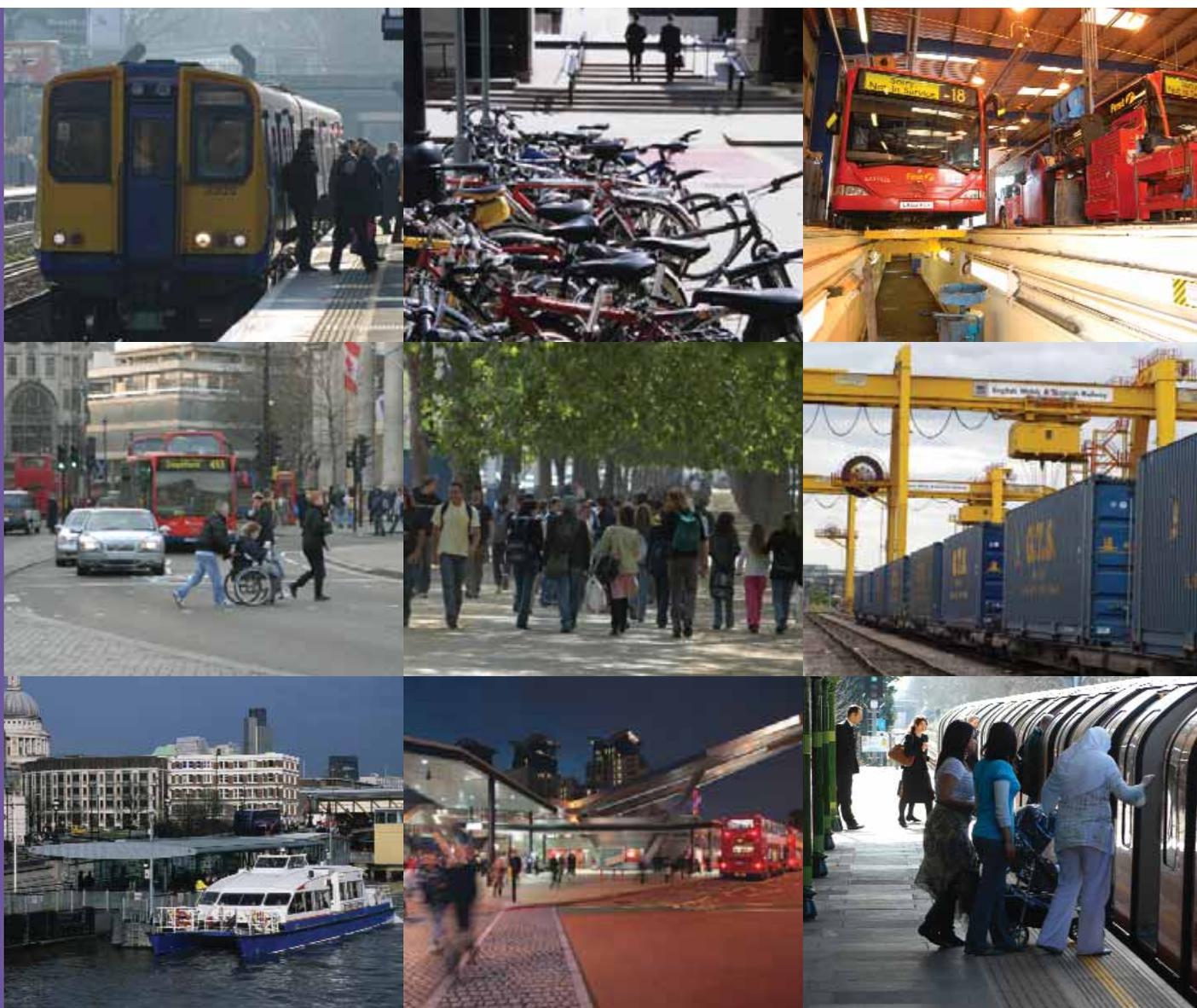


Land for Transport Functions The London Plan Supplementary Planning Guidance



March 2007

MAYOR OF LONDON

Land for Transport Functions
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Mayor's foreword

The provision of a high quality integrated transport system is critical to making London well connected, efficient and accessible to all.

A lack of understanding of the wider needs of London, or simply poor planning, can result in the loss of land needed for transport purposes. This can mean that the 'backroom' facilities needed to support an efficient transport system, such as coach parking, taxi ranks, bus stands or bus and tram depots, are either lost completely or poorly located in relation to the network. This in turn can lead to more pollution as coaches needlessly drive around London because of a lack of parking provision at their key destinations, or buses run empty to reach poorly located standing or depot facilities. At the same time lack of provision of land for transport facilities can lead to new housing sites being developed in such a way that they stand little chance of ever being adequately accessed by public transport, by bike or on foot and as a result become solely car dependant.

The planning process is fundamental in influencing how London looks, functions and operates. It is essential that provision for transport and its supporting infrastructure is considered throughout the planning process.

I am pleased to publish this Supplementary Planning Guidance note on Land for Transport Functions providing detailed guidance on the relevant London Plan policies.



Ken Livingstone
Mayor of London



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Introduction

1 Purpose of the SPG

- 1.1 This Supplementary Planning Guidance (SPG) has been produced to add further guidance and additional information to support the implementation of the Mayor's *London Plan*^(A) (the Spatial Development Strategy). It will be of particular interest to transport landowners, planners and operators and to the London boroughs as the transport and planning authorities with particular responsibilities in terms of the use of land. As SPG, this document cannot set new policy, but rather explains how policy in the Plan should be carried through into action. It will assist boroughs when preparing Local Development Documents and will also be a material planning consideration when determining planning applications.
- 1.2 The *London Plan* emphasises the inter-relationship of development and transport. It seeks to sustain London's continued population and economic growth by increasing accessibility, especially by walking, cycling and public transport. The Plan's policies encourage higher density development in places with relatively good access by public transport and the provision of public transport services to support the main areas for future development. It also proposes patterns of land use, including more mixed use, that will encourage fewer and shorter journeys. These policies will require a very substantial increase in the quantity and quality of all forms of public transport and of walking and cycling. In addition to improvements in current services, new infrastructure and services will be introduced over the period to 2016.
- 1.3 This will increase the need for land to support improved transport facilities, as well as the change in priorities in the design and use of the public realm so as to create a safer and more convenient environment for walking and cycling. Policy 3C.1 in the *London Plan* 'Integrating transport and development' states that the Mayor will work with TfL, the Strategic Rail Authority, Network Rail, the government, boroughs and other partners to ensure the integration of transport and development.
- 1.4 The *London Plan* (paragraph 3.168) recognises that London has experienced problems in retaining land for transport purposes and in making new land available for expanding transport provision. This often has to be balanced against competing priorities. However, the protection and provision of necessary land or facilities for transport purposes through the planning process can be seen to be a 'win-win' solution. This will not only help to deliver a more efficient and effective transport system, but improve accessibility to key development sites.

- 1.5 The Mayor has published *draft Supplementary Planning Guidance to the London Plan on Industrial Capacity* (September 2003)^(B). The importance of integrating transport and industrial development is recognised in this document, with particular reference to improving linkages between rail connectivity and major distribution locations. It also provides guidance for freight requirements for Storage and Distribution functions.
- 1.6 The key aim of this Guidance is to ensure that efficient and effective use of land for transport purposes is delivered in order to meet broader sustainability objectives. It provides more detailed guidance to boroughs, developers, operators and landowners on the specific land requirements needed to support different modes of transport. It also suggests how these requirements can be supported in boroughs' UDP/LDF policies.
- 1.7 Policy 3C.4 of the *London Plan* 'Land for Transport Functions' states that 'UDP policies should ensure the provision of sufficient land and appropriately located sites for the development of an expanded transport function to serve the economic, social and environmental needs of London'.
- 1.8 Land can be safeguarded for transport purposes through either statutory or non-statutory processes. Statutory safeguarding can be achieved through Statutory Instruments. Non-statutory safeguarding can be achieved through the development plan process. Local authorities, through development plans, can identify and, where appropriate, protect sites and routes, both existing and potential, which could be critical to future transport requirements. The identification of specific sites and routes should be linked to relevant policies in development plan documents and be updated in light of policy changes and/or implementation on the ground. Safeguarding should be undertaken on the basis of a robust and credible assessment of the availability and suitability of land, in discussion with the relevant strategic bodies. Clear distinction on the proposals map should be made between committed proposals and proposals where the precise site/route and timescale is not confirmed.
- 1.9 The development control and development plan processes will be key in ensuring provision of land for transport purposes is protected and enhanced. Development plan policies, and the use of conditions and section 106 agreements in particular, will be important in securing the delivery of transport requirements.¹ Additionally, these processes will be crucial for ensuring adjacent land uses are compatible with, and do not compromise the functionality of, existing or future transport infrastructure requirements.

- 1.10 Policy 3C.4 of the *London Plan* states that UDPs (or subsequent Local Development Frameworks) should take 'account of proposals for passenger transport (including buses, bus transits, trams, trains, river transport, coaches, taxis and minicabs) and interchange and freight transport improvements which require additional land by identifying sites for these purposes' within their UDPs/LDFs. Policies 3C.20 and 3C.21 additionally require boroughs to improve conditions for walking and cycling with the provision of safe and direct routes, where appropriate segregating, but not isolating, cycle routes from traffic and pedestrians.
- 1.11 Provision of suitable land for transport needs can also assist in environmental improvement and upgrading of the public realm. Delivering a high quality public realm will help deliver a high quality walking environment and a street environment that is accessible to all users, regardless of ability. Policy 3C.18 'Local area transport treatments', in the *London Plan* states that 'TfL will and boroughs should make better use of London's streets and secure transport, environmental and regeneration benefits through a comprehensive approach to tackling all the adverse transport impacts in an area'. TfL has published evidence elsewhere on the economic benefits of creating quality streets and pedestrianised areas.² There is a long tradition of good and innovative design of London's transport facilities from the Piccadilly underground stations to the Jubilee line and the new Vauxhall bus station. Development of transport land should seek to continue this tradition of excellence in design.
- 1.12 Blight arises when the value of property is diminished by proposals for development, which impact on the property, brought forward by a body possessing, or with access to, compulsory purchase powers. Current statutory blight provisions enable a landowner to serve a notice requiring the scheme's promoter to purchase the land at market value. However, the arrangements only apply in tightly defined circumstances. All other types of blight, including that arising as a result of the consideration of options during the planning process, is regarded as generalised blight. There is no statutory entitlement to redress for generalised blight. Identification of proposals for new transport schemes and infrastructure in UDPs/LDFs must meet requirements in PPS12, with particular attention regarding implications of blight. PPS 12 (paragraph B.14) highlights that boroughs must be 'realistic about what can be implemented over the plan period, otherwise there is a risk of blight or false expectations'. PPS 12 advises that 'scheme proposals should only be included when there is a strong commitment from the relevant delivery agency... A clear distinction should also be made between scheme proposals and safeguarding potential transport routes which may not necessarily be taken forward over the plan period'.

- 1.13 The opportunity to make most effective use of land for transport purposes will often be through the negotiation of section 106 agreements as part of the management of planning applications. It is essential that the boroughs involve transport agencies in these negotiations and that the latter ensure that they make their needs known at an early stage so that they can form part of the agreement; Operators are often engaged too late in these discussions which can result in inadequate provision for transport purposes.
- 1.14 The demand for additional land for transport arising from a development needs to be addressed within a Transport Assessment accompanying a planning application. TfL has published a guidance document on best practice in preparing Transport Assessments^(C) for planning applications that are referred to the Mayor to give developers a clear picture of TfL's requirements.
- 1.15 When improving facilities, the needs of those on foot, and in particular those who may be mobility impaired, must be considered, in line with the *Disability Discrimination Act (1995)* (DDA). TfL is working to meet its duties under the DDA 1995 which includes 'right of access' to goods, facilities, services and premises. Advice on standards that should be met include the DfT guidance *Inclusive Mobility*^(D) and TfL's *Streetscape Guidance*^(E). Both provide details of dimension, such as appropriate footway width and gradients, and guidance on placing street furniture and tactile paving. Boroughs should also be aware of obligations under the Children Act (2004) and *The Mayor's Children and Young People's Strategy*^(F).
- 1.16 The SPG considers the land requirements of each main mode of transport; Section A discusses passenger transport (including walking and cycling) and Section B discusses freight.

A Passenger transport

2 Buses

- 2.1 The Mayor's *Transport Strategy*^(G) aims for an increase of 40 per cent in bus capacity by 2011. The network has expanded in recent years, and between 2000/1 and 2005/6 bus mileage has increased by 27 per cent and patronage has increased by 34 per cent.³ This growth is central to the improvement of public transport, especially over the next few years before major new infrastructure projects are completed. Buses offer a flexible mode of passenger transport, and are particularly well suited, for example, to improvements in capacity in lower density suburban areas.
- 2.2 Policy 3C.19 in the *London Plan* states that The Mayor will work with TfL and boroughs to implement London wide improvements to the quality of bus services for all. UDP/LDF/Local Implementation Plan (LIP) policies should actively promote and give priority to the continued development of the London bus network, including:
- 'The allocation of road space and the high levels of priority required for buses on existing or proposed bus routes (sufficient to allow for bus manoeuvres so the bus can pull into stops and ensure accessibility for all passengers)
 - Ensuring good bus access to and within town centres, major developments and residential areas
 - Provision of good passenger waiting facilities
 - Ensuring that walking routes to bus stops from homes and workplaces are direct, secure, pleasant and safe
 - Ensuring that bus layover and turning areas, driver facilities, bus stations and garages are available where needed.'

More detailed advice on improving the accessibility of bus stops is contained in TfL's *Accessible Bus Stop Design Guidance* (TfL, January 2006)^(H).

Future trends and requirements for bus garage facilities

- 2.3 There are currently 79 bus garages within the Greater London area and 13 garages in surrounding counties that operate buses for TfL London Bus Services Ltd. The increase in capacity of the bus network set out in the *London Plan* (Table 6A.2) requires a large increase in the peak vehicle requirement. In addition, new vehicle types such as articulated buses often create specific requirements that may not be met by existing garage premises. This translates into a significant need for additional garage capacity, particularly in the early period of the Plan. Although there will be some scope for more intensive use of existing garage premises it is estimated that up to 12 additional sites will be required within London by 2016.

- 2.4 The 1980s and 1990s saw a steady loss of bus garages, particularly in areas of high land values. Garages have fallen under threat due to redevelopment proposals. Most bus garages are owned by the privatised companies or are leased and operated directly by bus operators. Although TfL control over their disposal is often limited, it is taking an active role to work with operators, boroughs and landowners to secure and retain suitable garage sites for the future.
- 2.5 Reflecting policy 3C.4 of the *London Plan*, the loss of any bus garage through redevelopment should be resisted unless a suitable alternative site that results in no overall loss of garage capacity can be found in the immediate area, or TfL agree formally that the particular garage is no longer required.
- 2.6 In accordance with policy 3C.4 of the *London Plan*, UDPs/LDFs/LIPs should, following consultation with TfL (London Buses), include policies on protection of bus garages and identify existing garages and future sites to meet identified expansion needs.
- 2.7 Bus garages under the Town and Country Planning Act fall within the sui generis category although they have some similarities with B2/B8 uses. Sites require special treatment particularly as operations will often require extended hours of operation. Sites in inner London are particularly scarce and so existing bus garages in this area should be afforded a particularly high degree of protection. Particular requirements are:
- To be located close to the areas served with a particular need to provide new or expanded sites to cater for areas of employment and residential growth;
 - Sites already in transport related or industrial use may be the most suitable for conversion although the provision of noise attenuation, environmental barriers or other noise reducing measures (i.e. types of engines, surfaces or on-site practices), can be used to help overcome concerns about disturbance to neighbouring properties for other sites.
- 2.8 It is not appropriate to publish a firm schedule of potential proposed sites for garage facilities in this SPG as the requirements for bus garage facilities change, being largely determined by:
- Bus network changes and enhancements, which are in turn dictated by increases in demand and new development;
 - Availability of suitable sites;
 - Loss of existing sites;
 - Consolidation of sites and operations as appropriate and where possible.

In order to provide the best available information at any given point, TfL will maintain a list of currently anticipated requirements and make this available on the TfL boroughs extranet.

Bus stations and passenger interchanges

- 2.9 In the context of Policy 3C.2 and 3C.4 in the *London Plan*, a number of new bus stations and passenger interchanges will be proposed to support growth. Additional capacity is required at most bus stations to cater for network growth, to meet statutory accessibility requirements and to bring passenger facilities up to current standards and expectations.
- 2.10 Many of these are likely to come forward in connection with major transport or regeneration schemes (either private or public sector led or often through a partnership of the two). Where possible, the land for new bus stations or improved passenger interchange facilities should be identified in UDPs/LDFs/LIPs and supported by specific policies. The status of the scheme and likelihood of delivery should be clearly identified and agreed with TfL.
- 2.11 An initial assessment by TfL has identified the following town centre locations where bus operations (passenger facilities as well as appropriate standing space) are most in need of improvement through the provision of a bus station, though off highway facilities may not be the only solution (this is not an exhaustive list):

Barking, Brixton, Bromley South, Ealing Broadway, Elephant & Castle, Ilford, King's Cross, Tooting Broadway, Wimbledon, Woolwich and Richmond.

- 2.12 The following are existing bus stations where enlargement, improvements, or both, are necessary or desirable:

Brent Cross, Golders Green, Harrow-on-the-Hill, Hounslow, Kingston Fairfield, London Bridge, Morden, Romford, Uxbridge, Victoria, West Croydon.

Updates of these lists will be made available on the TfL boroughs extranet.

Bus stops and stands

- 2.13 The planned increase in bus capacity will necessitate more, enlarged and improved bus stopping facilities and a significant expansion in bus standing space which could be provided on and off highway. Standing spaces allow buses to recover from variable traffic delays encountered en route to the terminus and are essential to reliable operation.

2.14 In accordance with Policy 3C.2 and 3C.4 in the *London Plan*, development proposals must consider land provision for bus stopping and standing facilities, particularly where:

- There are existing bus operations and passenger interchange facilities which are adjacent, or may serve the site;
- Proposals require the alteration to existing passenger interchange facilities (this includes moving individual bus stops);
- A site is not directly served by a bus service and it would be appropriate to introduce a bus service into the site;
- A development may place significant additional demands on the bus network and additional stopping facilities will be required, particularly where existing facilities may already be constrained.

Where practicable, TfL's list of currently anticipated requirements will identify areas where there is a particular need for more bus stopping and standing facilities and this will be published on the TfL boroughs extranet.

2.15 As well as the inclusion of appropriate policies in the context of policies 3C.3, 3C.4 and 3C.19 of the *London Plan*, borough UDPs/LDFs/LIPs and development briefs should where possible identify sites or locations where new, improved or expanded stopping and/or stand facilities are required by TfL (London Buses). Consultation with TfL and reference to the list of currently anticipated requirements on the TfL boroughs extranet is, therefore, important. Opportunities should be taken to improve on-street facilities and to provide off-highway space when sites are redeveloped. The provision of stopping and standing space could also facilitate improved bus access to areas currently poorly served by public transport, such as out of centre retail facilities. In conjunction with standing space, drivers' toilet facilities should also be provided, where possible, at existing or new locations. The provision of drivers' toilets and mess facilities have a significant impact on the ability of the bus operators to recruit and retain staff, especially female employees.

Bus priority schemes

2.16 Policy 3C.17 in the *London Plan* 'Allocation of street space' states that 'In balancing the use of streetspace, UDPs should include policies that reflect the Mayor's Transport Strategy and the London road hierarchy. In particular, boroughs should:

- presume in favour of movement of people and goods, to support commerce, business and bus movements on the Transport for London Road Network (TLRN) and most other 'A' roads

- presume in favour of local access and amenity on other London roads, particularly for residents, buses, pedestrians and cyclists, and where necessary, business
- review the re-allocation of road space and land to bus priority, bus or tram (light transit) schemes, cyclists and pedestrians to support sustainable transport.'

Bus priority schemes are under continuous development across London and in general these take place within highway limits. However, schemes with high levels of priority may require small amounts of additional land and Boroughs should reflect this in their approach to UDPs/LDFs/LIPs and Planning Guidance.

3 Trams/bus transits and coaches

- 3.1 Policy 3C.13 in the *London Plan* 'Enhanced bus priority, tram and bus transit schemes' states 'The Mayor will work with TfL, the boroughs and other strategic partners to implement additional priority measures to assist buses and new tram and bus transit (light transit) schemes (including possible extensions to Croydon Tramlink)'.
- 3.2 Four new transit routes are currently being developed:
- West London Tram;
 - Cross River Tram;
 - Greenwich Waterfront Transit (part of the proposed Thames Gateway Transit network); and
 - East London Transit (part of the proposed Thames Gateway Transit network).

In addition development work is being carried out on extensions to the Croydon Tramlink network (Beckenham Junction to Crystal Palace).

- 3.3 UDP/LDF policies should seek to help make tram and bus transit schemes successful, by:
- Identifying the approved schemes and implications for development along their routes, including the need for land or road space;
 - Reflecting the increased accessibility and capacity the schemes will provide in developments.

Other transit proposals may emerge during the lifetime of the *London Plan* and these should be reflected in borough UDPs/LDFs.

- 3.4 Boroughs on the route of the West London Tram (WLT) are encouraged to identify the route alignment, depot and passenger interchange requirements on UDP/LDF proposals maps as soon as possible. In addition, local planning authorities (LPAs) should take into account the WLT when assessing development proposals along the alignment of the route and any planning applications which affects the route of the WLT should be referred to Transport for London for their consideration and comment. If issues cannot be resolved by negotiation to the satisfaction of the Council, then planning permission should be refused if the Council is of the view, having regard to any representations received from Transport for London, that the proposal is likely to prejudice the development and/or operation of the West London Tram.
- 3.5 Cross River Tram (CRT) will largely be constructed within the existing highway boundaries and detailed route alignments are still being refined in consultation with the Cross River Partnership and the relevant boroughs. However where route alignments have been confirmed by TfL and where there needs to be significant off-highway provision (for example a depot at Peckham and a terminus at Kings Cross) these proposals will need to be identified on UDP/LDF proposals maps.
- 3.6 As tram schemes, both CRT and WLT projects will be taken forward through an application for powers under the *Transport and Works Act (1992)* (TWA), and where appropriate the relevant London boroughs are encouraged to show their support by being prepared to co-promote any such Transport and Works Order Application. The TWA process will help to safeguard and provide for compulsory acquisition of the land required for construction. Appropriate support for the scheme within borough planning documents, including SPG, will be a material consideration at the TWA inquiry.
- 3.7 The Thames Gateway Transits, formed of the Greenwich Waterfront Transit (GWT) and East London Transit (ELT), will run on a mix of existing highway and new segregated alignments through development sites and on land acquired for this purpose. The aim is to achieve as much segregation as possible within the land/development constraints and the business case of the projects.
- 3.8 GWT and ELT will not be developed through the TWA process but will need to be secured using Highways powers and planning consents. Relevant boroughs are encouraged to include a policy in the UDP/LDF/LIPs expressing support for the scheme. Where the route alignment, depot and/or passenger interchange requirements are suitably advanced so that they can clearly be defined they should be included on

UDP/LDF proposals maps or identified through SPG. Where proposals are less advanced the UDP/LDFs should identify broad areas where land may be required in the future.

- 3.9 Detailed route alignments are still being defined for the Croydon Tramlink extension to Crystal Palace in consultation with key stakeholders, including the sub-regional bodies of SELTRANS, South London Partnership and specifically the London Boroughs of Bromley and Croydon. The majority of the extension will utilise existing railway alignments and land but options for the northern end of the route at Crystal Palace are still being investigated. It is appropriate that the London Borough of Bromley identify, in consultation with TfL and the GLA, possible route options within their UDP/LDF.
- 3.10 In the process of identifying locations for tram and transit alignments and depots, consideration will be given to environmental impacts on neighbouring sites and areas together with appropriate mitigating measures as well as impacts on the operation of the highway network. The provision and location of depots are very important in developing a transit or tram scheme. They must be near to the alignment and at natural break points for services, to avoid vehicles running empty and out of service. To meet operational requirements, depots often need to be of a particular size and shape and consideration will need to be given to their appropriate siting and layout, having due regard to neighbouring land uses, such as residential.

Coach requirements

- 3.11 In accordance with Policy 3C.22 of the *London Plan*, 'UDP polices and transport Local Implementation Plans should... provide adequate facilities for coaches that minimise impact on the road network capacity and are off-road wherever possible...'. The coach industry is broadly split into two categories: *scheduled* – commuter services / long distance scheduled services and *private hire* – day trip, private function or tour bus. The following section outlines the different requirements each category has in terms of stopping facilities.
- 3.12 There is a need to increase coach parking facilities in central London. A TfL study into coach parking requirements and terminal facilities showed that between 2003 and 2004, coach travel increased by nine per cent in Central London⁴. Generally there are well over 2,000 coaches in central London per weekday requiring set down, pick up and parking facilities. It is known there is only parking facilities for around 10 per cent of that number. Currently, around 30 per cent of coach movements are coaches running "out of service", either seeking parking,

‘cruising’ or travelling to or from parking facilities outside central London. The majority of scheduled services terminate and, where possible, stand at Victoria Coach Station and the coach terminal in Bullied Way. However, demand in the future is likely to exceed capacity at Victoria Coach Station. The facility is anticipated to need expansion in the short to medium term by around 15 per cent.

- 3.13 Alternative locations and a split facility have been examined in a study commissioned by TfL. The study recommended that the option of upgrading Victoria Coach Station be developed in further detail. Westminster City Council should, therefore, plan for the continued use and upgrade of Victoria Coach Station, in consultation with TfL. Borough UDPs/LDFs should identify suitable locations for coach stands and coach parking, particularly in Central London.
- 3.14 Private hire coaches require stopping facilities, allowing for set down and pick up, at their key destinations, such as hotels, leisure and tourist attractions, as well as parking while waiting for passengers visiting a particular site or overnight parking. There are only a limited number of parking facilities in London.
- 3.15 A number of key tourist, leisure and employment destinations have very limited stopping and standing facilities. Location and details of coach parking facilities are provided on TfL’s website⁽¹⁾.
- 3.16 The redevelopment of sites offers an opportunity to provide and improve facilities for coaches, so they can better meet the demand for coach travel. Developers and policies in UDPs/LDFs should incorporate the following:
- All major development including major employment, tourist destination, hotels or leisure should ensure that there is adequate provision available for coach stopping and standing to meet likely number of trips to a site by coaches, taking account of cumulative requirements;
 - Where significant numbers of visitors to the site are likely to arrive and leave by coach, on-site parking facilities should be provided for coaches. On particularly constrained sites, and if it is found that there is no practical way of accommodating coach parking, alternative land or funding towards such facilities should be provided as part of any planning permission;
 - If a site currently being used for permanent coach parking facilities is to be redeveloped, a suitable alternative site should be provided;
 - As land for permanent facilities is in short supply, allowing temporary use of land for coach parking should be considered, particularly in Central London.

4 Taxi and private hire facilities

- 4.1 In accordance with Policy 3C.2 and 3C.4 in the *London Plan*, land for new or improved taxi ranks should be identified as part of interchange development schemes or in locations where major new leisure, entertainment, office or shopping developments are proposed. Existing taxi ranks should be protected and enhanced through redevelopment as appropriate within an overall approach to improvement of facilities.
- 4.2 Where a new taxi rank or facility is proposed, it should be developed in consultation with TfL (Public Carriage Office) and should adhere to the requirements set out in *Taxi ranks at major interchanges best practice and guidelines*^(j) available from the Public Carriage Office. Consideration should be given to, for example, driver rest facilities and taxi waiting shelters for passengers being provided, where appropriate.
- 4.3 Wherever practicable additional well-signed space should be provided to allow Private Hire Vehicles including minicabs to pick up and set down customers. Examples of good practice and designs of facilities and signage are available from TfL (Public Carriage Office).

5 Rail based transport (including London Underground and Docklands Light Railway)

- 5.1 All forms of rail based transport will make a significant contribution to supporting London's growth. The *London Plan* estimated that rail network capacity will increase by 44 per cent by 2016 (Table 6A.2). This will be delivered by a combination of upgrades to existing rail infrastructure and through new rail schemes. Policy 3C.11 of the *London Plan*, 'New cross-London links within an enhanced London National Rail network' states; 'the Mayor will work with strategic partners to improve the strategic public transport system in London, including cross-London rail links to support future development and regeneration priority areas, and to increase public transport capacity'.
- 5.2 Under the provisions of the Railways Act 2005, the Secretary of State for Transport has given the Mayor the responsibility for managing what is now the Silverlink Metro franchise. The Mayor/TfL will be combining these services with those of the East London Line extensions into a new London Rail Concession currently being let by TfL. It will combine the services of the North and East London Railways, which will be marketed as London Overground and provided by a single operator, as from November 2007. Under the Concession, services and station facilities will be enhanced over a number of years.

- 5.3 A number of rail schemes have statutory safeguarding. Currently, statutory safeguarding exists for:
- Crossrail (Maidenhead – Old Oak Common, Old Oak Common – Abbey Wood and Stratford – Shenfield new safeguarding following consultation and Bill);
 - Crossrail 2 (powers secured for original Chelsea-Hackney alignment)
 - Channel Tunnel Rail Link (to be completed in 2007);
 - East London Line northern and southern extensions;
 - DLR 3-car Bank – Lewisham capacity upgrade and extension to Woolwich Arsenal.
- 5.4 With specific regard to Crossrail, the Secretary of State for Transport issued a revised safeguarding Direction for the Crossrail Line 1 route on 22 February 2005, following consultation with local planning authorities along the proposed route. The safeguarding Direction covers the route shown on the plans submitted to Parliament with the Crossrail hybrid Bill. The land required for the construction and operation of the route to Abbey Wood has also been safeguarded. The safeguarding Directions require local planning authorities to consult Cross London Rail Links Limited (CLRL) on any planning application within the safeguarded areas. This allows CLRL to ensure that all relevant planning applications are approved in a way which keeps open the ability to construct the Crossrail scheme.
- 5.5 A number of DLR projects have secured TWA consent including the Bank – Lewisham three car upgrade and the extension to Stratford International. In addition to this DLR is in the process of preparing application under the TWA Act for powers to upgrade other parts of the DLR network to enable three car operation and to extend the DLR to Dagenham Dock. Local authorities should consult DLR on any applications within the vicinity of these projects to ensure that applications are determined in accordance with the requirements of the DLR projects.
- 5.6 In October 2006, the Secretaries of State for Transport and Communities and Local Government granted planning permission and legal powers to Network Rail for the Thameslink project. This is intended to finally resolve outstanding planning issues in the London Bridge, Blackfriars and Farringdon areas.
- 5.7 Operational land in the ownership of Network Rail (NR), including that leased to Train Operating Companies and Freight Operating Companies is protected from sale and development for alternative uses by the Network Rail Transfer Scheme which requires that disposal of land can only take place with the authorisation of the Office of Rail Regulation (ORR).

ORR's procedures include consultation with TfL and London Underground Ltd (LUL) regarding the disposal of land in Greater London and in adjacent areas that might impact upon strategic transport plans for Greater London and on LUL's duties as an Infrastructure Controller. It is unlikely that ORR would consent to the disposal of land by NR where there is evidence of funded plans for a site for future development of the railway network or where the DfT or TfL provides evidence that the site is needed for future development of the railway network or for the development of integrated transport facilities.

Organisational framework

- 5.8 At present the availability of public funds for new rail proposals is limited, as is the prospect of funds being generated by the industry itself. In these circumstances, and where the policy tests set out in Circular 05/2005 are met, section 106 agreements will be particularly important to the enhancement of the rail network, service or station capacity to cater for the growth in passenger numbers arising from development. There may also be the potential to pool contributions from different developments to fund wider improvements in the local area.
- 5.9 The organisation of planning the development of the rail network and rail services is changing. In the shorter term, Network Rail are undertaking Route Utilisation Studies (RUS) on certain key routes to identify how additional capacity can be obtained from the existing infrastructure. The proposals to arise from the RUS process are generally unlikely to require non-railway land. Boroughs will need to be aware of RUS proposals in relation to both their own transport and development plans.
- 5.10 Longer term planning for the requirements that will be placed on the railway was undertaken by the SRA in their Regional Planning Assessments (RPA). This role has passed to the DfT. Potentially, the RPAs could bring forward proposals for substantial new infrastructure and new stations that would need to be taken into account by boroughs. However, with the abolition of the SRA far more prominence is now attached to the DfT's own strategic planning process for the railways consisting of periodic reviews of Network Rail's spending requirements and of the outputs expected from them.
- 5.11 Transport for London is taking forward initiatives that will identify what is required of the rail network and services in London to meet London's transport and development needs over the next 20 years. It is conducting a series of Rail Corridor Plans (RCPs), collectively covering the whole of the rail network serving London, that will set out the required service and

infrastructure changes in each corridor. TfL will use the RCPs to provide input into:

- The exercise of any additional powers that may be given to the Mayor in respect of National Rail in London;
- The rail franchise planning process led by the Department for Transport;
- The RUS being prepared by Network Rail; and
- A view of the longer term (up to 20 years) needs of the national railway network.

5.12 Boroughs, and other stakeholders, will become aware of the proposals and potential schemes that will arise from the RCPs through the RCP consultation process and on-going liaison with TfL. Boroughs may wish to identify these schemes, and current proposals supported by the Borough/TfL, in their UDPs/LDFs/LIPs.

New National Rail stations

- 5.13 The SRA published *New Stations: A Guide for Promoters* (September 2004)^(K) setting out policy and guidance on the appraisal of new station proposals. Although the SRA is no longer in existence, the guidance is helpful in suggesting that all new station proposals must demonstrate that they can satisfy five categories of the appraisal: Environment; Safety; Economic; Integration; and Accessibility. This assessment should give appropriate consideration to wider benefits not necessarily captured in the cost-benefit analysis.
- 5.14 TfL are implementing the East London Line project, which will extend and upgrade the current Underground East London Line service, converting it into a new metro-style (National Rail) service. The project will be delivered in two phases. Phase 1 will extend the existing line north to Dalston to join the North London Line and allow East London Line services to extend to Caledonian Road and Barnsbury. It will provide new stations at Dalston Junction, Haggerston, Hoxton and Shoreditch High Street. To the south, services will run onto the National Rail network and extend to Crystal Palace and West Croydon utilising existing national rail stations en route. Phase 2, for which TfL will be bidding for funds via the Government's Spending Review 2007 process, will further extend the services in the south to Clapham Junction where it will provide cross platform interchange with the West London Line helping to facilitate orbital travel by rail.
- 5.15 New stations on the West London Line are planned at Shepherd's Bush, due to be opened in 2007 to serve the White City development, and at Imperial Wharf.

- 5.16 In addition to these major projects, there are likely to be a series of more modest enhancements to railway stations and associated infrastructure which could comprise platform lengthening, station expansion, interchange improvements, on various railway routes across London. In order to accommodate the increase in rail passenger numbers anticipated, and to provide more attractive facilities, improvements to stations should be supported, unless there are overriding environmental considerations to the contrary and better access to stations should be encouraged.

New London Underground and Docklands Light Railway stations

- 5.17 Policy 3C.12 of the *London Plan* 'Improved Underground and DLR services' states that 'the Mayor and TfL will improve the Underground and DLR service and ensure its development supports the spatial strategy of this plan by:

- Seeking improvements in safety and security, reliability, customer service and effective capacity
- Identifying and taking forward improvements to the network that support the priorities in this plan...'

New stations on either London Underground or Docklands Light Railway (DLR) are appraised in accordance with criteria contained in the TfL *Business Case Development Manual*. This assesses the benefit to passengers and additional revenue against the cost of time to existing passengers, operations and capital cost. It also takes into consideration certain wider economic and environmental benefits, which may not be captured within a standard cost benefit analysis.

- 5.18 London Underground Ltd (LUL) supports, in principle, new underground stations at:
- Wood Lane on the Hammersmith and City Line (developer funded);
 - Park Royal on the Central Line.

Land requirements for London Underground are reviewed annually in the *LUL Estates Plan*, which provides details of all sites owned and required by LUL.⁵

- 5.19 Additionally, there are significant upgrades occurring to the London Underground network that require additional infrastructure such as electricity sub-stations, ventilation shafts, cooling projects, staff/train crew accommodation, lifts etc. It is likely that these will be sited on a mixture of operational and newly acquired land. Local planning authorities should

consider these requirements, in light of information from LUL, when determining planning applications adjacent to the LUL network.

- 5.20 The DLR network is being significantly expanded. In December 2005 four new stations were opened on the DLR London City Airport Extension – West Silvertown, Pontoon Dock, London City Airport and King George V. A further station will be constructed at Woolwich Arsenal, forming part of the extension from London City Airport / North Woolwich to Woolwich town centre. Two new DLR platforms are to be built at Stratford Regional Station to relieve overcrowding. As part of the proposal to increase the DLR's capacity between Bank and Lewisham, a new station at South Quay will be required, replacing the existing facility. The proposal for the DLR to operate on the North London alignment between Stratford and Canning Town will result in four new stations being constructed at Star Lane, Abbey Road, Stratford High Street and Stratford International. Construction has also started on a new station at Langdon Park (between Devons Road and All Saints).
- 5.21 Boroughs, in their development plans, should safeguard land required by London Underground Ltd and DLR. This should be supported by policy that ensures the necessary safeguarding is in place to protect future sites and routes, as identified by DLR and LUL in the *Estates Plan* or otherwise indicated.

Rail depots

- 5.22 Increases in rail capacity will impact on rail depots. Where new lines are being proposed the provision for depots will form part of the proposals and will be subject to the TWA orders.
- 5.23 If development proposals come forward that affect existing or disused depots or sites that could be developed for depot use (maintenance and/or stabling), agreement must be sought from Network Rail, in addition to being in conformity with Mayoral strategies, as to whether the site is:
- Still required for rail depot use;
 - An equivalent, suitable alternative site for a rail depot has been made available elsewhere; or
 - Use of the site for a rail depot is not/no longer appropriate.
- 5.24 Where additional depot facilities are required as a result of service frequency enhancements or train lengthening, this will usually result in an intensification and possible expansion of existing depots; For example, as a requirement of the DLR proposal to increase capacity between Bank and

Lewisham with the introduction of three car trains in 2009, additional depot stabling facilities will be required. It is intended that the existing DLR depot facility at Beckton is extended with further stabling tracks to accommodate the future capacity requirements of the railway.

- 5.25 Where development is proposed near to existing depot facilities, land in rail operators' ownership or proposed new lines, the relevant rail authority must be consulted on potential future rail land take requirements.

'Park and Ride' and rail station parking

- 5.26 In accordance with Policy 3C.22 in the *London Plan* and policy in the Mayor's Transport Strategy, TfL has prepared a framework to enable potential Park and Ride sites to be assessed on a consistent basis. This encompasses strategic Park and Ride on the approaches to London as well as local Park and Ride to serve town centres. Key criteria in assessing the suitability are:
- No new permanent park and ride car parks should be considered within TfL fare zones 1-3;
 - The need for park and ride sites to reduce overall car mileage, including taking account of operational staff requirements. Proposals not meeting this requirement should only be considered further if proven to significantly relieve highway bottlenecks;
 - Local environment and congestion disbenefits should be set against the wider benefits of Park and Ride, as well as any adverse impacts of proposals on land requirements for other modes;
 - The views of Network Rail and the railway industry, TfL (including London Underground and DLR) should be sought, given the potential impacts on the railway network and railway revenue;
 - Under the Railway Act 1993, there are regulatory mechanisms in place to protect existing station car parking, and the implications of this protection should be reflected in the land use planning system as appropriate. Reference should also be made to the SRA's New Stations Guidance if a new park and ride station is proposed; and
 - Proposals for permanent park and ride sites to improve access to town centres should be considered only where it is difficult to provide adequate access by bus, walking or cycling and where there is an associated decrease in parking capacity within the relevant town centres.
- 5.27 Town centre Park and Ride strategy and proposals should be set within the context of the borough's Parking Strategy as part of its Transport Local Implementation Plan (LIP). Site proposals for Park and Ride or additional station parking should be identified in the UDP/LDF/LIP.

6 Walking and cycling

- 6.1 The *London Plan* contains a number of policies requiring improvements to the provision of walking and cycling. Policies 3C.20 and 3C.21 state that walking and cycling improvements, including cycle parking provision, should be provided with all new developments. In general, these improvements will take place within highway limits. However, where developments front the highway, particularly where there is a need for bus or taxi facilities, or parking or loading, schemes may require small amounts of additional land and Boroughs should reflect this in their UDPs/LDFs/LIPs and planning guidance.
- 6.2 Policies 3C.1 and 3C.3 highlight that provision for those on foot and using cycles which is well integrated with new development and transport networks is of paramount importance. This is particularly important at transport interchanges where safe, comfortable and accessible space for circulation and congregation and the provision of direct links are essential for interchange to fulfil its function. Additionally, Policy 3D.1 notes the importance of improved pedestrian and cycle access in supporting town centre functions.
- 6.3 Policy 3C.20 'Improving conditions for walking' has particular relevance for walking as it includes a recommendation that UDP/LDF policies should 'take account of the measures set out in the TfL Walking Plan for London'^(L). In addition, Policy 3C.20 supports the completion and promotion of six strategic walking routes including the Thames Path, and states that 'UDP policies should:...
- Ensure that Thames-side developments incorporate provision for a riverside walkway...'
- 6.4 Policy 3C.21 has particular relevance for cycling as it includes a recommendation that UDP/LDF policies should 'take account of measures identified in the TfL Cycling Action Plan'^(M). UDP/LDF policies should, therefore, seek to:
- Identify, remove or mitigate local physical barriers to cycling and cycle access; identify local opportunities for growth particularly with regard to children, young people, women, leisure, commuting and workplace travel;
 - Safeguard, upgrade, maintain and promote London Cycle Network Plus and other strategic cycling routes (see *London Cycling Design Standards*, TfL 2005)^(N);
 - Plan for a 200 per cent increase in levels of cycling by 2020;

- Safeguard, develop and promote green cycle corridors, circuits and other amenities within parks, alongside rivers and canals, for cycling for transport, health or recreation;
- Safeguard and provide convenient, direct cycle priority access (in parallel with priority access for pedestrians) , particularly within residential areas, town centres, transport interchanges, and to schools, educational establishments, hospitals, employment, parks, retail, sport and cultural destinations;
- Provide cycle parking facilities to meet future demand. The document *Cycle Parking Standards – Proposed TfL Guidelines* (TfL, 2004)^(O) provides guidance on minimum standards. For supplementary guidance on location, security, and quality see *London Cycle Design Standards* (TfL, May 2005);
- Identify and safeguard sites for enhanced cycle parking, repair, hire and workshop facilities within a gated, staffed or controlled access environment at town centres and major interchanges;
- To provide secure cycle parking (gated and/or supervised) at Olympic and other major sport and cultural centres.

6.5 Section 4B of the *London Plan* sets out urban design guidance for formulating UDP/LDF policies and considering applications for development. Urban design guidelines on transport related development and associated spaces is being written by TfL that will support and augment other existing and proposed policy and guidance documents. The guidelines will set out how urban design will be integrated into all TfL project development and delivery programmes. Its aim is to outline some basic, actionable principles of good urban design and explain how these should fit into project processes and business case development.

6.6 The Mayor's Design for London unit is developing the *Mayor's 100 Public Spaces* programme, working alongside boroughs and other partners, to show how good design in new and revitalised public spaces can bring significant community benefits. The programme is closely aligned with the investment programmes of both TfL and the London Development Agency (LDA), where road improvements and regeneration schemes are already remodelling the public realm, and seeks to ensure that public space improvement is integrated with other projects to improve quality of life.

7 Interchanges

- 7.1 Good interchanges are seen as an integral part of any journey and can significantly improve the overall journey experience. Therefore, securing improvements to interchanges is a key part of TfL's role in delivering transport in London. However, to improve an interchange often requires additional land and because the availability of such land is limited, boroughs should place priority on its provision when considering developments. Additional land is also often required to allow a station or interchange to expand for necessary congestion relief.
- 7.2 Any development proposals on land adjacent or near to transport interchanges should not conflict or compromise planned improvements to interchanges (for example where an interchange needs to expand to cater for congestion relief). Consideration must be given to identifying additional land which may be required for an expansion of the interchange to cope with the additional demands which are anticipated to be placed on it as a result of development.
- 7.3 Improvements to key interchanges often also provide important opportunities to secure public realm improvements, and to link with intensification of development at locations with good transport accessibility. Boroughs should work with TfL and national rail agencies in order to achieve integrated plans that maximise wider benefits from such improvements, and also help generate financial contributions from developers towards the cost of transport improvements necessitated by intensification; working within the town centre hierarchy identified in the *London Plan*.

8 Highways and car parking

Improvement/safety schemes

8.1 Major schemes are proposed at a number of locations on the TLRN. These sites should be safeguarded where appropriate in the relevant borough UDPs/LDFs.

8.2 TfL has identified major schemes at the following sites:

- A406 Bounds Green to Green Lanes
- A406 Regents Park Road Junction
- A406 Green Road
- A10 Tottenham Hale
- A13 Thames Gateway
- Purley Cross
- Wandsworth Town Centre
- Kender Street Gyrotory
- Lewisham Town Centre
- Battersea Power Station
- St George's Circus
- Elephant and Castle
- Catford Town Centre
- Brixton Central Square
- Parliament Square
- Marble Arch
- Edgware Road Improvements
- Coulsdon Relief Road
- Lambeth Bridge Waterproofing
- A40 Western Avenue Bridge Replacement
- A40 Hanger Lane Bridge Replacement
- Blackwall Tunnel (northbound) refurbishment
- Fore Street Tunnel
- Rotherhithe Tunnel refurbishment
- Westminster Bridge
- Ardleigh Green Railway Bridge
- Upper Holloway Bridge.

TfL will maintain this list and provide regular annual updates. All road schemes put forward by TfL and boroughs must be assessed in accordance to the criteria in Policy 3C.15 of the *London Plan*.

- 8.3 Parking and loading schemes are under continuous development across London in order to accommodate requirements off the main carriageways and bus stops. In general these take place within highway limits. However, some schemes may require small amounts of additional land and boroughs should reflect this in their UDPs/LDFs and planning guidance, reflecting advice from borough transport planning departments and from TfL.

River Thames crossings

- 8.4 In accordance with Policy 3C.14 in the *London Plan*, statutory safeguarding is already in place for the Thames Gateway Bridge and the Silvertown Link. This safeguarding should be reflected in borough UDPs/LDFs.

Highway land surplus to requirements

- 8.5 A number of sites that were acquired or safeguarded for highway improvement schemes are no longer required, for example sites along the A40. While some sites could be suitable for transport related uses as they benefit from good road access, other sites will have redevelopment potential for residential, commercial or community uses. LDF's should be updated to reflect the status of these schemes.
- 8.6 TfL sites which are surplus to highway requirements are actively being disposed of: this is managed by TfL Group Property. Updated details of these sites should be provided regularly to boroughs by TfL.

Parking and land surplus to requirements

- 8.7 In line with Policy 3C.22 in the *London Plan*, there may be the opportunity to release under-used, sub-standard or poorly located car parks for more valuable land uses or to develop the air space above. Disposal of surplus parking land should be informed by the boroughs' Parking Strategy and specific sites identified through UDPs/LDFs.
- 8.8 Consideration should be given to whether surplus land is suitable or appropriate to be used for temporary construction sites for major schemes before it is released for development.

9 Water

- 9.1 *London Plan* Policy 4C.12 ‘Sustainable growth priorities for the Blue Ribbon Network’, promotes the use of the Blue Ribbon Network in London. The Blue Ribbon Network includes the Thames, the canal network, other tributaries within London and London’s open water spaces such as docks. The policy states that ‘land alongside it should be prioritised in favour of those uses that specifically require a waterside location. These uses include water transport, leisure, recreation, wharves and flood defences. For sites that are not suitable or not needed for these priority uses, developments should capitalise on the water as an asset and enhance the Blue Ribbon Network in order to improve the quality of life for Londoners as a whole, as well as the users of the development’.
- 9.2 Further policy support is provided in Policy 4C.13 ‘Passenger and tourism uses on the Blue Ribbon Network’, which states ‘The Mayor will, and boroughs should, protect existing facilities for passenger and tourist traffic on the Blue Ribbon Network. New development facilities that increase use of the Blue Ribbon Network for passenger and tourist traffic should be encouraged, especially in areas of deficiency. Proposals for Opportunity Areas and Areas for Intensification should provide such facilities, where they are appropriate and contribute towards improving the connections between different transport services.’
- 9.3 The provision of piers as part of major redevelopment, or near to major transport interchanges close to the Thames, is key in extending river passenger transport. Passenger piers on the tidal Thames are located on the river and consequently only require small amounts of land. However, land based facilities such as ticket offices and passenger shelters will be required adjacent to the pier. Additionally, good access is required from land to piers, including a coach set down/pick up point and at least one parking bay for the disabled. Access to and from the pier as well as any necessary improvements of these facilities must be considered as part of any development proposals. Policies in the UDPs/LDFs should encourage developers to consider improved Blue Ribbon access.
- 9.4 There is a shortage of boat repair facilities on the Thames where boats and pontoons can be slipped or dry-docked for inspection and repair. There are no longer any which can accommodate the largest boats and pontoons in use on the Thames. Existing facilities need to be protected through the UDP/LDF process. There is a need for at least one new site for a dry dock or slipway to be identified and protected to serve the river boat operators and pontoon owners on the Thames.

10 Airports

Airports

10.1 The *London Plan*, Policy 3C.5 'London international, national and regional transport links' states 'the Mayor will work with strategic partners to:

- Improve and expand London's international and national transport links for passengers and freight, to support London's development; to achieve the spatial priorities of the plan, especially to support growth in the Thames Gateway; and to achieve regeneration benefits while mitigating adverse environmental impacts;
- Seek improved access to airports, ports and international rail termini by public transport...
- Improve links between London and the surrounding regions.'

10.2 Expansion in aviation is likely to make a large contribution to future carbon emissions. The *Draft Further Alterations to the London Plan* recognises the critical importance of mitigating and addressing climate change for London. In particular, for Heathrow, Policy 3C.6 of the *Draft Further Alterations to the London Plan* specifically states that 'based on current evidence, any proposal for additional runway capacity at Heathrow should not be progressed unless the adverse impacts on air quality and noise can be sufficiently mitigated, and public transport access improved. On current evidence, adequate mitigation of these issues and of climate change aspects is not possible, and additional runway capacity at Heathrow is therefore opposed'. The transport networks to support any airport expansion will require assessment. There will clearly also be land requirements for any additional supporting transport infrastructure which should be assessed in accordance with the guidance given in this document and in the *London Plan*.

B Freight transport

The *London Plan* acknowledges the importance of an efficient system for the distribution of goods and services to the economy of London and the wider south east. Policy 3C.24 'Freight strategy' provides the policy context that the Mayor will promote the sustainable development of the full range of road, rail and water-borne freight facilities in London and seek to improve integration between modes. TfL has developed a Freight Plan and is preparing guidance on planning for the development of rail and waterborne freight in London. The issues of integration and closer co-operation may be assisted through the development and operation of a Freight Quality Partnership.

11 Road freight

Maintenance depots

- 11.1 There are a number of strategic highways maintenance depots that need to be retained for their current use. They are operated by private sector Term Maintenance Contractors (TMCs) who are awarded their contracts by TfL. However, current contracts expire in March 2007 and it is likely that new depot sites will be required. Therefore, boroughs should be aware of the current and future requirement for strategic highways maintenance depots and include policies in their UDPs/LDFs that protect these sites. UDP and LDF policy should also promote the siting of depots close to the point of use, in order to reduce the impact of maintenance vehicles on the road network.

TfL will provide a current list of TMC privately owned depots on request.

HGV parking

- 11.2 In accordance with Policy 3C.24 'Freight strategy', in the *London Plan*, there is a need to safeguard existing sites and identify additional secure parking facilities for HGVs. These should be in locations which are:
- Close to the strategic road network;
 - Preferably where there will not be an issue of 'bad neighbour' use;
 - Where facilities are provided, consideration must be given to providing rest facilities for drivers; this is particularly important to ensure drivers can take their required breaks.

These sites should be identified and safeguarded in the relevant borough UDPs/LDFs – with a particular requirement in south and east London.

Loading and deliveries

- 11.3 Policy 3C.24 Freight Strategy in the *London Plan*, states that 'UDP policies should ensure that:

- Developments include appropriate servicing facilities, off-road wherever practicable;
- Ensure collection and delivery can take place off the main bus and tram routes.'

- 11.4 Developments likely to attract deliveries or servicing must make on-site provision where possible. On highways, arrangements should be designed to minimise disruption to through traffic, bus operations, cyclists or pedestrians. This approach should be reflected in borough UDPs taking account of the local road hierarchy.
- 11.5 In future there may be a need to introduce freight transfer facilities or consolidation centres. The need for freight facilities should be balanced against the demand and suitability of sites for other purposes. Where potential sites for freight transfer facilities are lost, alternative suitable locations should be identified.
- 11.6 The redevelopment of Western International Market may present particular opportunities to incorporate freight transfer facilities which are complementary to the existing distribution functions.
- 11.7 Sites close to the rail and canal networks or existing rail terminals and wharves are particularly desirable. Protection of land at canals for freight transfer purposes, where appropriate, should be considered in UDPs/LDFs.

12 Rail freight (depots, terminals and interchanges)

Future trends/requirements

- 12.1 The Government's *10 Year Plan for Transport* (July 2000) established the following targets which have been reiterated in the White Paper *The Future of Transport – a network for 2030* (July 2004):
- A significant increase in rail's share of the freight market; and
 - To deliver a modal shift from road to rail.
- 12.2 The *Mayor's Transport Strategy* and *London Plan* support these objectives. Additionally, draft supplementary planning guidance to the *London Plan* on Industrial Capacity encourages the development of distribution facilities which promote the movement of goods by rail or water. This is particularly important as distribution functions comprise a significant element of London's general industrial activity and are expected to become more important. Therefore, Boroughs should include within their UDP/LDFs policies to:

- Encourage development of rail freight in appropriate locations and;
- Protect existing or proposed rail freight sites, in the terms outlined in the preceding paragraphs in this section.

12.3 TfL is preparing a Rail Freight Strategy as a companion to the *London Freight Plan* (LFP) and alongside this, two further supplementary documents to assist in planning for the development of rail freight in London – a rail freight planning policy toolkit and a development control toolkit. These documents will be published in 2007.

12.4 In the event of alternative development proposals coming forward on sites currently or last in use for rail freight purposes, the Borough will need to agree with DfT Rail, Network Rail and the Mayor (GLA & TfL) whether:

- a The site may still or potentially could be required for rail freight use;
- b An equivalent, suitable alternative site for rail freight use has been made available elsewhere;
- c Use of the site for rail freight is no longer required or unlikely to be required in the future.

Where rail freight is no longer required, use for alternative transport or transport related purposes should first be considered and assessed before other uses are considered. In each case other strategic *London Plan* priorities relevant to the site must be considered. Early consultation with the national rail agencies and the Mayor (GLA & TfL) is recommended. An assessment of sites across London was undertaken by the SRA in 2004 - *London Rail Land Summary Report*. TfL is undertaking a review and update of these sites and updated guidance will be provided alongside the LFP companion documents.

12.5 *London Plan* Policy 3C.25 'Strategic Rail Inter-modal Freight Facilities' states 'the Mayor will and boroughs should support the provision of strategic rail-based inter-modal freight facilities. Each proposal will be considered on its own merits and in the context of wider policies in the plan'.

12.6 Strategic Rail Freight Interchange (RFI) is a specific rail freight facility that optimises the use of rail in the freight journey and minimises the secondary distribution leg by road. The best use of rail is in the long-haul element or the primary trunk journey, linking, as necessary with other modes for the secondary leg of the journey.

12.7 Required capacity from rail freight growth in London and the Southeast would be met by three or four strategic RFIs in the region, supplemented by smaller locations within the M25 ring. The qualitative criteria to deliver

the capacity mean that suitable sites are likely to be located where the key road and rail radials intersect with the M25. A number of locations are being promoted by developers at present for strategic RFI, including sites outside London.

12.8 The problem of finding sites for Strategic RFIs in the London area can be appreciated in light of their site requirements. The characteristics which define a strategic RFI and, therefore, drive the site requirements are as follows:

- They can handle the longest possible freight trains (775m);
- They can process a number of trains simultaneously (it is assumed that each intermodal train requires four hours to unload/load);
- There is provision for the handling of conventional and intermodal wagons;
- There is adequate space for the storage and handling (using mobile cranes) of intermodal units;
- There is provision of rail sidings with direct docking to distribution units;
- There is provision of suitably large distribution units which meet modern storage and handling requirements;
- There is adequate space for road access, parking and circulation.

These requirements are such that there is a very limited range of suitable sites in the London/South East England area.

12.9 Furthermore, strategic RFIs tend to be large-scale commercial operations, which will most likely require:

- Ability for 24 hour, seven days a week working;
- Appropriately shaped and configured, level site area, including potential for expansion. The size of a Strategic RFI will vary considerably, although in general size range would be likely to be within 40 to 400 hectares;
- Access to suitable local workforce;
- Ability to contribute to the national network by filling gaps in provision;
- Fit with DfT strategies, including the Freight Strategy, Route Utilisation Strategies and Regional Planning Assessments.

12.10 Therefore, any proposals for strategic RFI will need to be appraised against the characteristics above as well as the following criteria:

- Provides a focus for general freight activity, not just rail specific activity. This allows industry the choice and opportunity to incorporate

rail into its supply chain at a time and scale to match the evolution of its operations.

- Open access to facilities to enable competitive rail haulage and customer choice;
- Good connections to both the primary road network and the rail network are essential.

Further detailed guidance and advice on strategic RFI can be obtained from the SRA publication *Strategic Rail Freight Interchange Policy*^(P) published in March 2004.

- 12.11 There is also an important role for smaller RFI within and around London. These provide a complimentary role in rail freight provision within the region, and have the ability to serve a smaller catchment area of industry and provide a useful contribution to rail freight growth. Many examples of such smaller scale RFI and terminals can be found within the M25 ring, and they are particularly important in providing a sustainable transport solution for servicing the capital's requirement for more traditional sectors such as aggregates, waste and construction materials. The efficient supply of these low value, bulk commodities will be increasingly important with the wider regeneration goals of providing additional housing, commercial space, road infrastructure, Olympic facilities etc.
- 12.12 When planning applications are submitted for new rail freight sites or for enhancements to existing RFIs and terminals, the views of DfT Rail, TfL and Network Rail on the suitability of the site for rail use should be sought. As a general premise, the potential of rail served freight sites to deliver sustainable transport objectives should be afforded considerable weight by boroughs determining the planning application and protection of existing sites should be provided within development plans.
- 12.13 TfL will provide further guidance on the expected long term terminal and related land requirements for strategic RFIs in and around London.

Terminal provision for CTRL freight

- 12.14 The Channel Tunnel Rail Link (CTRL) Phase 2 is due to open in 2007 for international passenger services. This route offers a unique opportunity to link the UK to the European network of routes capable of carrying high gauge freight wagons, which cannot operate anywhere else on the UK network. They offer a potentially large payload and cost advantage over standard UK gauge wagons and, therefore, provide opportunities for rail to capture substantial new markets from less environmentally sustainable modes, which it would not otherwise do.

- 12.15 Since high gauge wagons on CTRL will not, at least initially, be able to access other lines in the UK, there is a much more restricted set of possible sites for the terminals and related development which will be needed if this rail freight opportunity is to be exploited.
- 12.16 TfL has commissioned work to identify medium and longer term land requirements if the freight potential of the CTRL is to be fully exploited and is working with key stakeholders to develop planning frameworks which incorporate these.
- 12.17 The main potential sites for the development of CTRL freight terminals in London are within the London Borough of Barking & Dagenham (LBBD). The London Thames Gateway Urban Development Corporation (UDC) is the planning authority for strategic development control for a wider area including LBBD, although the four boroughs affected will retain plan making authority through their Local Development Frameworks.
- 12.18 The UDC should take full account of the limited number of alternative sites for CTRL linked rail freight when considering planning applications on sites which might contribute to meeting this need. Furthermore, LBBD should take full account of this unique strategic rail freight need in developing its LDF.

13 Water freight

Wharves

- 13.1 In accordance with *London Plan* Policy 4A.5 'Special policies to support the better use of aggregates', UDP/LDF/ LIP policies 'should safeguard wharves with an existing or future potential for aggregates handling and ensure adjacent development is designed accordingly to minimise the potential for conflicts of use and disturbance'. A full review of wharves in London has been undertaken and guidance on Safeguarded Wharves has now been issued by the GLA.
- 13.2 Policy 4C.14 'Freight uses on the Blue Ribbon Network', states 'the Mayor will, and boroughs should, support new development and facilities that increase the use of the Blue Ribbon Network to transport freight and general goods, especially in areas of deficiency'. In addition Policy 3C.24 'Freight strategy' states that 'the Mayor will promote the sustainable development of the full range of road, rail and water-borne freight facilities in London and seek to improve integration between the modes... UDP policies should:

- implement the spatial aspects of the freight element of the Mayor's Transport Strategy as developed by the London Sustainable Distribution Partnership...
- ensure that suitable sites and facilities are made available to enable the transfer of freight to rail and water through the protection of existing sites and the provision of new sites...'

The *London Plan* draft SPG on Industrial Capacity^(B) encourages the development of distribution facilities which will promote the movement of goods by rail or water.

- 13.3 TfL is preparing supplementary guidance alongside the London Freight Plan to assist in planning for the development of freight on London's navigable waterways. These documents will be published late 2007.
- 13.4 Policy 4C.15 'Safeguarded wharves on the Blue Ribbon Network' states that:
- 'The Mayor will, and boroughs should, protect safeguarded wharves for cargo-handling uses, such as inter-port or transshipment movements and freight-related purposes. The Mayor will, and boroughs should, encourage appropriate temporary uses of vacant safeguarded wharves. Temporary uses should only be allowed where they do not preclude the wharf being re-used for cargo-handling uses. Development next to or opposite safeguarded wharves should be designed to minimise the potential for conflicts of use and disturbance.
- The redevelopment of safeguarded wharves should only be accepted if the wharf is no longer viable or capable of being made viable for cargo-handling.'
- 13.5 There is a statutory process for protecting wharves on the River Thames for freight use. This is formalised through safeguarding directions. The original directions by the Secretary of State in 1997 have been reviewed by the Mayor and were subject to consultation in spring 2003. Further details of wharf safeguarding are contained in *Safeguarded Wharves on the River Thames: London Plan Implementation Report*, issued by the GLA in January 2005^(Q).
- 13.6 Any intensification of use on existing wharves (including those safeguarded) must be assessed with regard to its impact on the surrounding land based transport network (rail and road), to ensure there is sufficient capacity to accept the distribution traffic, which will result from the activities on the wharves themselves.

References and further information

- A London Plan Spatial Development Strategy for London, Greater London Authority (February 2004).
- B Industrial Capacity draft Supplementary Planning Guidance, GLA (September 2003).
- C Transport Assessment best practice guidance document, Transport for London (May 2006)
- D Inclusive Mobility, Department for Transport (November 2002).
- E Streetscape Guidance, TfL (August 2005).
- F The Mayor's Children and Young People's Strategy, GLA (January 2004).
- G The Mayor's Transport Strategy, Greater London Authority (July 2001).
- H Accessible Bus Stop Design Guidance, TfL (January 2006).
- I Coach Parking in London, TfL. www.tfl.gov.uk
- J Taxi ranks at major interchanges best practice and guidelines, TfL (March 2003).
- K New Stations: A Guide for Promoters, Strategic Rail Authority (September 2004).
- L Making London a walkable city: The Walking Plan, TfL (February 2004).
- M Creating a chain reaction: The London Cycling Action Plan, TfL (February 2004).
- N London Cycling Design Standards, TfL (May 2005).
- O Cycle Parking Standards: TfL Proposed Guidelines, TfL (2004).
- P Strategic Rail Freight Interchange Policy, Strategic Rail Authority (March 2004).
- Q Safeguarded Wharves on the River Thames: London Plan Implementation Report, GLA (January 2005).
- 1 The planning obligation system is under review. The ODPM has issued circular 05/2005, which replaces the DoE circular 1/97. This circular provides advice on the negotiation of planning obligations, but does not introduce the 'planning charge' or 'planning gain supplement'. These may still be introduced, but will require new legislation. In the event of additional legislation, this supplementary guidance may need to be revisited.
- 2 For example Quality Streets: why good walking environments matter for London's economy (CLP & TfL, 2003).
- 3 TfL Business Plan 2005/06 to 2009/10 and London Travel Report 2006.
- 4 Central London Coach Survey (Summer 2004).
- 5 Details will be released annually by LUL for UDPs/LDFs/LIPs or development proposals as required.

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Public Liaison Unit

Greater London Authority
City Hall
The Queen's Walk
London SE1 2AA

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Greek

Αν θέλετε να αποκτήσετε αντίγραφο του παρόντος εγγράφου στη δική σας γλώσσα, παρακαλείστε να επικοινωνήσετε τηλεφωνικά στον αριθμό αυτό ή ταχυδρομικά στην παρακάτω διεύθυνση.

Turkish

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Punjabi

ਜੇ ਤੁਹਾਨੂੰ ਇਸ ਦਸਤਾਵੇਜ਼ ਦੀ ਕਾਪੀ ਤੁਹਾਡੀ ਆਪਣੀ ਭਾਸ਼ਾ ਵਿਚ ਚਾਹੀਦੀ ਹੈ, ਤਾਂ ਹੇਠ ਲਿਖੇ ਨੰਬਰ 'ਤੇ ਫ਼ੋਨ ਕਰੋ ਜਾਂ ਹੇਠ ਲਿਖੇ ਪਤੇ 'ਤੇ ਰਾਬਤਾ ਕਰੋ:

Hindi

यदि आप इस दस्तावेज की प्रति अपनी भाषा में चाहते हैं, तो कृपया निम्नलिखित नंबर पर फोन करें अथवा नीचे दिये गये पते पर संपर्क करें

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আপনি যদি আপনার ভাষায় এই দলিলের প্রতিলিপি (কপি) চান, তা হলে নীচের ফোন নম্বরে বা ঠিকানায় অনুগ্রহ করে যোগাযোগ করুন।

Urdu

اگر آپ اس دستاویز کی نقل اپنی زبان میں چاہتے ہیں، تو براہ کرم نیچے دئے گئے نمبر پر فون کریں یا دیئے گئے پتے پر رابطہ کریں

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GREATER**LONDON**AUTHORITY

City Hall
The Queen's Walk
London SE1 2AA

www.london.gov.uk
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