

# Freight and Servicing Supplementary Planning Document

**DATE XXXX**



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# 1. Introduction

## Background

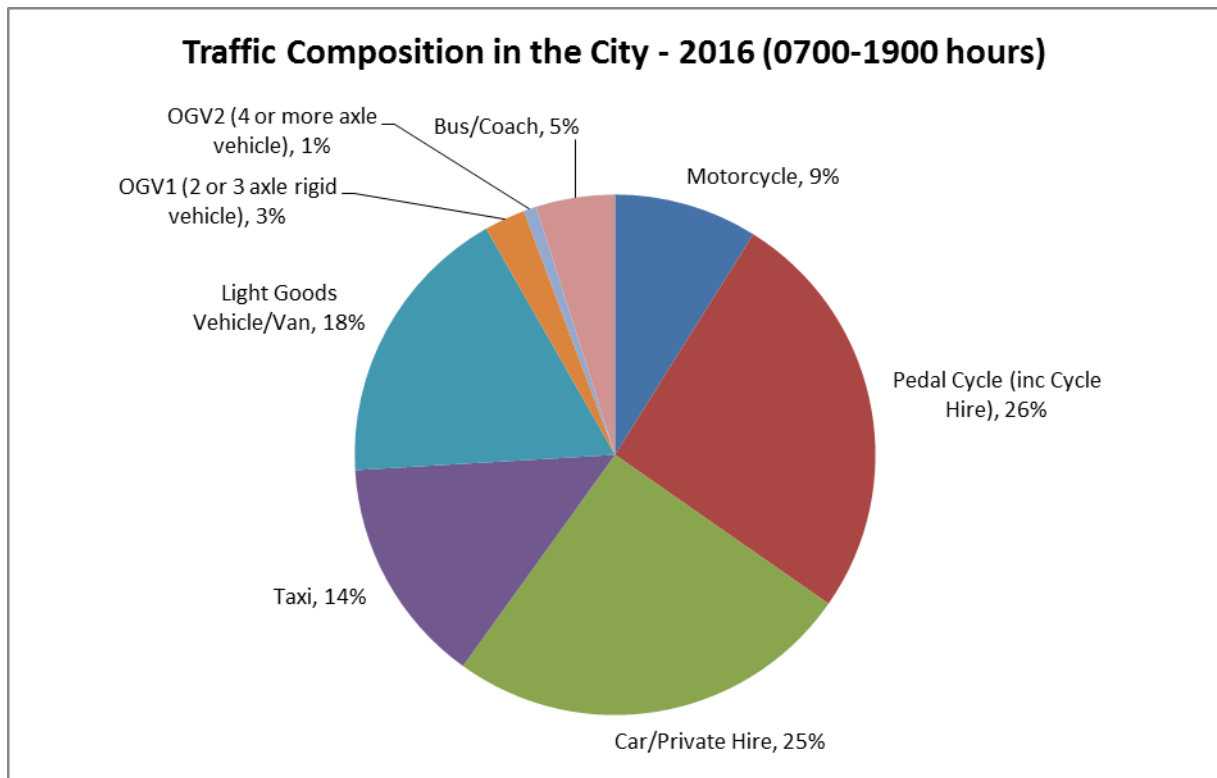
1. The efficient movement of goods and services are fundamental requirements for a successful city. While electronic services and communication have revolutionised working practices and removed the demand for the movement of some goods and services, other new areas of demand have grown.
2. Despite the small footprint of the City of London, the large working population generates significant demand for physical goods and services. Employment in the City is forecast to grow from 487,000 in 2015 to 569,000 in 2036<sup>1</sup>, so the need to manage the increasing demand for space on the transport network continues to grow.
3. This Supplementary Planning Document (SPD) sets out the City Corporation's requirements for new development in relation to the management of freight and servicing. The document should be read in conjunction with the Standard Highway and Servicing Requirements for Developments in the City of London, the Code of Practice for Deconstruction and Construction Sites (published by the City Corporation), and the Construction Logistics Plan Guidance (published by Transport for London). References to these documents are provided in Appendix C.

## What is Freight and Servicing?

4. All movement of goods and services by road, river or rail can be included under the umbrella term 'freight'. In the City context, freight movements are generally supporting the offices and retail that make up a majority of the employment in the Square Mile, or serving construction and demolition sites in the City. Most of these freight movements take place on the road network. Even where goods are mainly moved by river or rail, the final journey stage within the City will probably take place by road, most often by car, van or other goods vehicle. "Servicing" is a component of freight that does not involve the physical delivery of goods, and would include maintenance visits to buildings, waste collections, window-cleaning and so on.
5. Figure 1 shows that throughout a typical weekday, around 22% of traffic in the City of London is goods vehicles, with the majority of these being Light Goods Vehicles (LGV) under 3.5 tonnes. This data does not show freight moved by car, motorcycle and pedal cycle – it is therefore reasonable to expect that freight demand makes up a slightly higher percentage of traffic than shown here.

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<sup>1</sup> Long Term Labour Market Projections, GLA, 2016 Projections



**Figure 1 Traffic Composition in the City of London, Mouchel survey for the City Corporation, 2016**

6. The need to manage freight demand is driven by several factors;

#### **Traffic**

7. While the total number of motor vehicles in the City has been in steady decline over recent years, the proportion of goods vehicles, particularly Light Goods Vehicles (LGV) and vans, has increased. Policies from the City Corporation, neighbouring boroughs and Transport for London to create 'Healthy Streets', and promote active travel, have led to a reallocation of road space away from motor traffic. This reallocation has led to an increase in journey time delay in places. With the City continuing to flourish, the demand for goods and services transported by road will continue to increase.

#### **Road Danger Reduction**

8. The City Corporation has a duty to promote road safety, and it is known that goods vehicles are disproportionately involved in collisions where vulnerable road users are injured. Reducing the number of goods vehicles serving new and existing premises in the City could therefore have a positive impact through reduced road danger both within the City and in neighbouring boroughs.

#### **Air Quality and Carbon Emissions**

9. The City of London was designated an Air Quality Management Area (AQMA) for two pollutants – Nitrogen Dioxide (NO<sub>2</sub>) and small particles (PM<sub>10</sub>) in 2001. Exposure to these pollutants is considered to be a significant cause of ill health and premature death in London.

Research by King's College London<sup>2</sup> estimated that air pollution was responsible for up to 141,000 life years lost or the equivalent of up to 9,400 deaths in London in 2010, as well as over 3,400 hospital admissions. The total economic cost associated with this was estimated at £3.7 billion. Poor air quality in the City is now considered to be a corporate risk.

10. Around 24% of PM<sub>10</sub> and 33% of NO<sub>x</sub> (Oxides of Nitrogen, including NO<sub>2</sub>) emissions associated with traffic in the City is from the movement of freight<sup>3</sup>. At present there are relatively few Ultra Low Emission goods vehicles on the market, so the reduction in freight vehicle movements is a priority for addressing air quality within the City and beyond.
11. Around 5% of carbon emissions in the City are associated with transport, rising to 22% across London as a whole<sup>4</sup>.
12. Reducing vehicle miles and increasing the use of electric vehicles for remaining journeys in the City will result in a reduction in all harmful emissions but this must not be at the expense of increased emissions elsewhere in London.

## **The Future of Freight**

13. The employee population of the City of London is forecast to continue to grow over the next two decades, and demand for freight is expected to grow with it. In Greater London, Transport for London (TfL) forecasts that trips made by vans will increase by 26 per cent by 2031, representing 77 per cent of the total forecast growth in vehicle trips<sup>5</sup>.
14. New and emerging technologies such as autonomous vehicles and drones may play an increasingly important part in the movement of freight over the next few decades. The impact of these technologies, particularly in a densely populated city environment is unclear at this stage. In the short to medium term the movement of freight within cities is likely to continue to rely on drivers using the road network.
15. In the near future, increased use of smart technologies may impact on the possibilities for managing freight movements in urban environments. The efficient co-ordination of deliveries through technology and data is becoming increasingly important in the freight sector, and may present new opportunities for managing the impacts of delivery and servicing.

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<sup>2</sup> Understanding the Health Impacts of Air Pollution in London, Walton et al, King's College London, 2015

<sup>3</sup> City of London Air Quality Strategy 2015 - 2020

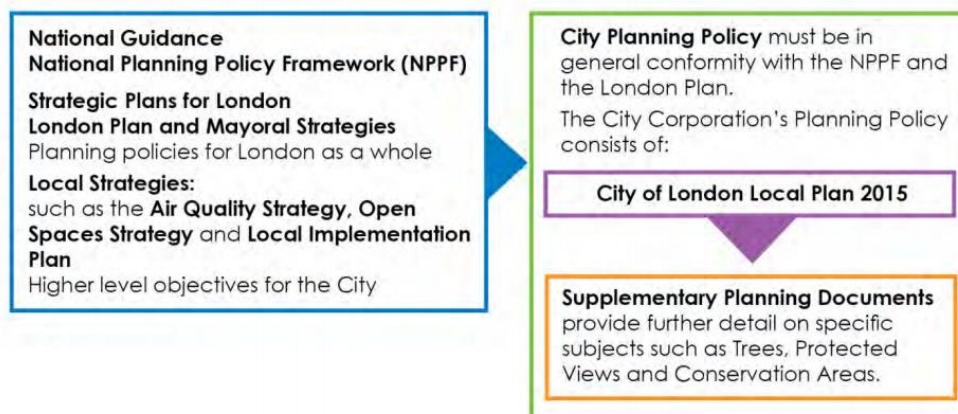
<sup>4</sup> Carbon Dioxide Emissions by borough, GLA Datastore

<sup>5</sup> Written evidence on Urban Congestion submitted by Transport for London to House of Commons Transport Committee, 24 April 2017



## 2. The Policy Context

16. This Freight and Servicing SPD forms part of a suite of national, regional and local policy documents. Figure 2 shows how an SPD fits into the wider planning context.



**Figure 2 - Overview of Planning Policies and how they interact**

17. The National Planning Policy Framework (NPPF) sets out national policy for England. Within Greater London, the London Plan sets out planning policies for the city as a whole. This document is supported by additional Mayoral strategies, in particular the Mayor's Transport Strategy (MTS). The City of London Local Plan and SPDs must be in general conformity with the London Plan.

## National Policy

18. The National Planning Policy Framework (NPPF) states that;  
*Encouragement should be given to solutions which support reductions in greenhouse gas emissions and reduce congestion. In preparing Local Plans, local planning authorities should therefore support a pattern of development which, where reasonable to do so, facilitates the use of sustainable modes of transport. (NPPF, para 30)*  
*Plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people. Therefore, developments should be located and designed where practical to... ..accommodate the efficient delivery of goods and supplies (NPPF, para 35)*

## London-wide policy

### London Plan

19. The London Plan is the strategic planning document for the 32 London boroughs and the City of London. It sets out the framework for development in London, and the policy context for local planning policies. At the time of writing the London Plan is under review by the

new Mayor of London, but until this review is complete the most recent version from March 2016 remains in place.

20. Policies in the London Plan pertinent to this SPD are;
  - Policy 2.17 – Strategic Industrial Locations
  - Policy 6.1 – Strategic Approach to Transport
  - Policy 6.4 – Enhancing London's Transport Connectivity
  - Policy 6.11 – Smoothing Traffic Flow and Tackling Congestion
  - Policy 6.14 - Freight
  - Policy 6.15 – Strategic Rail Freight Interchanges
  - Policy 7.14 – Improving Air Quality
  - Policy 7.15 Reducing and Managing Noise, Improving and Enhancing the Acoustic Environment and promoting appropriate soundscapes
  - Policy 7.24 – Blue Ribbon Network
  - Policy 7.26 – Increasing the use of the Blue Ribbon Network for Freight Transport

#### **Other London-wide policies and strategies**

21. The Safeguarding Wharves Final Recommendation report (2013) recommended that Walbrook Wharf – the only active wharf in the City – is retained as a waste facility, and increased use for other activities should be encouraged.
22. The Mayor's Transport Strategy (MTS) sets out the Mayor's transport policy. As with the London Plan, the current strategy dates from a previous Mayoral administration. Although a new MTS is currently in draft format, the previous strategy remains in place until the new document is formally adopted.
23. The existing MTS sets out policies to promote the use of river and rail for freight movements through safeguarding existing wharves and promoting rail freight infrastructure.
24. The MTS also addresses the safety implications of freight movements, promoting schemes such as the Fleet Operator Recognition Scheme (FORS) and improvements to vehicle and driver safety. The document also supports efficiencies through consolidation and out of hours delivery and servicing where possible, supported by quiet delivery schemes and Delivery and Servicing Plans.
25. The new Mayor's Transport Strategy draft for consultation was published in June 2017. Although this is a draft document and subject to change, the document gives a strong indication of the Mayor's transport priorities for his term of office. The draft strategy proposes a ten per cent reduction in central London lorry and van use by 2026. In particular there is a focus on the use of consolidation centres for construction and other sectors. Proposal 15 of the draft strategy sets out plans for a tailored approach for individual sectors, and plans to



work with business on re-timing, and reducing deliveries through procurement. Policy 2 of the strategy adopts a Vision Zero approach to road danger in London, with the aim for all deaths and serious injuries to be eliminated from London's streets by 2041. Policy 6 of the strategy aims to make London's transport network zero emission by 2050.

26. A new London Environment Strategy was published in draft format in summer 2017. This strategy brings together the Mayor of London's polices covering air quality, water, waste, green spaces and biodiversity, noise and climate change adaptation and mitigation.
27. A City for All Londoners was published in November 2016 and sets out the strategic direction of travel for the new Mayor of London. The document does not include specific policies, but gives an indication of the priorities of the new Mayor.
28. The movement of freight is specifically mentioned by the Mayor, in the context of an expected rise in van use associated with the changing needs and expectations of businesses and customers. The Mayor cites potential solutions such as riverside lorry consolidation centres, more deliveries being made by bike, and changing the way streets are used at different times of day.
29. The overarching Healthy Streets Approach to managing the street network is a key part of the Mayor's vision. In central London this means a shift towards reducing motorised traffic partly by having fewer deliveries to create a more attractive environment for walking, cycling and using public transport.

### **Existing and Forthcoming Schemes Affecting Freight & Servicing**

30. Low Emission Zone – Covering most of Greater London, the Low Emission Zone requires larger vehicles and older small commercial vehicles to pay a charge if they do not achieve certain emissions standards. At present, only vehicles registered before 2006 are required to pay the charge, and compliance is very high.
31. London Lorry Control Scheme (LLCS) – administered by London Councils, the LLCS restricts the routes of large goods vehicles over 18 tonnes at night and at weekends. The aim of the scheme is to reduce noise pollution in residential areas. The scheme restricts large vehicles to a core network of main roads for as much of their journey as possible, with penalties issued for use of inappropriate routes. Vehicles wishing to use roads off the core network during the restricted hours must apply for a free permit to do so.
32. Congestion Charge – The Congestion Charge is a daily charge applying to all vehicles entering central London between 7am and 6pm Monday to Friday. The charge does not vary with the type of vehicle, so a large HGV would pay the same as a small van to enter

the zone. Some discounts and exemptions do apply for Ultra Low Emission Vehicles, but in general most internal combustion engine vehicles will pay the charge.

33. Emissions Surcharge (T-Charge) – The Emissions Surcharge, which uses the same boundaries and time restrictions as the Congestion charge, requires older vehicles not meeting certain emissions criteria to pay a daily charge to enter the area. The Emissions Surcharge was introduced from 23rd October 2017 as an interim scheme, pending the introduction of the Ultra Low Emission Zone.
34. Ultra Low Emission Zone – The Ultra Low Emission Zone (ULEZ) will come into force in April 2019 and will replace the Emissions Surcharge. The ULEZ will require all vehicles within the Congestion Charge area to meet strict emissions standards, or pay a daily charge in addition to the Congestion Charge.

## **City of London Policy**

### **Local Plan**

35. The City of London Local Plan (Appendix A) is the statutory planning document for the City. The following policies are pertinent to this SPD, and the policies in this document are in general accord with the policies in the Local Plan. The Local Plan is being reviewed, with an updated document expected to be adopted in 2019.

Policy DM 3.4 Traffic management

Core Strategic Policy CS9: Thames and the Riverside

Policy DM 15.6 Air quality

Core Strategic Policy CS16: Public Transport Streets and Walkways

Policy DM 16.1 Transport impacts of development

Policy DM 16.5 Parking and servicing standards

Policy DM 16.8 River transport

Core Strategic Policy CS17: Waste

Policy DM 17.1 Provision for waste in development schemes

Policy DM 17.2 Designing out construction waste

More details on these policies can be found in Appendix A

### **Standard Highway and Servicing Requirements for Developments in the City of London**

36. The Standard Highway and Servicing Requirements for Developments in the City of London document sets out the guidelines for physical infrastructure associated with development-related highway and servicing arrangements. This document should be the point of reference for all matters relating to development impact on the public highway. A reference to the document is provided in Appendix C.

## **City of London Delivery and Servicing Guidance**

37. The City of London Delivery and Servicing Guidance (Appendix B) provides practical information on how to manage freight associated with an existing site or new development through a Delivery and Servicing Plan. The guidance closely supports this Supplementary Planning Document, providing details of best practice and sample quiet delivery codes of conduct. The guidance is shown in Appendix B.

## **Air Quality Strategy and SPD**

38. The City of London Air Quality Strategy 2015 - 2020 and Air Quality SPD set out the City's aims and responsibilities on managing Air Quality. The strategy aims to fulfil statutory obligations relating to air quality management, encourage measures to reduce harmful emissions in the City, and raise public awareness of air quality issues.
39. The Air Quality SPD sets out the City Corporation's requirements for reducing air pollution from new and refurbished developments within the Square Mile.
40. This SPD is in general accordance with the Air Quality Strategy Policies and Actions, particularly;
  - Policy 2: Political influence and commitment
  - Policy 3: Working with the Mayor of London
  - Policy 5: Reducing emissions from transport
  - Action 29: Reducing Air Quality Impact of Freight
  - Policy 6: Reducing emissions from new developmentsMore details on these policies can be found in Appendix A.  
References to the documents can be found in Appendix C.

## **Low Emission Neighbourhood**

41. The City of London Low Emission Neighbourhood (LEN) is being introduced in the Barbican and Golden Lane areas, and is expected to be fully implemented by 2019. This project, which is part-funded by the Mayor of London, aims to trial several high-impact activities that will address local air quality issues and act as a pilot area for the rest of the City. Proposals include working with businesses to tackle emissions from delivery and servicing trips, looking at the potential for local freight consolidation, and zero emission last mile deliveries.

## **Noise Strategy**

42. The City of London Noise Strategy 2016 – 2026 sets out the City Corporation's strategy for managing noise levels from all sources. Unwanted noise can be a nuisance to both residents and businesses, and while some noise in a working environment is inevitable, the City Corporation has a statutory responsibility to manage and minimise

exposure to excessive or unnecessary noise, while ensuring that the city can function and flourish.

43. In relation to new development, policies in the Noise Strategy relevant to this SPD are as follows;
- Policy Developments 1 - New noise making and noise sensitive development
  - Policy Transport 12 - Night Time Servicing
  - Policy Transport 13 – General
  - Policy Transport 14 – General

### **Road Danger Reduction Plan**

44. The City of London Road Danger Reduction Plan 2013 sets out measures to reduce road danger at source. The plan recognises the disproportionate danger posed by goods vehicles, and proposes a combination of engineering measures and Education, Training and Publicity schemes to tackle road danger. The plan is due to be updated in 2018.

### **Waste Strategy**

45. The City of London Waste Strategy 2013 – 2020 sets out the City Corporation's vision "To increase reuse and recycling and reduce waste arisings and carbon impacts associated with waste management from householders, businesses and visitors within the City, to include City of London buildings and staff".
46. Objective 7 of the strategy establishes the aim to reduce our negative impact on climate change and improve air quality in the City. This includes continuing to transport waste out of the City by river from the facility at Walbrook Wharf, removing an estimated 3744 HGV journeys from City streets each year.

### **Thames Strategy**

47. The Thames Strategy SPD sets out the City Corporation's overarching strategy for use of the river. The strategy supports the Local Plan policy CS9 Thames and the Riverside with regard to promoting the use of the river for freight as well as passenger transport. The SPD supports the safeguarding of the waste transfer site at Walbrook Wharf, and the reinstatement of the pier at Swan Lane for passenger or freight use.

### **Public Realm**

48. The City of London Public Realm SPD sets out 10 aims to maintain and enhance the City's built environment and provide a safe, high quality and inclusive place in which to work, live and enjoy.

- Particularly relevant to the management of freight and servicing, the SPD aims to;
- Encourage simpler, more spacious and less cluttered streets and spaces (Aim 3)
- Provide more sustainable streets and spaces (Aim 6)
- Support and encourage wellbeing and healthy lifestyles (Aim 7)
- Provide better connected and more inclusive streets and spaces (Aim 9)

49. The SPD supports the management of out of hours deliveries, and timed closures of streets where appropriate.

## Traffic Restrictions

50. The City operates an area-wide ban on vehicles over 7.5 tonnes, covering most of the City. Vehicles over this weight are not permitted to enter the restricted area unless they are accessing premises within the area. The restricted area is shown in figure 3.

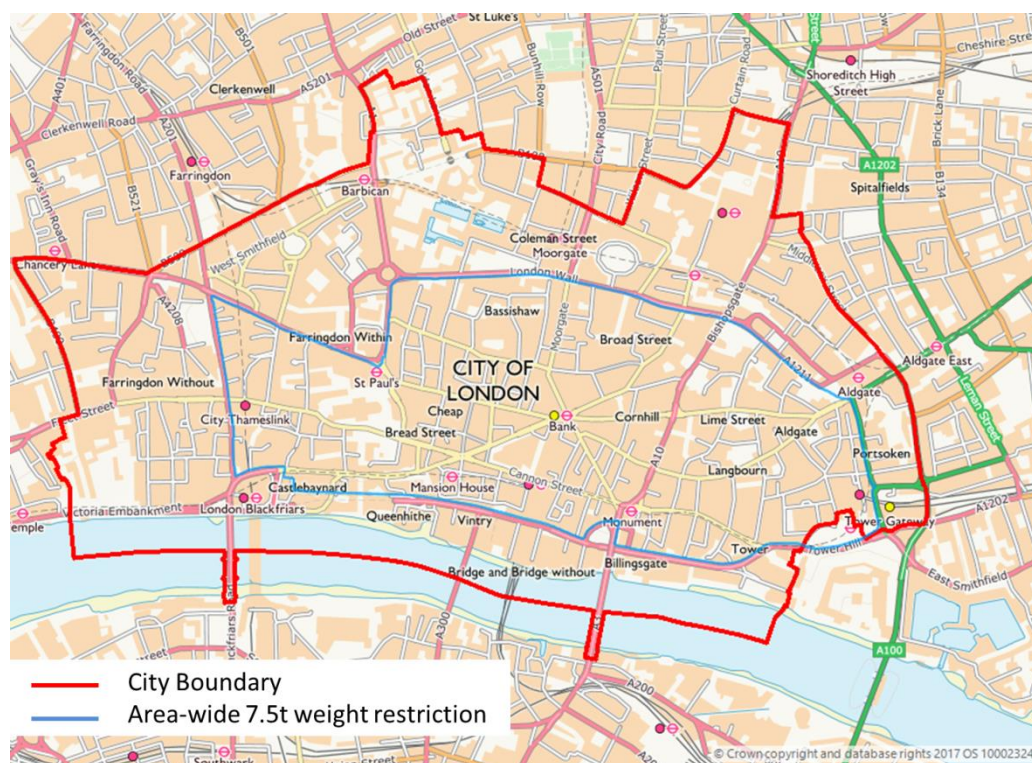


Figure 3 - Weight restriction in the City of London

51. In May 2017, the Bank on Safety trial scheme was introduced, restricting the movement of all vehicles, except buses and cycles, through Bank Junction between 7am and 7pm. The trial will last up to 18 months.
52. Details of traffic restrictions are shown on the City Corporation website.



### 3. Vision and Aims

#### Vision

- 53. The vision for the management of freight and servicing in the City of London is to;
- 54. **“reduce the number of freight and servicing vehicles and their environmental impact on the City, particularly at peak times, whilst still allowing the City to flourish and avoiding negative impacts beyond the City’s boundaries.”**
- 55. This SPD will help achieve this vision by setting out guidance for new major development that will limit the impact of new and additional freight demand on the City and beyond the City boundary.

#### Aims

- 56. The vision will be achieved via three principal aims, which are aligned with the Mayor of London’s emerging Transport Strategy;
- 57. **Minimise Freight and Servicing Trips** - Reduce the number of delivery and servicing trips generated by premises in the City – including personal deliveries and waste collections.
- 58. **Match demand to network capacity** - Maximise the proportion of essential delivery and servicing trips taking place outside peak times and where possible promote quiet evening or night-time deliveries. All essential delivery and servicing trips should be routed appropriately, using streets that are suitable for the vehicle being used, and minimising noise, emissions and road danger along the length of the route in and outside the City.
- 59. **Mitigate the impact of freight trips** - Where goods and services must be transported by road, including for last mile, use the safest and quietest zero emission means possible. This may mean moving goods or service personnel on foot or by cycle, to reduce the environmental impact on the City. The use of low emission river or rail transport for the transfer of goods and waste is encouraged, but the impact of additional noise and pollution at all stages of the journey should be considered. Loading and unloading of goods should not adversely impact on highway capacity, pedestrian, cycle or vehicle movement, road or site safety or unwanted noise levels either in the City itself, or on any stage of the journey.

## **4. Guidelines**

### **Introduction**

60. The single most effective way of proactively managing delivery and servicing arrangements is through a Delivery and Servicing Plan (DSP). For applications over 1000sqm or where the development is likely to have a significant impact on the transport network, the Local Plan requires a DSP as a planning condition. Where it is not required, the development of a DSP can lower delivery costs and impacts and is strongly encouraged to effectively manage delivery and servicing movements associated with the site.
61. The following guidelines set out prospective actions to effectively manage the freight and servicing impact of a development. The freight and servicing requirements of different types of development will vary and some measures may not be applicable to all sites. Section 5 of this document outlines the mix of measures that different types of development are expected to consider. Early engagement with the City Corporation's Planning team on management of delivery and servicing is encouraged.

### **Measures to Minimise Freight and Servicing Trips**

62. A DSP should include measures that use appropriate smart or joint procurement to reduce the numbers of deliveries and servicing trips required to the premises – effectively consolidating deliveries or waste collection within the existing supply chain. Joint procurement may be organised on an ad-hoc basis or through participation in a business network such as the Cheapside Business Alliance.
63. Requiring suppliers to use consolidation centres in suitable locations within Greater London to minimise the number of trips required to service the premises is strongly encouraged. In line with London Plan Policy 2.17 and Land for Industry and Transport Supplementary Planning Guidance Implementation Point SPG5, where use of an out of central London consolidation centre is proposed, a facility in a designated Preferred Industrial Location may be most suitable. DSPs for larger developments should address the use of freight consolidation to minimise trips to the premises.
64. A requirement to use freight consolidation should be supported by a system to ensure that the consolidation works effectively to reduce the number of vehicle movements to and from the site and results in an overall reduction in total road miles compared with traditional servicing arrangements. A system of 'micro-consolidation' within the City which enables the use of last mile deliveries by foot, cycle or zero emission van could be considered. Where any sort of consolidation



centre is to be used, a commitment to use of zero or low emission vehicles, and appropriate routeing should be included in the DSP. A robust system of monitoring should be established to measure the impacts of using consolidation, with outcomes reported to the City Corporation as required by the DSP.

65. Personal deliveries to staff are considered part of the delivery and servicing of the premises, and should be managed in the same way. Agreements to prohibit personal deliveries to workplaces, especially those associated with online shopping, are strongly encouraged. Providing staff with membership of a 'click and collect' parcel drop-off service, or promoting these services can provide a good alternative, and demonstrate a commitment to minimising personal deliveries to workplaces.
66. Use of low emission river transport for goods and waste is strongly encouraged, and should be considered in particular for development within the Thames and Riverside Key City Place. The safeguarded waste transfer site at Walbrook Wharf provides a means of removing domestic and commercial waste from the City with minimal use of the road network. Agreements with waste management and other logistics companies to make use of this facility are strongly encouraged. Where the river can be used, agreements with waste management and logistics companies should specify the use of low emission and Direct Vision vehicles, where feasible, for collection within the City. Liaison with the Environment Agency and Port of London Authority to minimise the impact of boat movement on biodiversity and flood defences is encouraged.
67. The provision of adequate on-site storage space for goods is strongly encouraged to reduce the need for frequent deliveries of non-perishable items. Smaller sites where storage space is very limited are encouraged to investigate arrangements to share storage space with neighbouring properties to facilitate bulk deliveries. Where possible, vehicles making deliveries to a site should be loaded with waste or returns to maximise trip efficiency.
68. In line with Local Plan policy DM17.1, on-site waste management of all possible materials, including food waste, should be strongly encouraged, and the minimum possible frequency of waste and recycling collection should be specified. Where possible, occupiers of multiple-occupancy buildings should seek to co-ordinate waste contractor procurement to minimise waste collection trips. The City of London Time Banding Scheme restricts the times at which bagged waste can be left on the public highway for collection.
69. In line with Local Plan policy DM17.2, waste generated through construction and deconstruction should be minimised through the re-use of existing structures wherever possible, and the on-site recycling of deconstruction waste where feasible.

## **Measures to match demand to network capacity**

70. Unless there are restrictions regarding noise or other considerations at the premises, evening, night time or weekend delivery and servicing should be the default outside residential areas. All deliveries to any part of the City requiring activity outside working hours, either at the site in the City or elsewhere in the delivery chain, should be subject to a quiet delivery agreement (examples are set out in the DSP Guidance – see Appendix B) or commitment to minimise noise and pollution impacts at all stages of the delivery process, including along the delivery route and at any intermediary points such as a consolidation centre. A commitment to minimise noise impacts at all stages of the delivery process and along the route should be included in the DSP. Overnight deliveries using vehicles over 18 tonnes may be subject to routeing restrictions set out in the London Lorry Control Scheme which aims to minimise lorry noise in residential areas.
71. Where daytime deliveries and servicing are essential or out of hours deliveries are not permitted or feasible, these should occur off-peak (i.e. avoiding 7am – 10am and 4pm – 7pm). In some areas where lunchtime footfall is particularly high, deliveries at this time should be avoided. A booking system should be used and enforced to ensure that delivery and servicing visits are restricted to these times, with deliveries arriving outside of these hours turned away.
72. Where a City business operates a fleet of vehicles, steps should be taken to ensure that appropriate routes – using the Strategic Road Network where possible - are used by drivers both within the City and at all stages of their journey. Where possible, routes should be chosen to avoid areas of high pedestrian or cycle use both within and beyond the City. Intelligent route planning should avoid residential areas along the length of the route where possible, especially when movements take place outside weekday working hours. The London Lorry Control Scheme controls the movement of larger goods vehicles taking place at night and at weekends. A similar approach may be suitable for route planning of smaller goods vehicles to reduce the noise impact on residential amenity.

## **Measures to mitigate the impact of freight trips**

73. Consideration should be given to the mode of transport and type of vehicle used to carry out deliveries or collections, including waste collections. Responsible procurement policies that prioritise suppliers that use river, public transport or zero or low emission vehicles are encouraged. Vehicles that meet the forthcoming Ultra Low Emission Zone standards should be a minimum requirement in any delivery or servicing contract where vehicles can be specified. Where a business

operates a fleet of vehicles, consideration should be given to the use of cargo bikes, and zero or low emission vehicles. In line with Local Plan Policy 16.6, infrastructure to support the use of commercial electric vehicles should be provided in off-street loading or parking areas.

74. Particularly where large vehicles are required, the procurement process should require high standards of vehicle and driver competency from suppliers. A requirement for suppliers to be accredited by FORS or an equivalent scheme, which promotes good working practices and vehicle management, as well as routeing and scheduling that minimises noise and environmental impact, is encouraged. A requirement for the use of Direct Vision vehicles which provide the driver with an improved field of vision is encouraged. Subject to consultation from the Mayor of London, the lowest rated HGVs would be restricted or banned within Greater London from 2020. For fleets serving construction sites, adherence to the Construction Logistics and Community Safety (CLOCS) standard which aims to reduce Work Related Road Risk is strongly encouraged.
75. The physical space in which goods are loaded and unloaded should be designed in accordance with the City of London Highways and Servicing Guidance (see Appendix C), and appropriate provision of off-street loading bays should be provided. A ready reckoner that may be used to indicate the likely off-street loading bay requirement for the most common use classes is provided on the City Corporation website. Where on-street loading is permitted, measures should be put in place to ensure that the movement and safety of pedestrians, cyclists and other road users is not adversely affected – in line with the City's guidance on obstruction of the public highway - and there is no adverse impact on the amenity of nearby residents. The City Corporation promotes and enforces a 'no idling' policy. Local enforcement of this policy is strongly encouraged.

## **Monitoring**

76. The impact of all measures taken to minimise, match and mitigate the impact of freight movement both within the City and beyond should be tracked with a robust system of monitoring through the DSP. Monitoring is likely to cover air quality, noise, road safety and traffic impacts of the operation, but other areas may also be specified for particular observation to ensure positive outcomes for the City and other areas. This monitoring will usually take place through the DSP, and outcomes should be reported to the City Corporation as required by the DSP. Wider monitoring of footways and streets will continue to be undertaken by the City Corporation.

## 5. Types of Development

### Introduction

77. The types of measures taken to manage deliveries and servicing will depend largely on the activities taking place at the premises. This section outlines typical measures that developers dealing with different land uses would be expected to consider in the management of freight and servicing. Where the site has mixed uses (for example retail on the ground floor, with office and hotel space above), a combination of measures should be considered in a DSP.

### Office Developments

78. Small and medium sized office developments may not generate the volume of delivery and servicing trips of larger towers, but due to the number of small offices in the City their collective impact is significant. Joint procurement agreements with neighbouring buildings can prove beneficial for small offices. Producing a joint DSP with adjacent properties and occupiers may allow efficiencies in procurement of common goods and services, including waste collection, and shared use of loading bays or servicing areas. Procurement should specify, where possible, the use of the safest, quietest and cleanest method of transport possible to transport goods and services.
79. The prohibition of personal deliveries to offices, combined with an offer of click and collect services to employees is one way of reducing the number of vehicles serving the office, and can significantly reduce the impact on the road network.
80. The re-timing of some deliveries should be possible within a small office development. If a development is not to be staffed overnight or at weekends, on-site secure storage, or arrangements with nearby businesses to accommodate out of hours deliveries may be feasible in order to reduce daytime impact on the network. The potential noise impact of moving to out of hours deliveries should be assessed along any affected access routes and loading points as well as the site itself to ensure that the arrangements are acceptable.
81. In addition, medium-sized office developments (broadly defined as accommodating fewer than 250 people) should strongly consider a voluntary code, mandating the consolidation of inbound goods to reduce the impact of the development and demonstrate a commitment to minimising freight movements.
82. In addition to the measures for small and medium sized office developments, larger office developments are likely to have a requirement to consolidate deliveries of goods inward. This consolidation regime should be enforced through a robust booking

and monitoring system that can demonstrate the number of vehicle trips avoided as a result of the consolidation. If it is not required as a planning condition, a voluntary cap on the number of delivery vehicles each day is encouraged.

## **Multi-tenanted buildings**

83. Buildings with several occupants will naturally generate more delivery and servicing trips than those occupied by a single company. In addition to the items mentioned above, buildings with multiple tenants should consider the development of an occupier forum to co-ordinate joint procurement, waste collection and collaborative working. Providing a single point of delivery for all occupants of a multi-tenanted building can reduce the need for delivery personnel to spend time finding the correct recipient within the building, improving efficiency.

## **General Retail**

84. The delivery and servicing needs of retailers are focussed around ensuring that goods are received into the store at appropriate times.
85. Management of freight movements in retail developments should focus on the consolidation of goods into the store and waste/returns from the store, ensuring that as few movements as possible are required in order to allow the business to operate. Developments with sufficient storage space can reduce the requirement for regular deliveries. Ensuring that vehicles used for deliveries are also loaded with returns or waste, where appropriate, maximises efficiency and reduces empty vehicle mileage, minimising the development's impact on the network.
86. Retail can benefit significantly from out-of-hours deliveries where on-street loading restrictions may not apply, or be less stringent. Quiet delivery codes of conduct to minimise the noise impact are particularly important for retail deliveries which often involve the use of metal cages for moving goods.

## **Food and Drink Retail/Pubs and Restaurants**

87. Many of the measures appropriate for general retail are applicable to the food and drink sector, including pubs and restaurants. The needs of a large chain organisation are likely to be quite different to a small individual shop or café. An organisation with several City locations may be able to demonstrate that deliveries to the City are already efficient, and make good use of consolidation to minimise freight movements. In these instances, the focus of a DSP should be on ensuring that quiet deliveries occur outside peak hours, and with

the safest, quietest and cleanest vehicles available. Particular care should be taken with regard to more noisy deliveries/servicing e.g. waste bottle collections, to avoid disturbance to nearby residents. DSPs should employ quiet delivery agreements to reduce noise and disturbance on-street. Engines should be turned off unless absolutely necessary for deliveries to reduce noise and air pollution.

88. Smaller or independent food and drink retailers not benefitting from a large procurement network may use many suppliers for different items. In these instances, joint procurement techniques to maximise co-operation between neighbouring businesses may offer the best way of reducing the number of freight movements without impacting on business operations.
89. Any delivery services associated with the food or drink retailers, whether managed by the occupier or not, should be considered and managed by a DSP. Where delivery services are made available, measures to encourage the use of foot or cycle deliveries are encouraged.

## **Hotels and Hospitality**

90. Many of the measures appropriate to reduce the impact of delivery and servicing of hotels, meeting venues and Livery Halls will be similar to those for food and drink outlets. Hotels may be particularly well placed to take advantage of quiet overnight or off-peak deliveries due to round the clock staff availability, subject to the impact on nearby residential properties and hotel guests.
91. Joint procurement of common services, such as linen delivery or dry cleaning is particularly encouraged for hotels and hostels.

## **Residential and student accommodation**

92. Residential and student accommodation sites will have significantly different patterns of deliveries to most commercial properties, with the majority of deliveries being personal. The promotion and use of a central delivery point where all residents have the option to collect goods, rather than have a missed delivery to home is encouraged.
93. Where servicing of a building is carried out by a management agent, a commitment to carry out quiet routine servicing out of hours which does not cause disturbance is encouraged, and consolidation of any required deliveries is encouraged.
94. Student accommodation providers should address servicing and deliveries within published building management plans. These plans should also address the impact of arrivals and departures at the beginning and end of terms, staggering activity using a booking system to avoid undue impact on the highway network and

disturbance to adjacent occupiers. Building managers should liaise with the City Corporation Highways department and City Police prior to busy periods of movement to ensure disruption caused by loading and unloading is minimised.

## **6. Construction Logistics Plans**

95. A Construction Logistics Plan (CLP) is required for all major developments, where a development will have a significant impact on the transport network during construction.
96. The City Corporation's Code of Practice for Deconstruction and Construction Sites (CPDCS) provides guidance on environmental best practice for construction sites, and this should be considered in the development of a CLP.
97. Membership of the City of London Considerate Contractor Scheme (CCS) which promotes good practice on and about construction sites is encouraged.
98. CLPs submitted in support of an application will be assessed in line with CPDCS and the London-wide Construction Logistics Plan Guidance issued by Transport for London, see Appendix C.



## 7. Enforcement

99. The need for effective enforcement of the measures set out in this SPD is recognised. As part of the restructure of City Transportation, resources are being made available to review and enforce the contents of DSPs. Ongoing enforcement will ensure that agreed DSP conditions are adhered to, and the benefits to the City set out in this SPD are achieved. The City Corporation's Enforcement Plan (see Appendix C) sets out the City's approach to planning enforcement.

## Glossary

**Air Quality Management Area** an area where air quality objectives are unlikely to be achieved, requiring the local authority to produce a plan to improve air quality.

**Construction Logistics Plan** A plan setting out how all aspects of the freight logistics of a construction site will be managed. An approved plan will be required before construction commences.

**Direct Vision Standard** The Direct Vision Standard for heavy goods vehicles (HGVs) assesses and rates how much a HGV driver can see directly from their cab in relation to other road users.

**Delivery and Servicing Plan** A plan setting out how all delivery and servicing to a completed site will be managed, including measures to minimise freight trips, match demand to network capacity, and mitigate the impact of essential freight trips.

**Fleet Operators Recognition Scheme (FORS)** a voluntary accreditation scheme that promotes best practice for commercial vehicle operators.

**Light Goods Vehicles** typically commercial vehicles up to 3.5 tonnes maximum gross weight. Includes most vans.

**National Planning Policy Framework** the planning framework drawn up by central government, providing guidance for local planning authorities in drawing up local plans and making planning decisions.

**Peak times** 7am – 10am and 4pm – 7pm on weekdays.

**Residential Areas** Defined in the City of London Local Plan, figure X.

**Ultra Low Emission Vehicle (ULEV)** the collective term for Battery electric vehicles (BEVs) Plug-in hybrid electric vehicles (PHEVs), Range-extended electric vehicles (RE-EVs), Hydrogen fuel cell electric vehicles (FCEVs)

## **Abbreviations**

AQMA Air Quality Management Area  
CCS Considerate Contractor Scheme  
CLOCS Construction Logistics and Community Safety  
CLP Construction Logistics Plan  
CPDCS City Corporation Code of Practice for Deconstruction and Construction Sites  
DSP Delivery and Servicing Plan  
FORS Fleet Operators Recognition Scheme  
HGV Heavy Goods Vehicle  
LEN Low Emission Neighbourhood  
LGV Light Goods Vehicles  
LLCS London Lorry Control Scheme  
MTS Mayor's Transport Strategy  
NPPF National Planning Policy Framework  
SPD Supplementary Planning Document  
TfL Transport for London  
ULEZ Ultra Low Emission Zone  
ULEV Ultra Low Emission Vehicle

## **Appendices**

- A. Details of other City of London Corporation Policies
- B. City of London Delivery and Servicing Plan Guidance
- C. Details of External Guidance and Best Practice

## **Appendix A - Details of other City of London Corporation Policies**

### **Local Plan**

#### **Policy DM 3.4 Traffic management**

To require developers to reach agreement with the City Corporation and TfL on the design and implementation of traffic management and highways security measures, including addressing the management of service vehicles, by:

- consulting the City Corporation on all matters relating to servicing;
- restricting motor vehicle access, where required;
- implementing public realm enhancement and pedestrianisation schemes, where appropriate;
- Using traffic calming, where feasible, to limit the opportunity for hostile vehicle approach.

#### **Core Strategic Policy CS9: Thames and the Riverside**

4. Promoting the functional uses of the River Thames and its environs for transport, navigation and recreation, particularly through:

- (i) retaining Walbrook Wharf for waterborne freight traffic;
- (ii) encouraging the use of the River Thames for the transport of construction and deconstruction materials and waste;
- (iii) retaining Blackfriars Pier, and access to Tower Pier, and encouraging the reinstatement of Swan Lane Pier and the use of these facilities for river transport. Applications to remove these facilities will be refused unless suitable replacement facilities of an equivalent or higher standard are provided;
- (iv) maintaining London Bridge, Tower Bridge, Blackfriars Bridge, Southwark Bridge and the Millennium Bridge;
- (v) refusing development on or over the River, except for structures which specifically require a waterside location for river-related uses;
- (vi) resisting the permanent mooring of vessels; if moored vessels are exceptionally permitted they must be of national importance, have a special connection with the City and the River Thames, be used for a river-related purpose and not have a detrimental impact on navigation, river regime or environment;
- (vii) maintaining access points to the River Thames foreshore, from both land and water, for public or private use as appropriate, subject to health and safety and environmental safeguards.

#### **Policy DM 15.6 Air quality**

1. Developers will be required to consider the impact of their proposals on air quality and, where appropriate, provide an Air Quality Impact Assessment.
2. Development that would result in deterioration of the City's nitrogen dioxide or PM10 pollution levels will be resisted.
3. Major developments will be required to maximise credits for the pollution section of the BREEAM or Code for Sustainable Homes assessment relating to on-site emissions of oxides of nitrogen (NOx).
4. Developers will be

encouraged to install non-combustion low and zero carbon energy technology. A detailed air quality impact assessment will be required for combustion based low and zero carbon technologies, such as CHP plant and biomass or biofuel boilers, and necessary mitigation must be approved by the City Corporation.

5. Construction and deconstruction and the transport of construction materials and waste must be carried out in such a way as to minimise air quality impacts.

6. Air intake points should be located away from existing and potential pollution sources (e.g. busy roads and combustion flues). All combustion flues should terminate above the roof height of the tallest building in the development in order to ensure maximum dispersion of pollutants.

### **Core Strategic Policy CS16: Public Transport Streets and Walkways**

To build on the City's strategic central London position and good transport infrastructure to further improve the sustainability and efficiency of travel in, to, from and through the City, by:

4. Minimising congestion and reducing vehicle emissions:

(i) directing through motor traffic within the City onto appropriate streets in accordance with the Highway Hierarchy. Bus routes will continue to serve customer needs throughout the City and will not be subject to the Highway Hierarchy;

(ii) continuing to facilitate intermediate modes (coaches, car clubs, taxis and private hire vehicles) and to provide for essential motor vehicle traffic, including addressing the servicing of City buildings and the needs of disabled people, whilst minimising the environmental impact of these modes;

(iii) encouraging the provision of infrastructure for alternative-fuel vehicles, such as off-street electric vehicle recharging points;

(iv) using traffic management measures and street works permits to improve journey time reliability on the City's roads;

(v) requiring developers to demonstrate, through transport assessments, construction logistics plans, travel plans and delivery/servicing plans, how the environmental impacts and road danger of travel and servicing will be minimised, including through the use of river transport.

### **Policy DM 16.1 Transport impacts of development**

1. Development proposals that are likely to have effects on transport must be accompanied by an assessment of the transport implications during both construction and operation, in particular addressing impacts on:

- road dangers;
- pedestrian environment and movement;
- cycling infrastructure provision;
- public transport;
- the street network.

2. Transport Assessments and Travel Plans should be used to demonstrate adherence to the City Corporation's transportation standards.

3.16.10 Delivery and Servicing Plans will be required for all major development and any other development that will cause significant transport impacts on the local or wider area, through operational deliveries and servicing.

3.16.11 Construction Logistics Plans will be required for all major development and for any development that will cause significant transport impacts during its construction phase.

3.16.12 Where practicable, Transport Assessments, Travel Plans and other statements should be combined into a single document. Applicants should discuss the scope of the transport documentation required early in the pre-application phase to ensure that it provides an assessment relevant to the City's specific circumstances.

3.16.13 Mitigation for adverse impacts should be detailed in assessments and plans. Where flexible permissions are granted which allow a range of uses, interim assessments and plans should be prepared at application stage and updated when occupants and uses are finalised.

#### **Policy DM 16.5 Parking and servicing standards**

On site servicing areas should be provided to allow all goods and refuse collection vehicles likely to service the development at the same time to be conveniently loaded and unloaded. Such servicing areas should provide sufficient space or facilities for all vehicles to enter and exit the site in a forward gear. Headroom of at least 5m where skips are to be lifted and 4.75m for all other vehicle circulation areas should be provided.

3.16.19 The low numbers of private motor vehicles mean that delivery and service vehicles have a relatively greater impact on traffic congestion and air quality. Efficient off-street servicing and delivery arrangements are vital to keep the City's traffic moving. In order to reduce vehicle impact on air quality, electric vehicle fast-charging infrastructure needs to be available in convenient locations. Guidance is contained in the City Corporation's 'Standard Highway and Servicing Requirements for Developments in the City of London'.

#### **Policy DM 16.8 River transport**

1. River piers, steps and stairs to the foreshore, the Walbrook Wharf safeguarded site, and other river-based transport infrastructure will be safeguarded and improvements will be supported. 143

2. Development adjacent to or over the River Thames must be supported by a Transport Assessment and a Construction Logistics Plan addressing the potential for the use of the river for the movement of construction materials and waste.

3.16.22 New river piers must be publicly accessible. The City Corporation will expect construction and waste materials from developments on or near the river to be transported by river barge.

#### **Core Strategic Policy CS17: Waste**

To support City businesses, residents and visitors in making sustainable choices regarding the minimisation, transport and management of their waste, capitalising on the City's riverside location for sustainable waste transfer and eliminating reliance on landfill for municipal solid waste (MSW) by:

1. Enabling waste minimisation and adherence to the waste hierarchy:  
(i) requiring the provision of facilities for waste segregation, handling and management within new developments;

(ii) increasing the proportion of municipal solid waste recycled to at least 45% by 2015 in line with the City of London Waste Strategy;

(iii) promoting improved waste management choices for businesses and residents.

2. Enabling waste to be managed at the nearest available suitable location:

(i) identifying waste management capacity in the City, or elsewhere in London, to meet the City's London Plan waste apportionment target, including through partnership working with the London Borough of Bexley;

(ii) safeguarding Walbrook Wharf as a waste handling site and investigating the potential for waste management, alongside its waste transfer function;

(iii) co-operating with other waste planning authorities to ensure appropriate waste management facilities are available to manage waste generated in the City.

3. Enabling the sustainable transport of materials including waste and recyclables by river:

(i) safeguarding Walbrook Wharf as a wharf suitable for river transport of materials including waste;

(ii) exploring the potential for further use of waterways for the transport of waste and construction materials subject, where appropriate, to the potential impact on Natura 2000 sites.

#### **Policy DM 17.1 Provision for waste in development schemes**

1. Waste facilities must be integrated into the design of buildings, wherever feasible, and allow for the separate storage and collection of recyclable materials, including compostable material.

2. On-site waste management, through techniques such as recycle sorting or energy recovery, which minimises the need for waste transfer, should be incorporated wherever possible.

#### **Policy DM 17.2 Designing out construction waste**

New development should be designed to minimise the impact of deconstruction and construction waste on the environment through:

- reuse of existing structures;
- building design which minimises wastage and makes use of recycled materials;
- recycling of deconstruction waste for reuse on site where feasible;
- transport of waste and construction materials by rail or river wherever practicable;
- application of current best practice with regard to air quality, dust, hazardous waste, waste handling and waste management.

### **Noise Strategy**

#### **2.4.1 New noise making and noise sensitive development**

**POLICY DEVELOPMENTS 1:** The City Corporation will seek to manage noise impacts as a result of new development through the introduction and application of appropriate and effective planning procedures, policies, conditions and agreements, and in particular:

c) Continue to limit and contain noise and vibration from construction and deconstruction activities through the Planning Consent process, based on the



latest edition of the City of London Code of Practice for Deconstruction and Construction and other relevant standards. This includes requiring through planning conditions the approval and implementation of Environmental Management and Construction Logistics Plans where appropriate.

e) Prevent the introduction of noise sensitive uses into areas close to commercial developments with high noise levels where the achievement of acceptable standards for quiet living conditions are not technically practicable.

f) Place limits on the hours of operation of servicing and noise generating activities at developments where noise sensitive premises are likely to be adversely affected. Existing limits for hours of servicing (permitted between 7am-11pm, Monday – Saturday, except Bank Holidays) to be applied; where this is not practicable a plan to minimise noise from servicing will be required to be approved and implemented.

POLICY TRANSPORT 12: The City Corporation will continue to support restrictions on night time and weekend commercial vehicle movements through the City and to limit operational hours of noisy servicing activities in noise sensitive locations wherever necessary. However the City Corporation will consider a more flexible approach where our normal time restrictions are proving problematical provided that other acceptable noise management measures are implemented such as use of loading bays and consolidation centres. Where appropriate, we will promote TfL's Code of Practice for Quieter Deliveries within the City. Where there is no likelihood of disturbance 24 hour servicing is actively encouraged. We will review the implementation of this policy on an ongoing basis and will revise our approach as required.

POLICY TRANSPORT 13: The City Corporation will seek to identify and exploit opportunities and synergies between this Noise Strategy and other City of London Corporation policies (e.g. the City Corporation's Air Quality Strategy and Local Transportation Implementation Plan) to reduce noise and vibration and to better manage the impact of noise from road transportation, servicing and street works.

POLICY TRANSPORT 14: The City Corporation will where possible, support and contribute to the development of low noise methods, schemes, management techniques and technologies which could reduce noise or better manage noise impacts from road traffic, street works and servicing.

## **Air Quality Strategy**

Policy 2: Political influence and commitment

The City Corporation will seek opportunities to influence air quality policy across London to secure lower levels of air pollution in the Square Mile.

Policy 5: Reducing emissions from transport

The City Corporation will seek opportunities for a significant reduction in emissions associated with road traffic in the Square Mile.

Action 29: The City Corporation will look for opportunities to significantly reduce the impact of freight distribution on air quality across central London and specifically work with businesses and the construction and demolition

industry to identify opportunities for a reduction in vehicle movements, freight consolidation, zero-emission and low emission last mile deliveries.

Policy 6: Reducing emissions from new developments The City Corporation will ensure that new developments have a minimal impact on local air quality both during the development phase and when occupied.

## **Air Quality SPD**

### **Requirements**

Section 2: Sustainable Development and Building Design

Reduce Emissions:

- Provide for sustainable travel

Section 4: Reducing Air Quality impacts during construction / deconstruction

Scheme of Protective Works detailing:

- Details of continuous monitoring and trigger levels
- No engine idling policy
- CLP in line with TfL best practice

Section 5 Air Quality Impact Assessments

Air Quality Neutral Assessment (or Air Quality Positive as policy emerges) required when the floor space is 1,000m<sup>2</sup> or more or 10 or more residential dwellings:

- Building emissions
- Transport emissions

## **APPENDIX B - City of London Delivery and Servicing Plan Guidance**

Available online at the Planning Design Guidance page of the City website

## APPENDIX C - Details of City of London and External Guidance and Best Practice

These documents will be updated as required.

Document	Description	Author
Local Plan	The City of London's planning strategy document	City Corporation
Air Quality Strategy	The City of London's policy and strategy on managing Air Quality	City Corporation
Air Quality SPD	The City's guidance on minimising emissions and exposure to air pollution	City Corporation
Noise Strategy	Document setting the strategic direction for noise policy in the Square Mile	City Corporation
Public Realm SPD	The principles and guidelines for controlling and informing street enhancement schemes (July 2016)	City Corporation
Road Danger Reduction Plan	The City's plan for the reduction of road casualties	City Corporation
Code of Practice for Deconstruction and Construction Sites	A guide to best practice on construction/deconstruction projects	City Corporation
Standard Highway and Servicing Requirements for Developments in the City of London	Guidance for the physical aspects of highway and servicing requirements	City Corporation
Supplementary Planning Documents Directory	Section of the City Corporation website listing active SPDs	City Corporation
Design Guidance Directory	Section of the City Corporation website listing active design guidance	City Corporation
City Enforcement Plan	Sets out the City's approach to planning enforcement	City Corporation
Safeguarding Wharves Final Recommendation report	Summary of the Safeguarded Wharves Implementation Report – outlining the role of wharves on the Thames.	GLA

<b>Document</b>	<b>Description</b>	<b>Author</b>
London Plan	The spatial planning document for London	GLA
Land for Industry and Transport Supplementary Planning Guidance	SPG adding guidance to the London Plan on land for transport and industry	GLA
Mayor's Transport Strategy 2010	The Strategic Transport Plan for London, produced by the previous Mayoral administration.	GLA
Mayor's Transport Strategy 2017 Draft	The new draft Strategic Transport Plan for London.	GLA
London Environment Strategy	The draft strategic plan for London's environment and green space	GLA
Construction Logistics Plan Guidance	Guidance on how to produce an effective Construction Logistics Plan.	TfL
Direct Vision Standard for HGVs	Web portal outlining information on Direct Vision standard lorries	TfL
FORS Guidance	Guidance on the Fleet Operator Recognition Scheme – promoting best practice amongst fleet operators.	FORS