Low Carbon Transport

Action Plan

LONDON COUNCILS

Low Carbon Transport Programme: Action Plan

Contents

1. Purpose and scope

The purpose of this action plan is to set a pathway to achieve the ambition set out in London Councils' Joint Statement on Climate Change. The Low Carbon Transport ambition is to halve road journeys made by petrol and diesel from 2019 to 2030 via combined measures that can restrict polluting journeys and incentivise sustainable and active travel options.

The ambition provides the opportunity to deliver and quantify actions that help record performance of greenhouse gas emissions for individual boroughs' Climate Emergency Action Plans and to promote strategies, schemes and projects to this end.

The action plan has been developed collaboratively by London boroughs, with support from London Councils, the London Technical Advisers Group (LOTAG), Transport for London (TfL), the London Environment Directors' Network (LEDNet), the Greater London Authority (GLA), and other key stakeholders.

The Low Carbon Transport Programme (LCTP) Steering Group, led jointly by Royal Borough of Kingston Council and Westminster City Council, has adopted this plan, and progress will be reported back to London Councils' Transport and Environment Committee (TEC) on at least a six-monthly basis (see Section 6). This plan is designed to support all boroughs to achieve the headline ambition, whilst recognising that requirements and resourcing will vary from borough to borough.

2. Introduction

2.1. London boroughs' action on climate change

Since 2019, 28 boroughs have declared a climate emergency, together with more than 230 local authority declarations nationwide. The Climate Change Committee has recognised that local authorities' 'leadership role in partnerships and with the public places them at the heart of the climate conversation and in developing and replicating local solutions', and that 'Around a third of the UK's emissions are dependent on sectors that are directly shaped or influenced by local authority practice, policy or partnerships.'[1]

Recognising the need for coordinated support to boroughs' climate change ambitions, TEC and LEDNet met in November 2019 to discuss climate change action and the development of shared priorities. There was a consensus on the urgency of climate change and the need to act promptly and collaboratively, and in December 2019 London Councils adopted the Joint Statement on Climate Change.

The Joint Statement on Climate Change that has been adopted by London Councils identifies seven key climate programmes that boroughs will jointly deliver, of which the third is Low Carbon Transport.

## 2.2. National and Regional action on climate change adaptation

Background to Transport Emissions and National Policy

Transport is the largest contributor to UK domestic greenhouse gas emissions, accounting for 27% in 2019.[2] Emissions from transport have been broadly flat for the last 30 years, even as those of other sectors have declined. Cars and taxis are the biggest total contributors to carbon emissions. Figure 1 summarises current source of transport emissions below:

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[1] 2020, *Climate Change Committee, Local Authorities and the Sixth Carbon Budget*, Local Authorities and the Sixth Carbon Budget - Climate Change Committee (theccc.org.uk)

[2] 2021, *Decarbonising Transport: A Better, Greener Britain* Decarbonising Transport – A Better, Greener Britain (publishing.service.gov.uk)

Figure 1 - Breakdown of emissions by mode (Transport Decarbonisation Plan 2021, DfT)[3]

% Greenhouse gas emissions by transport mode, 2019

- 55.4% – Cars and taxis
- 15.9% – Heavy goods vehicles
- 15.7% – Light duty vehicles
- 5% – Domestic shipping
- 2.5% – Buses and coaches
- 1.4% – Rail
- 1.2% – Domestic aviation
- 0.4% – Motorcyles and mopeds
- 0.6% – Other road transport
- 1.9% – Other transport
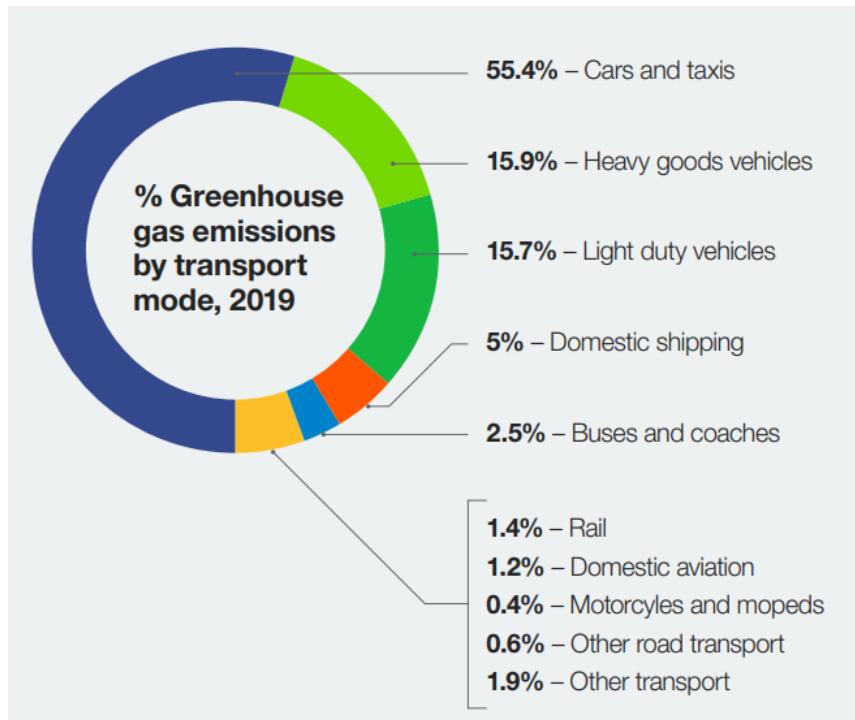
In 2021 the Department for Transport published the Decarbonising Transport: A Better, Greener Britain. It follows the 2020 publication entitled "Decarbonising Transport: Setting the Challenge"[4].

These publications emphasise the need for public transport and active travel to become the first choice for all daily activities, and also set out the need to move towards all road vehicles being zero emission – with new diesel and petrol vehicles to be phased out from 2030.

There is a growing body of research that strongly supports the need for a combined approach.

Research undertaken in Scotland, reported in the LGA publication Decarbonising transport - Getting carbon ambition right (Sept 2020) demonstrated that achieving an 80% reduction in emissions by 2030 required a significant reduction in car mode share and length of trips and significant increase in active

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[3] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1009448/decarbonising-transport-a-better-greener-britain.pdf
[4] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/932122/decarbonising-transport-setting-the-challenge.pdf

travel and bus - as well as huge uptake in EVs by 2030. It was not possible to achieve the scale of reduction necessary from behaviour change or technological fixes alone. A 20% reduction in total car mileage by 2030, relative to 2019 has therefore been set by the Scottish government. Similarly, Wales has adopted a 10% reduction in mileage by 2030 (against a 2019 base). Looking across the UK, analysis by the Centre for Research into Energy Demand Solutions (CREDS), a consortium of universities, estimates that a 30-50% reduction in total car mileage is needed by 2030, relative to 2020, alongside a huge increase in the proportion of the fleet that is EVs.

The Department for Transport has made several commitments in this context, which form the backdrop for local action. These are summarised below for decarbonising all forms of transport[5]

- Increased cycling and walking: ambition that half of all journeys in towns and cities will be cycled or walked by 2030, as well as delivering a world class cycling and walking network in England by 2040
- Zero emission buses and coaches (National Bus Strategy)
- Net Zero railway network by 2050
- Remove all diesel only trains – passenger and freight – from the network by 2040
- Zero emission fleet of cars, vans, motorcycles, and scooters – leading by example with 25% of the government car fleet ultra-low emission by December 2022 and 100% of the government car and van fleet zero emission by 2027.
- Accelerate maritime decarbonisation and aviation decarbonisation
- Delivering decarbonisation through places – investment of £12 billion in local transport systems over the current parliament
- Local Authority Toolkit to be published in 2021 to provide guidance for delivering more sustainable transport measures
- Every place in the UK will have its own net zero transport network by 2050
- Reduce the barriers to data sharing across the transport sector
- Use national e-scooter trials to understand their environmental impact
- Support transport providers to develop comms campaigns to encourage mode shift

London Policy and Activity

Focus on this area by national government is very much in line with the regional activity coordinated by the Mayor of London and the Greater London Authority. Key policies in this space are laid out in the Mayor's Transport Strategy (MTS). This commits to achieving an 80% mode share by active and sustainable modes by 2041. The MTS set a target for London to be a zero carbon city by 2050, however the Mayor has recently called for this to be brought forward to 2030, recognising the importance of the climate change emergency facing the capital. London's transport CO2 emissions have been falling over recent decades, although at a pace commensurate with the 2050 rather than the 2030 target indicating a need to increase the pace and ambition of action.

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[5] page 9 to 13 Part 2a Decarbonising all forms of transport, 2021, *Decarbonising Transport: A Better, Greener Britain.*

Key actions have included steps to decarbonise the bus fleet (current target for all buses to be electric or zero emission by 2034 which is under review) and introducing a significant extension to the ultra-low emission zone to the inner ring road. Whilst this is primarily seeking to target air pollution it is also estimated to have an impact on carbon emission as it drives changes in fleet purchasing and will hopefully accelerate uptake of low emission vehicles. Associated actions to increase EV charging facilities and increase provision of infrastructure for cycles are also included.

The London Plan also contains a significant range of actions relevant for decarbonisation of transport, notably around maintaining the strong links between land use planning and transport that act to focus denser and high trip generating land uses in areas of highest public transport accessibility. There are also important stipulations in terms of availability of parking at new development which can be an important determinant of modal choice.

Further work on decarbonisation pathways is being undertaken by TfL and GLA, for release in 2022.

2.3   Understanding Co-benefits

In addition to decarbonisation, there are well documented huge individual and societal co-benefits from supporting a shift to low-carbon transport. Some of the more notable are summarised below:

- Improvements to air quality (3600 – 4100 deaths in London attributable to air pollution in 2019, and significant cost to NHS[6] and productivity[7] due to morbidity linked with air pollution)
- Reductions in noise pollution (social cost of urban road noise in England estimated at c£7bn/yr)
- Increased road safety (23k people nationally killed or seriously injured in 2020, social cost of road collisions estimated at c£9billion/yr)
- Decreased road congestion (annual social cost nationally c £7bn/yr, but estimates vary)
- Improving health through more physical activity (inactivity costs NHS c£7.4bn/yr)
- Improving connectivity, supporting jobs and growth

These benefits are particularly notable when shifting trips from traditional diesel- and petrol-powered private vehicles to public transport and active travel modes. Whilst electric vehicles still deliver significant benefits over fossil fuelled cars, they still cause a range of negative externalities including congestion, collisions and some residual air quality impacts (notably in terms of particulate matter from brake and tyre wear, resuspension of dust etc).

Including co-benefits in the discussion around decarbonisation can be important in building a coalition for action, developing holistic policy, and demonstrating the cost effectiveness of interventions.

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[6]https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/708855/Estimation_of_costs_to_the_NHS_and_social_care_due_to_the_health_impacts_of_air_pollution_-_summary_report.pdf
[7] https://www.cbi.org.uk/articles/what-is-the-economic-potential-released-by-achieving-clean-air-in-the-uk-1/

2.4 The impact of 2020: Covid-19 and green recovery

During the preparation of this action plan, London boroughs and their partners have also been responding to the Covid-19 pandemic, which has had a severe impact on London. The coordinated response to Covid-19 has been managed through our statutory resilience functions, and has brought greater urgency to resilience planning, and the prospect of future, concurrent resilience to challenges, especially as climate change impacts become more severe. At the same time, issues raised in this plan have come to the fore. For example, Londoners have become ever more aware of the challenges associated with poor quality housing – including in relation to overheating – and the benefits of access to green space.

In developing plans for the city's recovery, we have worked closely with the GLA under the London Recovery Board, including the Green New Deal and High Streets missions, which will have a role in securing greater resilience and greening in our public realm and built environment as part of the economic and social recovery.

In the context of travel, the Department for Transport has highlighted the need to ensure we avoid a car-led recovery post-pandemic, and instead ensure that recovery is driven by public transport and active travel. There have been changes in commuting, shopping and business travel which have been accelerated by the pandemic and offer the opportunity for a reduction or stabilisation in traffic. New ways of working have seen flexibility around working from home become the norm for many organisations, signifying that the demand in peak times has decreased when compared with pre-covid demand. Indeed, the future of mobility needs to be reimagined as consumer preferences have been increasingly driven by safety concerns, digital channels and sustainability issues. Technology is also accelerating the pace of change with micro mobility options becoming ever prevalent in urban environments, against the backdrop of tightening regulations in the mobility sphere which restrict CO_2 emissions for vehicles.

3.   Action plan development

3.1.   Governance

The Royal Borough of Kingston upon Thames and City of Westminster were agreed as joint lead boroughs of the LCTP in the summer of 2021. The lead boroughs have extensive experience in delivering low carbon transport interventions and together understand the different challenges in inner and outer boroughs. The expectation is that they will jointly fulfil this role for at least two years, and will:

- Develop and secure approval for the action plan drafted by the working group, ensuring that it is commensurate with the relevant ambition
- Ensure that appropriate governance structures and resourcing exists to support delivery of the action plan
- Oversee the effective delivery of the action plan
- Support advocacy activities that can secure resourcing and a supportive policy framework – at local, regional and national levels – that supports the aim of the action plan
- Report back to the LEDNet climate cluster on at least a quarterly basis
- Report back to London Councils TEC on at least a six-monthly basis

Early on in development of the programme it was identified that there are already significant amounts of activity in the coordination of transport activity across the capital, much of which was concerned with reducing negative environmental impacts. Care was therefore needed to ensure the LCTP added value to this space rather than duplicate existing effort.

A three-level governance structure was therefore developed by the lead boroughs and agreed in summer 2021, as shown in Figure 2 below.

Figure 2 – LCTP Governance Structure
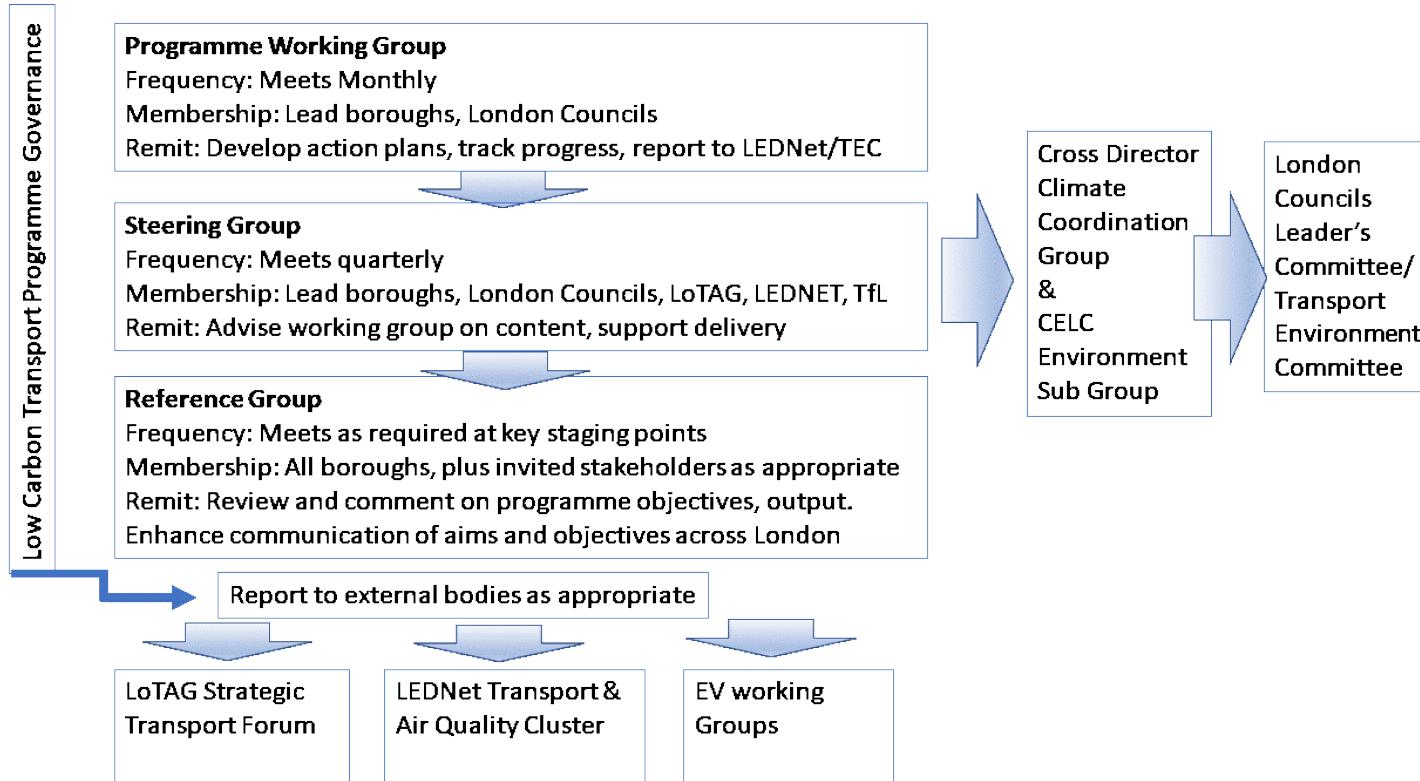
Key advantages of the framework proposed include:

- A focused **working group** of lead boroughs (inner/outer split), supported by London Councils, to oversee development, implementation and monitoring of the plan
- A wider **steering group** of key stakeholders, balanced for geography and political context, to help inform content, priorities, identify potential resources for implementation and enhance communication of objectives
- Efficient use of wider borough expertise via **Reference group** and via collaborative agenda setting with existing external bodies (e.g. LEDNet/LoTAG)
- **Coordinated feedback** to wider Cross Directors Climate Coordination Group and CELC Environment Group ultimately trough to the London Councils TEC and Leaders' Committee.

Knowledge Partner

The Low Carbon Transport Programme will be bringing on board a knowledge partner in early 2022 to support the delivery of the action plan, to ensure that the programme can use the best available evidence and data. This will be a two-way relationship, which supports the programme whilst enabling the higher education partner(s) to demonstrate impact and support decisions at the forefront of climate action in London, supporting their role as local civic leaders. It is envisaged that the Knowledge Partner once appointed would join the programme Steering Group, and further attend working group as required.

3.2. Engagement to date

The programme commenced in full with the appointment of the lead boroughs in Summer 2021.

Boroughs were introduced to the programme by way of a questionnaire in August 2021. This sought to ascertain where the programme should prioritise effort and available resource. This was sent to The London Technical Advisers Group (LoTAG) transport officers and via the LEDNet newsletter in August 2021. Additional targeted approaches were also made to the Sub-Regional Transport groups.

To discuss this further, a reference group meeting was held on 16th September 2021, and attended by Richmond and Wandsworth, Merton, Enfield, Hammersmith and Fulham, Royal Borough of Kensington and Chelsea, Brent, Bromley, London Borough of Redbridge, Islington, Ealing, Sutton, Waltham Forest, Hounslow and Croydon.

Key feedback from the survey and reference group summarised below:

- A call for **London wide thinking** rather than looking at local solutions/borough boundaries – e.g., regional Zero Emission Zones rather than micro areas/ consistent EV networks / collaborative approach to parking policy/ road user charging etc
- There is a **lack of clarity on data,** and in particular the development of credible decarbonisation pathways that work across London's different geographies (central/inner/outer)
- London Councils seen as good arena for this discussion, but other groups as well. Need to recognise that this is a **really crowded space**. Need to make sure LCTP is adding real value and not duplicating the knowledge/activity that is already there/ongoing. Not enough resource in boroughs to support duplication. Could be a key function in making sure key issues in delivering decarbonisation do not fall through gaps.
- There is a need to think holistically around **how best to support electric vehicles (EVs)** – Need to work with vehicle manufacturers and operators as well as each other to deliver consistent and high-quality provision that removes all barriers to uptake
- Advice on **guidance and best practice**, driving towards consistency on some key interventions (e.g., LTNs, parking policy, school streets) would be helpful
- Support on providing high quality marketing collateral and infographics to help **make the argument** for difficult interventions
- **Freight and logistics emissions** a growing issue – need to develop understanding and tools to deal with this.

3.3.   Framework for developing the action plan

The Working Group undertook to build on the feedback from the survey and Reference Group meeting to develop a framework to inform the development of the action plan for the LCTP. In exploring the most effective pathway to the decarbonisation of transport and to achieve the overall programme aim of halving journeys by petrol and diesel by 2030, it was agreed to adopt the **Avoid/Shift/Improve framework.**

- Avoid unnecessary travel
- Shift to more sustainable transport modes (active travel/public transport) where possible.
- Improve efficiency of transport

In broad terms interventions that fit within this framework are summarised in Figure 3 below.

Figure 3 – Illustration of potential Avoid/Shift/ Improve Interventions

Avoid unnecessary travel	**Shift** to more sustainable transport	**Improve** efficiency of transport
• Home working • Digital infrastructure • Freight consolidation	• Active Travel • Public transport • Micromobility	• Parking policy • Emission Zones • Road user charging • Electrification • Sustainable Freight • Efficient car use (car sharing, car clubs etc)

Using this framework, and the feedback from the borough survey and the discussion at the Reference Group, eight core objectives are proposed. These reflect a focus on the role of the LCTP programme to provide a robust evidence base for action on decarbonisation in order to guide policy development pan-London, and to ensure best practice in this space is developed at pace and shared as widely as possible.

1. Convene **a data taskforce** that will coordinate the development of a pan-London framework for consistently tracking transport carbon emissions across London, and to explore opportunities to best align decarbonisation targets and trajectories across the different layers of London government.
2. Work with stakeholders to develop an **advocacy plan** to influence policy and practice in order to support objectives of the programme including around resourcing and messaging to the general public. Specifically explore opportunities to diversify funding streams available for delivery, including via private sector actors and by harnessing opportunities to exploit patient capital.
3. Explore in more detail the role **demand management interventions** (e.g., parking policy, road user charging, workplace parking levies, zero emission zones) might play in delivering decarbonisation, and establish the most effective role for boroughs in progressing these.

4. Improve the evidence base for **increasing the uptake of active and sustainable travel** choices across London, with a particular focus on links with health and education sectors.
5. Work collaboratively with a wide range of stakeholders to establish the evidence base for **reducing emissions of freight and servicing** journeys, whilst ensuring a thriving economy.
6. Working with London Council's existing EV coordination resource, **review current activity in promoting EVs** across London government and provide recommendations for enhancing this where appropriate. Ensure ongoing links between measures to facilitate EV take up and wider LCTP actions.
7. Undertake a review to understand options for **reducing emissions from construction and asset management in the highways and transport sector,** including a gap analysis of existing activity and forums on this topic.
8. Undertake a review of the **skills gap** that relates to achieving the objectives of the programme, in coordination with Green Economy workstream.

The working group also discussed the merits of including action around 'avoid' interventions, notably land use planning levers that can help reduce the need for travel and enhance opportunities for trips to be made on active travel modes through approaches like the '15 min neighbourhood' etc. It was felt that, unlike many other areas of the country, the capital has a particularly strong heritage of integration between land use planning and transport and opportunities for the LCTP to add value in this space may be limited. It was agreed to keep this under review with a view to exploring further in phase 2 of the programme.

A separate action around exploring in more detail the potential impacts of decarbonisation measures on those population groups with protected characteristics, and in respect to a socio-economic lens, has also been added. The action plan below sets out in more detail how these objectives will be progressed across phase 1 (2022-23) of the programme and reviewed ahead of agreeing Phase 2.

4. Draft Action Plan

Category	Objective Area	Phase 1 Short Term (22/23)		Phase 2 2024-2030
		Activity	**Deliverable**	**Indicative focus area**
Cross cutting	Data	Set up collaborative working framework for a **'LCTP data taskforce'** - bringing together boroughs, London office of Technology and Innovation (LoTI), TfL, GLA and Knowledge Partner. Key focus of taskforce in Phase 1 will be to establish a robust data baseline for the Programme, including a detailed review of the overall objective (halving petrol and diesel vehicle trips) and the interplay between this and the required decarbonisation trajectories.	First Scoping meeting held (Q1 2022), output specification and forward programme of meetings agreed. Data baseline agreed and published (Q4 2022)	Review effectiveness of LCTP data taskforce output and agree new workplan (Q1 2024)
Cross cutting	Data	Taskforce to develop an updatable **LCTP data dashboard** for London, bringing together indicators that can be used to track progress towards decarbonisation pathways, ideally across different London geographies	Beta data dashboard released (Q3 2022)	Review effectiveness of LCTP data dashboard and agree new workplan (Q1 2024)

		Phase 1 Short Term (22/23)		Phase 2 2024-2030
Category	**Objective Area**	**Activity**	**Deliverable**	**Indicative focus area**
Cross cutting	Data	Taskforce to develop **model decarbonisation pathways** across central/inner and outer London which set out the potential relative balance that avoid/shift/improve interventions will take in the different geographies.	Model Decarbonisation Pathways agreed (Q1 2023)	Review progress against model decarbonisation pathways. Publish update report. (Q1 2024)
Cross cutting	Data	Taskforce to develop a **horizon scanning capability** to forecast potential impact on decarbonisation pathways from any emerging changes to transport (using a PESTLE framework)	First annual forecast briefing note prepared (Q2 2022)	Review effectiveness of Horizon scanning output and agree new workplan (Q1 2024)
Cross cutting	Data	Taskforce to develop methodologies for forecasting carbon-related savings/emissions from different interventions that boroughs could progress and bring together into **Low Carbon Transport Programme Toolkit. As part of this work t**o also undertake a review of best practice in communicating carbon impact of choices to wider public.	Toolkit Developed (Q2 2023)	Review effectiveness of toolkit and update as appropriate (Q1 2024)

		Phase 1 Short Term (22/23)		Phase 2 2024-2030
Category	Objective Area	Activity	Deliverable	Indicative focus area
Cross cutting	Advocacy	Coordinate with LC, TEC, LEDNET, and GLA family to develop an advocacy and lobbying plan with a focus on: - achieving longer term certainty of funding for London transport (focus on need for sustainable settlement for work on healthy streets), - providing appropriate powers for LAs to deliver change at pace required; - progressing suitable national complementary policies (e.g. support for EVs, replacement for fuel duty) and; - introducing a coordinated public communication programme to support aspirations of the programme (in short term focus on encouraging a return to public transport, support for need to change travel behaviour) - Specifically explore opportunities to diversify funding streams available for delivery, including via private sector actors and by harnessing opportunities to exploit patient capital.	Advocacy and lobbying plan agreed (Q1 2022)	Review Advocacy plan and agree new focus areas for activity (Q1 2024)

Category	Objective Area	Phase 1 Short Term (22/23)		Phase 2 2024-2030
		Activity	Deliverable	Indicative focus area
Shift/Improve	Parking and demand management	Work collaboratively with Knowledge Partner, TfL and London Technical Advisory Group to develop a discussion paper around **demand management** in the capital, to include the role that fiscal signals (e.g., road pricing, workplace parking levy) and further policy tools such as local clean air/zero emission zones might play in delivering decarbonisation pathways and the function boroughs could have in implementing such measures	Discussion paper complete (Q4 2022)	Review recommendations and activity in this space and publish update report (Q1 2024)
Shift/Improve	Parking and demand management	Work collaboratively with Knowledge Partner, TfL and London Technical Advisory Group to develop a discussion paper specifically around the role that **parking policy** plays in delivering decarbonisation pathways	Discussion paper complete (Q4 2022)	Review recommendations and activity in this space and publish update report (Q1 2024)

Category	Objective Area	Phase 1 Short Term (22/23)		Phase 2 2024-2030
		Activity	Deliverable	Indicative focus area
Shift	Active and sustainable modes	Work collaboratively with Knowledge Partner, TfL and London Technical Advisory Group alongside special interest groups active in the capital (Living Streets, Sustrans, London Cycling Campaign etc) to develop a **discussion paper around the role that active travel plays in delivering decarbonisation pathways,** and how best to promote and increase uptake amongst the general public. Undertake a rapid review of best practice in the promotion of active travel and define a 'top 10' list of interventions that could be implemented by boroughs at pace to increase modal share of active modes.	Discussion paper complete (Q4 2022)	Review recommendations and activity in this space and publish update report (Q1 2025)
Shift/Improve	Active and sustainable modes	Work collaboratively with Knowledge Partner and TfL to review **decarbonisation pathways for bus services** in London, role of boroughs in supporting that alongside opportunities to accelerate rollout of electrification technologies. Quantify co-benefits.	Briefing paper on decarbonising bus services and borough's role in this produced (Q4 2022)	Review recommendations and activity in this space and publish update report (Q1 2024)

LONDON COUNCILS

		Phase 1 Short Term (22/23)		Phase 2 2024-2030
Category	Objective Area	Activity	Deliverable	Indicative focus area
Shift/Improve	Active and sustainable modes	Work collaboratively with representatives from **education sector** in London to develop a joint statement defining i) quantum of emissions from education related trips and trends over time ii) pathway required to meet decarbonisation targets iii) 'top 10' intervention list iv) identify important co-benefits.	Joint statement agreed (Q3 2022)	Review recommendations and activity in this space and publish update report (Q1 2024)
Shift/Improve	Active and sustainable modes	Work collaboratively with representatives from **health sector** in London to develop a joint statement defining i) quantum of emissions from health-related trips and trends over time ii) pathway required to meet decarbonisation targets iii) 'top 10' intervention list iv) identify important co-benefits and how we can work better collaboratively to communicate these to the wider public.	Joint statement agreed (Q3 2022)	Review recommendations and activity in this space and publish update report (Q1 2024)

		Phase 1 Short Term (22/23)		Phase 2 2024-2030
Category	Objective Area	Activity	Deliverable	Indicative focus area
Shift/Improve	Freight	Work collaboratively with representatives from **freight and logistics** sector in London to develop a joint statement defining i) quantum of emissions from freight and logistics related trips and trends over time ii) pathway required to meet decarbonisation targets iii) 'top 10' intervention list across avoid/shift/improve iv) important co-benefits. Agree a 'concorda t' setting out how industry and London government can work collaboratively to support delivery.	Joint statement agreed (Q4 2022)	Review recommendations and activity in this space and publish update report (Q1 2024)
Improve	EV's	Undertake a stakeholder mapping exercise to understand i) current activity in the facilitation of EV charging infrastructure across London ii) borough commitments to fleet electrification and identification how work could be supported iii) future committed resource to this area. Develop recommendations for effective future collaboration	Stakeholder mapping complete (Q1 2022) Recommendations for next step coordination framework provided to TEC (Q2 2022)	Review current activity in this area and provide report on effectiveness, with recommendations on future requirements for collaboration 2025-30. (Q1 2024)

Category	Objective Area	Phase 1 Short Term (22/23)		Phase 2 2024-2030
		Activity	Deliverable	Indicative focus area
Avoid	Construction & asset management	Work collaboratively with TfL and LoTAG Highway Asset Forum to review **current understanding around emissions arising from construction of transport schemes and maintenance of highway asset.** Develop a 'top 10' set of actions which can be implemented by boroughs to reduce emissions from these activities. Include a discussion on the role changing techniques and emerging technologies may play in reducing emissions. Identify any opportunities for longer term coordination in this space.	Discussion paper complete (Q4 2022)	Review recommendations and activity in this space and publish update report (Q1 2025)
Cross-cutting	Skills Gap	Undertake a review of the skills gap that relates to achieving the objectives of the programme, in coordination with Green Economy workstream.	Review complete Q4 2022.	Review recommendations and activity in this space and publish update report (Q1 2025)
Crosscutting	Equalities considerations	Undertake a high-level Equalities Impact Scoping exercise on LCTP to ensure widespread understanding of potential impacts of interventions on those with protected characteristics and through a socio-economic lens.	Draft Equalities Impact Scoping Note produced (Q4 2022)	Review recommendations and activity in this space and publish update report (Q1 2024)

5. Summary of key issues and risks

Risk Management Table

(1 – low probability/ risk, 5 – high probability/ risk)

(1- Low impact, 5 – high impact)

Risk	Likelihood	Impact	Overall Risk	Mitigation
Different approaches and processes across and within councils stymie collaboration	2	2	4	Ensure that every opportunity is taken to liaise with other Council colleagues to overcome any barriers
Unable to adequately staff the programme and develop Action Plan	4	3	12	Support officers being redeployed (1 at WCC, 1 at Kingston) – interim consultant being considered and London Councils resource being considered
Unable to obtain sufficient funding to deliver identified programmes/projects	TBA	TBA	TBA	Once projects are established/scope of programme has been defined then funding can be commented on
Lack of public buy in	4	4	16	Depends on scope and scale of project / level of political differences (e.g. parking vs data)
Impact of economic context on travel behaviour	3	3	9	Depends on scope and scale of project
Difficulty securing cross-borough engagement with the action plan	3	3	9	Seek greater understanding of political and geographical differences between boroughs

Risk	Likelihood	Impact	Overall Risk	Mitigation
Unable to secure effective collaboration across different climate programmes with shared objectives/co-dependencies	3	3	9	Greater promotion and understanding of needs and overarching goals
Unable to achieve national policy asks e.g. slower than expected technological progress	2	3	6	Public sector services and fleets are rapidly moving towards becoming zero carbon – concerns about private individuals being able to match this. Lobby Government/TfL
Unable to persuade strategic partners to collaborate	1	2	2	Education/incentivisation
Equalities considerations	2	2	2	Need for Councils to better understand the challenges faced by certain communities/groups/neighbourhoods
Unable to monitor progress against the objectives throughout the life of the Programme	3	2	6	Develop case for further resource for programme management and reporting
Willingness to push difficult policies	3	3	9	Work collaboratively across a wide range of stakeholders with different contexts to ensure awareness of the problem and opportunities for consensus building are maximised

6. Monitoring, reporting and review

Monitoring, reporting and review of the action plan is the responsibility of the Lead Boroughs, to be undertaken by the Programme Working Group.

Ahead of each programme working group meeting the agreed action plan will be assessed against delivery timeline, with each action RAG rated in respect to whether they are on track, completed or behind schedule.

For actions that are rated as red and being behind schedule the Working Group will discuss mitigation options and seek to implement them before the next working group meeting. If mitigation required is significant this may be further escalated for discussion at the Steering Group as appropriate.

The LCTP will provide a six-monthly report on progress to TEC, and as required in advance of this to the Cross Directors Climate Coordination Group and CELC Environment Group.

It is anticipated that this report will also be listed as an item at least annually for discussion at the LEDNet Transport & Air quality Cluster group and LoTAG Strategic Transport Forum. This will ensure continued visibility of the programme across the widest selection of stakeholders.

Phase 1 action plan will be reviewed in Q2/Q3 2023. This review will be used to develop the detail of the Phase 2 action plan, for further consideration by Steering Group, Reference Group ahead of presentation to the Cross Directors Climate Coordination Group and ultimately TEC.

As part of this review, consideration will be given to the role of the existing lead boroughs and whether they continue in that function into phase 2 of the programme.

7.   Resourcing

Resourcing for the LCTP is currently provided by the lead boroughs, supported by London Councils officers. As part of the development of the action plan, a resource mapping exercise has also been undertaken, summarised in Figure 4 below.

Figure 4 – Indicative Resource Map for LCTP
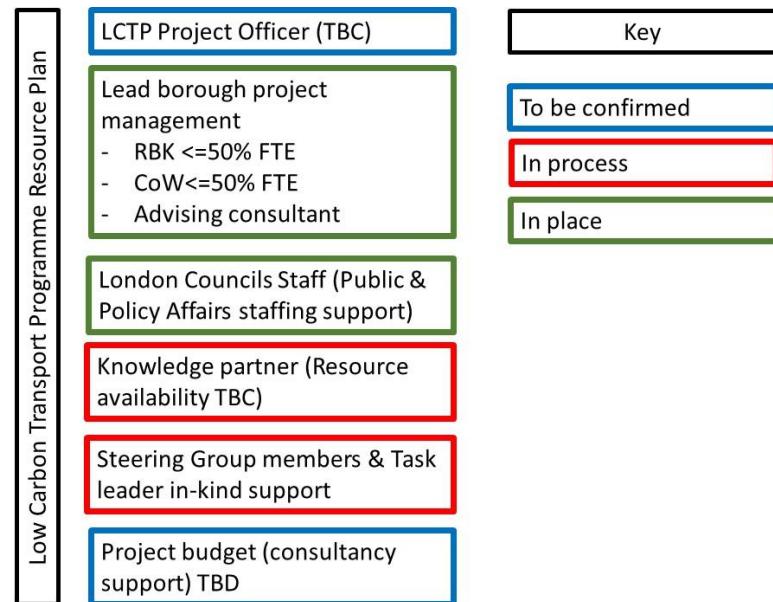
The resource map needs further discussion across steering group members and with London Councils in Q4 2021 and Q1 2022. Key considerations are:

- Securing sufficient dedicated resourcing for project managing the LCTP over the coming years
- Securing high level buy in from steering group members to facilitate sufficient in-kind resource
- Developing a 'Task Leader' arrangement where other boroughs beyond the two leads can take ownership of particular actions
- Secure an effective knowledge partner with sufficient resourcing to support the programme with analytical and research resource which underpins the majority of actions
- Have access to specialist external expertise as required to help inform development and ensure the necessary quality of output.

8. Annexes

Annex 1 Terms of Reference for Low Carbon Transport Programme Steering Group

Terms of Reference of the 'Low Carbon Transport Programme Steering Group	
Co-Chairs	Matthew Hill, Assistant Director - Highways, Transport, and Regulatory Services (RB Kingston) Sarah Rye, Head of Public Realm and Security (WCC)
1. Context	Since 2019, 28 London boroughs have declared a climate emergency, together with more than 230 local authority declarations nationwide. The national Climate Change Committee has recognised that local authorities can undertake a leadership role in the climate conversations. 'Around a third of the UK's emissions are dependent on sectors that are directly shaped or influenced by local authority practice, policy or partnerships.'[1] In response, London Councils' Transport and Environment Committee (TEC) and London Environment Directors Network (LEDNet), agreed a Joint Statement on Climate Change in November 2019. This Joint Statement adopted seven key ambitions that boroughs will jointly deliver: 1. Retrofit London 2. Low-carbon development 3. Halve petrol and diesel road journeys 4. Renewable power for London 5. Reduce consumption emissions

	6. Build the green economy
	7. Creating a resilient and green London
	Then, the Low Carbon Transport programme has been established to deliver the ambition to 'halve road journeys made by petrol and diesel via combined measures that can restrict polluting journeys and incentivise sustainable and active travel options'. Working across a Programme timescale from 2020 – 2030.
	The objectives of the Low Carbon Transport ambition are to:
	● Improve cross borough working
	● Enable better delivery across borough boundaries
	● Tie in different strands of activity to adopt delivery more widely
	● Provide leadership and a platform to share learning from each other
	● Establish and monitor data sets that are consistent and comparable across London, accounting for inner and outer London mobility profiles
	● Establish a framework which delivers decarbonisation, identifies co-benefits of action, whilst also being mindful of the Public Sector Equality Duty and the need to tackle inequality
	● Create a platform to pool resource, reduce duplication of effort and support innovation
2. Responsibilities	The Group will be responsible for the following actions:
	● Undertake research to show where London is presently on local transport carbon emissions (in particular to illustrate contribution of EVs vs other travel behaviour changes etc). Demonstrate how LEDNET's ambitions for halving petrol and diesel vehicle trips fits into climate emergency declarations and decarbonisation targets adopted in different case study boroughs.

	● Summarise the diverse types of interventions available to boroughs currently to achieve goals. Where possible this could set out assumptions about the contribution to net zero that each intervention might play. ● Coordinate 'deep dives' on specific sectors such as education or freight and logistics to understand current emission profile, upcoming trends and opportunities to accelerate decarbonisation. Use these exercises to drive further collaboration between stakeholders with agency to effect change. ● Identify powers that this Group does not have and which are required to achieve objectives. This would form the lobbying/ask of the government part of the action plan. ● Identify, present and regularly update funding opportunities, which can bring projects to life. ● Develop methodologies for prioritising interventions and advance understanding of deliverability in different geographies, particularly recognising the differences of inner and outer London context. ● Develop a robust monitoring strategy and maintain effective communication channels via a biannual Steering Group meeting and to other key fora (e.g. LoTAG or LEDNet Air Quality and Transport Cluster)
3. Commitment	Members are there to: ● Members are encouraged to attend as many meetings as possible ● It is anticipated that meetings will be held approximately every quarter, however frequency may be enhanced as required and in the early stages of the programme development and mobilisation ● Where unable to attend a meeting, a suitable deputy might be identified ● Members to commit until Low Carbon Transport programme closure (estimated to be 24 months) ● Represent the views of their borough/body they represent

	● Gather intelligence and share with the group members to improve the viability of the actions for which they are responsible ● Use their reach to identify funders, researchers, public and private sector stakeholders to share their knowledge and inform the pallet of measures. ● Join efforts and resources to access funding from GLA, Central Government and other private and public sources. ● Audit and improve a consistent and comparable monitoring mechanism to evidence project business cases and funding applications.

4. Members	The core members of this group are from the following organisations:
	
	  - Lead boroughs
	  - London Councils
	  - TfL
	  - Knowledge partner (TBD)
	  - London Technical Advisors Group Strategic Transport Forum
	  - LEDNet Transport & Air Quality Cluster
	
	Other organisations may be invited at the agreement of the chair(s).

5. Management & Administration	The Group will be chaired in rotation by the lead borough. An agenda will be circulated in advance of the meetings. Meeting actions will be recorded and circulated to members.