion Charging zone during Monday to Friday 7.00am to 6.00pm

The three options were:

- **Option 1 – Keep the Western Extension as it is**
- **Option 2 – Remove the Western Extension**
- **Option 3 – Change the way that the scheme operates**

Overall, over two thirds (69%) of all questionnaire respondents including both individuals and businesses chose Option 2 – *Remove the Western Extension*. Just under a fifth (19%) chose Option 1 – *Keep the Western Extension as it is* and the remaining 12% chose Option 3 – *Change the way that the scheme operates*.

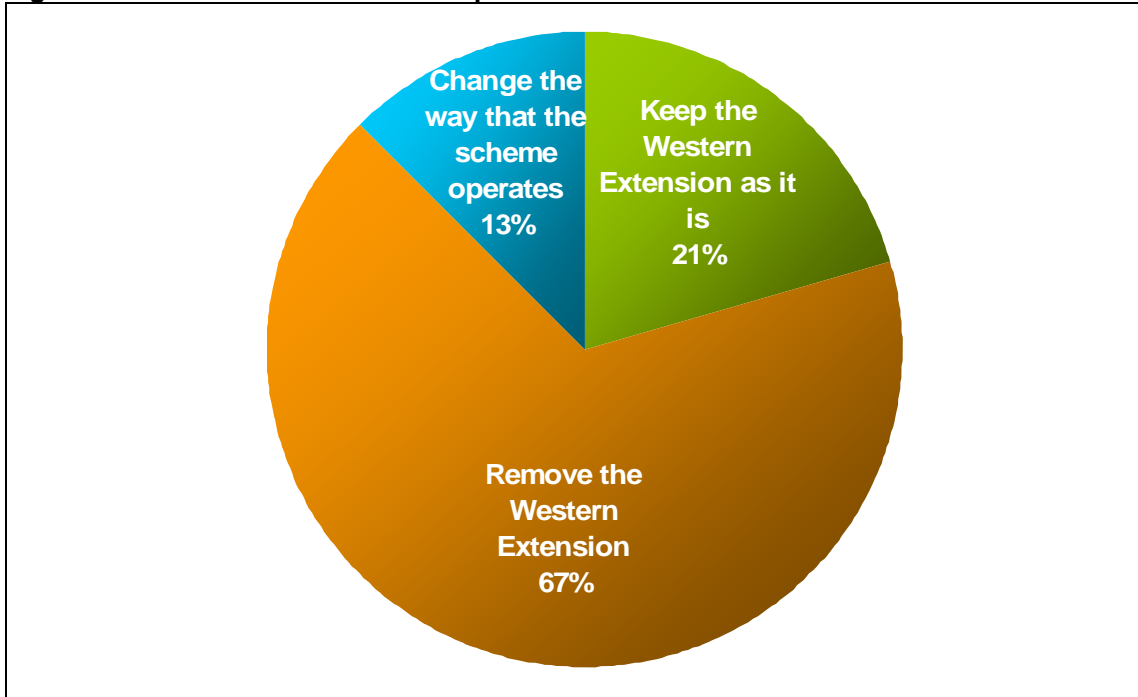
**Figure 5: Preference between three options – all questionnaire respondents**



Base: 27,499 all questionnaire respondents (including both individuals and businesses)

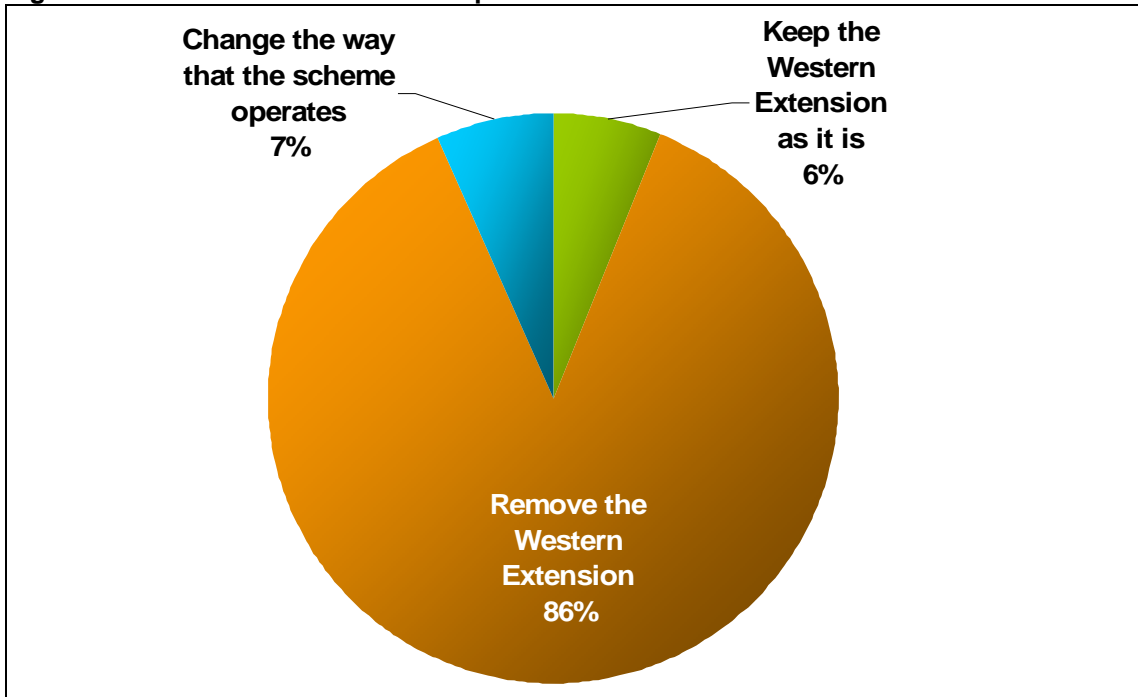
Two thirds of individuals chose Option 2 – *Remove the Western Extension* and 21% Option 1 – *Keep the Western Extension as it is*. Business respondents were much more likely than the general public to choose Option 2 – *Remove the Western Extension* and less likely to choose Option 1 – *Keep the Western Extension as it is*.

**Figure 6: Preference between three options – individuals**



Base: 24,043 individuals who answered (760 did not answer the specific question)

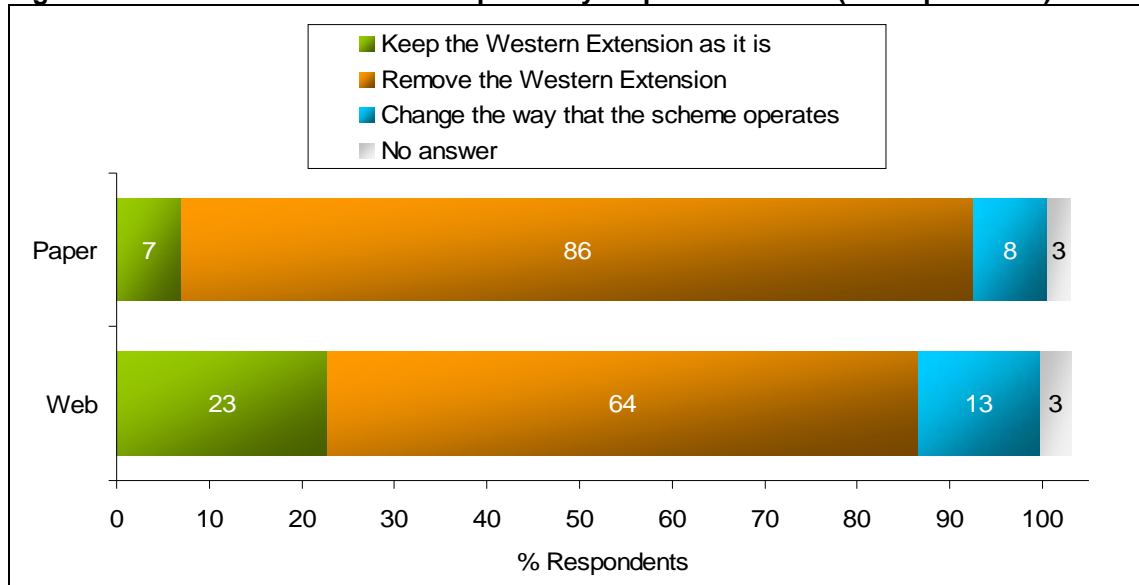
**Figure 7: Preference between three options – businesses**



Base: 2,313 businesses who answered (77 did not answer the question)

Business and individual respondents using the paper questionnaire were much more likely to choose Option 2 – *Remove the Western Extension* than business and individual respondents using the Web questionnaire: 86% compared to 64%. Web respondents were more than three times more likely than respondents using the paper questionnaire to choose Option 1 – *Keep the Western Extension as it is*.

**Figure 8: Preference between three options by response channel (all respondents)**

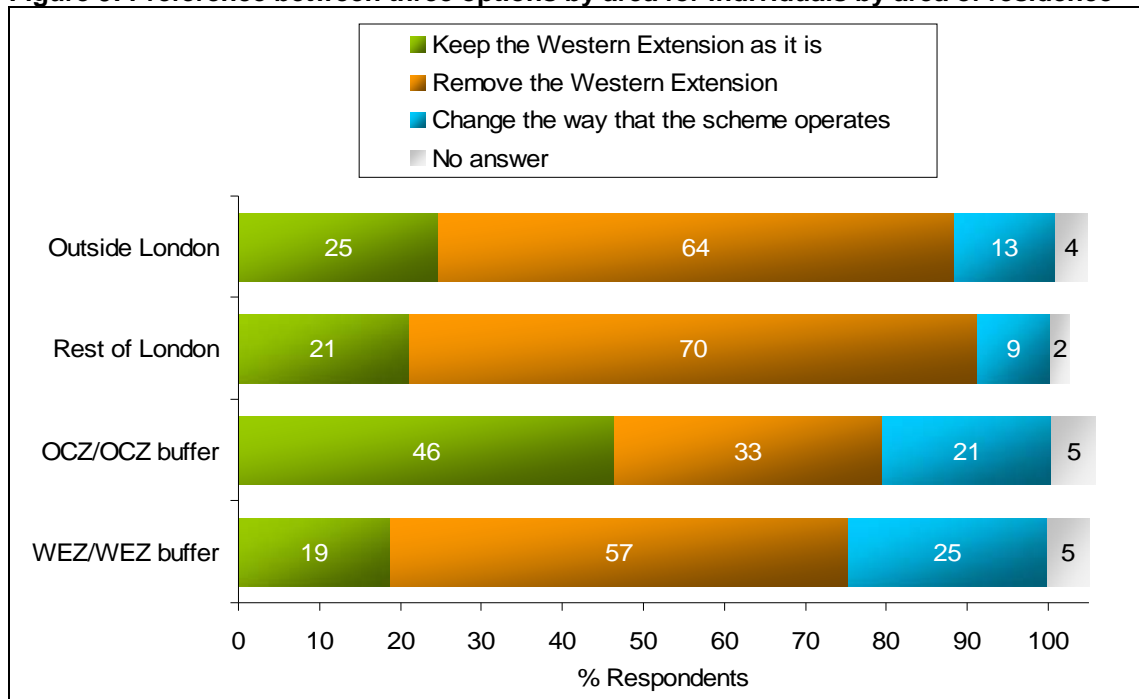


Base: Response channel: 21,292 Web, 6,207 paper

Note: More than one response was given by some respondents so totals can be more than 100%

Individuals in the original charging zone were more than twice as likely as any other Londoners to choose Option 1 – *Keep the Western Extension as it is*.

**Figure 9: Preference between three options by area for individuals by area of residence**

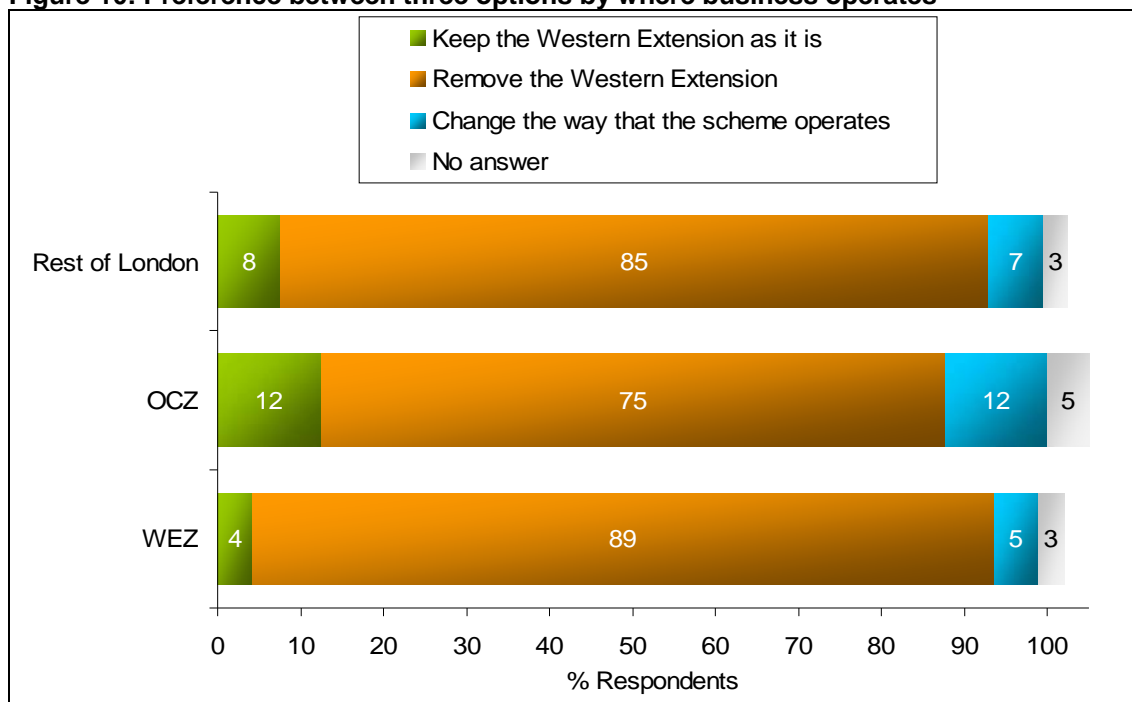


Base: 5,071 WEZ/WEZ buffer, 459 OCZ/OCZ buffer, 15,456 Rest of London, 922 Outside London

Note: More than one response was given by some so totals adds to more than 100%

Businesses which operate in the original charging zone were least likely and businesses which operate in the Western Extension were most likely, to choose Option 2 – *Remove the Western Extension*.

**Figure 10: Preference between three options by where business operates**



Base: 1,355 WEZ, 322 OCZ, 462 Rest of London

Note: 82 outside London not shown in chart as sample size is very small

Note: More than one response was given by some so totals adds to more than 100%

As shown in the table below, respondents, both individual and business, who never drive in the Congestion Charging zone were almost three times more likely than those who do drive in the charging zone to choose Option 1 – *Keep the Western Extension* as it is (45% compared to 16%) and much less likely to choose Option 2 – *Remove the Western Extension* (42% compared to 72%).

**Table 1: Preference between three options by whether drive in Congestion Charging zone (all respondents)**

	Drive in Congestion Charging zone %	Do not drive in Congestion Charging zone %
Option 1 – Keep the Western Extension as it is	16	45
Option 2 – Remove the Western Extension	72	42
Option 3 – Change the way that the scheme operates	12	13
Not stated	3	3
<b>Base</b>	<b>22,449</b>	<b>3,597</b>

Note: More than one response was given by some so totals adds to more than 100%

WEZ residents, whether or not they are registered for the Residents' discount, were more likely to choose Option 3 – *Change the way that the scheme operates* than the overall response.

**Table 2: Preference between three options by whether WEZ resident and if registered for Residents' discount**

	All WEZ residents %	WEZ residents registered for Residents' discount %
Option 1 – Keep the Western Extension as it is	19	19
Option 2 – Remove the Western Extension	57	52
Option 3 – Change the way that the scheme operates	25	28
Not stated	5	6
<b>Base</b>	<b>5,071</b>	<b>3,899</b>

Note: More than one response was given by some so totals adds to more than 100%

### 4.3 Options for Changes to the way the Scheme Operates

As part of the question probing views on option 3 i.e. whether to change the way the scheme operates respondents were then presented with three options for changing the scheme, for which they could indicate their level of support (strongly support, support, neither, oppose, strongly oppose). They were also given an opportunity, in an open text box, to describe other potential changes they would like to see made to the scheme. The three change options presented were:

- **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 a single charging day's travel in the zone.
- **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
- **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.

#### **Comparing responses to the options for making changes to the scheme with response to Options 1, 2 and 3 (Keep, Remove and Change options)**

Although the change options were primarily intended for those who had earlier chosen Option 3 – *Change the way that the scheme operates*, they could of course be selected by any respondent. It is noteworthy that many respondents to the consultation indicated that they thought the Western Extension should be removed (Option 2) but then went on to say they supported or strongly supported one or more of the change options (Options 3A, 3B, 3C).

Overall, 7,872 (29%) of the total consultation respondents (34% of the web and 10% of the paper responses) ticked Option 2 – *Remove the Western Extension* and then went on to say they supported or strongly supported one or more of the change options.

The table below shows the proportions who selected each of the three preference options (Keep, Remove, Change) who then went on to say they supported or strongly supported one or more of the change options.

**Table 3: Proportions who chose one of the keep, remove or change options and also supported one of the change the scheme options**

	Preference between three options		
	Option 1 - Keep the Western Extension as it is %	Option 2 - Remove the Western Extension %	Option 3 - Change the way that the scheme operates %
<b>Support/strongly support change options:</b>			
3A) Introduce an account based system	64	26	75
3B) Introduce a charge-free period in the middle of the day in the Western Extension	7	21	37
3C) Increase the Residents' discount from 90% to 100%	20	27	57
No answer at Q3A, Q3B or Q3C at all	17	41	1
<b>Base</b>	<b>5,284</b>	<b>18,891</b>	<b>3,306</b>

Note: figures add to more than 100% as more than one change option could be chosen

Almost all respondents who chose Option 3 – ‘Change the way that the scheme operates’ went on to support one of the change the scheme options with three quarters supporting 3A – Introduce an account based system and 57% supporting 3C – Increase the residents’ discount from 90% to 100%.

In addition, it should be noted that it was also possible for respondents to say that they supported or strongly supported more than one of the three change options. Listed below are the proportions of respondents who said they supported or strongly supported one, two or all three of the change options.

- 27% supported or strongly supported **one** of the change options
- 18% supported or strongly supported **two** of the change options
- 9% supported or strongly supported **three** of the change options.

Finally, a large proportion of respondents (47%) did not respond to the three ‘change the scheme’ options at all. These respondents may include those who did not feel strongly one way or the other about the change options presented as well as those who did not answer Option 3 – Change the way that the scheme operates and thought the change options were therefore not relevant to them. In the charts below the large proportions not responding are shown as ‘not stated’.



## Options for changing the way that the scheme operates

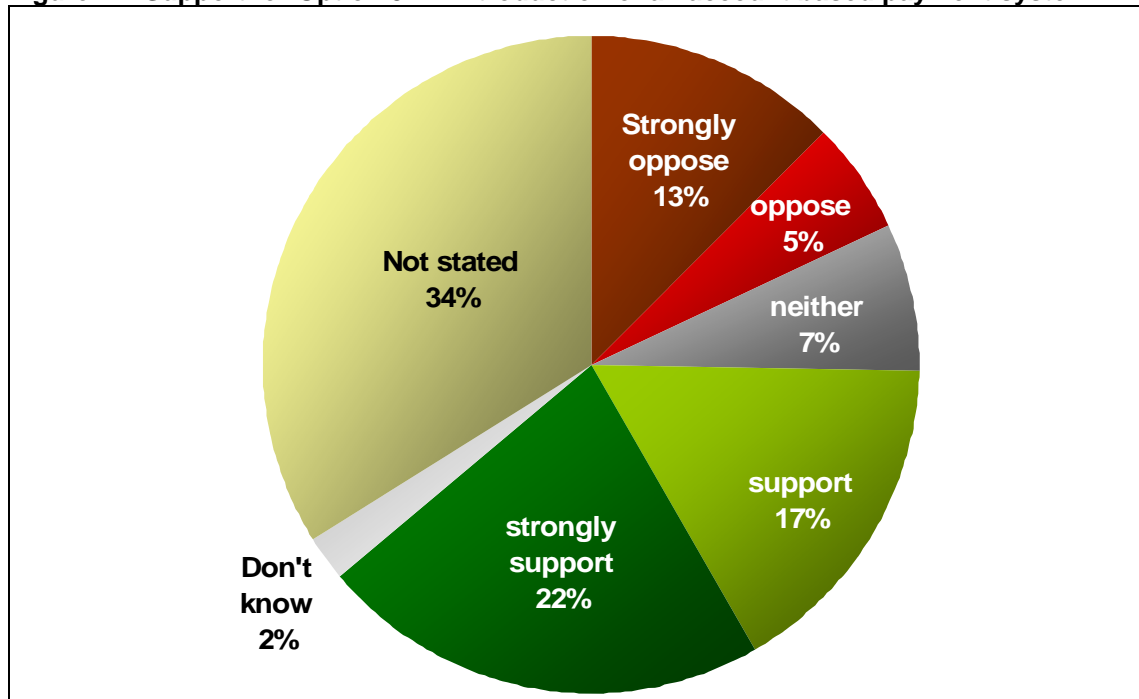
The options are explained below with, the explanatory text that accompanied them in the questionnaire (more detailed information was available in the information leaflet and online).

### Option 3A Introduce an account based payment system

**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 a single charging day's travel in the zone.

The introduction of an account based payment system was supported by more than twice as many as who opposed it: 39% of all respondents (including both individuals and businesses) supported an account based payment system and 18% opposed it with over a third not responding.

**Figure 11: Support for Option 3A – Introduction of an account based payment system**

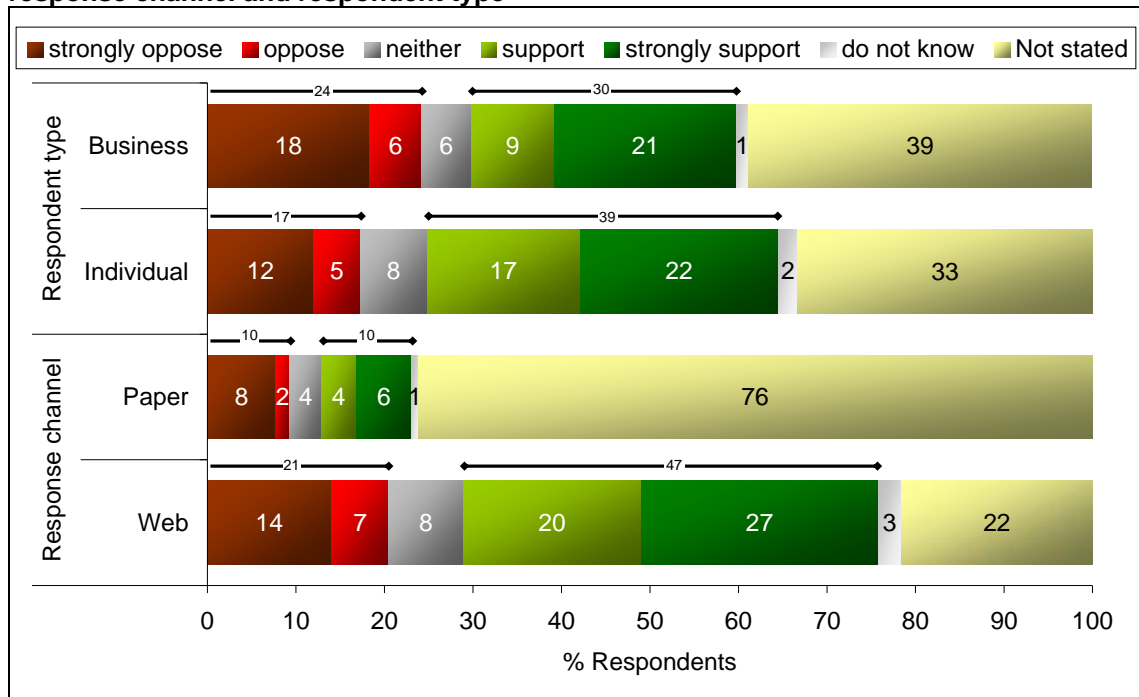


Base: 27,499 all questionnaire respondents (including both individuals and businesses)

Under a quarter of respondents (24%, 1,477) using the paper questionnaire answered this question. Of these similar proportions supported and opposed an account based payment system. 47% of respondents using the Web questionnaire supported an account based payment system and 21% opposed it.

Individuals were more likely than business respondents to support an account based payment system.

**Figure 12: Support for Option 3A – Introduction of an account based payment system by response channel and respondent type**

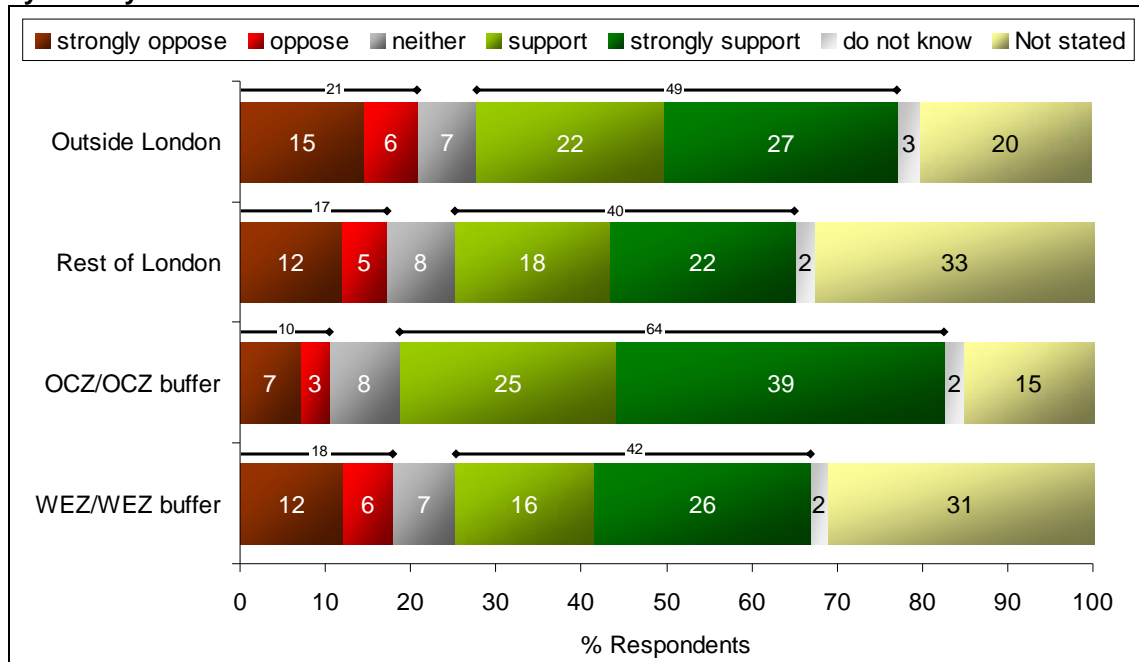


Base: Response channel: 21,292 Web, 6,207 paper; Respondent type: 24, 803 individual, 2,390 business

Note: figures may not add to 100% because of rounding

Analysis of individuals by area of residence shows the highest level of support for an account based payment system was from individuals living in the OCZ with the lowest level of support from individuals living in London outside the Congestion Charging Zone.

**Figure 13: Individuals' support for Option 3A – Introduction of an account based payment system by individuals' area of residence**



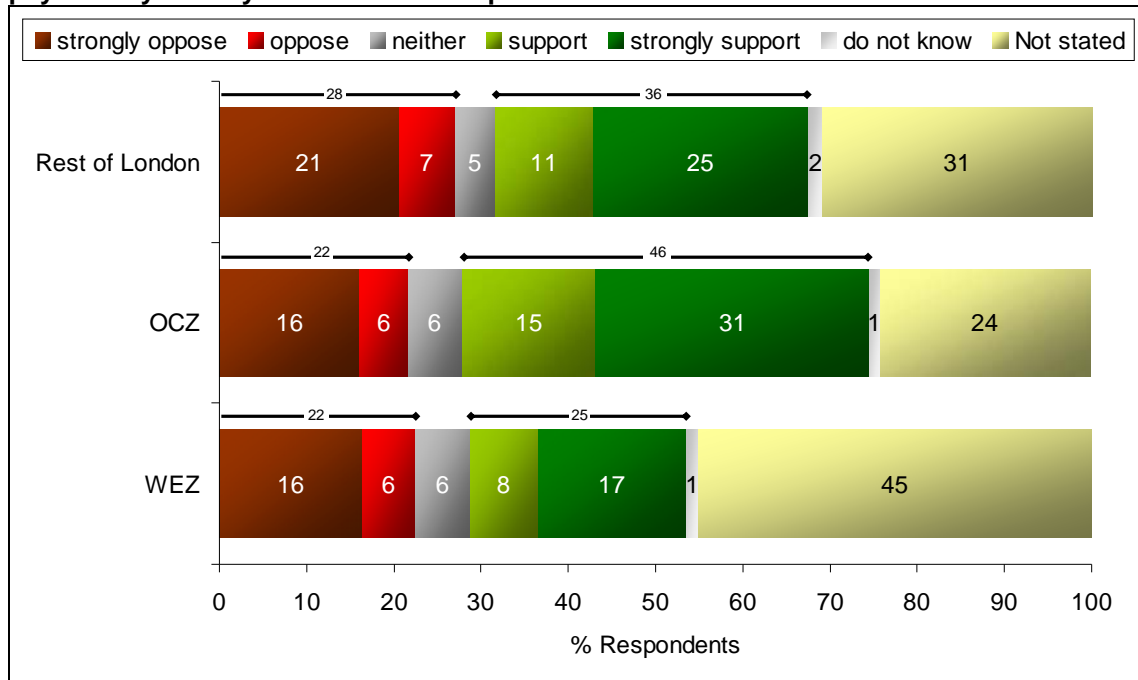
Base: 5,071 WEZ/WEZ buffer, 459 OCZ/OCZ buffer, 15,456 Rest of London, 922 Outside London

Note: figures may not add to 100% because of rounding

Almost half (45%) of businesses which operate in the WEZ did not answer this question. Those who did answer were slightly more in support than in opposition to an account based payment system: 25% supported and 22% opposed.

The highest level of support was from businesses which operate in the OCZ: 46% supported and 22% opposed

**Figure 14: Businesses' Support for Option 3A – Introduction of an account based payment system by where business operates**



Base: 1,355 WEZ, 322 OCZ, 462 Rest of London

Note: 82 outside London not shown in chart as sample size is very small

Note: figures may not add to 100% because of rounding

As shown in the table below, respondents who never drive in the Congestion Charging zone were more in support of an account based payment system than those who do drive in the Congestion Charging zone: 47% compared to 39%.

**Table 4: Support for Option 3A – Introduction of an account based payment system by whether drive in Congestion Charging zone (all respondents)**

	Drive in Congestion Charging zone %	Do not drive in Congestion Charging zone %
Strongly support	23	22
Support	16	25
Neither	7	9
Oppose	6	5
Strongly oppose	13	11
Don't know	2	3
Not stated	33	26
<b>Base</b>	<b>22,449</b>	<b>3,597</b>

Note: figures may not add to 100% because of rounding

WEZ residents who are registered for a Residents' discount had similar views towards an account based payment system to WEZ residents in general.

**Table 5: Support for Option 3A – Introduction of an account based payment system by whether registered for Residents’ discount (WEZ residents)**

	<b>WEZ residents</b> %	<b>WEZ residents registered for Residents’ discount</b> %
Strongly support	26	28
Support	16	17
Neither	7	8
Oppose	6	6
Strongly oppose	12	13
Don’t know	2	2
Not stated	31	27
<b>Base</b>	<b>5,071</b>	<b>3,899</b>

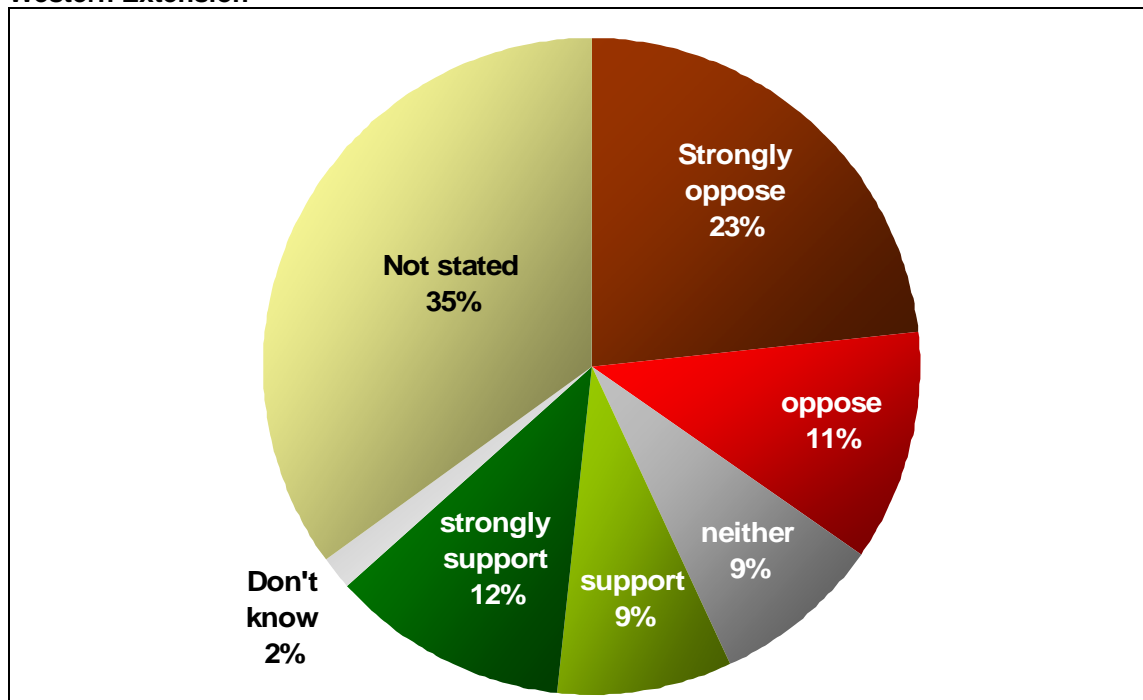
Note: figures may not add to 100% because of rounding

### Option 3B Introduce a charge-free period in the middle of the day in the Western Extension

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

Overall, 21% of all respondents (including both individuals and businesses) supported a charge-free period in the middle of the day in the Western Extension and 34% opposed it with over a third not responding.

**Figure 15: Support for Option 3B – a charge-free period in the middle of the day in the Western Extension**

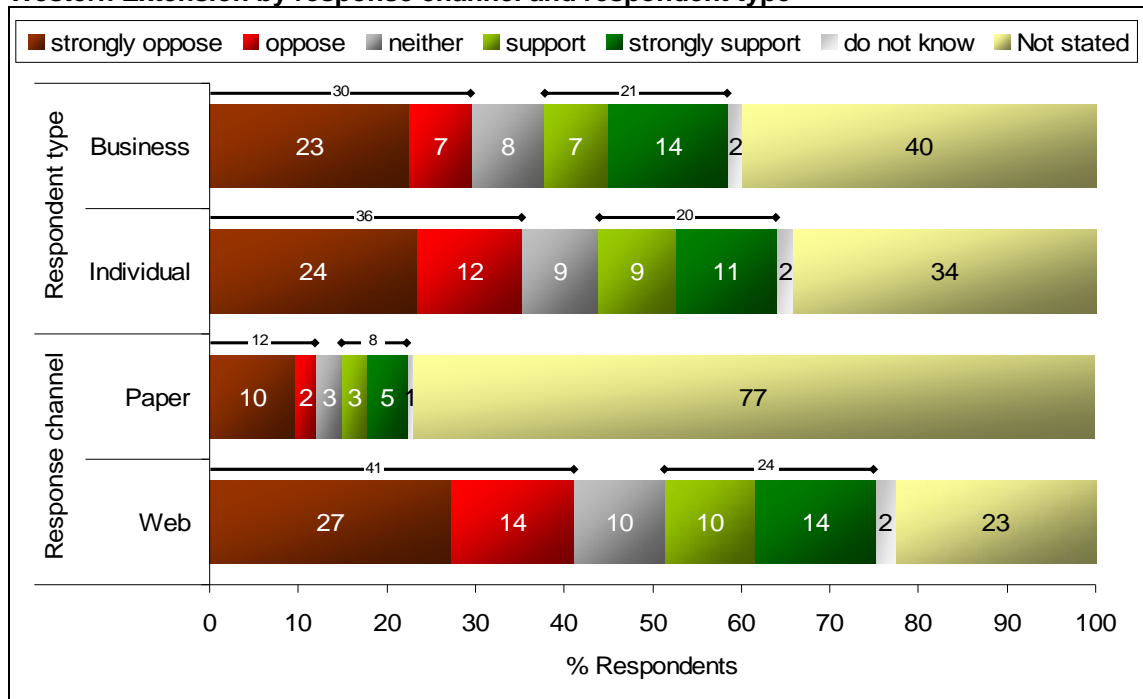


Base: 27,499 all questionnaire respondents (including both individuals and businesses)

Under a quarter of respondents (23%, 1,428) using the paper questionnaire answered this question. Of these more opposed a charge-free period in the middle of the day in the Western Extension than supported it: 12% opposed and 8% supported.

Individuals were more opposed to a charge-free period in the middle of the day in the Western Extension than business respondents: 36% of individuals opposed compared to 30% of businesses.

**Figure 16: Support for Option 3B – a charge-free period in the middle of the day in the Western Extension by response channel and respondent type**

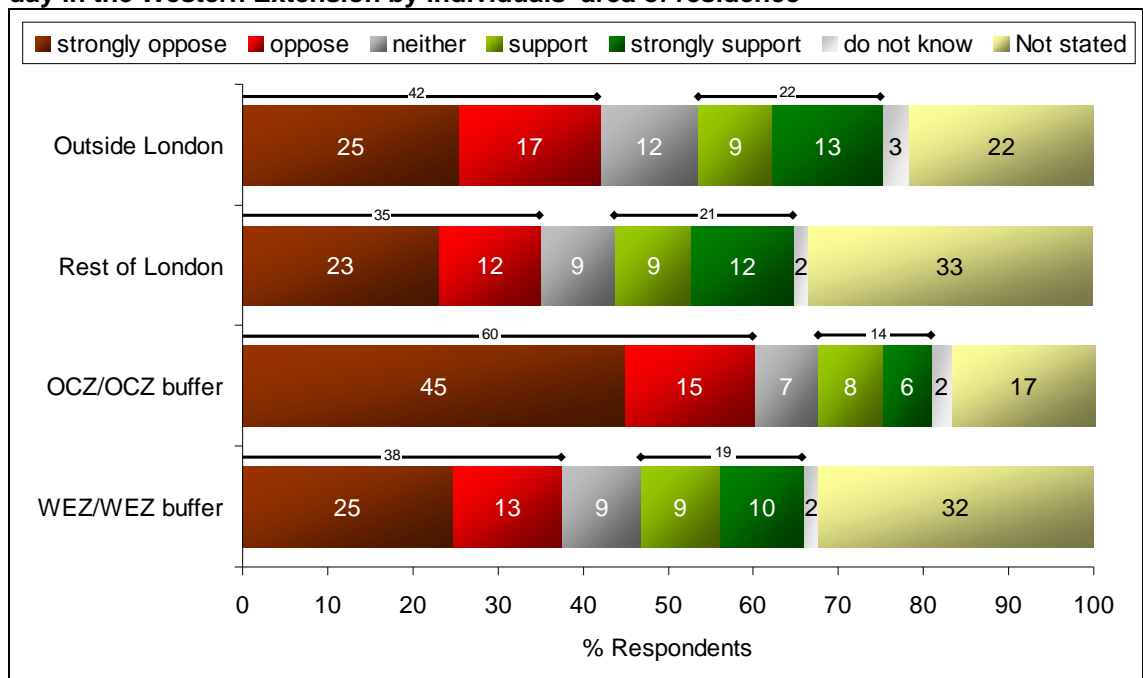


Base: Response channel: 21,292 Web, 6,207 paper; Respondent type: 24, 803 individual, 2,390 business

Note: figures may not add to 100% because of rounding

Individuals living in the Congestion Charging zone generally did not support this option. The strongest opposition to a charge-free period in the middle of the day in the Western Extension was from individuals living in the OCZ (60%).

**Figure 17: Individuals' Support for Option 3B – a charge-free period in the middle of the day in the Western Extension by individuals' area of residence**



Base: 5,071 WEZ/WEZ buffer, 459 OCZ/OCZ buffer, 15,456 Rest of London, 922 Outside London

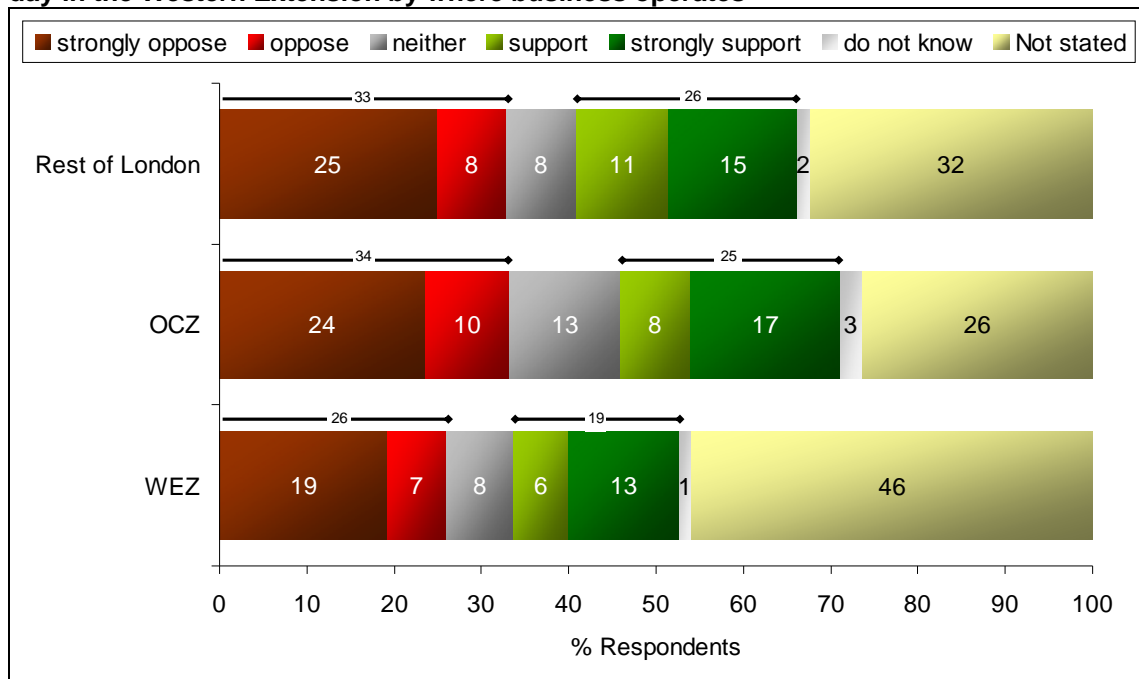
Note: figures may not add to 100% because of rounding

Almost half (46%) of businesses which operate in the WEZ did not answer this question. Those who did answer were more in opposition than in support of a charge-free period in the middle of the day in the Western Extension: 26% opposed and 19% supported.

Businesses operating in all areas were more in opposition than in support of a charge-free period in the middle of the day in the Western Extension:

- WEZ: 26% opposed and 19% supported
- OCZ: 34% opposed and 25% supported
- Rest of London: 33% opposed and 26% supported.

**Figure 18: Businesses' Support for Option 3B – a charge-free period in the middle of the day in the Western Extension by where business operates**



Base: 1,355 WEZ, 322 OCZ, 462 Rest of London

Note: 82 outside London not shown in chart as sample size is very small

Note: figures may not add to 100% because of rounding

As can be seen in the table below, respondents who never drive in the Congestion Charging zone were much more opposed to a charge-free period in the middle of the day in the Western Extension than those who do drive in the charging zone: 52% compared to 33%.

**Table 6: Support for Option 3B – a charge-free period in the middle of the day in the Western Extension by whether drive in Congestion Charging zone (all respondents)**

	<b>Drive in Congestion Charging zone</b> %	<b>Do not drive in Congestion Charging zone</b> %
Strongly support	13	6
Support	9	7
Neither	9	8
Oppose	11	16
Strongly oppose	22	36
Don't know	2	2
Not stated	34	26
<b>Base</b>	<b>22,449</b>	<b>3,597</b>

Note: figures may not add to 100% because of rounding

WEZ residents who are registered for a Residents' discount have similar views to a charge-free period in the middle of the day in the Western Extension as WEZ residents as a whole.

**Table 7: Support for Option 3B – a charge-free period in the middle of the day in the Western Extension by whether registered for Residents' discount (WEZ residents)**

	<b>WEZ Residents</b> %	<b>WEZ residents registered for Residents' discount</b> %
Strongly support	10	11
Support	9	10
Neither	9	10
Oppose	13	12
Strongly oppose	25	27
Don't know	2	2
Not stated	32	29
<b>Base</b>	<b>5,071</b>	<b>3,899</b>

Note: figures may not add to 100% because of rounding

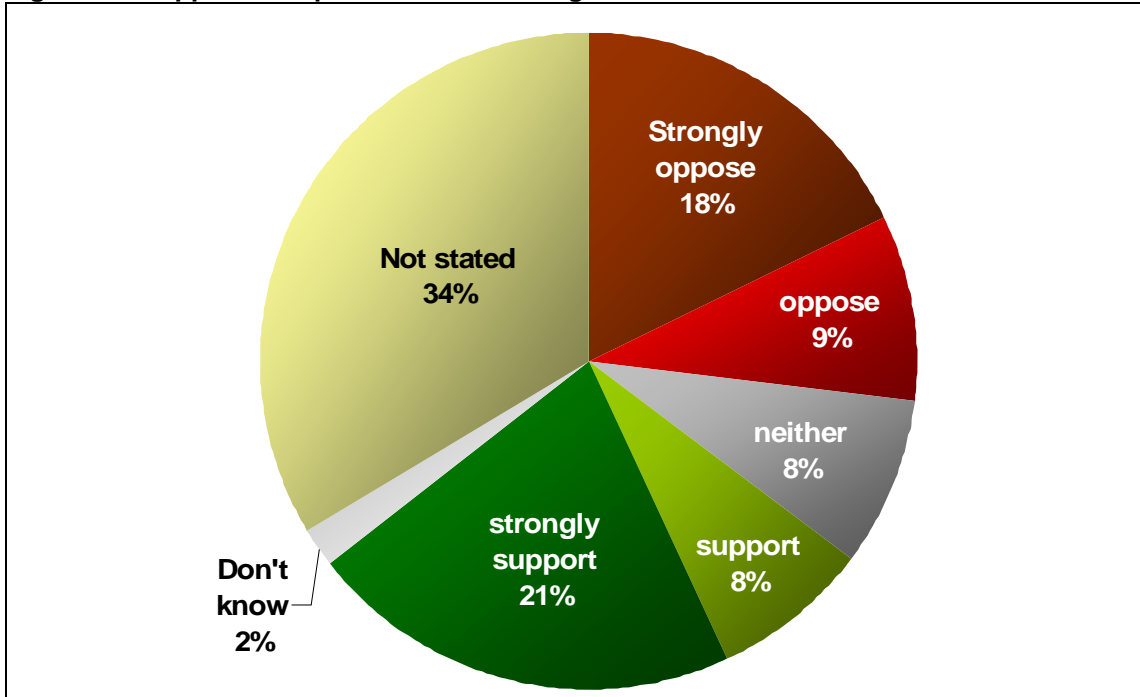


### Option 3C – Increase the Residents’ discount from 90% to 100%

**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.

Overall, slightly more supported increasing the Residents’ discount from 90% to 100% than opposed it: 29% of all respondents (including both individuals and businesses) supported and 27% opposed with just over a third not responding.

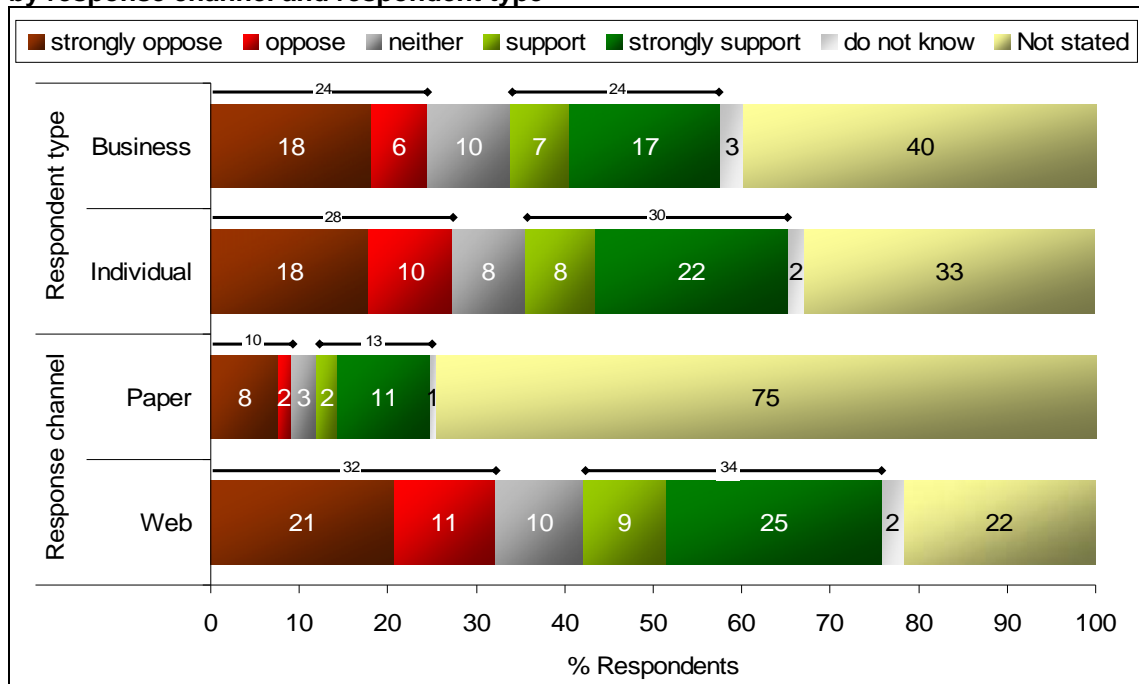
**Figure 19: Support for Option 3C – increasing the Residents’ discount from 90% to 100%**



Base: 27,499 all questionnaire respondents (including both individuals and businesses)

Only a quarter of respondents (1,573) using the paper questionnaire answered this question. Of these slightly more supported increasing the Residents’ discount from 90% to 100% than opposed it: 13% supported and 10% opposed.

**Figure 20: Support for Option 3C – increasing the Residents’ discount from 90% to 100% by response channel and respondent type**

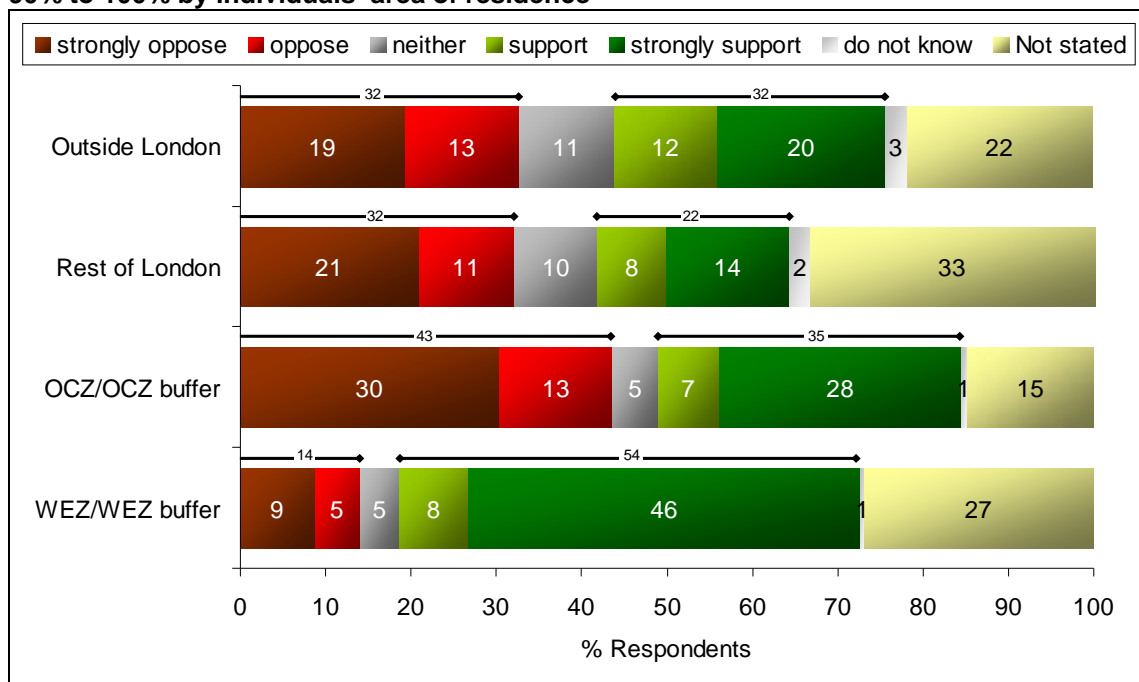


Base: Response channel: 21,292 Web, 6,207 paper; Respondent type: 24, 803 individual, 2,390 business

Note: figures may not add to 100% because of rounding

The strongest support for increasing the Residents’ discount from 90% to 100% was from individuals living in the WEZ/WEZ buffer: 54% of this group supported this option compared to 35% of individuals living in the OCZ/OCZ buffer, 22% in London outside the Congestion Charging Zone and 32% outside London.

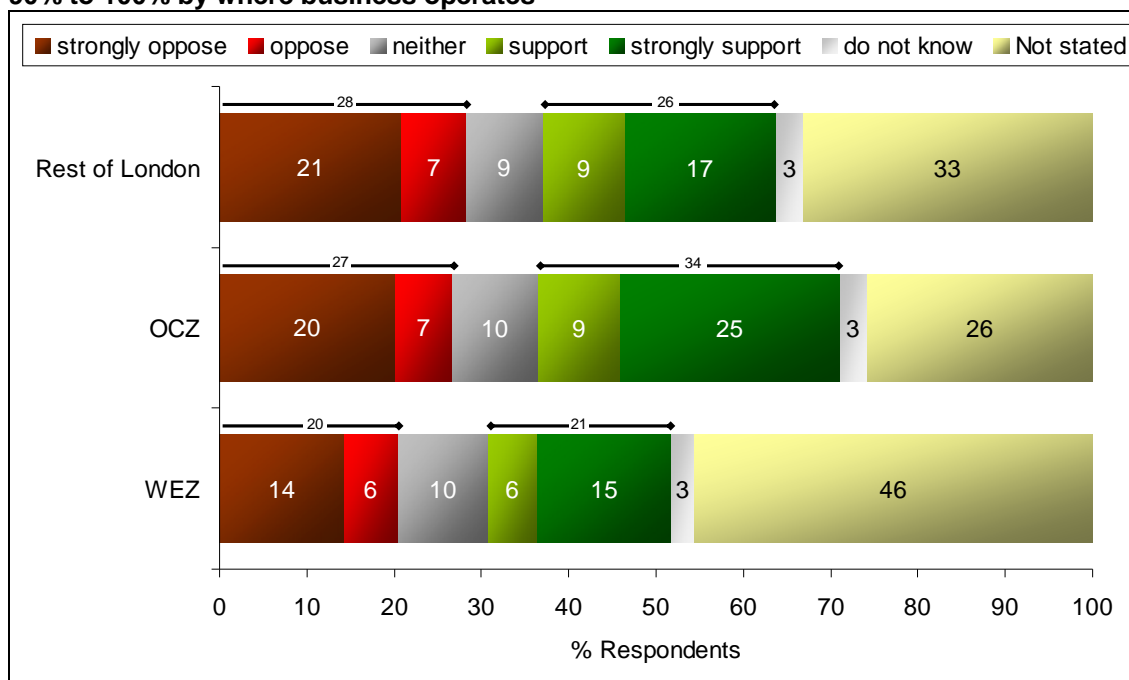
**Figure 21: Individuals’ Support for Option 3C – increasing the Residents’ discount from 90% to 100% by individuals’ area of residence**



Base: 5,071 WEZ/WEZ buffer, 459 OCZ/OCZ buffer, 15,456 Rest of London, 922 Outside London

Note: figures may not add to 100% because of rounding

**Figure 22: Businesses' Support for Option 3C – increasing the Residents' discount from 90% to 100% by where business operates**



Base: 1,355 WEZ, 322 OCZ, 462 Rest of London

Note: 82 outside London not shown in chart as sample size is very small

Note: figures may not add to 100% because of rounding

As can be seen in the table below, respondents who never drive in the Congestion Charging zone were much more opposed to increasing the Residents' discount from 90% to 100% than those who do drive in the charging zone: 42% compared to 26%.

**Table 8: Support for Option 3C – increasing the Residents' discount from 90% to 100% by whether drive in Congestion Charging zone (all respondents)**

	Drive in Congestion Charging zone %	Do not drive in Congestion Charging zone %
Strongly support	23	14
Support	8	8
Neither	9	8
Oppose	9	15
Strongly oppose	17	27
Don't know	2	2
Not stated	33	26
<b>Base</b>	<b>22,449</b>	<b>3,597</b>

Note: figures may not add to 100% because of rounding

WEZ residents who are registered for a Residents' discount supported increasing the Residents' discount from 90% to 100% more than WEZ residents as a whole: 63% compared to 54%.

**Table 9: Support for Option 3C – increasing the Residents' discount from 90% to 100% by whether registered for Residents' discount (WEZ residents)**

	<b>WEZ residents</b> %	<b>WEZ residents registered for Residents' discount</b> %
Strongly support	46	54
Support	8	9
Neither	5	4
Oppose	5	4
Strongly oppose	9	7
Don't know	1	*
Not stated	27	22
<b>Base</b>	<b>5,071</b>	<b>3,899</b>

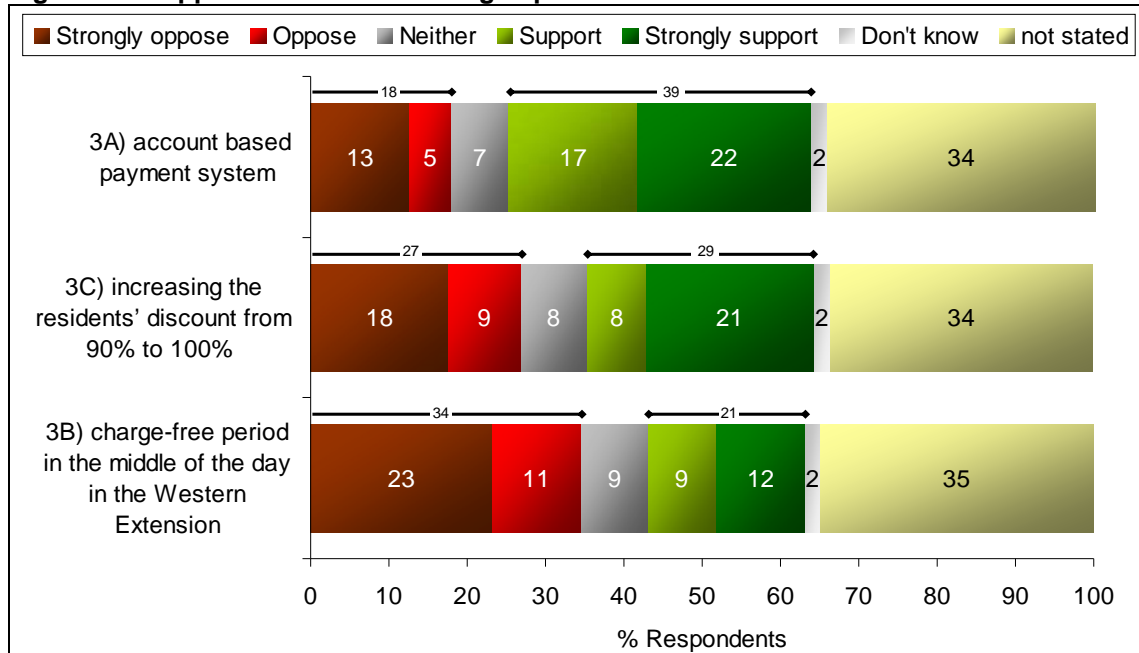
Note: figures may not add to 100% because of rounding

\* = less than 0.5%

## Summary of Support for the Three Change Options

Figure 23 shows support for the three change options for all respondents (including both individuals and businesses) to the consultation questionnaires. An account based payment system is the most supported of the three options and the charge free period the least supported.

**Figure 23: Support for the three change options**

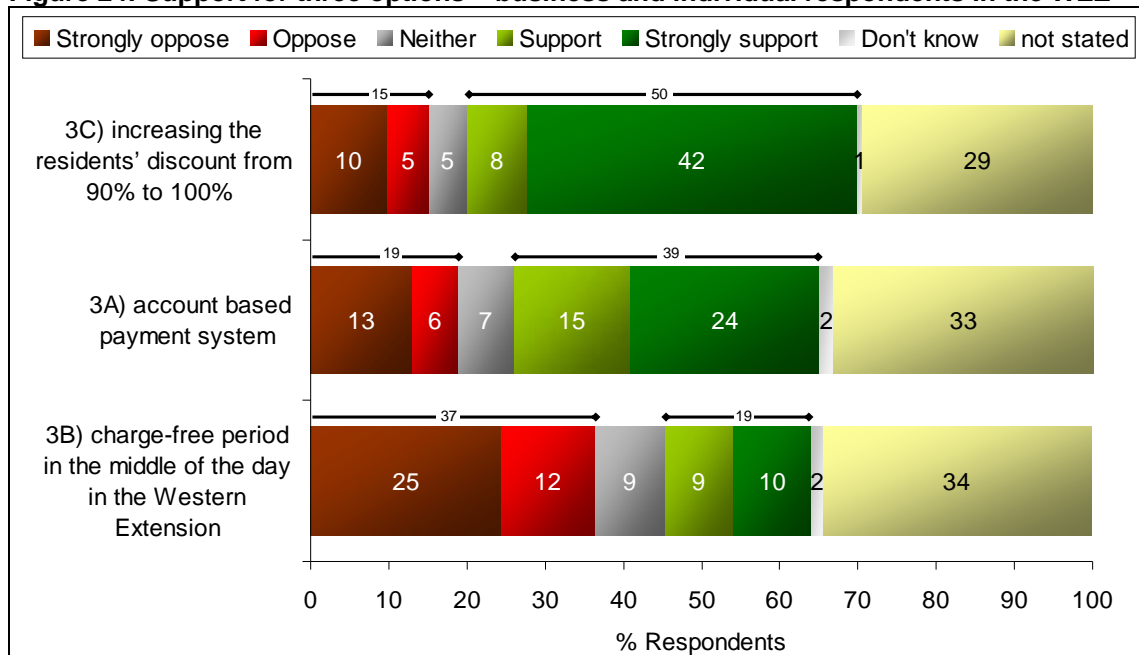


Base: 27,499 all respondents (including both individuals and businesses)

Note: figures may not add to 100% because of rounding

For respondents (both business and individuals) in the WEZ increasing the Residents' discount is the most supported of the three options, and the charge free period the least supported.

**Figure 24: Support for three options – business and individual respondents in the WEZ**



Weighted base: 5,879 business and individual respondents in the WEZ

Note: figures may not add to 100% because of rounding

## Are there any other changes you would like to see made to the Western Extension?

Respondents were also given the opportunity to suggest other changes they would like made to the scheme via an open response text box. These responses analysed using codes as listed in the code frame (which is at Appendix B). The main responses (representing 1% or more of all respondents, including both individuals and businesses) are shown below for the overall response and by response channel, whether individual or business and by area.

It should be noted that most respondents did not make comments in this section. Overall 57% did not make any comments (48% of Web and 89% of paper questionnaire respondents).

Just over a sixth (17%) said they wanted the Western Extension to be removed. Business respondents were more likely than individuals to say they wanted the Western Extension removed (22% compared to 17%). 14% of business respondent comments concerned negative comments with respect to economic/business impacts.

**Table 10: Are there any other changes you would like to see made to the Western Extension by respondent type**

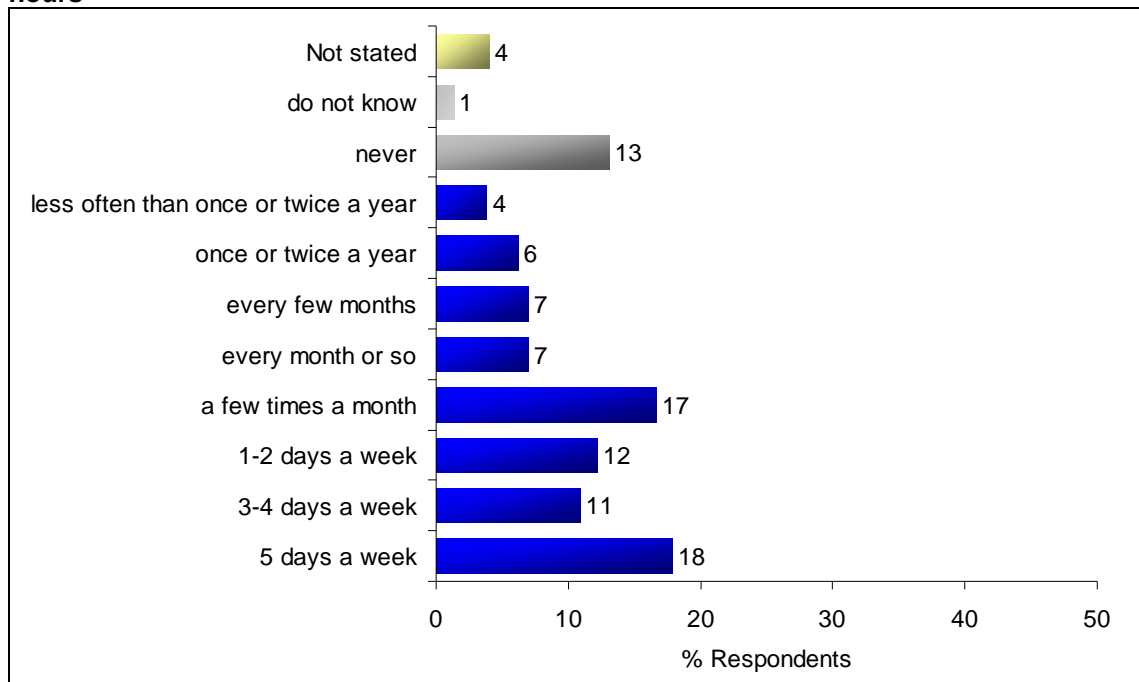
	Total %	Individual %	Business %
No comment	57.0	57.0	55.6
Remove WEZ	16.9	16.5	21.8
Has made no difference to congestion/ congestion is worse	6.7	6.7	7.6
Economic / business Impacts - negative comment	6.4	5.6	14.2
Comments for changes/additions to Discount and Exemption classes	4.8	4.9	5.0
Keep WEZ	4.4	4.7	1.5
Boundary issues (not request for extended buffer)	3.9	4.1	2.4
Need for complementary measures	3.6	3.8	2
Social Impacts of scheme - negative	3.2	3.3	2.5
Is only to raise revenue	3.1	3.1	3.3
Scheme should operate as two zones	2.4	2.5	0.9
Withdraw whole scheme	2.4	2.3	3.1
For increasing Residents' discount to 100%	1.6	1.6	1.6
Congestion would be worse without Congestion Charge/WEZ	1.6	1.7	0.9
Alternatives to Congestion Charging	1.4	1.4	1.3
On the nature of the consultation	1.2	1.2	1.4
For an account based payment system	1.0	0.9	2.0
Congestion Charging is beneficial to air quality/CO <sub>2</sub>	1.0	1.1	0.5
Cost of motoring issues	0.9	0.9	1.0
For a charge free period in the middle of the day in WEZ	0.8	0.8	1.2
Other payment options should be introduced (other than accounts)	0.8	0.7	0.9
Overall scheme hours should be longer/shorter	0.8	0.8	0.4
Should be an increase to the Congestion Charge	0.7	0.8	0.3
Other comments on the suggested options, concepts and changes	0.6	0.6	0.4
Buffer zone should be extended	0.6	0.6	0.2
Congestion Charging is not beneficial to air quality/CO <sub>2</sub>	0.5	0.5	0.8
Other	6.9	7.3	5.3
<b>Base</b>	<b>27,499</b>	<b>24,803</b>	<b>2,390</b>

#### 4.4 Frequency of Driving in or through Congestion Charging Zone during Charging Hours

Respondents were asked how often they drove in, or through, the Congestion Charging zone during charging hours, Monday to Friday 7.00am to 6.00pm.

Over four tenths (41%) said they drove in or through Congestion Charging zone during charging hours once a week or more, with a further 41% driving in or through Congestion Charging zone during charging hours less often than once a week.

**Figure 25: Frequency of driving in or through Congestion Charging zone during charging hours**



Base: 27,499 all respondents

Note: figures may not add to 100% because of rounding

Respondents using paper questionnaires drove in or through Congestion Charging zone during charging hours much more frequently than Web respondents: 55% once a week or more compared to 38% of individuals.

Business respondents drove in or through the Congestion Charging zone during charging hours much more frequently than individuals: 70% once a week or more compared to 38%.

**Table 11: Frequency of driving in or through Congestion Charging zone during charging hours by response channel and respondent type**

	Total %	Response channel		Respondent type	
		Web %	Paper %	Individuals %	Business %
5 days a week	18	16	25	16	36
3-4 days a week	11	10	16	10	19
1-2 days a week	12	12	14	12	15
A few days a month	17	18	12	17	12
Every month or so	7	8	5	7	4
Every few months	7	8	4	8	3
Once or twice a year	6	7	3	7	2
Less often	4	5	2	4	1
Never	13	15	8	14	4
Don't know	1	1	1	1	1
Not stated	4	2	11	4	3
<b>Base</b>	<b>27,499</b>	<b>21,292</b>	<b>6,207</b>	<b>24,803</b>	<b>2,390</b>

Note: figures may not add to 100% because of rounding

Analysis by area for individuals shows that nearly two thirds (63%) of residents of the WEZ/WEZ buffer drove in or through the Congestion Charging zone during charging hours once a week or more often compared to 32% of residents living elsewhere.

**Table 12: Frequency of driving in or through Congestion Charging zone during charging hours by area of residence for individuals**

	Total %	Area			
		WEZ/WEZ buffer %	OCZ/OCZ buffer %	rest of London %	outside London %
5 days a week	16	35	17	11	11
3-4 days a week	10	15	7	9	9
1-2 days a week	12	13	8	12	12
A few days a month	17	13	14	19	15
Every month or so	7	6	8	8	6
Every few months	8	5	9	9	9
Once or twice a year	7	2	9	8	8
Less often	4	1	5	5	7
Never	14	8	21	16	20
Don't know	1	1	2	1	2
Not stated	4	2	1	2	*
<b>Base</b>	<b>24,803</b>	<b>5,071</b>	<b>459</b>	<b>15,456</b>	<b>922</b>

Note: figures may not add to 100% because of rounding

\* = less than 0.5%

There is a clear tendency for businesses which operate in the Congestion Charging zone to drive there in charging hours more frequently than those which operate outside. The proportions of businesses which stated that they drove in or through Congestion Charging zone during charging hours once a week or more often are:



- 77% of businesses located in WEZ
- 64% of businesses located in OCZ
- 54% of businesses located in rest of London
- 48% of businesses located outside London.

**Table 13: Frequency of driving in or through Congestion Charging zone during charging hours by where business operates**

	Total %	Area where business operates			
		Western Extension %	Original charging zone %	rest of London %	outside London %
5 days a week	36	44	28	21	7
3-4 days a week	19	19	18	17	18
1-2 days a week	15	14	18	16	23
A few days a month	12	9	17	22	16
Every month or so	4	2	6	7	5
Every few months	3	3	3	5	4
Once or twice a year	2	1	3	4	4
Less often	1	1	3	2	2
Never	4	4	3	4	17
Don't know	1	1	1	*	2
Not stated	3	4	2	2	1
<b>Base</b>	<b>2,390</b>	<b>1,355</b>	<b>322</b>	<b>462</b>	<b>82</b>

Note: figures may not add to 100% because of rounding

\* = less than 0.5%

Almost all WEZ residents registered for Residents' discount drove in or through Congestion Charging zone during charging hours. Three quarters do so once a week or more, with 41% doing so five days a week.

**Table 14: Frequency of driving in or through Congestion Charging zone during charging hours by whether registered for Residents' discount (WEZ residents)**

	Total %	WEZ residents registered for Residents' discount %
5 days a week	18	41
3-4 days a week	11	18
1-2 days a week	12	16
A few days a month	17	13
Every month or so	7	4
Every few months	7	3
Once or twice a year	6	2
Less often	4	*
Never	13	1
Don't know	1	1
Not stated	4	1
<b>Base</b>	<b>27,499</b>	<b>3,899</b>

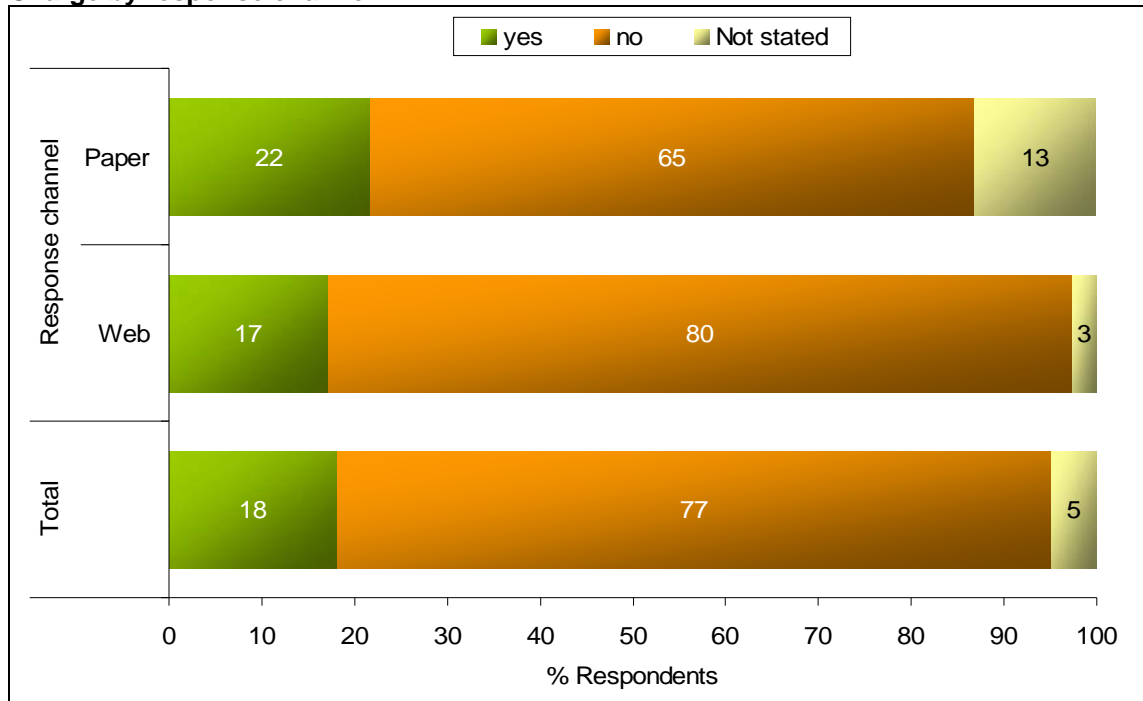
Note: figures may not add to 100% because of rounding

\* = less than 0.5%

## 4.5 Discounts

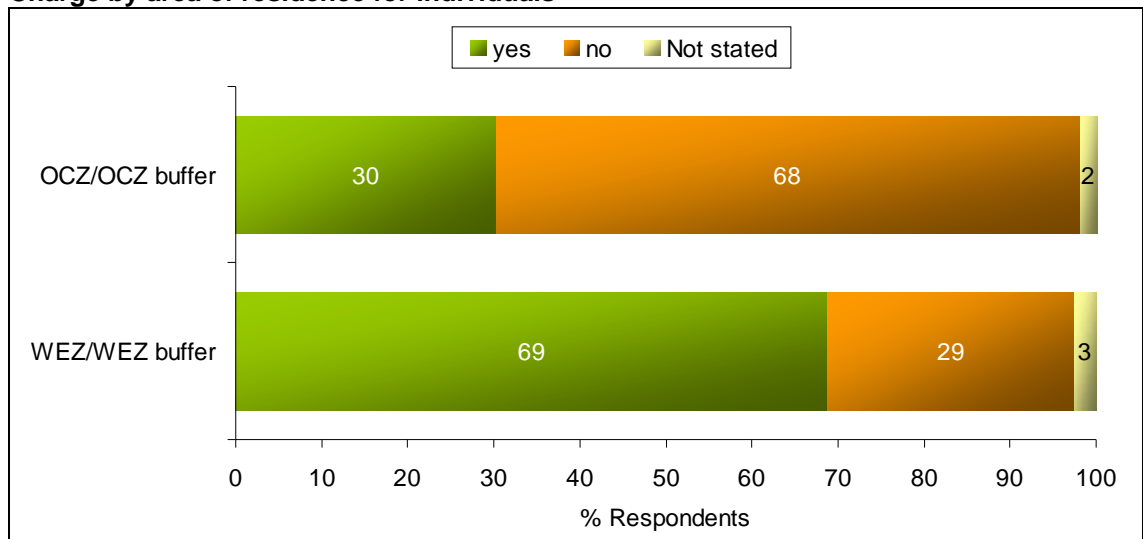
Respondents who responded as an individual were asked whether they were registered for the Residents' 90% discount from the Congestion Charge. Overall, nearly a fifth (18%) said that they were registered for this discount. Respondents using paper questionnaires were more likely to be registered than respondents using the Web questionnaire.

**Figure 26: Whether registered for the residents' 90% discount from the Congestion Charge by response channel**



Base: 24,083 individuals; Response channel: 19,388 Web, 5,415 paper  
 Note: figures may not add to 100% because of rounding

**Figure 27: Whether registered for the residents' 90% discount from the Congestion Charge by area of residence for individuals**

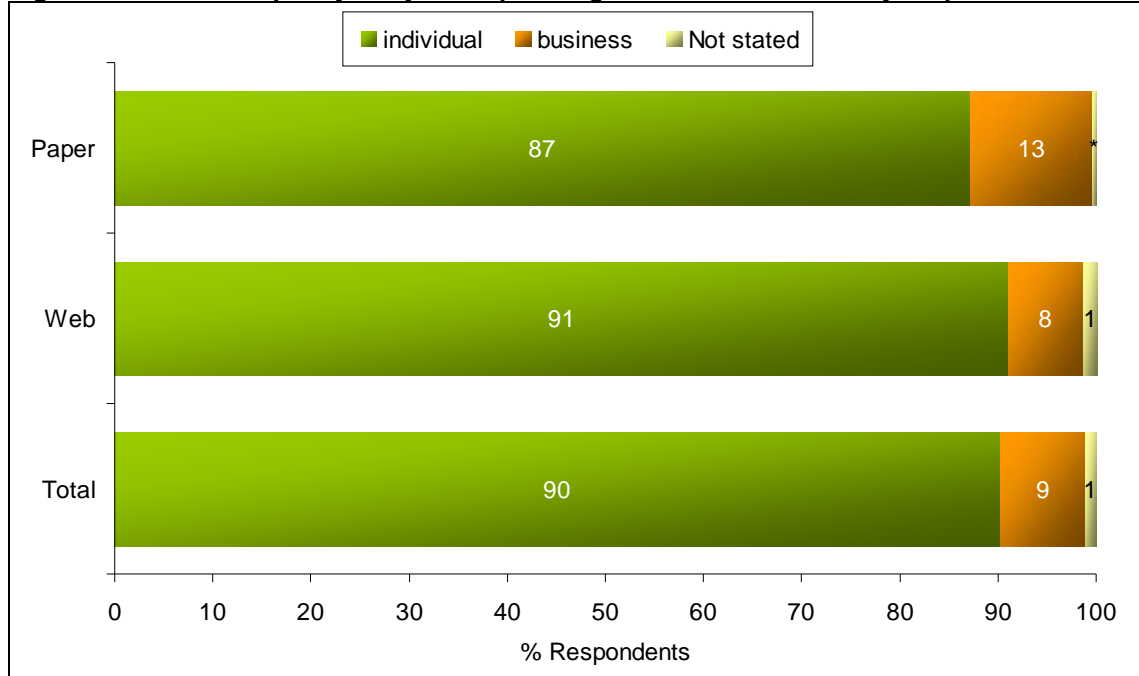


Base: 5,071 WEZ/WEZ buffer, 459 OCZ/OCZ buffer  
 Note: figures may not add to 100% because of rounding

## 4.6 Respondent Type

Most (90%) of the responses to the consultation were from individuals, with responses by web slightly more likely than responses by paper to be from individuals.

**Figure 28: In what capacity are you responding to this consultation by response channel**



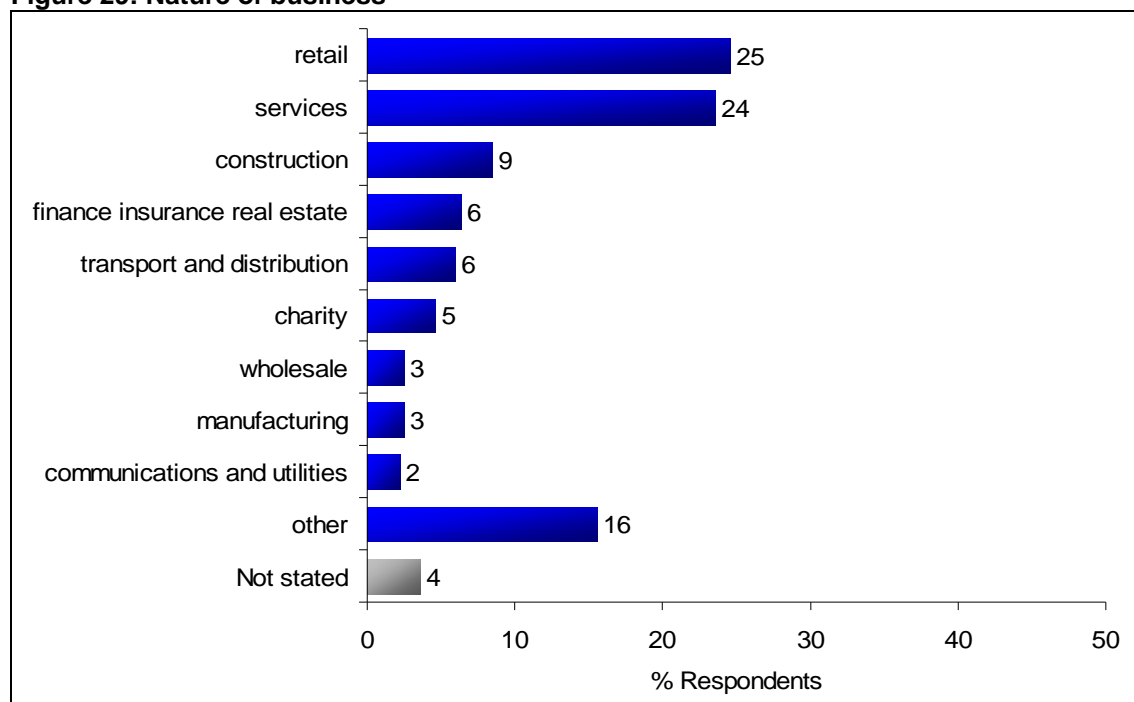
Base: 27,499 all respondents; response channel: 21,292 Web, 6,207 paper  
Note: figures may not add to 100% because of rounding

## 4.7 Business Details

### Nature of Business

A quarter of business respondents were in the retail sector and 24% in the services sector.

**Figure 29: Nature of business**



Base: 2,390 businesses

Businesses which used the paper questionnaire to respond were much more likely than those using the Web to be in the retail sector (43% compared to 16%) and less likely to be in the services sector (16% compared to 27%).

**Table 15: Nature of business by response channel and whether drive in Congestion Charging zone**

	Total %	Response channel		whether drive in Congestion Charging zone	
		Web %	Paper %	Yes %	No %
Retail	25	16	43	25	18
Services	24	27	16	24	18
Construction	9	11	4	9	3
Finance, insurance, real estate	6	7	5	7	3
Transport and distribution	6	7	3	6	2
Charity	5	4	5	4	14
Wholesale	3	2	3	3	0
Manufacturing	3	3	2	3	1
Communications and utilities	2	2	2	2	1
Other	16	18	11	15	35
Not stated	4	2	6	3	5
<b>Base</b>	<b>2,390</b>	<b>1,616</b>	<b>774</b>	<b>2,202</b>	<b>95</b>

Note: figures may not add to 100% because of rounding

Businesses which responded which operate in the WEZ are much more likely to be in the retail sector than those which operate outside (30% compared to 10% for OCZ and 21% for the rest of London).

10% of business respondents which operate in the OCZ were in the finance, insurance, real estate sector compared to 7% for WEZ and 4% for the rest of London.

**Table 16: Nature of business by where business operates**

	Total %	Area where business operates			
		Western Extension %	Original charging zone %	rest of London %	outside London %
Retail	25	30	10	21	7
Services	24	24	26	26	20
Construction	9	7	13	10	11
Finance, insurance, real estate	6	7	10	4	5
Transport and distribution	6	5	9	7	10
Charity	5	5	4	4	4
Wholesale	3	2	3	5	5
Manufacturing	3	2	3	5	5
Communications and utilities	2	2	3	3	4
Other	16	16	18	14	29
Not stated	4	2	1	2	1
<b>Base</b>	<b>2,390</b>	<b>1,355</b>	<b>322</b>	<b>462</b>	<b>82</b>

Note: figures may not add to 100% because of rounding

## Where Business Operates

Business respondents were asked:

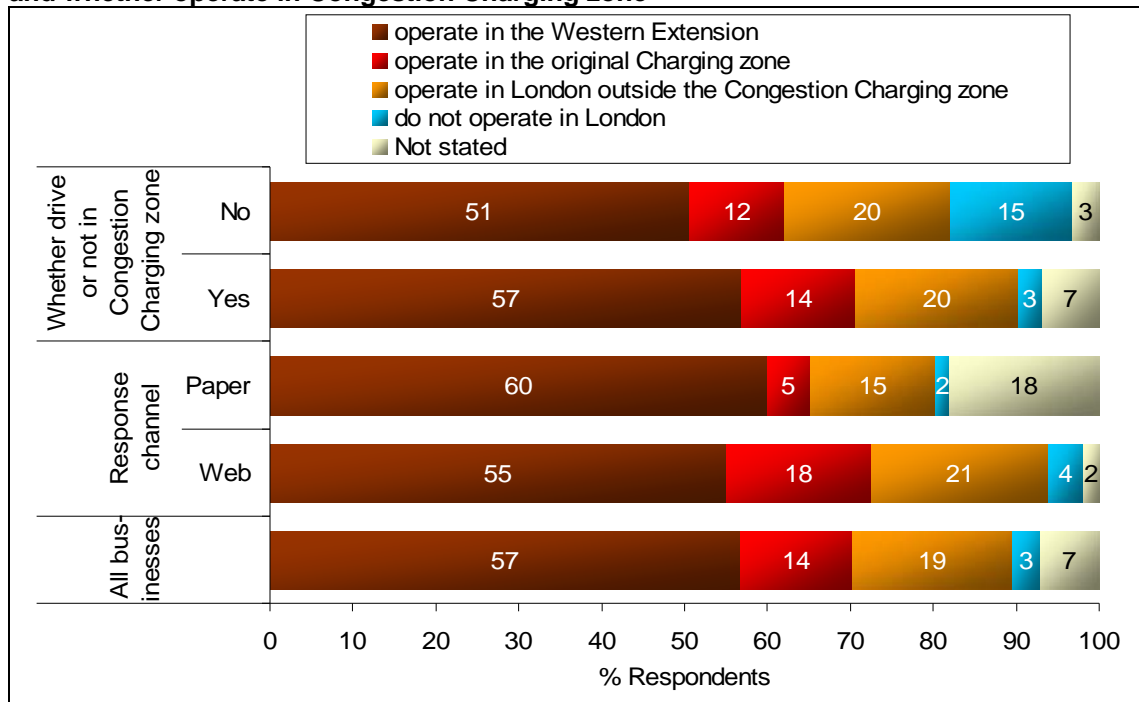
*“Does the business or organisation you represent operate in London?”*

The options shown in the questionnaire were:

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

Nine tenths of business respondents said their business or organisation operated in London with 57% in the Western Extension, 14% in the original charging zone and 19% elsewhere in London. Three per cent said they operated outside London and 7% did not answer the question.

**Figure 30: Does the business or organisation operate in London by response channel and whether operate in Congestion Charging zone**



Base: All businesses 2,390; response channel: 1,616 Web, 774 paper; Whether drive or not in Congestion Charging zone: 2,202 yes, 95 no  
 Note: figures may not add to 100% because of rounding

## 4.8 Respondent Details

### Gender

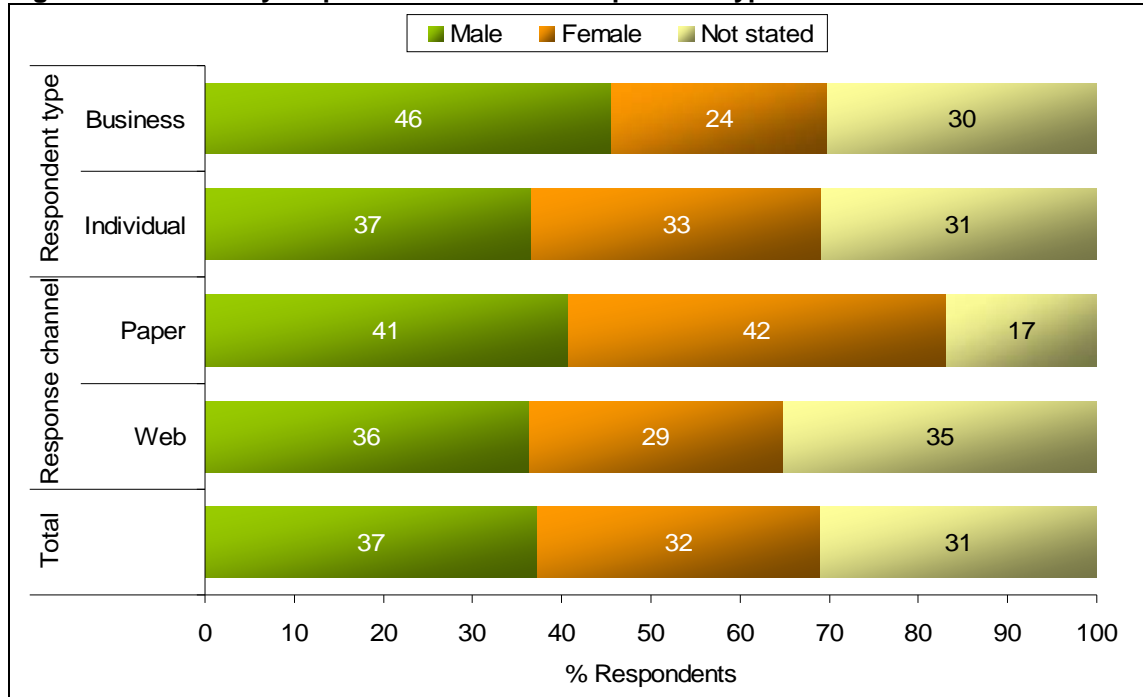
Respondents who used the paper questionnaire were more likely to be female than those who used the web questionnaire (42% compared to 29%).

Respondents to the consultation were more likely to be male than the London population. According to the 2001 Census the London adult population (aged over 16) is 48% male compared to 54% male for those who responded<sup>9</sup> to the question about gender.

Business respondents were much more likely to be male than people responding to the questionnaire in an individual capacity.

<sup>9</sup> A problem with the Web questionnaire at the beginning of the consultation meant that for the first 7,101 questionnaires there was no data for gender.

**Figure 31: Gender by response channel and respondent type**



Base: 27,499 all respondents; response channel: 21,292 Web, 6,207 paper; Respondent type: 24,803 individual, 2,390 business

Note: figures may not add to 100% because of rounding

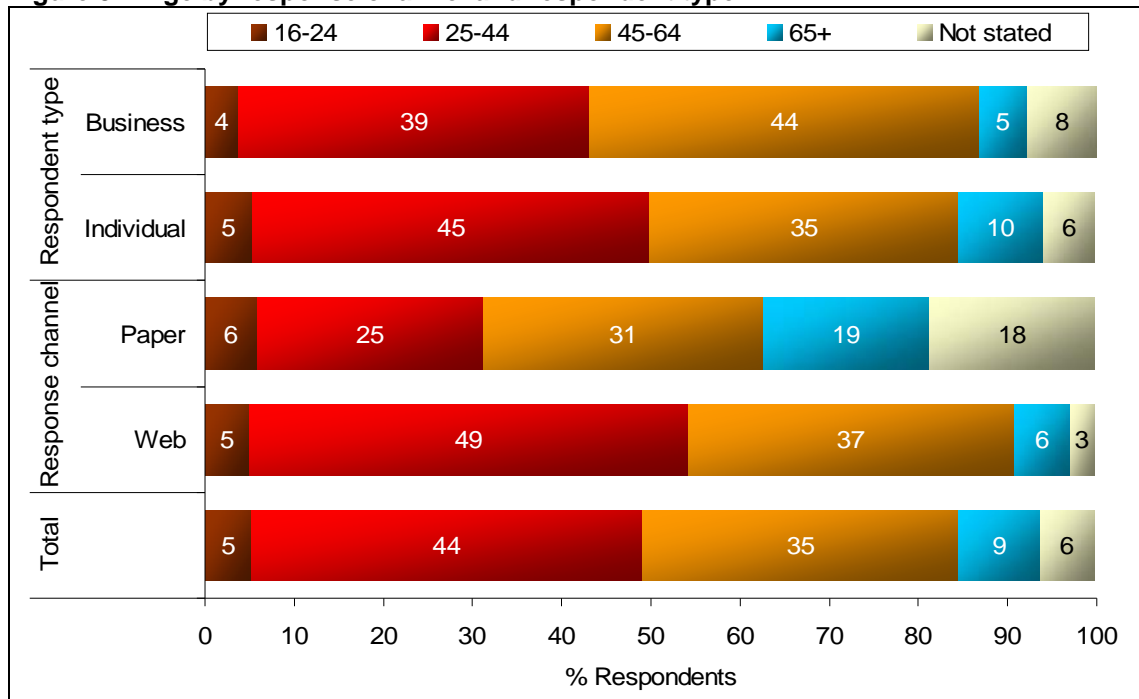
\* data missing from the first 7,101 Web records

## Age

The age distribution of those who responded is shown in Figure 32. Forty four per cent of the respondents are aged 25-44 years and 35% are aged between 45 and 64 years.

Respondents using the Web questionnaire have a younger age profile than those using the paper questionnaire with 54% aged less than 45 years old compared to 31% for the paper questionnaire.

**Figure 32: Age by response channel and respondent type**



Base: 27,499 all respondents; response channel: 21,292 Web, 6,207 paper; Respondent type: 24,803 individual, 2,390 business

Note: figures may not add to 100% because of rounding

A comparison with the 2001 Census data for London is shown in Table 17.

The consultation respondents are more likely to be aged between 25 and 64 years old than the overall London population.

**Table 17: Age profile of respondents compared to Census 2001**

	Total* of respondents %	2001 Census %
16-24	6	15
25-44	47	44
45-64	38	25
65+	10	16
<b>Base</b>	<b>25,723</b>	<b>5,723,353</b>

\* The 100% base does not include Not Stated responses or those from respondents aged under 16 years old



The age distribution by area for individuals is shown in Table 18.

**Table 18: Age by area for individuals**

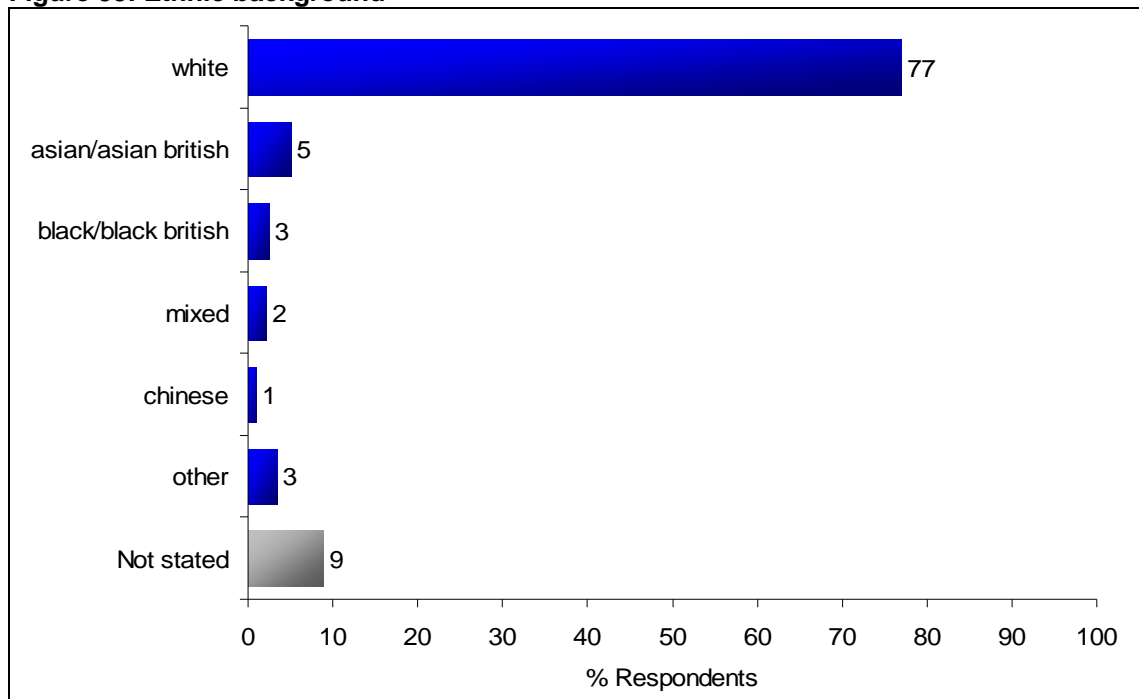
	Total %	Area			
		WEZ/WEZ buffer %	OCZ/OCZ buffer %	rest of London %	outside London %
Under 16	*	*	*	*	*
16-24	5	4	7	6	6
25-44	45	37	58	49	44
45-64	35	37	28	34	40
65+	10	17	5	7	7
Not stated	6	5	2	4	3
<b>Base</b>	<b>24,803</b>	<b>5,071</b>	<b>459</b>	<b>15,456</b>	<b>922</b>

Note: figures may not add to 100% because of rounding  
 \* = less than 0.5%

### Ethnic background

The respondents' ethnic background is predominantly White: 77%.

**Figure 33: Ethnic background**



Base: 27,499 all respondents

**Table 19: Ethnic background by response channel**

	Total %	Response channel	
		Web %	Paper %
White	77	82	59
Asian/Asian British	5	4	10
Black/Black British	3	2	4
Mixed	2	2	2
Chinese	1	1	1
Other	3	4	2
Not stated	9	5	22
<b>Base</b>	<b>27,499</b>	<b>21,292</b>	<b>6,207</b>

Note: figures may not add to 100% because of rounding

According to the 2001 Census, 71% of the London population is white.

**Table 20: Ethnic background compared to Census 2001**

	Total* of respondents %	Census 2001 %
White	85	71
Asian/Asian British	5	12
Black/Black British	3	11
Mixed	2	3
Chinese	1	1
Other	4	2
<b>Base</b>	<b>25,039</b>	<b>5,723,353</b>

\* data reweighted after excluding 9% who did not state their ethnic background

The ethnic background by area for individuals is shown in Table 21.

**Table 21: Ethnic background by area for individuals**

	Total %	Area			
		WEZ/WEZ buffer %	OCZ/OCZ buffer %	rest of London %	outside London %
White	78	79	82	80	85
Asian/Asian British	5	3	4	6	5
Black/Black British	2	3	1	2	1
Mixed	2	2	3	2	1
Chinese	1	2	1	1	1
Other	3	3	5	3	2
Not stated	8	8	4	6	5
<b>Base</b>	<b>24,803</b>	<b>5,071</b>	<b>459</b>	<b>15,456</b>	<b>922</b>

Note: figures may not add to 100% because of rounding

## 5. OPEN RESPONSES

### 5.1 Introduction

This chapter reports on the open responses received to the consultation from the general public, businesses and other organisations.

There were 66 open responses from the general public, nine from businesses and three from other organisations.

In addition, two separate petitions were received which contained some 60 and 264 signatories each.

### 5.2 Other Organisations

This section presents an analysis of the responses from the three Other Organisations who responded to the consultation.

Other Organisations are those organisations that responded to the consultation on behalf of the interests of a wider group; for example, business representative groups, residents' associations etc but were not included in TfL's list of stakeholders.

#### Sample

There were three responses from Other Organisations:

- The British Antique Dealers' Association
- National Heart Forum
- Sion-Manning RC Girls School.

#### Response

All comments were given codes according to the main themes they covered, using the the code frame (see Appendix B).

Two of the respondents (The British Antique Dealers' Association and Sion-Manning RC Girls School) called for the WEZ to be removed and the third National Heart Forum thought it should be retained with some changes.

#### Details of response

**Sion-Manning RC Girls School** said:

*“The Governing Body of the Sion-Manning RC School in conjunction with the Headteacher as part of the consultation exercise of the continuation of the Western Extension Congestion Area wishes it to be known that it is favour of Option 2 and its complete removal.”*

The main reason given was that it was harder to recruit staff and to retain staff “*At least four of our very experience teachers sought posts elsewhere when the charge was introduced.*”

The **British Antique Dealers’ Association** also wished the WEZ to be removed:

*“We conclude that the Western Extension of the Congestion Charge zone should be removed.”*

The reasons they gave included:

- Lack of demand or need for it as the Western Extension is primarily residential in nature
- Reduced footfall in streets such as Kensington Church Street which “*has made life very difficult for these businesses*”. They pointed out that visitors by car have not been replaced by visitors using alternative modes of transport
- Increased congestion as drivers from the original zone can drive in the WEZ

The **National Heart Forum**, on the other hand, were broadly supportive of Congestion Charging. They thought that the “*Western Extension Zone should remain broadly as it is in its structure and operation*” but that there might be a case for some changes to it such as to the payment system.

With respect to the options offered they thought option 1 (Keep the Western Extension as it is) or option 3A (Make the charge easier to pay by introducing payment accounts) should be pursued.

They argued that congestion and air pollution would be worse without Congestion Charging and therefore that:

*“...removing or curtailing it would be detrimental to congestion levels, the environment and peoples’ health.”*

### 5.3 General Public

There were 66 written submissions from the general public in total. A majority of submissions took the form of emails (36) and almost all the rest were letters (30). In addition, there were two petitions.

Just over half (35 respondents) gave postcodes. Thirteen of these were in the Congestion Charging Zone and the remaining 22 elsewhere in London.

#### Response

All comments were given codes to identify the main themes covered, as listed in the code frame (see Appendix B). Over half (38 respondents, 58% of respondents) of the general public respondents suggested removing the Western Extension. Thirteen

respondents (20% of respondents) said that the Western Extension should be kept and nine (14% of respondents) said there should be changes to the WEZ.

Therefore, with respect to the Options as presented, the general public open responses were:

- Option 1 – Keep the Western Extension 20%
- Option 2 – Remove the Western Extension 58%
- Option 3 – Change the Western Extension 14%.

Twelve respondents (18%) mentioned negative economic/business impacts of the WEZ and ten respondents (15%) mentioned negative social impacts of the WEZ. Table 22 shows the ten main comments made.

**Table 22: Top ten comments made by general public respondents**

	number of responses
Remove WEZ	38
Keep WEZ	13
Economic / business Impacts - negative comment	12
Social Impacts of scheme - negative	10
Change WEZ	9
Has made no difference to congestion/ congestion is worse	9
On the nature of the consultation	7
Is only to raise revenue	5
Congestion Charging is not beneficial to air quality/CO <sub>2</sub>	5
Withdraw whole scheme	4
Other	44

Base: 66 general public respondents

Some examples of the responses made by general public respondents are shown below under the main response headings.

### **Remove WEZ (38 responses)**

Many of the responses which indicated a wish to remove the WEZ were very short and to the point:

*“We would like to make our opinions noted. We wish to remove the Western Extension of the congestion charge.”*

*“My comment, as a resident within the Western Extension is to remove it altogether.”*

Other responses were more discursive with some of considerable length.

*“There are fewer residents affected in the original zone, but the Western Extension has created a ‘Berlin Wall’ for many Londoners and has eliminated the use of cars for many ordinary families because of cost. This is alright for the well-off or company users, but not for the workers. The Mayor of London should show political courage and stand by his election pledge to abolish the ‘Western Extension’.”*

*“I have voted for Option 2, the removal of the Extension Zone. I object more strongly than ever to this onerous poll tax because, as is always the case, it bears unfairly on those least able to afford it. It can be fittingly compared with Prescription Charges. The rich can easily pay it or find ways of making the rest of us pay it for them. A large number of hardworking people on low incomes (especially craftsmen and other professionals outside the Extended Charging Zone on whom we inside the Zone depend) need a car and cannot afford to use Public Transport as well. They are in the unacceptable position of being taxed to pay for Public Transport of limited use to them. Within the Extended Charging Zone we’ve discovered that we all suffer, because we depend on so many services from outside the Zone.”*

### **Keep WEZ (13 responses)**

Although the majority of responses were against the WEZ there was a sizeable minority who wished it to remain. Examples of their comments are shown below.

*“I am writing to express my satisfaction with the London Congestion Charge, including the Western Extension.”*

*“I believe the benefits outweigh the disadvantages, and that the zone extension should remain.”*

*“I live on the corner of the Old Brompton Road and Glendower Place in Kensington & Chelsea. I have been very pleased by the big reduction in the traffic since the congestion charge was introduced here.”*

### **Economic / business Impacts – negative comment (12 responses)**

Many of the comments on the negative economic/business impacts of the WEZ concerned small businesses.

*“This should be abolished as small businesses are being driven out of business with the extra cost of travel & costs in deliveries to them & the disincentive for customers to drive into London to shop.”*

*“In the present economic climate the congestion charge is a disagreeable extra expense. I am sure we are not alone in feeling this and it must be having a serious effect on the shops and economy in the area affected. We also find that many small business people we used to use – plumbers, electricians, etc – are now unwilling to come here as they have to pay the congestion charge.”*

A ward councilor for the Hyde Park Ward, City of Westminster complained about the negative impact of the WEZ on local businesses:

*“From as soon as the Congestion Charge Zone was extended small shops in my ward started to suffer. Some told me that they saw their earnings drop by 20%. .... Several have gone out of business as a result.”*

## **Social Impacts of scheme – negative (10 responses)**

Examples of concerns about the negative social impacts of the Western Extension are shown below.

*“RBK and C is a residential area filled with people trying to go about their daily lives, taking children to school, shopping, visiting relatives and other non-discretionary activities. It generally does not suffer congestion (other than from too many parked cars). It is completely unfair to penalize people who are just going about their business.”*

*“Since its implementation the zone extension has created serious economic, social and personal problems for those living inside as well as outside the boundaries.....The elderly, the handicapped - often both - cannot easily jump on a bus, use the Tube (escalators, stairs) or hop on their bikes; the Congestion zone discriminates against them. They are physically unable to carry heavy shopping from shop to bus stop and then from bus stop to their home. Their visitors have to pay the £8 charge every time they come, by car, to those ‘zone incarcerated’ residents who, in consequence, are more isolated.”*

## **Change WEZ (9 responses)**

One respondent suggested the introduction of a yearly in advance fee of say, £1,000 to cover entry to the Congestion Charge Zone and access to the existing regulated parking spaces in the Congestion Charging Zone.

Other suggested changes include:

*“I wish to recommend that commuter traffic ONLY should be prevented from entering the extended area in 8-10am. This should not inconvenience non-commercial traffic and should result in more trade for the local shops.”*

*“With regards to the WE congestion charge I suggest you run the charge only 3 days a week leaving Thursday and Friday free. The effect of which would be to encourage shoppers into the area on those days so giving relief to local traders.”*

## **Has made no difference to congestion/ congestion is worse (9 responses)**

A number of respondents who wished to see the WEZ removed pointed out that it had not eased congestion in the area or had even made it worse.

*“The Western Extension... has not reduced congestion..... Those forced by the congestion charge to skirt the area use the Embankment, itself a major route to the M4 and how often clogged as a result.”*

*“The congestion charge should have never been this far out. ...Also the Western Extension hasn’t made any improvement to the traffic.”*

*“In the beginning there was an improvement to traffic levels in the original Congestion Charge zone, but that has now gone since the charge has been extended into the so-called ‘Western Zone’.”*

### **On the nature of the consultation (7 responses)**

There were some very lengthy detailed responses which criticized the nature of the consultation, particularly the content of the information leaflet and the phrasing of questions. Extracts from some of these are shown below:

*“I believe the questions in this consultation have been manipulated to endorse the congestion charge extension. ... Wording...confuses the issue as some respondents may say yes to an option for the original zone e.g. account charging, but this answer would be included as a positive response for the extension which the person may not have intended.”*

*“Just filled out your Congestion Tax Consultation. It seems to have been designed by TfL (?and Capita) to produce a status quo answer. 1. Contentious statements have been made about the benefits of the charge, which I understand are arguable. 2. The description of the alternatives gives only benefits of keeping and only disadvantages of scrapping. What about congestion in the outlying areas, such as The Embankment? What about the hideous admin costs? What about the disfigurement of our streets by spy cameras? What about the army of snooper vans circling the area and parking illegally? Not mentioned.”*

### **Is only to raise revenue (5 responses)**

Some complained that the WEZ was only there to raise revenue and/or a tax:

*“The survey carried out by the previous administration seemed to show that the overwhelming majority rejected this extension. Maintaining it will only serve to show that the real purpose is to raise additional tax revenue.”*

*“It is a tax on drivers who already pay road taxes far in excess of what they receive in return.”*

*“People now recognise that this was a tax-raising measure rather than a traffic calming one.”*



## 5.4 Petitions

Two petitions were received. The text and number of signatories is shown below.

The Mayor of London

We the following persons request you to remove the Congestion Charge for the Western Extension Zone as it has almost impossible for us to visit The Central Gurdwara at 62 Queensdale Road, LONDON W11 4SG. This is our place of worship. It is the oldest established Sikh place of Worship in UK (and Europe) commemorating 100 years.

60 signatures

We the undersigned hereby strongly wish the west London congestion zone to be removed. We hope London Mayor will listen to us this time.

264 signatures

## 5.5 Business

There were nine open written submissions from businesses. Five were received as emails and the other four as letters.

The business types were:

- Antique dealer
- Chartered surveyor
- Film maker
- Clothes shop
- Major supermarket
- Art gallery
- Serviced apartments
- Fire Protection.

It was unclear what the nature of the business was for one of the businesses.

One respondent did not give a postcode. Of those that did, responses were skewed towards the extended Charging Zone, with 5 businesses based in the extended Charging Zone (mostly in the WEZ) and the rest elsewhere in London.

### Response

All comments were coded to the code frame (see Appendix B).

All but one of the business respondents suggested removing the Western Extension. The other respondent suggested changes to way the Western Extension operates.

In addition, five said that the WEZ had not made congestion any better and four said that the WEZ was only there to raise revenues.

Table 23 shows all the comments made.

**Table 23: Comments made by business respondents**

	number of responses
Remove WEZ	8
Has made no difference to congestion/ congestion is worse	5
Economic / business Impacts - negative comment	4
Is only to raise revenue	1
On the nature of the consultation	1
Change WEZ	1
Social Impacts of scheme - negative	1
Withdraw whole scheme	1
Congestion Charging Is not beneficial to air quality/CO <sub>2</sub>	1

Base: 9 businesses

Some examples of the responses made by businesses are shown below under the three main response headings.

### **Remove WEZ**

Most respondents commented on negative impacts of the WEZ and then concluded that it should be removed.

*“My opinion get rid of it and cut your losses.”*

Fire Protection business

*“Something needs to be done to rejuvenate the area, improve business in what are very difficult times. A first major step would be to cancel the Western Extension of the Congestion Charge zone.”*

Antique dealer

*“Overall, we believe the scheme has adversely affected the lives of Londoners living and working in this area should be dropped with the CCS returned to its original format of just covering central London.”*

Major supermarket

### **Has made no difference to congestion/ congestion is worse**

The chartered surveyor suggested changes to the scheme (removing some roads at the North of the WEZ) as the current scheme lead to additional time driving with negative impacts on congestion, pollution and use of fuel. He went on to say:

*“It is my view that most of the Western Extension north of the Bayswater Road has had little impact on the reduction of traffic. It is my opinion that there was never a congestion problem in this section and that owing to the lack of transport links, it has still been necessary to bring cars into the area.”*

Chartered surveyor

The major supermarket said that while they never opposed the principle of Congestion Charging they were *“always sceptical of whether the Western Extension was practical*

and would deliver tangible benefits sufficient to justify the cost to business and inconvenience to the local communities.” The concluded that:

*“Our experience suggests that the scheme has not delivered the benefits promised in terms of relief in congestion or any more reliability for delivery vehicles. It has merely led to congestion being squeezed into a limited timeframe rather than encouraging a spread of trade throughout the day.”*

Major supermarket

Other comments about the WEZ not relieving congestion include:

*“Residents in the area are now able to bring their cars into the centre of London where congestion is at its worst because there is no extra charge once they have to pay already for being in the zone.”*

Art gallery

*“There’s been no improvement in traffic flow – just a lot of inconvenience in routing and parking.”*

Film maker

### **Economic / business Impacts - negative comments**

Many businesses complained that the WEZ had caused problems for businesses. The clothes shop said that it had led them to close their shop:

*“It has cut the number of customers coming to my boutique, which is just on the edge, so that I am closing down after ten years.”*

Clothes shop

The Fire Protection company said that as staff had to carry large tools they could not use public transport and concluded that because of the WEZ:

*“London will become a ghost town and business will not want to be in the charge zone.”*

Fire Protection business

The art gallery said that the Congestion Charge had seriously affected businesses in Kensington and that:

*“Many of our clients will not spend the £8 and the pressure of registering to come to this area for business purposes. There have been a large number of shops vacant, presumably to some part because of this in the area.”*

Art gallery

## 6. OVERALL REACTIONS TO PROPOSAL

### 6.1 Introduction

This chapter summarises the overall views on the future of the Western Extension of the Congestion Charging Scheme and on the options for changing the way the scheme operates. In doing so it compares responses to the consultation (from both public and businesses using the web and paper questionnaires) with responses to the two Attitudinal Surveys. Since consultations tend to elicit views mainly from those with strong opinions, it is important to understand how representative these views are of the wider population. To facilitate this, TfL commissioned attitudinal surveys of 2,000 Londoners and 1,000 businesses alongside the public consultation. These were designed to complement and inform the outcome of the public consultation by providing a representative view of specific groups, residents and businesses inside and beyond the original charging zone and Western Extension.

The data is based on the following responses received in the following formats:

• Paper questionnaires	6,207
– 5,415 individuals	
– 774 business	
– 18 not stated	
• Web questionnaires	21,292
– 19,388 individuals	
– 1,616 business	
– 288 not stated	
• Faxed, emailed, typed or handwritten submissions:	
– Other organisations <sup>10</sup>	3
– Businesses	9
– General public	66
<b>Total</b>	<b>27,577</b>
• Attitudinal survey with Londoners	2,018
• Attitudinal survey of London businesses	1,005

In addition, two separate petitions were received. One contained 264 signatories and the other contained 60 signatories.

The methodology used for the consultation and analysis of consultation responses is described in Chapter 2 of this report. Chapter 4 of this report contains the results from the consultation questionnaires and Chapter 5 contains the findings from the open responses to the consultation.

Separate reports on the Attitudinal Survey of London Businesses and the Attitudinal Survey of Londoners are available.

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<sup>10</sup> 'Other Organisations' are those organisations that responded to the public consultation exercise on behalf of the interests of a wider group.

Individual responses were allocated to one of the following four areas on the basis of the postcode they provided, enabling comparison with the relevant groups in the attitudinal survey of Londoners:

- **WEZ/WEZ buffer** – Residents living within the Western Extension area and within the area immediately adjacent to the Western Extension boundary who are eligible for the Residents’ discount
- **OCZ/OCZ buffer** – Residents living within the original charging zone and also within the area immediately adjacent to the original charging zone boundary who are eligible for the Residents’ discount
- **Rest of London** – Residents living outside both the original charging zone and the Western Extension. In the Attitudinal Survey rest of London was further split between residents of a 5-mile ‘ring’ in Inner London surrounding the entire Congestion Charging Zone and the residents of the rest of London. In this chapter these two groups are combined<sup>11</sup> in order to allow comparisons with the Consultation.
- **Outside London** – People living outside the capital.

Businesses responses to the consultation were allocated to one of the following three areas on the basis of where the respondent said that the business operated. In the attitudinal survey businesses were allocated to one these same three areas according to where they were based:

- Western Extension
- Original charging zone
- Rest of London.

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<sup>11</sup> The combined figures were weighted to take account of the populations in the two areas

## 6.2 Potential Options for Future of Western Extension

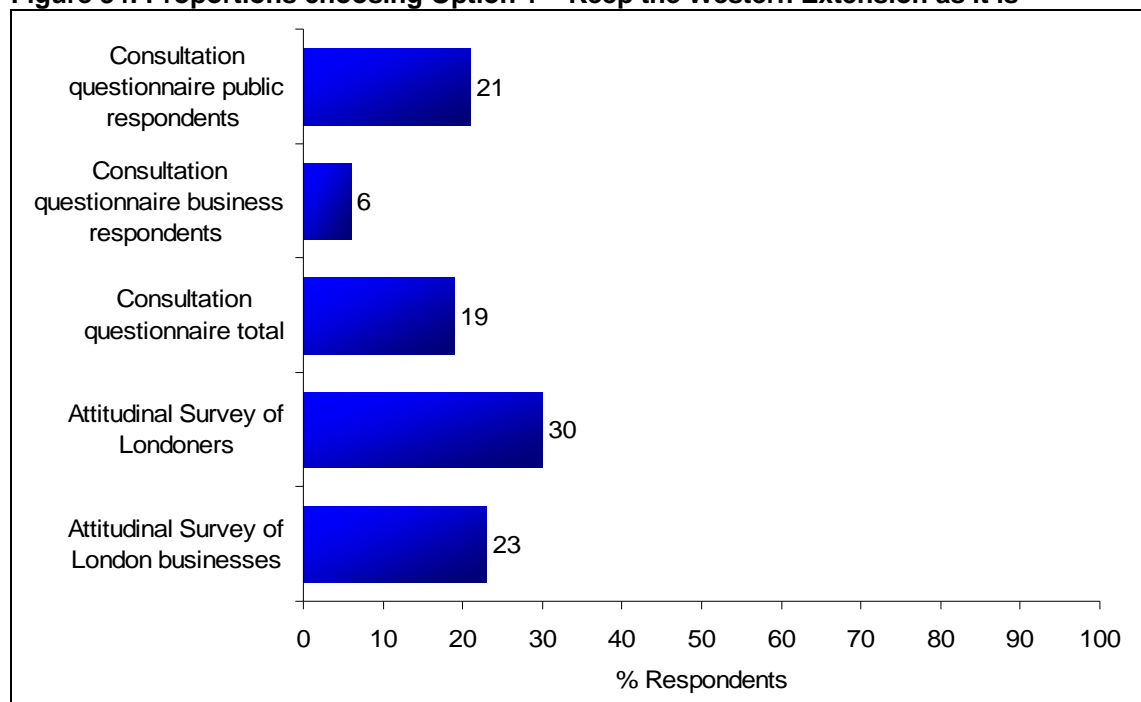
The options presented in the consultation and the attitudinal surveys were:

- Option 1 – Keep the Western Extension as it is
- Option 2 – Remove the Western Extension.
- Option 3 – Change the way that the scheme operates.

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

The proportions choosing this option were:

**Figure 34: Proportions choosing Option 1 – Keep the Western Extension as it is**



Base: consultation: public 24,803, business 2,390, total 27,499; Attitudinal Survey of Londoners 2,018 (weighted), Attitudinal Survey of London businesses 1,005 (weighted)

This option ranked second out of the three options (Keep, Remove, Change) for individual respondents to the consultation and both public and business respondents to the Attitudinal Surveys. It ranked third out of the three for business respondents to the consultation.

Business respondents in both the consultation and Attitudinal Surveys were less likely to choose this option than the general public.

There was much lower support for this option from the consultation compared to the view of Londoners and London businesses as a whole as measured in the attitudinal surveys.

Residents of the WEZ/WEZ buffer in both the consultation and Attitudinal Survey with Londoners were less likely than residents elsewhere to choose this option:

**Table 24: Proportions of individuals choosing Option 1 (Keep the Western Extension as it is) – Comparison of individuals' responses from consultation and attitudinal survey**

	Consultation %	Attitudinal Survey %
WEZ/WEZ buffer	19	27
OCZ/OCZ buffer	46	36
Rest of London	21	29
Outside London	25	n/a
All London	21	30
<b>Base</b>	<b>24,803</b>	<b>2,018</b>

Business respondents in the WEZ in both the consultation and the Attitudinal Survey with London businesses were less likely than business respondents elsewhere to choose this option. Businesses in the OCZ in both the consultation and the Attitudinal Survey with London businesses were more likely to choose this option:

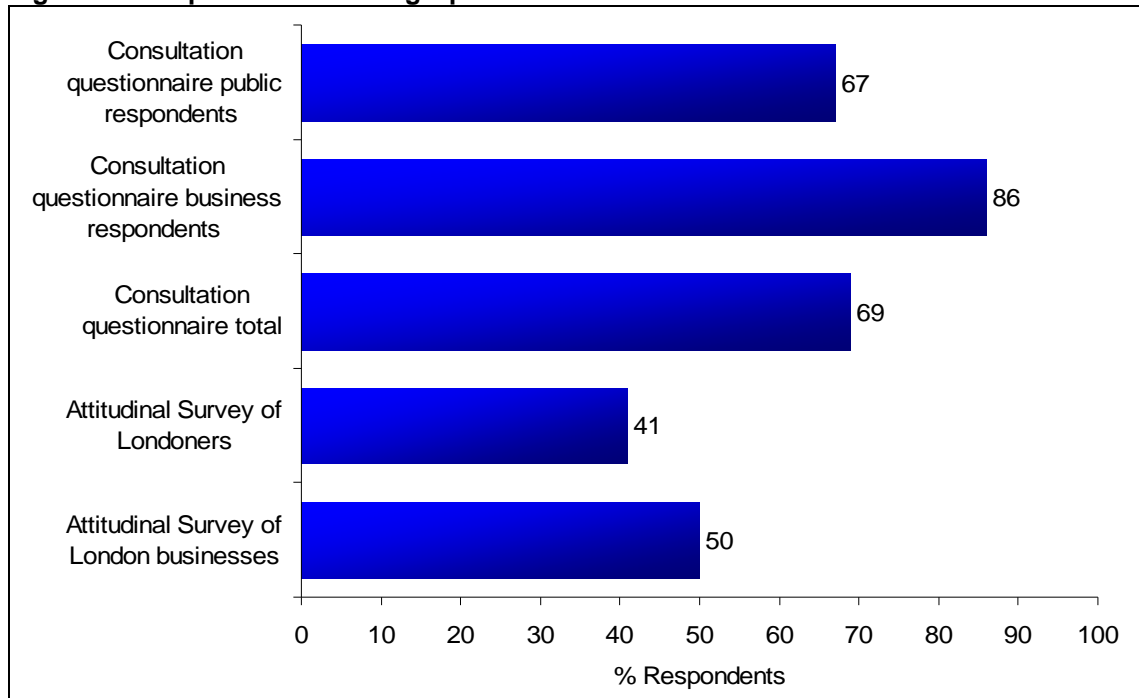
**Table 25: Proportions of businesses choosing Option 1 (Keep the Western Extension as it is) – Comparison of businesses' responses from consultation and attitudinal survey**

	Consultation %	Attitudinal Survey %
WEZ	4	18
OCZ	12	32
Rest of London	8	20
All London	6	23
<b>Base</b>	<b>2,390</b>	<b>1,005</b>

## Option 2 – Remove the Western Extension

The proportions choosing this option were:

**Figure 35: Proportions choosing Option 2 – Remove the Western Extension**



Base: consultation: public 24,803, business 2,390, total 27,499; Attitudinal Survey of Londoners 2,018 (weighted), Attitudinal Survey of London businesses 1,005 (weighted)

This option ranked first out of the three overall.

There was much higher support for this option from the consultation compared to the view of Londoners and London businesses as a whole as measured in the attitudinal surveys.

Residents of the WEZ/WEZ buffer in both the consultation and Attitudinal Survey were more likely than residents in the OCZ/OCZ buffer to choose this option.

Business respondents in both the consultation and Attitudinal Surveys were more likely to choose this option than the general public.



In the consultation around two thirds of Londoners outside the Congestion Charging zone supported this option, compared to 41% of Londoners in the same area responding to the attitudinal survey. Residents of the OCZ/OCZ buffer in both the consultation and Attitudinal Survey with Londoners were less likely than residents elsewhere to choose this option:

**Table 26: Proportions of individuals choosing Option 2 (Remove the Western Extension) – Comparison of individuals’ responses from consultation and attitudinal survey**

	Consultation %	Attitudinal Survey %
WEZ/WEZ buffer	57	48
OCZ/OCZ buffer	33	30
Rest of London	70	41
Outside London	64	n/a
All London	67	41
<b>Base</b>	<b>24,803</b>	<b>2,018</b>

Business respondents in the WEZ in both the consultation and the Attitudinal Survey with London businesses were more likely than business respondents elsewhere to choose this option. Businesses in the OCZ in both the consultation and Attitudinal Survey with London businesses were less likely than businesses elsewhere to choose this option:

**Table 27: Proportions of businesses choosing Option 2 (Remove the Western Extension) – Comparison of businesses’ responses from consultation and attitudinal survey**

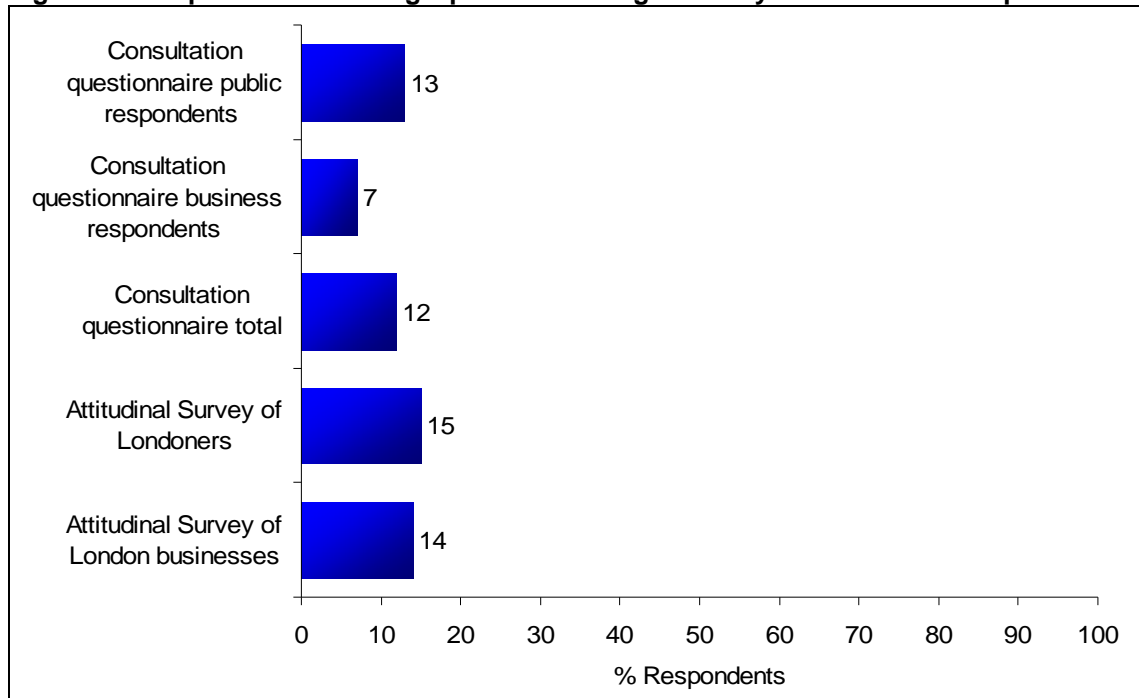
	Consultation %	Attitudinal Survey %
WEZ	89	59
OCZ	75	40
Rest of London	85	52
All London	86	50
<b>Base</b>	<b>2,390</b>	<b>1,005</b>

Overall, 29% of the consultation respondents ticked Option 2 – *Remove the Western Extension* and then went on to say they supported or strongly supported one or more of the change options.

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

The proportions choosing this option were:

**Figure 36: Proportions choosing Option 3 – Change the way that the scheme operates**



Base: consultation: public 24,803, business 2,390, total 27,499; Attitudinal Survey of Londoners 2,000 (weighted), Attitudinal Survey of London businesses 1,005 (weighted)

This option ranked third out of the three options (Keep, Remove, Change) for individual respondents to the consultation and both public and business respondents to the Attitudinal Surveys. It ranked second out of the three for business respondents to the consultation.

There was slightly lower support for this option from the consultation compared to the view of Londoners and London businesses as a whole as measured in the attitudinal surveys.

Business respondents in the consultation were much less likely to choose this option than individual respondents whereas there was little difference in the attitudinal surveys between public and business responses.

Residents of the WEZ/WEZ buffer in both the consultation and Attitudinal Survey were more likely than residents elsewhere to choose this option:

**Table 28: Proportions of individuals choosing Option 3 (Change the way that the scheme operates) – Comparison of individuals’ responses from consultation and attitudinal survey**

	Consultation %	Attitudinal Survey %
WEZ/WEZ buffer	25	18
OCZ/OCZ buffer	21	16
Rest of London	9	15
Outside London	13	n/a
All London	13	15
<b>Base</b>	<b>24,803</b>	<b>2,018</b>

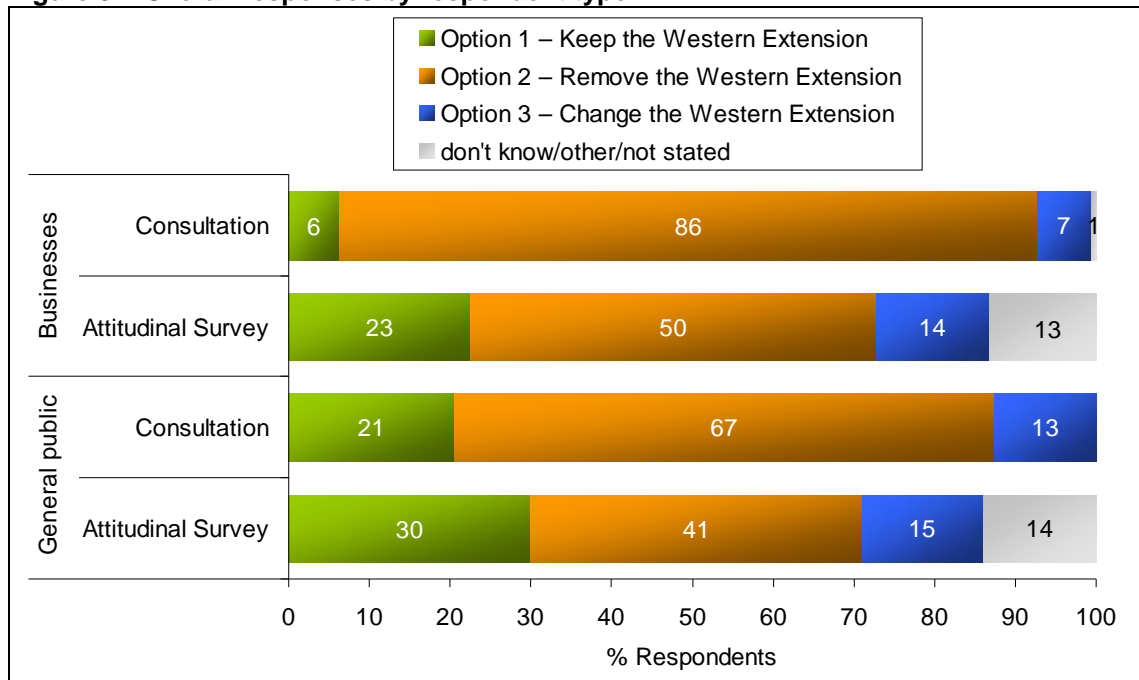
Business respondents in the OCZ in the consultation were more likely than business respondents elsewhere to choose this option whereas there was little difference by area in the Attitudinal Survey with London businesses:

**Table 29: Proportions of businesses choosing Option 3 (Change the way that the scheme operates) – Comparison of businesses’ responses from consultation and attitudinal survey**

	Consultation %	Attitudinal Survey %
WEZ	5	15
OCZ	12	15
Rest of London	7	14
All London	7	14
<b>Base</b>	<b>2,390</b>	<b>1,005</b>

The figure below summarises the responses from the consultation and Attitudinal Surveys for both businesses and the general public.

**Figure 37: Overall responses by respondent type**



Base: 2,399 businesses (both questionnaires and open responses), 24,869 general public (both questionnaires and open responses); 2,018 weighted attitudinal survey of Londoners; 1,005 weighted attitudinal survey of London businesses

### 6.3 Response to the Three Options for Changing the way the Scheme operates

Following the three main options (Option 1, Option 2 and Option 3) respondents to both the consultation and attitudinal surveys were presented with three possible options for changing the scheme. Respondents were asked to what extent respondents supported or opposed the following three options for changing the way the scheme operates.

***Option 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 a single charging day’s travel in the zone. Non account-holders would still be able to pay the charge via the existing payment channels.*

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

***Option 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.*

The next three sections of this chapter set out a comparison between the responses to the consultation from businesses and individuals with the responses from the Attitudinal Surveys of London businesses and Londoners respectively.

It should be noted that while the questions asked were the same in both the consultation questionnaire and the Attitudinal Survey questionnaires, there were large differences in the response rates to these questions with a third or more of consultation respondents not answering.

The reason for the difference in response rates was that in the Attitudinal Surveys all questions were asked of respondents (i.e. all were actively invited to answer questions on each of the three options). Respondents to the consultation, on the other hand, did so from their own motivation so only answered the questions they wanted to. In practice, large proportions of respondents to the paper consultation questionnaires in particular did not respond to the three change options questions.

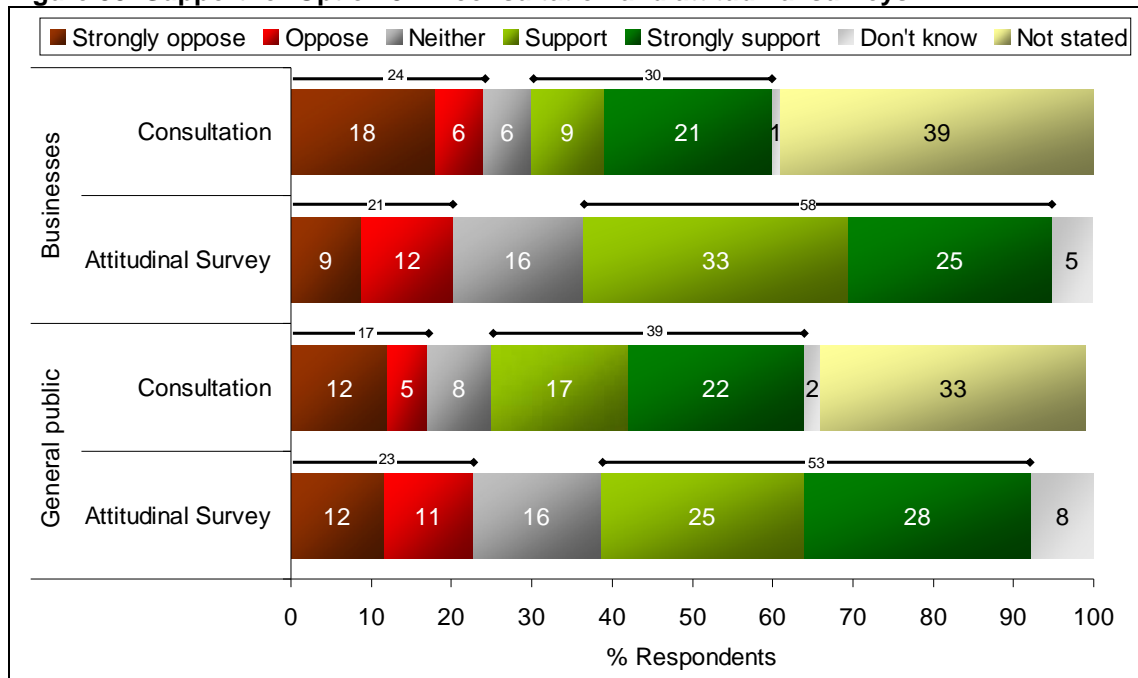
## Option 3A – Introduce an account-based payment system

Overall this was ranked first of the three change options by both individual and business respondents to the consultation and second by both business and individual respondents to the Attitudinal Surveys. But a larger proportion of respondents to the Attitudinal Surveys than consultation respondents supported Option 3A – Introduction of an account based payment system:

- General public: 53% of respondents to the Attitudinal Survey of Londoners supported Option3A compared to 39% of individual respondents to the consultation
- Businesses: 58% of respondents to the Attitudinal Survey of London businesses supported Option 3A compared to 30% of business respondents to the consultation.

However, as can be seen from Figure 38 below, a large proportion of business and individual consultation respondents did not answer this question.

**Figure 38: Support for Option 3A – consultation and attitudinal surveys**



Base: Consultation: 24,803 individual and 2,390 business respondents; Attitudinal Survey with Londoners: 2,018 (weighted), Attitudinal Survey with London Businesses: 1,005 (weighted)  
 Note: figures may not add up to 100%, because of rounding.

Residents of the OCZ/OCZ buffer in both the consultation and Attitudinal Survey were more likely than residents elsewhere to support this option:

**Table 30: Support for Option 3A – Comparison of individuals’ responses from consultation and attitudinal survey**

	Consultation %	Attitudinal Survey %
WEZ/WEZ buffer	42	50
OCZ/OCZ buffer	64	59
Rest of London	40	54
Outside London	49	n/a
All London	39	53
<b>Base</b>	<b>24,803</b>	<b>2,018</b>

Businesses in the WEZ were less likely to support this option than businesses elsewhere:

**Table 31: Support for Option 3A – Comparison of businesses’ responses from consultation and attitudinal survey**

	Consultation %	Attitudinal Survey %
WEZ	25	54
OCZ	46	64
Rest of London	36	57
All London	30	58
<b>Base</b>	<b>2,390</b>	<b>1,005</b>

## Option 3B – A charge-free period in the middle of the day in the Western Extension

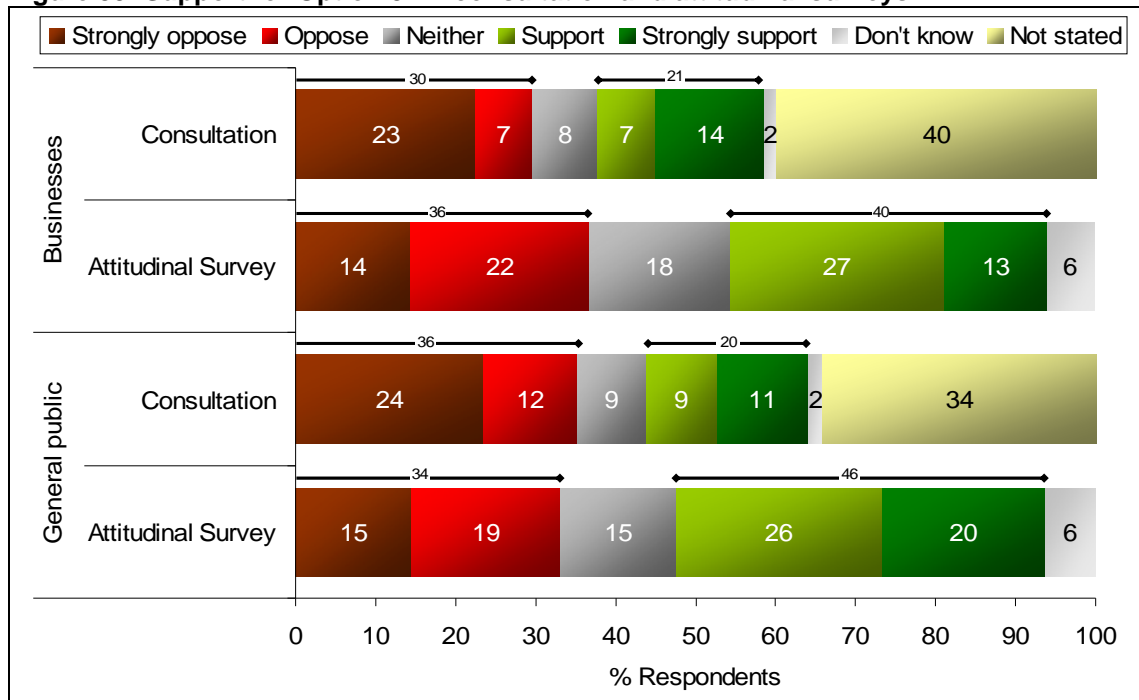
Overall this was ranked third of the three change options by respondents to both the consultation and the Attitudinal Surveys.

Much larger proportions of respondents to the Attitudinal Surveys than consultation respondents supported Option 3B – A charge-free period in the middle of the day in the Western Extension:

- General public: 46% of respondents to the Attitudinal Survey of Londoners supported Option 3B compared to 20% of individual respondents to the consultation
- Businesses: 40% of respondents to the Attitudinal Survey of London businesses supported Option 3B compared to 21% of business respondents to the consultation.

A large proportion of business and individual consultation respondents did not answer this question.

**Figure 39: Support for Option 3B – consultation and attitudinal surveys**



Base: Consultation: 24,803 individual and 2,390 business respondents; Attitudinal Survey with Londoners: 2,018 (weighted), Attitudinal Survey with London Businesses: 1,005 (weighted)  
 Note: figures may not add up to 100%, because of rounding.



Residents of the WEZ/WEZ buffer in the consultation were more likely than residents of the OCZ/OCZ buffer to support this option whereas in the Attitudinal Survey they were less likely than residents of the OCZ/OCZ buffer to support this option:

**Table 32: Support for Option 3B – Comparison of individuals’ responses from consultation and attitudinal survey**

	Consultation %	Attitudinal Survey %
WEZ/WEZ buffer	19	38
OCZ/OCZ buffer	14	43
Rest of London	21	48
Outside London	22	n/a
All London	20	46
<b>Base</b>	<b>24,803</b>	<b>2,018</b>

In the consultation businesses which operate in the WEZ were less likely to support this option than businesses which operate elsewhere whereas there was little difference by area for the Attitudinal Survey:

**Table 33: Support for Option 3B – Comparison of businesses’ responses from consultation and attitudinal survey**

	Consultation %	Attitudinal Survey %
WEZ	19	40
OCZ	25	39
Rest of London	26	40
All London	21	40
<b>Base</b>	<b>2,390</b>	<b>1,005</b>

### Option 3C – Increase the Residents’ discount from 90% to 100%

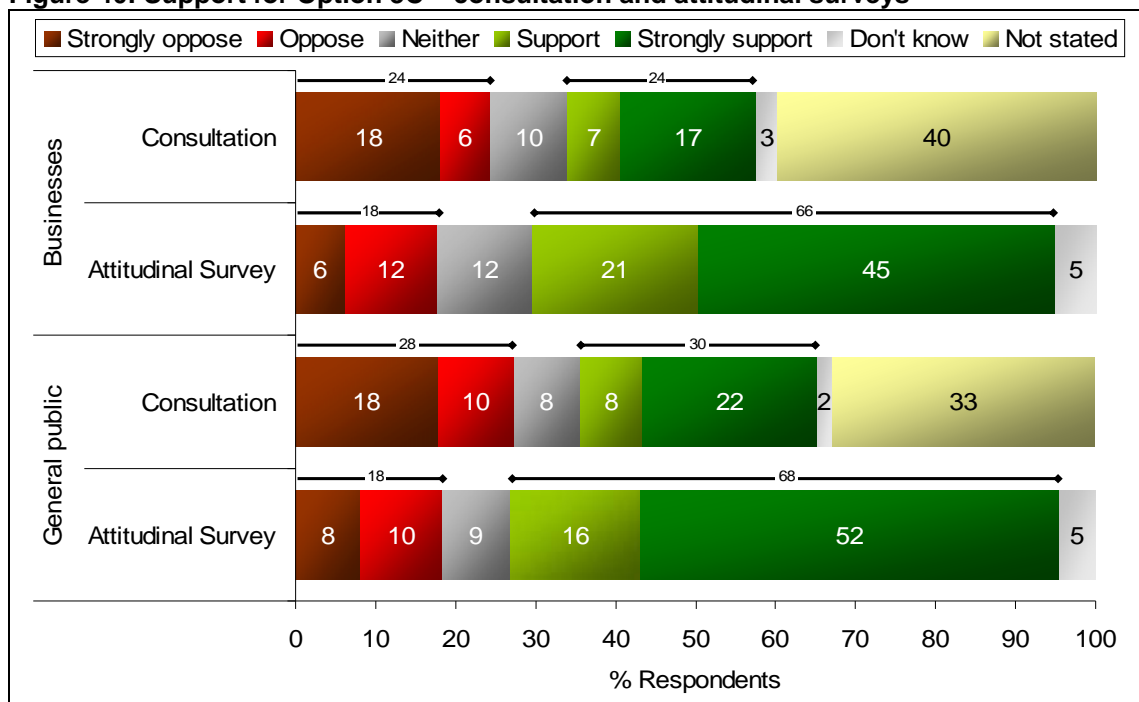
Overall this was ranked second of the three change options by both individual and business respondents to the consultation and first by both individual and business respondents to the Attitudinal Surveys.

As for the other two options, much larger proportions of respondents to the Attitudinal Surveys than consultation respondents supported Option 3C – Increase the Residents’ discount from 90% to 100%:

- General public: 68% of respondents to the Attitudinal Survey of Londoners supported Option 3C compared to 30% of individual respondents to the consultation
- Businesses: 66% of respondents to the Attitudinal Survey of London businesses supported Option 3C compared to 24% of business respondents to the consultation.

Again, as can be seen from Figure 40, a large proportion of business and individual consultation respondents did not answer this question.

**Figure 40: Support for Option 3C – consultation and attitudinal surveys**



Base: Consultation: 24,803 individual and 2,390 business respondents; Attitudinal Survey with Londoners: 2,018 (weighted), Attitudinal Survey with London Businesses: 1,005 (weighted)  
 Note: figures may not add up to 100%, because of rounding.

Residents of the WEZ/WEZ buffer in both the consultation and Attitudinal surveys were more likely than residents elsewhere to support this option:

**Table 34: Support for Option 3C – Comparison of individuals’ responses from consultation and attitudinal survey**

	Consultation %	Attitudinal Survey %
WEZ/WEZ buffer	54	75
OCZ/OCZ buffer	35	64
Rest of London	22	71
Outside London	32	n/a
All London	30	68
<b>Base</b>	<b>24,803</b>	<b>2,018</b>

In the consultation businesses which operate in the WEZ were much less likely to support this option than businesses which operate elsewhere whereas there was relatively little difference by area for the Attitudinal Survey:

**Table 35: Support for Option 3C – Comparison of businesses’ responses from consultation and attitudinal survey**

	Consultation %	Attitudinal Survey %
WEZ	21	63
OCZ	34	61
Rest of London	26	67
All London	24	66
<b>Base</b>	<b>2,390</b>	<b>1,005</b>

# APPENDIX A

Consultation Leaflet and Questionnaire



on the future of the  
**Congestion Charge 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.



# Congestion Charging zone

- Congestion Charging zone boundary
- Congestion Charging zone. Residents' 90% discount applies
- Additional residents' 90% discount area
- Areas of open space
- Charged roads
- Uncharged roads
- West London railway line



## 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

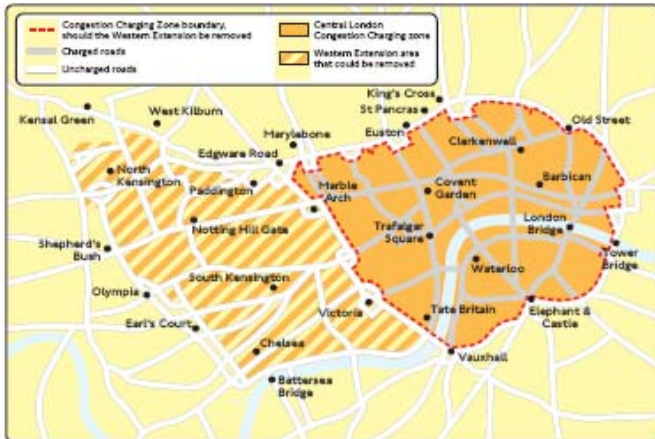
Driver in the zone not eligible for Residents' discount or other discount or exemption	Driver registered for Residents' discount living in the Western Extension	Driver registered for Residents' discount living in the original central zone
£8 charge applies Mon-Fri 7am-6pm	90% discount on travel in the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

## 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.

■

# APPENDIX B

## Code Frame

## Code Frame

<b>Supporting the Options as presented</b>
01 Keep WEZ 02 Remove WEZ 03 Change WEZ
<b>Support/opposition of the Concepts that were presented</b>
10 for Accounts 11 against Accounts 12 for Free middle of day 13 against Free period in the middle of the day 14 for Res Disc to 100% 15 against Res Disc to 100%
<b>Variations on the Options and Concepts</b>
20 Other payment options should be introduced (other than accounts) 21 Concepts should be available to those without accounts 22 Concern about accounts (eg privacy) 23 Free period in middle of day should apply to the whole zone 24 Charging should apply in the morning peak only 25 Charging should apply in the evening peak only 26 Should be time banding throughout day 27 Should be Reduction in Residents' discount (or no Residents' discount) 28 Charge should be lower in WEZ 29 Charge should be lower in CLoCCS / extended zone 30 Other comments on the suggested options, concepts and changes
<b>Other suggestions for changes to the scheme</b>
40 Boundary issues (not request for extended buffer) 41 Buffer zone should be extended 42 Scheme should operate as two zones 43 Withdraw whole scheme 44 Comments for changes/additions to Discount and Exemption classes 45 Overall scheme hours should be longer/shorter 46 Changes to CLoCCS 47 Should be an increase to the Congestion Charge
<b>Other comments</b>
60 CC Is beneficial to AQ/CO2 61 CC Is not beneficial to AQ/CO2 62 Concerns about knock on effects of removal/change on provision of PT 63 Concern about PT journey times 64 Changes should be introduced sooner 65 On the nature of the consultation 66 Need for complementary measures 67 Cost of motoring issues 68 Is only to raise revenue 69 Has made no difference to congestion/ congestion is worse 70 Congestion would be worse without CC/WEZ 71 Economic / business Impacts - positive comment 72 Economic / business Impacts - negative comment 73 Social Impacts of scheme - positive 74 Social Impacts of scheme - negative 75 Alternatives to CC 76 Should be greater parking provision without and outside the zone 77 Introduce clearer CC signage around the perimeter of the zone 78 Improve phasing of traffic lights to reduce congestion 79 Deter people registering domestic vehicles as PHVs to avoid charge
<b>99 Comments about Extended Zone/ Cloccs and other irrelevant comments</b>