Appendix 2 – draft policies on Vehicular Transport and Servicing

Context

The City is served by an extensive public transport network with six mainline railway stations, 12 underground and DLR stations and an extensive network of bus routes. In addition, there are stations such as London Bridge near the City which are used by large numbers of City commuters. Significant improvements are being made to public transport provision, particularly with the construction of the Elizabeth Line which will operate trains to the City at Farringdon and Liverpool Street/Moorgate from autumn 2019. There are also river bus services which stop at Blackfriars Pier and at Tower Pier just outside the City.

Traffic in the City has changed significantly over the last two decades, both in terms of total volume and overall composition. Biennial traffic counts across the City show a 40% decrease in overall traffic volumes, with greater reductions for motor vehicles such as cars and light goods vehicles. The greatest observed drops in demand have coincided with key events such as the introduction of the Congestion Charge Zone, the global recession and the introduction of cycle superhighways. The street capacity unlocked by these reductions alongside increases in cycling infrastructure provision has facilitated an estimated tripling of cycling volumes across the City.

Despite this reduction, there are still significant challenges. Traffic counts in autumn 2017 found a slight increase in car volumes, probably caused by the increasing volumes of private hire vehicles. Freight volumes, after dropping significantly between 1999 and 2004, have levelled off in recent years. The rapid increase in cycling volumes seen in the first decade of the 21st century has not been sustained, with volumes slightly decreasing in recent years.

The demands on the City's transport network are increasing due to significant growth, fast-moving technological development and changing travel habits. In light of these factors, the City Corporation is developing a long-term Transport Strategy which will set the key priorities for the City's streets and how the network is used.

The Mayor's Transport Strategy provides London-wide guidance, which is implemented locally through the City's Local Implementation Plan. Transport providers serving the City also publish plans and strategies that influence investment and management decisions affecting the City's transport network.

Core Strategic Policy CS XX: Vehicular Transport and Servicing

The City's transport infrastructure will be maintained and improved by:

1. Safeguarding land where necessary, as shown on the Policies Map, to enable the delivery of increased public transport capacity, including the Northern Line/Bank Station upgrade.

2. Implementing improvements to street-level interchange between Fenchurch Street and Tower Hill/Tower Gateway stations and working with partners to explore the feasibility of a direct interchange route in the longer-term.

3. Facilitating further improvements to public transport capacity and step-free access at existing mainline rail and London Underground stations.

4. Minimising road danger and congestion and reducing vehicle emissions by:
    a. Designing and managing streets in accordance with the City of London street hierarchy;
    b. Minimising the impact of freight and servicing trips through measures including the provision of on-site servicing facilities, the timing of deliveries outside peak hours, the adoption of area-wide solutions and the use of freight consolidation;
    c. Facilitating essential traffic, including buses, taxis, freight and private transport for people with particular access needs, whilst minimising the environmental impact of these modes;
    d. Encouraging the provision of infrastructure for alternative-fuel vehicles and zero emissions vehicles, such as off-street vehicle charging points;
    e. Using traffic management measures and street works permits to improve journey time reliability on the City's roads; and
    f. Requiring developers to demonstrate, through Transport Assessments, Construction Logistics Plans, Travel Plans and Delivery and Servicing Plans, how the environmental impacts and road danger of travel and servicing will be minimised, including through the use of river transport.

Reason for the policy

The City's strategic central London position and its comprehensive transport infrastructure enable the vast majority of workers, residents and visitors to use public transport to access the City from across London and the wider south east. In transport terms, the City is already a highly sustainable location, and the opening of the Elizabeth Line will result in a wider catchment area within an hour's journey time of the City. The City Corporation will use its planning powers to help secure improvements to public transport, for instance by safeguarding land from other forms of development where necessary.

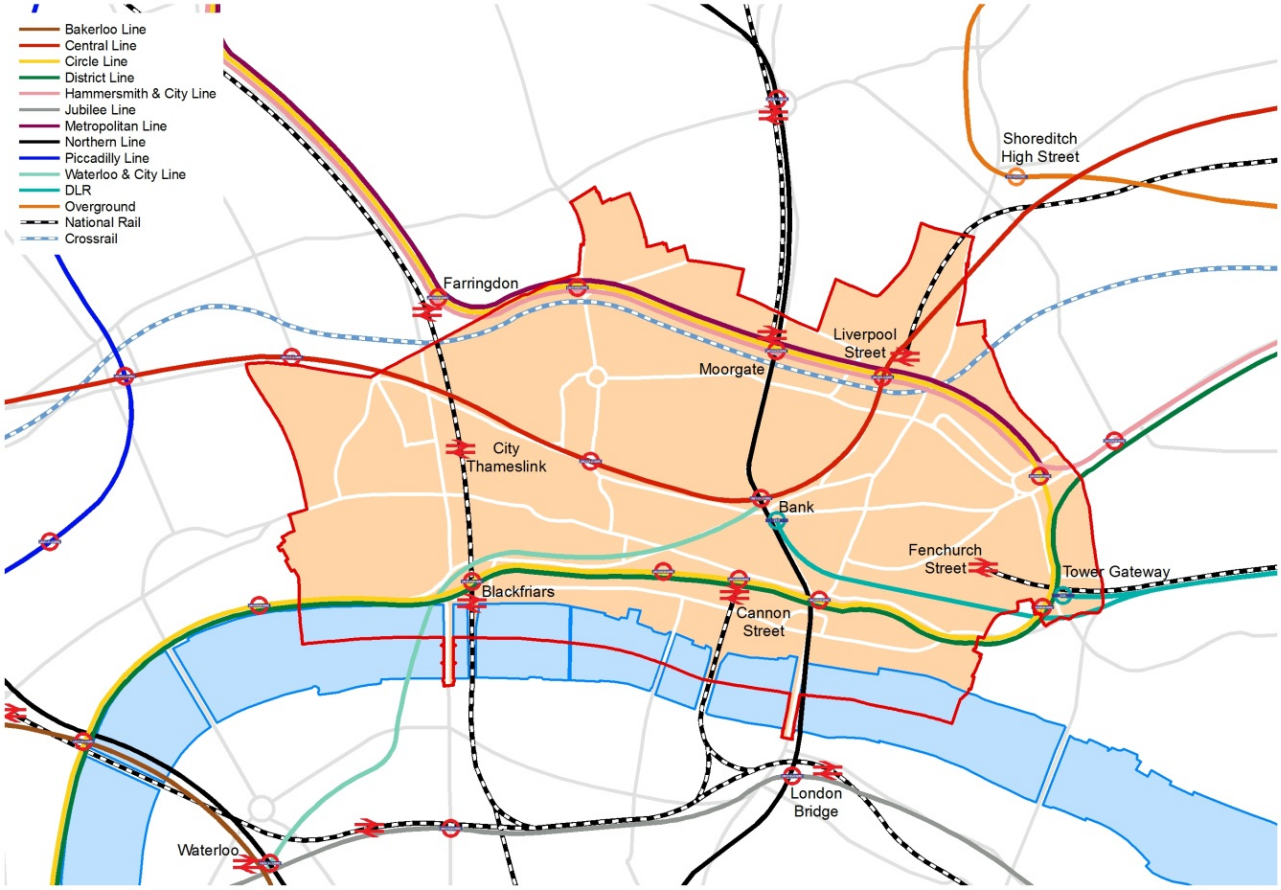

Figure XX: Rail and underground network

The City's draft Transport Strategy indicates that the design and management of streets will reflect their position in the street hierarchy, as well as their function as places. A simplified street hierarchy is proposed, as set out in Table XX.

Current category	Movement function	Proposed category
Strategic Road London Distributor Road	Through traffic – the preferred streets for motor vehicles that do not start or finish their journey in, or immediately adjacent to, the Square Mile.	London Access (TfL network)
Borough Distributor Road Local Distributor Road	Local traffic – the preferred streets for motor vehicles that are travelling around the Square Mile or to locations immediately adjacent.	City Access
Local Access Road	Access – used for the first or final part of a journey, providing access to properties.	Local Access

Table XX: Proposed street hierarchy in the City of London

The TfL network (classed as London Access) is expected to accommodate the majority of through traffic, while roads which are managed by the City Corporation will be classed as either City Access or Local Access. Proposed changes to the highway network at Bank Junction, St Paul's Gyratory and Beech Street will be reflected in the new street hierarchy, as illustrated in the map at Figure XX.

[Map of proposed street hierarchy to be inserted from the draft Transport Strategy]

The City's draft Transport Strategy aims to support the continued reduction of motor vehicle traffic on the City's streets, with targets proposed to reduce the number of motor vehicles in the City by XX% by 2030 and XX% by 2040. The spare capacity unlocked by these reductions will allow for the radical transformation of the City's streets to deliver a healthier, safer and more attractive street environment.

Achievement of the targets will be partly dependent on measures introduced by the Mayor of London and TfL, such as the proposed Central London Zero Emission Zone, although the City Corporation will consider implementing such measures within the City of London if strategic scale measures are not progressed. The City Corporation will also implement measures such as timed closures and additional traffic calming to facilitate the removal of non-essential vehicular traffic.

The City Corporation will work with TfL to review bus routing and frequency through the City to maintain or improve journey times and connectivity while enhancing the pedestrian environment.

The planning system can help to minimise the impact of freight and servicing trips through supporting measures such as the retiming of deliveries and collections outside peak periods, along with consolidation onto fewer or different types of vehicles.

Greater use of the River Thames for both passenger and freight transport purposes can help to alleviate the need for some motor vehicle trips on the City's streets.

Policy DM X: The impacts of development on transport

Development proposals should have a positive impact on highway safety for all users and not have adverse effects on the City's transport networks. Where development would result in adverse impacts on the transport network, these must be mitigated though site/building design and management of operational activities. Appropriate measures will be sought via planning contributions or by legal agreement.

Agreement should be sought from the City Corporation, and TfL where appropriate, on the design and implementation of traffic management and highway security measures which may include restricting motor vehicle access and using traffic calming measures to limit the opportunity for hostile vehicle approach.

Transport Assessments and Travel Plans are required for all developments that exceed the following thresholds:

Land Use	**Thresholds**
Offices	1,000m^2
Residential	10 units
Retail	1,000m^2
Hotel	10 bed spaces
Health	1,000m^2
Transport Infrastructure	>500 additional trips per peak hour
Mixed Use	1,000m^2

A Construction Logistics Plans is required for all major developments and for any developments that would have a significant impact on the transport network during construction.

Reason for the policy

Development has the potential to create significant changes in transport patterns and demands that must be addressed at an early stage of the design process. Any adverse impacts that are identified must be minimised and mitigated through appropriate design and/or management measures. Transport Assessments are required to assess the potential impacts of development, while Travel Plans will be required to maximise the use of active transport modes and public transport.

How the policy works

An assessment of the transport implications of development, during both construction and operation, should address the impacts on:

- Road dangers;
- Pedestrian environment and movement;
- Cycling infrastructure provision;
- Public transport; and
- The street network.

Transport Assessments and Travel Plans should be used to demonstrate adherence to the City Corporation's Transport Standards. Applicants should discuss the scope of the transport documentation required early in the pre-application stage to ensure that it provides evidence tailored to the City's specific circumstances.

A Construction Logistics Plan should comply with the measures set out in the City Corporation's Code of Practice for Deconstruction and Construction Sites.

Development will be subject to conditions, Section 106 and Section 278 Agreements to ensure that appropriate measures are employed to mitigate any adverse transport impacts. Community Infrastructure Levy contributions will be used by the City Corporation to deliver wider improvements to the transport network, where appropriate.

Policy DM X: Freight and Servicing

1. Applicants are required to consult with the City Corporation on all matters relating to servicing at an early stage.

2. Developments should minimise the need for freight trips and seek to manage freight and servicing on an area-wide basis. Major commercial development should provide for freight consolidation. New technologies will be encouraged to enable efficient servicing and deliveries to sites.

3. Delivery to and servicing of new developments must take place outside peak hours (i.e. avoiding deliveries between 7am-10am, 12pm-2pm and 4pm-7pm on weekdays). Deliveries should be made in the late evening or at weekends outside of residential areas. Justification will be required where deliveries within peak hours are considered necessary. Areas of high footfall may also be subject to restrictions.

4. Developers should consider ways to reduce congestion caused by servicing and deliveries, such as implementing last mile deliveries by foot, cycle or zero emission vehicle, and should justify where such measures are not possible. Developers will be encouraged to identify opportunities for last mile logistic hubs where appropriate.

Reason for the policy

The low numbers of private motor vehicles in the City mean that delivery and service vehicles have a relatively greater impact on traffic congestion and air quality, especially in areas of high density development and narrow streets. Efficient off-

street servicing and delivery arrangements are vital to keep the City's traffic moving and thereby avoid air pollution caused by stationary traffic. The Mayor's Transport Strategy aims to reduce the reduce the number of lorries and vans entering central London in the morning peak by 10% by 2026. The City Corporation is working with local employers to support them in freight consolidation and to share best practice and ideas, for example through the Cheapside Business Alliance and the Active City Network.

Retiming of deliveries and collections outside peak periods can reduce congestion, as can consolidation onto fewer vehicles or different types of vehicles. The use of different forms of consolidation, including 'virtual' as well as physical consolidation, will be required to minimise the number of trips required to service a development during construction and operation. Virtual consolidation involves techniques such as preferred suppliers or nominated carriers to serve a multi-tenanted building.

Large physical consolidation centres will almost always need to be located outside the City because of the lack of suitable land and high land values within the City and will therefore require the cooperation of other local authorities. The City's draft Transport Strategy aims to establish a sustainable logistics centre to serve the Square Mile by 2030. This centre would co-locate major suppliers in a single warehouse, alongside consolidation, waste collection and couriering services. It would be supported by last mile logistics hubs within the City to facilitate more deliveries on foot, by bike and by small electric vehicles.

Personal deliveries to places of work within the City contribute to congestion on the streets. Businesses should discourage personal deliveries to business premises and instead encourage deliveries near home and use of click and collect parcel drop off services. It may be appropriate to secure this through a legal agreement. To reduce emissions from delivery vehicles, electric vehicle charging points will be required within service areas for freight vehicles.

How the policy works

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.

Where consolidation of servicing and deliveries is proposed, the number of vehicle trips that have been avoided as a result should be set out in the Delivery and Servicing Plan (DSP). Consideration should be given to smart or joint procurement measures with other businesses to reduce the numbers of deliveries and servicing trips required to the premises. Details should be set out in the DSP. Where any sort of consolidation centre is to be used, a commitment to the use of zero or low emission vehicles, and appropriate routeing should be included in the DSP. Within the Square Mile, DSP's should take account of the City's street hierarchy when considering routeing arrangements.

Out of hours servicing is required and further restrictions may be applied in areas of high footfall. The DSP should set out that a booking system for deliveries and servicing will be implemented, and that deliveries and servicing within the restricted hours of 07:00-10:00. 12pm to 2pm and 16:00-19:00 on weekdays will not be

permitted. High foot fall in areas at other peak times may also require restrictions on deliveries and servicing.

Where deliveries are required outside of the restricted hours, these should be subject to a quiet delivery agreement or a commitment to minimise noise and pollution impacts in all stages of the delivery process. Details should be set out in the DSP.

Further information is set out in the City of London's Freight and Servicing SPD.

Policy DM X: Vehicle Parking

1. Development in the City should be car-free except for designated Blue Badge spaces. Where other car parking (including motorcycle parking) is exceptionally provided it must not exceed London Plan standards.

2. No new public car parks will be permitted, including the temporary use of vacant sites.

3. Underutilised public car parks will be prioritised as sites for last mile delivery hubs and other alternative uses that support the delivery of the Transport Strategy. The redevelopment of existing public car parks for other land uses, including meanwhile uses, will be supported providing it is demonstrated that they are no longer needed for a transport-related function.

4. All off-street car parking facilities must be equipped with electric vehicle charging points.

5. New taxi ranks will only be permitted in key locations such as stations, hotels and large retail developments and where they do not conflict with other policies in the development plan. Off-street taxi ranks should be designed with a combined entry and exit point to minimise obstruction to other transport modes.

Reason for the policy

The City has excellent public transport accessibility and all development should therefore be car-free, unless it can be demonstrated that there are exceptional circumstances which justify limited car parking.

Designated parking must be provided for Blue Badge holders within developments in conformity with the London Plan requirements and must be marked out and reserved for their use.

The City's public car parks were mostly constructed during the 1960s. Some are now underused and may provide an opportunity for the provision of last mile delivery hubs or other transport-related infrastructure. Evidence will be required to demonstrate that a car park is no longer required for a transport-related purpose if conversion or redevelopment to an alternative land use is proposed.

Policy DM X: River Transport

1. Improvements to river piers, steps and stairs to the foreshore and other river-based transport infrastructure will be supported.

2. Walbrook Wharf is safeguarded as a river wharf and waste transfer site. The City Corporation will seek the reinstatement of Swan Lane Pier and development which prejudices this reinstatement will not be permitted.

3. All development within the City should consider use of the River Thames for the movement of construction materials and waste. Development adjacent to, or over, the river must be supported by a Transport Assessment and a Construction Logistics Plan addressing the potential of using the river for the movement of construction materials and waste.

Reason for the Policy

Walbrook Wharf is the only active river wharf in the City and will be retained as a waste facility and river wharf in line with the London Plan and the Mayor's Safeguarded Wharves Direction. The waste transfer site at Walbrook Wharf provides a means of removing domestic and commercial waste from the City by river, significantly reducing the need for road transport of waste. Subject to the need to retain capacity for efficient waste operations from this site, there may be potential to use Walbrook Wharf for freight logistics.

Additional use of the river either to transport construction and demolition materials or for deliveries and servicing would further reduce the need for goods vehicles on the City's streets, helping to alleviate congestion and pollution.

Swan Lane pier is a redundant pier and the City Corporation will seek its reinstatement. Applicants should liaise with the Port of London Authority regarding the operational and safety aspects of their proposals and with the Environment Agency regarding the impact of boat movements on biodiversity and river defences.

Policy DM X: Aviation Landing Facilities

Heliports will not be permitted in the City. Helipads will only be permitted where they are essential for emergency or security purposes.

Reason for the Policy

Heliports are not appropriate in the City because of the noise and disturbance that would be created by helicopters in such a densely developed area. In order to demonstrate a need for helipad facilities, it must be certified by the emergency services and shown that the need cannot be met elsewhere.