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## CHAPTER SIX

# LONDON'S TRANSPORT

6.1 Although transport is arguably central to achievement of all the objectives set out in paragraph 1.53, this chapter sets out policies primarily intended to support delivery of the sixth objective – that London should be:

- **A city where it is easy, safe and convenient for everyone to access jobs, opportunities and facilities** with an efficient and effective transport system which actively encourages more walking and cycling, makes better use of the Thames, and supports delivery of all the objectives of this Plan.

6.2 The Mayor recognises that transport plays a fundamental role in addressing the whole range of his spatial planning, environmental, economic and social policy priorities. It is critical to the efficient functioning and quality of life of London and its inhabitants. It also has major effects – positive and negative – on places, especially around interchanges and in town centres and on the environment, both within the city itself and more widely. Conversely, poor or reduced accessibility can be a major constraint on the success and quality of places, and their neighbourhoods and communities. He is particularly committed to improving the environment by encouraging more sustainable means of transport, through a cycling revolution, improving conditions for walking, and enhancement of public transport.

6.3 The main source of policy on transport is the Mayor's Transport Strategy (MTS). This sets six thematic goals, which link to the six themes of this Plan:

- Supporting economic development and population growth
- Enhancing the quality of life for all Londoners

- Improving the safety and security of all Londoners
- Improving transport opportunities for all Londoners
- Reducing transport's contribution to climate change, and improving its resilience
- Supporting delivery of the London 2012 Olympic and Paralympic Games and its legacy.

Delivery of the Mayor's Transport Strategy will be essential to achievement of the vision and objectives of this Plan, which sets out the spatial development policies that will be needed for implementation of the MTS. Implementation of the policies and proposals in the two documents will be monitored in a co-ordinated way, and an integrated approach will be taken to their review, revision and alteration.

6.4 The Mayor will work closely with the boroughs, Transport for London, Government and the range of other stakeholders with a part to play in delivering safe, efficient and environmentally-friendly transport for London to ensure achievement of the objectives and policies of the Plan and the Mayor's Transport Strategy. These objectives and policies should be taken into account by London boroughs in working together in settling sub-regional transport plans and Local Implementation Plans (LIPs), local development frameworks and other local transport policies and strategies.

6.5 This chapter sets out policies to support integration of transport and development, connecting London and ensuring better streets. It also sets out car and cycle parking standards.

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## Integrating Transport & Development

### POLICY 6.1 STRATEGIC APPROACH

#### Strategic

- A The Mayor will work with all relevant partners to encourage the closer integration of transport and development through the schemes and proposals shown in Table 6.1 and by:
- a encouraging patterns and nodes of development that reduce the need to travel, especially by car – boroughs should use the standards set out in Table 6.2 in the Parking Addendum to this chapter to set maximum car parking standards in DPDs
  - b seeking to improve the capacity and accessibility of public transport, walking and cycling, particularly in areas of greatest demand – boroughs should use the standards set out in Table 6.3 in the Parking Addendum to set minimum cycle parking standards in DPDs
  - c supporting development that generates high levels of trips at locations with high public transport accessibility and/or capacity, either currently or via committed, funded improvements including, where appropriate, those provided by developers through the use of planning obligations (see Policy 8.2).
  - d improving interchange between different forms of transport, particularly around major rail and Underground stations, especially where this will enhance connectivity in outer London (see Policy 2.3)
  - e seeking to increase the use of the Blue Ribbon Network, especially the Thames, for passenger and freight use
  - f facilitating the efficient distribution of freight whilst minimising its impacts on the transport network
  - g supporting measures that encourage shifts to more sustainable modes and appropriate demand management
  - h promoting greater use of low carbon technology so that carbon dioxide and other contributors to global warming are reduced
  - i promoting walking by ensuring an improved urban realm
  - j seeking to ensure that all parts of the public transport network can be used safely, easily and with dignity by all Londoners, including by securing step-free access where this is appropriate and practicable.
- B The Mayor will, and boroughs should, take an approach to the management of streetspace that takes account of the different roles of roads for neighbourhoods and road users in ways that support the policies in this Plan promoting public transport and other sustainable means of transport (including policies 6.2, 6.7, 6.9 and 6.10) and a high quality public realm. Where appropriate, a corridor-based approach should be taken to ensure the needs of street users and improvements to the public realm are co-ordinated.

Table 6.1 Indicative list of transport schemes

Scheme	Description	Scheme cost	Anticipated completion		
			2010-2012*	2013-2020†	Post 2020
<b>Rail</b>					
Crossrail 1	Core scheme: Maidenhead and Heathrow in the west to Shenfield and Abbey Wood in the east	H			
High Speed 1	International services stopping at Stratford	L			
High Speed 1	Enhanced domestic services	L			
High Speed 1	Direct services to a wider range of European destinations (making use of new European infrastructure)	L			
High Speed 2	London to the West Midlands and beyond.	H			
Improved rail freight terminals to serve London	New and/or expanded rail freight terminals to serve London	L			
Improved rail freight routes	Rail link from Barking - Gospel Oak line to West Coast Main Line	M			
Improved rail freight routes	Further capacity enhancement for the Felixstowe - Nuneaton route	M			
Crossrail 1	Westerly extension(s) potentially to Reading/Milton Keynes/ Watford/ Staines (via Airtrack) and/or additional services to Heathrow and West Drayton Easterly extension from Abbey Wood - Gravesend	M			
Chelsea Hackney line	Enhanced southwest - northeast London capacity and connectivity. Scheme detail to be reviewed to ensure maximum benefits and value for money	H			
London Overground	Programme of expansion and enhancement of services, including new orbital services through inner London and new, longer trains by 2012 (June 2010 - Dalston - New Cross, West Croydon and Crystal Palace services start (replacing old East London line)) 2011 - Connection at Dalston to link north east corner to new orbital route (connection between East London Line and North London Line) 2011 - North London Railway 50 per cent capacity increase 2012 - Surrey Quays - Clapham Junction extension, completion of new orbital route	M			
London Overground	Further train lengthening	L			
London Overground	Diversion of Watford Junction services to Stratford (instead of Euston) to release capacity for High Speed 2 at Euston	M			
London Overground	Barking - Gospel Oak line - electrification and train lengthening	L			
West Anglia	Twelve-car capability to Stansted and Cambridge, additional capacity also on inner services (HLOS CP4)	L			

Scheme	Description	Scheme cost	Anticipated completion		
			2010-2012*	2013-2020†	Post 2020
West Anglia	Lee Valley four-tracking leading to increased frequencies to Stansted and local service to Stratford	H			
Thameside South Essex	Twelve-car capability on all routes (HLOS CP4)	M			
Thameside South Essex	Further capacity increases	M			
Chiltern	Enhanced inner suburban service (HLOS CP4)	L			
South Central London	Ten-car capability on inner suburban Twelve-car capability and additional fast services (HLOS CP4)	M/L			
South Central London	Further capacity increases	M			
Southeast London	Train lengthening on services to Cannon Street/ Charing Cross (HLOS CP4)	M			
Southeast London	Further capacity increases	M			
Southwest London	Ten-car capability on inner suburban and Windsor lines (HLOS CP4)	M			
Southwest London	Further capacity increases	M			
Great Western	Train lengthening (HLOS CP4)	L			
Great Western	Electrification and Crossrail Services	H			
Great Northern	Train lengthening (HLOS CP4)	L			
Great Northern	Further capacity increases	L			
Great Eastern	Additional and longer outer services (HLOS CP4). Additional inner services (HLOS CP4)	L			
Great Eastern	Further capacity increases	L			
West Coast	Train lengthening and frequency improvements (HLOS CP4)	L			
West Coast	Further capacity increases	L			
Thameslink	December 2011: 12-car capability on most of mainline and 16 trains per hour through core	H			
Thameslink	End of 2018: 24 trains per hour through core, expanded network	H			
Thameslink	Make greater use of 12-car capability coverage	M			
Rail termini enhancement	Passenger congestion relief/onward movement capacity enhancement works. Schemes under development	M			
Strategic interchanges	Programme of schemes under development	M			
Improved access to enhanced rail services	For example, enhanced bus services and interchange at selected Crossrail and/or Thameslink stations	L			

Scheme	Description	Scheme cost	Anticipated completion		
			2010-2012*	2013-2020†	Post 2020
Airtrack	Link South West Trains network to Heathrow (part-funded)	M			
<b>Tube</b>					
Jubilee line	Jubilee line upgrade in delivery phase to provide additional capacity and improve journey times	M			
Northern line	Phase 1: Northern line upgrade in delivery phase to provide additional capacity and improve journey times by the end of 2012	M			
Northern line	Phase 2: Northern line Upgrade 2 to deliver a further 20 per cent increase in capacity through the simplification and recasting of service patterns	M			
Northern line	Kennington to Battersea to support the regeneration of the Vauxhall/Nine Elms/Battersea area	M			
Victoria line	Victoria line upgrade in delivery phase including new rolling stock and signalling to provide additional capacity and improve journey times	M			
Piccadilly line	Piccadilly line upgrade to provide additional capacity and improve journey times	M			
Sub-Surface Railway (SSR)	Circle, District, Hammersmith & City and Metropolitan lines upgrade (including new air-conditioned rolling stock and new signalling) to provide additional capacity and improve journey times	H			
Metropolitan line	Croxley rail link to Watford Junction	M			
Bakerloo line	Bakerloo line upgrade: Including new energy efficient and high capacity rolling stock and signalling	M			
Bakerloo line	Bakerloo line southern extension; scheme and route under development	H			
Station refurbishment/modernisation programme	Continuing programme of refurbishment/ modernisation of stations	H			
Core asset renewal	Programme of core asset renewal to lock in benefits from the upgrades and maintain assets in a state of good repair	H			
Tube station congestion relief schemes	Congestion relief schemes at Victoria, Tottenham Court Road, Bond Street, Bank (part-funded) and Paddington (Hammersmith & City line)	H			
Further Tube station congestion relief schemes	Targeted station capacity expansion programme	H			

Scheme	Description	Scheme cost	Anticipated completion		
			2010-2012*	2013-2020†	Post 2020
Energy-saving initiatives	Initially, a programme of trials to include low energy lighting, smart electricity metering at stations and low loss conductor rails	L/M			
Regenerative braking and automatic train control	To be implemented as an integral part of the Tube upgrade programme				
<b>DLR</b>					
Network-wide capacity upgrade to three-car services	Enabling a 50 per cent increase in capacity	M			
Extension: Stratford International to Canning Town	To be completed summer 2011	M			
Further DLR network enhancements	Potential extensions and/or capacity increases such as Gallions Reach – Dagenham Dock, Bank to Victoria, Stratford International to Walthamstow Central via Leytonstone, Lewisham to Catford/Catford Bridge/Hither Green, Hayes/Beckenham via Catford	M			
<b>Tramlink</b>					
Tramlink further enhancements	Potential extensions and/or capacity increases	L/M			
<b>Buses and bus transit</b>					
East London Transit	(Phase 1a Ilford – Dagenham Dock completed 2010) Phase 1b (Barking to Dagenham Dock via Barking Riverside), services starting in 2013	L			
Bus network development	Regular review of bus network, including reviews of the strategic priorities underlying the process approximately every five years, (linked to programme for review of the London Plan) to cater for population and employment growth, maintain ease of use, attractive frequencies and adequate capacity, reliable services, good coverage and good interchange with other modes. This would include possibilities for further East London transit schemes	M			
Low emission buses	Intention that all new buses entering London's fleet post 2012 be low emission (initially diesel hybrid)	M			
Bus stop accessibility programme	Improved accessibility of bus stops	L			
Bus priority	Implementation of bus priority measures to maintain service reliability	M			
<b>Cycling</b>					
Central London Cycle Hire scheme	Around 6,000 bikes for hire in central London, scheme opening in 2010	M			

Scheme	Description	Scheme cost	Anticipated completion		
			2010-2012*	2013-2020†	Post 2020
Additional cycle parking	Around 66,000 additional cycle parking spaces in London	L			
Cycle Superhighways	Two initial trial radial routes to central London, followed by further routes	L			
London Cycle Hire scheme enhancement	Expansion of area covered and/or additional bikes in London Cycle Hire scheme	L			
Cycling initiatives in Outer London town centres	Biking boroughs and potential radial cycle highways, additional parking, cycle hire schemes, etc	L/M			
<b>Walking and urban realm enhancements</b>					
Enhanced urban realm and pedestrian environment	London-wide 'better streets' initiatives to improve pedestrian connectivity and urban realm, such as: Brixton Central Square - gyratory removal Exhibition Road - Balanced space scheme Gants Hill - Station Environs Oxford Circus diagonal crossing - improve pedestrian 'flow' and urban realm Woolwich Town Centre - Public realm enhancement	M			
Access to stations and surroundings	Targeted programme of works to improve accessibility and personal security on walk and cycle routes to stations and bus stops	M			
Walking information and campaigns	Walking campaigns, including in '2011 year of walking' that will focus on walking routes, wayfinding, events and activities	L			
Improved Wayfinding	Targeted introduction of on-street wayfinding specifically designed for pedestrians, for example, Legible London				
Increased tree and vegetation coverage	Additional 10,000 street trees by 2012 (funded), with a target of five per cent increase in trees in London's parks, gardens and green spaces by 2025	L			
<b>Roads</b>					
Improved road management to smooth the flow of traffic	Measures to smooth traffic flows, manage congestion and improve journey time reliability for all people and freight movements, and maximise the efficiency of the road system from a business and individual perspective	M/L			
Permit scheme for roadworks	Introduction and development of a permit scheme and land rental scheme aimed at utility companies undertaking roadworks				
Bounds Green (A406)	Safety and environmental improvements	L			
Henlys Corner junction works	Safety improvements, consents yet to be obtained	L			

Scheme	Description	Scheme cost	Anticipated completion		
			2010-2012*	2013-2020†	Post 2020
Renwick Road/ A13	Provision of a grade separated junction, subject to developer funding	M			
Blackwall Tunnel (northbound)	Refurbishment of tunnel, phasing of work to be determined	L			
Removal of Tottenham Hale gyratory	Existing one-way system to be converted to two-way, improved pedestrian crossing and cycling facilities	L			
Further gyratory, one-way system and bottleneck improvement works	Works to improve facilities and conditions for pedestrians and cyclists, and to smooth traffic flow	M			
Achievement of state of good repair of road infrastructure	Ongoing programme of maintenance				
Car club support	Support expansion of car clubs	L			
Low Emissions Zone	Further LEZ enhancements and vehicle coverage	L			
Provision of infrastructure to support low emission road vehicles	Introduction of electric vehicle recharging points by 2013 (funded) – and support distribution networks for alternative fuels including hydrogen and biofuels (unfunded)	L			
Continue to work with Government on road pricing feasibility programme	As appropriate (see para 6.39) review the option of road user charging and/ or regulatory demand management measures to influence a shift to more CO <sub>2</sub> -efficient road vehicles and lower carbon travel options, such as walking, cycling and public transport. Share expertise and engage with development programmes as appropriate	L			
<b>London river services and river crossings</b>					
Encourage improved passenger Thames services	Consistent service standards, examine opportunities for enhanced pier facilities (including at North Greenwich and Isle of Dogs) and development of the River Concordat	L			
New vehicle ferry between Gallions Reach and Thamesmead	To be implemented in advance of a potential fixed link	L			
Promote the use of Thames and other waterways for freight movement	Enable freight access to waterways	L			
New walk/cycle Thames crossings	Including schemes in central London and walk/cycle links to access Isle of Dogs from east and west and access between Greenwich Peninsula and the Royal Docks	M			

Scheme	Description	Scheme cost	Anticipated completion		
			2010-2012*	2013-2020†	Post 2020
New and enhanced road vehicle river crossing(s) in east London (package of measures)	Programme of works under development to improve cross-Thames links in east London	M			
<b>Other</b>					
Transport system climate change adaptation	Risk assess the transport system and prioritise actions to improve resilience and safety to the impacts of climate change	L			
Enhanced travel planning tools	Ongoing enhancements to information availability, including journey planner	L			
Targeted smarter travel initiatives	Smarter travel initiatives to reduce the environmental impact of travel, make more efficient use of limited transport capacity and/or encourage active travel such as walking and cycling	L			
Increased use of travel plans	Increased use and power of travel plans for workplaces, schools and individuals	L			
Continued development and roll-out of TfL Freight Plan initiatives	Town centre and area-based Delivery and Service Plans, Construction and Logistics Plans and promotion of collaborative approaches such as consolidation centres and/or break-bulk	L			
Promotion of freight best practice	Development and incentivisation of membership of the Freight Operators Recognition Scheme and develop functionality of the freight information portal	L			

Key to Table 6.1 Indicative list of transport schemes and proposals

scheme cost      L    low      £0 - £100 million  
                          M    medium    £100 million - £1 billion  
                          H    high      £1 billion +

anticipated completion      \*2012 for TfL Schemes and 2014 for Network Rail Schemes (as per HLOS CP4)  
    †2013 for TfL Schemes and 2015 for Network Rail Schemes (post HLOS CP4)  
    HLOS CP4: High Level Output Statement for Control Period 4 – the Government’s railway investment programme for the period 2009-2014.

funding      funded      unfunded

Source: Transport for London October 2010 (as updated).

- 6.6 The Mayor recognises the need, when planning for where people will live, work, study and pursue leisure activities, to improve movement between these places in an integrated way, emphasising the quality of the public realm, and the safety and comfort of travellers. A similar approach should be taken when planning the location of businesses, taking account of the ways they receive the goods and services they need, and how conveniently they then serve their customers. For a range of policy reasons, the best option is to reduce the distances involved, in turn reducing the need for the transport system to accommodate unnecessary travel demands: this principle underlies many of the spatial proposals set out in Chapter Two (particularly, perhaps, as regards outer London). However, this is not always possible in a complex urban environment like London's, with its specialist clusters of economic, social, educational and leisure activities and its unique place in the wider south-east of England. Moreover even with greater locational efficiencies, consideration has to be given to providing additional transport capacity needed to support London's growth, and to ensuring that the most is made of existing transport infrastructure by smoothing traffic flows and travel planning.
- 6.7 This close co-ordination of land use and transport planning is crucial to effective and sustainable spatial development and is supported by the approach taken by the Government in PPG 13: Transport. This states that planning has a key role in delivering the Government's integrated transport strategy. Shaping the pattern of development and influencing the location, scale, density, design and mix of land uses, can help reduce the need to travel and the length of journeys, and make it safer and easier for people to access jobs, shopping, leisure facilities and services by public transport, walking, and cycling.
- 6.8 These approaches, individually and cumulatively, help achieve the aims of reducing the need to travel and offering alternatives to the car – key objectives of PPG13. Ground based transport is a major source of carbon dioxide emissions; reducing trip lengths, promoting the use of electric and other low carbon vehicles and using more sustainable modes (cycling and walking in particular – see policies 6.9 and 6.10 below) have important roles to play in helping to tackle climate change. In May 2009 the Mayor produced an Electric Vehicle Delivery Plan for London<sup>1</sup> that is seeking to develop a network of 25,000 charging points across London by 2015. This will be achieved mainly by retro-fitting but also by promoting provision in new developments. The use of travel plans can help reduce emissions by promoting alternatives to the car. Ensuring the most efficient forms of transport freight and making deliveries through modern logistics techniques will also be important. The Mayor is committed to increasing the use of the Blue Ribbon Network for both passengers and freight transport. Specific policies to promote this are contained in Chapter 7.
- 6.9 London's unique national and global role, and its specialism in higher value sectors of the economy, have resulted in an extended labour market catchment area. London's projected longer-term growth in employment and population will result in an increase in overall travel – increasing from 24 million to over 27 million trips per day by 2031. The policies in this Plan and the Mayor's Transport Strategy (and in particular the schemes and proposals shown in Table 6.1) aim to minimise this growth in travel and ensure it occurs in a sustainable way.

6.10 Future transport policies, proposals and projects should be developed and implemented in order to support the spatial priorities set out in this Plan (see Chapters One and Two). In particular to support:

- London's world city status by maintaining and improving its links with the rest of the world, including through taking a balanced and sustainable approach to additional airport capacity in south-east England (see Policy 6.6 below) and the development of rail and road links between London, neighbouring regions and the rest of the United Kingdom
- outer London in increasing the contribution it makes to London's economic success, and to making the capital a better place to live, work, study or visit – in particular supporting the success of its network of diverse town centres and enhancing the contribution these make to the neighbourhoods and communities in surrounding areas (see Policy 2.8)
- the development and continued growth of inner London in ways that improve the quality of local environments and enable deprived communities to access jobs and other opportunities and facilities they need
- central London's accessibility and environment
- the sustainable development of new communities in east London, to support the successful delivery of the 2012 Olympic and Paralympic Games and to secure a lasting legacy from the Games
- the development of the opportunity areas and areas for intensification identified in Chapter 2 of this Plan
- an integrated, environmentally-friendly and sustainable approach to freight and deliveries.

6.11 High quality facilities for easy interchange have a major role to play both in ensuring

effective working of transport networks and in shaping the places where they are located. They can also provide new development opportunities, enabling efficient use of land in places with high levels of accessibility – and for development to help contribute to the cost of new infrastructure. Realising these benefits requires close working between transport providers, local authorities, developers and, where appropriate, the Mayor.

## **POLICY 6.2 PROVIDING PUBLIC TRANSPORT CAPACITY AND SAFEGUARDING LAND FOR TRANSPORT**

### **Strategic**

A The Mayor will work with strategic partners to:

- a improve the integration, reliability, quality, accessibility, frequency, attractiveness and environmental performance of the public transport system
- b co-ordinate measures to ensure that the transport network, now and in the future, is as safe and secure as reasonably practicable
- c increase the capacity of public transport in London over the Plan period by securing funding for and implementing the schemes and improvements set out in Table 6.1.

### **Planning decisions**

B Development proposals that do not provide adequate safeguarding for the schemes outlined in Table 6.1 should be refused.

### **LDF preparation**

C Boroughs and any other relevant partners must ensure the provision of sufficient land, suitably located, for the development

of an expanded transport system to serve London's needs by:

- a safeguarding in DPDs existing land used for transport or support functions unless alternative facilities are provided that enables existing transport operations to be maintained
- b identifying and safeguarding in DPDs sites, land and route alignments to implement transport proposals that have a reasonable prospect of provision, including those identified in Table 6.1.

- 6.12 Travel by public transport needs to be improved to increase its appeal relative to the car, and the objectives set out in Policy 6.2 need to be addressed to improve the attractiveness of the current and future network for passengers. Boroughs need to safeguard the current range of land in transport uses and allocate land in their relevant development plan documents so that the schemes in Table 6.1 can be implemented. Paragraph 4.10 of PPS 12 (June 2008) is clear that boroughs should safeguard land where there is a reasonable prospect of provision, and inclusion in the table should be taken as evidence that this is the case. Boroughs who have all or part of any of the transport schemes identified in table 6.1 of the Plan in their area should check their status with TfL before they bring forward relevant DPDs so they can assess what degree of safeguarding they should put in their plans, in accordance with PPS12.
- 6.13 Securing the land needed for transport (for a range of purposes, from ventilation shafts to facilities for bus drivers), and protecting it from development, has proved difficult in London. This pressure had been felt most in the places where land is most required. Release of this transport land should only occur in consultation with the relevant transport organisations, and where alternative

transport uses for the site concerned have been fully explored. The Mayor will consider the need to issue updated supplementary guidance on Land for Transport Functions.

### **POLICY 6.3 ASSESSING EFFECTS OF DEVELOPMENT ON TRANSPORT CAPACITY**

#### **Planning decisions**

- A Development proposals should ensure that impacts on transport capacity and the transport network, at both a corridor and local level, are fully assessed. Development should not adversely affect safety on the transport network.
- B Where existing transport capacity is insufficient to allow for the travel generated by proposed developments, and no firm plans exist for an increase in capacity to cater for this, boroughs should ensure that development proposals are phased until it is known these requirements can be met, otherwise they may be refused. The cumulative impacts of development on transport requirements must be taken into account.
- C Transport assessments will be required in accordance with TfL's *Transport Assessment Best Practice Guidance* for major planning applications. Workplace and/or residential travel plans should be provided for planning applications exceeding the thresholds in, and produced in accordance with, the relevant TfL guidance. Construction logistics plans and delivery and servicing plans should be secured in line with the London Freight Plan and should be co-ordinated with travel plans.

#### **LDF preparation**

- D Boroughs should take the lead in exploiting opportunities for development in areas

where appropriate transport accessibility and capacity exist or is being introduced. Boroughs should facilitate opportunities to integrate major transport proposals with development in a way that supports London Plan priorities.

- E LDFs should include policies requiring transport assessments, travel plans, construction logistics and delivery/servicing plans as set out in C above.

6.14 Allowing development, either individually or cumulatively, that would place an unacceptable burden on either the public transport network and/or the road network would be contrary to the objective of sustainable development. Phasing development (where this is appropriate), the use of travel plans and addressing freight issues may all help reduce the impact of development on the transport network and reduce emissions of gases that contribute to climate change.

6.15 In practical terms, this means ensuring that new developments that will give rise to significant numbers of new trips should be located either where there is already good public transport accessibility with capacity adequate to support the additional demand or where there is a realistic prospect of additional accessibility or capacity being provided in time to meet the new demand. This principle should be reflected in the documentation submitted by applicants and in decisions on planning applications, with appropriate use made of planning conditions, planning obligations and, in due course, the Community Infrastructure Levy to ensure a joined-up approach to transport demand and availability of capacity.

## Connecting London

### **POLICY 6.4 ENHANCING LONDON'S TRANSPORT CONNECTIVITY**

#### **Strategic**

- A The Mayor will work with strategic partners in neighbouring regions to:
- a ensure effective transport policies and projects to support the sustainable development of the London city region and the wider south east of England
  - b develop efficient and effective cross-boundary transport services and policies – including exploring the scope for high speed rail services reducing the need for short- and some medium-haul air travel.
- B The Mayor will work with strategic partners to improve the public transport system in London, including cross-London and orbital rail links to support future development and regeneration priority areas, and increase public transport capacity by:
- a implementing Crossrail, the Mayor's top strategic transport priority for London (see Policy 6.5 and paragraph 6.21)
  - b completing upgrades to, and extending, the London Underground network
  - c implementing a high frequency Londonwide service on the national rail network
  - d enhancing the different elements of the London Overground network to implement an orbital rail network
  - e completing the Thameslink programme
  - f developing the Chelsea–Hackney line (Crossrail 2) later in the plan period
  - g improving and expanding London's international and national transport links for passengers and freight (for example, High Speed 2)

- h seeking improved access by public transport to airports, ports and international rail termini
- i improving the reliability, quality and safety of inter-regional rail services including domestic services for commuters, while safeguarding services within London
- j enhancing the Docklands Light Railway and Tramlink networks
- k providing new river crossings

#### LDF preparation

- C DPDs should identify development opportunities related to locations which will benefit from increased public transport accessibility.

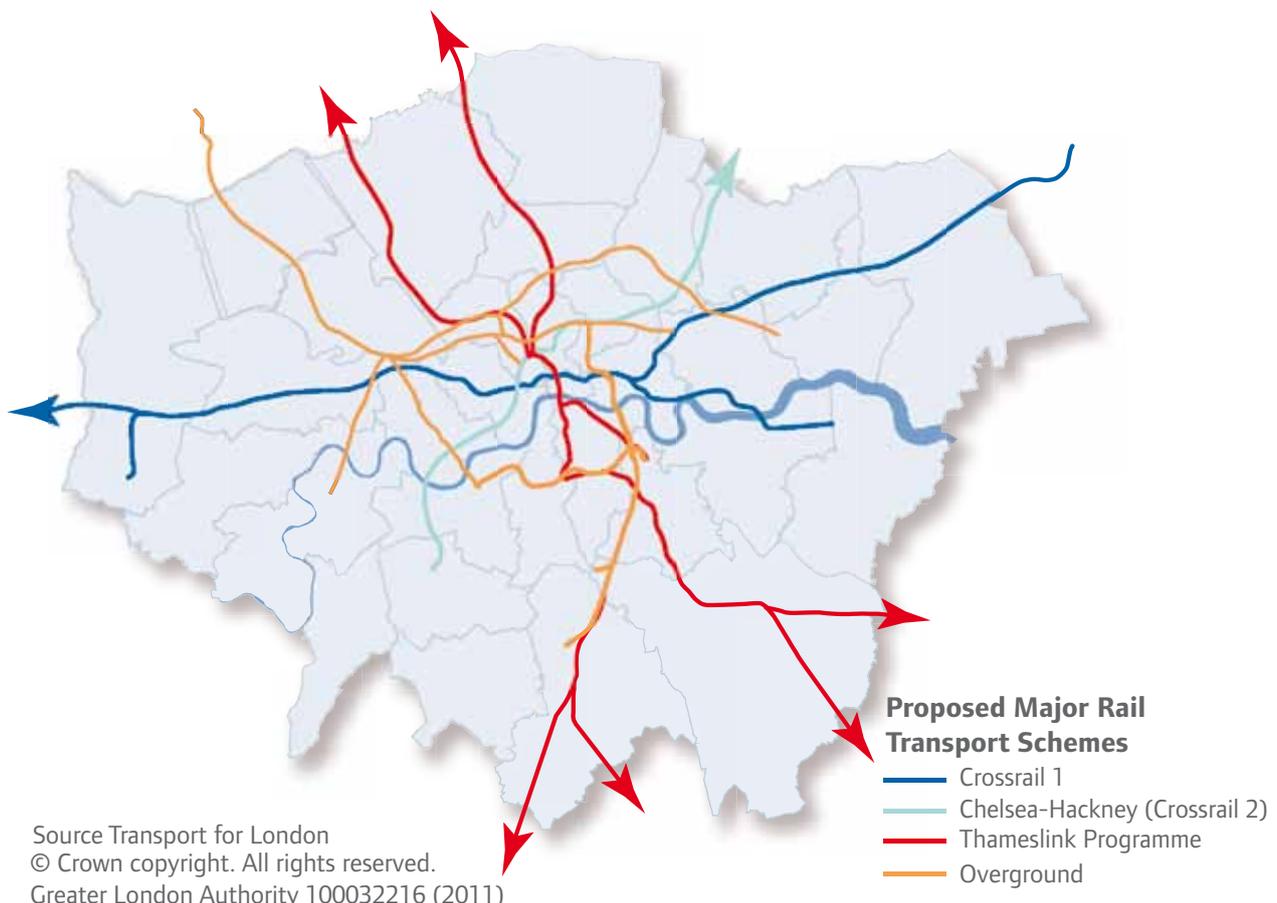
6.16 London's workers and visitors come from far and wide, so its public transport 'offer' does not begin or end at its boundaries. Improving accessibility and capacity within the greater

south east of England and beyond will help London maintain its attractiveness as a place to work, visit and do business. Map 6.1 sets out a number of the larger transport schemes, over the period of the Plan.

6.17 The Mayor will work closely with Government and with the local and sub-regional authorities and bodies in the East and South East of England to develop and implement transport policies and projects to support the sustainable development of the London city region and the wider south-east of England, and to develop co-ordinated approaches to cross-boundary transport policy-making and services. In particular, the Mayor supports the principle of improved port and airport capacity in south-east England.

6.18 The Thameslink Upgrade, expected to be completed by 2018, is a significant enhancement of cross-London capacity.

**Map 6.1 Major transport schemes**



It will connect north and south, linking King's Cross, Blackfriars and London Bridge, enable more through journeys and improve interchange at King's Cross and London Bridge. Despite the committed investment in London's Underground and National Rail network (such as Crossrail and Thameslink), forecast demand shows that crowding and congestion remains a significant issue along the northeast to southwest corridor across central London. To help to address this, a route for a new line, commonly known as the Chelsea-Hackney Line (and often referred to as Crossrail 2) has been safeguarded across London. It is essential that this safeguarding remains in place to protect this important new line, which would provide significant new rail capacity and congestion relief to existing rail and Tube lines. TfL is currently engaged in a review of such a potential line, including considering alternative route alignments, in order to ensure it will be able to provide the maximum benefits and value for money for the investment needed to build it.

- 6.19 Proposals for a second High Speed line to link the centre of London with Birmingham are currently being considered by Government, in the first instance, as part of a possible wider domestic high speed rail network. This is based on a detailed set of proposals developed by High Speed Two, the company set up by the Department for Transport (DfT) to investigate options for a new high speed line from London to the West Midlands and potentially beyond. According to the DfT's High Speed Rail Command Paper, published in March 2010, such a new line could deliver well over £2 of benefits for every £1 spent on building the line, in addition to providing journey times of 49 minutes from central Birmingham to central London. Extended north from Birmingham, to Manchester and Leeds (in a "Y" shaped network), it could offer journey times of around 75 minutes between both cities and London, as well as

releasing significant capacity on the existing West Coast Main Line (and other routes) for more commuter and freight services. The current plans allow access to Heathrow via a connection with Crossrail in West London, providing the potential for improved connectivity between Heathrow Airport and other parts of the UK by high speed rail, pending longer term construction of a spur or loop to serve Heathrow directly. Options for connectivity to Heathrow are subject to the results of public consultation.

- 6.20 The Mayor is developing proposals for further new and enhanced river crossings in east London to improve accessibility and the resilience of local transport networks, support economic growth in the area and link local communities (see also paragraph 6.41). These will complement the Jubilee Line crossings, DLR Lewisham and Woolwich extensions, the re-opened crossing of the extended East London Line and the further cross-river public transport capacity provided by Crossrail and will include:

- a new cable car-based crossing linking Greenwich Peninsula with the Royal Docks;
- a new road-based tunnel crossing between the Greenwich Peninsula and Silvertown (see paragraph 6.41);
- consideration of ferry-based options east of a crossing at Silvertown; and
- consideration over the longer term of a fixed link at Gallions Reach

These will help ensure a range of pedestrian, cycle and road-based Thames crossings.

**POLICY 6.5  
FUNDING CROSSRAIL AND OTHER  
STRATEGICALLY IMPORTANT  
TRANSPORT INFRASTRUCTURE**

**Strategic, Planning decisions and LDF preparation**

- A In view of the strategic regional importance of Crossrail to London's economic regeneration and development, and in order to bring the project to fruition in a suitably timely and economic manner, contributions will be sought from developments likely to add to, or create, congestion on London's rail network that Crossrail is intended to mitigate. This will be through planning obligations, arrangements for the use of which will be established at strategic level, in accordance with relevant legislation and policy guidance.
- B The Mayor will provide guidance for boroughs and other partners for the negotiation of planning obligations requiring, where appropriate, developers to contribute towards the costs of funding Crossrail having regard to:
- a the requirement for contributions from development of up to £600 million under the arrangements for funding Crossrail agreed with Government
  - b central Government policy and guidance
  - c strategic and local considerations
  - d the impacts of different types of development in particular locations in contributing to transport needs, and
  - e economic viability of each development concerned.
- C In addition, the Mayor has produced guidance on the *Use of Planning Obligations in the Funding of Crossrail* which should be taken into account in the handling of planning applications. The guidance includes:
- a criteria for identifying developments in respect of which Crossrail contributions should be required in accordance with national policy guidance
  - b standard charges and formulae for calculating fair and reasonable contributions to be sought and guidance on how these should be applied in specific localities and different kinds of development
  - c the period over which contributions will be sought and arrangements for periodic review.
- D The Mayor will, when considering relevant planning applications of potential strategic importance, take account of the existence and content of planning obligations supporting the funding of Crossrail among other material planning considerations.
- E The approach outlined in this Policy could where appropriate also be applied to other transport infrastructure of regional strategic importance to London's economic regeneration and development and other objectives of this Plan (such as extension of the Northern Line to Battersea). Any proposal of this kind will have regard to the issues outlined above.
- LDF preparation**
- F In consultation with the Mayor boroughs should seek to identify in their DPDs particular sites and sub-areas where contributions are likely to be appropriate and should be sought.
- 6.21 Crossrail is essential to delivery of the strategic objectives of this Plan. Demand for public transport into and within central London is nearing capacity, with crowding on Network Rail services and on London Underground routes towards the West End, the City and Isle of Dogs. The employment growth expected over the period covered by

this Plan will further increase demand. Unless this is addressed, continued development and employment growth in central and eastern London will be threatened. In particular, Crossrail is critical to supporting the growth of the financial and business services sectors in central London and in the Isle of Dogs, where there is market demand for additional development capacity. It will also provide much-needed additional transport capacity to the West End, where it will support the future development of that area as London's premier retail and leisure location. The scheme will also improve links to Heathrow, thereby supporting connections for London's global businesses. By linking these areas, Crossrail will help reinforce the development of London's economic and business core. It is also crucial to the realisation of regeneration and intensification opportunities around key interchanges within the Central Activities Zone and to its east and west. Crossrail will make a vital contribution to improving the accessibility and attractiveness of the Thames Gateway to the east of the Isle of Dogs, through its cross-river link to south-east London and connection with the DLR network (including to a potential DLR extension to Dagenham Dock). It is expected that Crossrail will be operational in 2018.

- 6.22 It will be important that other public investment is co-ordinated to maximise these benefits. To this end, the GLA Group is seeking to identify and prioritise potential interventions that would give further regeneration benefits to the areas around key Crossrail stations.
- 6.23 Given the strategic regional importance of Crossrail, and that the funding arrangements for the scheme announced by Government makes clear that it will not proceed without contributions from developers, the use of planning obligations to secure resources to support funding Crossrail from developments

that give rise to additional demand for public transport that Crossrail will help address is appropriate in terms of Government guidance (currently Office of the Deputy Prime Minister Circular 5/2005) and other policies in this Plan. The funding agreement for Crossrail between the Mayor, Transport for London and the Government envisages that a total of £600 million might be raised towards the cost of the project from developers, as follows:

- £300 million from use of planning obligations or any similar system that might replace them; and
- £300 million from the Community Infrastructure Levy (see Chapter 8).

- 6.24 Policy 6.5 relates to the first of these sums. The Mayor has brought forward supplementary planning guidance setting out detailed advice about the principles to be applied to this end, including timing and phasing, pooling arrangements, formulae to fix 'indicative contribution levels' and how they will be applied in specific localities and to particular kinds of development. This guidance takes appropriate account of relevant legislation and policy guidance.
- 6.25 Contributions will be sought in respect of developments in central London, the northern part of the Isle of Dogs and around Crossrail stations (the extent of the relevant areas are set out in the supplementary guidance) which include an increase in the amount of office, retail and hotel floorspace. They will also be sought from developments in the rest of London where this is appropriate under Government guidance, policies in this Plan and in local development frameworks. This approach has been taken in order to ensure contributions are sought from the uses that make the most significant contribution to congestion on the rail network. Any changes by the

Mayor to the indicative levels of contribution would be made through new supplementary guidance, and this would be the subject of full consultation. Any new figure would be set to take account of the effect it might have on the viability of development, through considering development benchmarks set in this Plan (in Policy 4.2, with regard to offices for example) and associated guidance. The selected approach will ensure that contributions are sought only from developments which create, or add to, congestion on London's rail network.

- 6.26 Once fully implemented, the proposed Community Infrastructure Levy will be also used to raise resources to help fund Crossrail (see Policy 8.3).
- 6.27 There will be other transport infrastructure necessary to support the sustainable development of strategically important parts of London, particularly to enable the maximum contribution towards delivery of the strategy and policies in this Plan. One example is a proposal for the extension of the Northern Line to serve the Battersea area. This would be needed to realise the full potential of the Vauxhall, Nine Elms and Battersea Opportunity Area, delivering at least 10,000 new homes, 15,000 jobs and regeneration of Battersea Power Station. A similar approach to seeking funding contributions from development may be considered where appropriate, consistent with Government guidance on the use of planning obligation and subject to consultation.

## **POLICY 6.6 AVIATION**

### **Strategic**

- A Adequate airport capacity serving a wide range of destinations is critical to the competitive position of London in a global economy. Airport capacity serving the

capital and wider south east of England must be sufficient to sustain London's competitive position.

### **B The Mayor:**

- a strongly opposes any further expansion at Heathrow involving an increase in the number of aircraft movements there, due to the adverse noise and air quality impacts already being experienced by residents and others in the vicinity of Heathrow and its environs
- b supports improvements of the facilities for passengers at Heathrow and other London airports in ways other than increasing the number of aircraft movements, particularly to optimise efficiency and sustainability, enhance the user experience, and to ensure the availability of viable and attractive public transport options to access them.

- C The aviation industry should meet its full environmental and external costs. Airport operators should increase the share of access journeys by passengers and staff made by sustainable means, minimize the impacts of airport servicing and onward freight transport, and take full account of environmental impacts when making decisions on patterns of aircraft operation.

### **Planning decisions**

- D Development proposals affecting airport operations or patterns of air traffic (particularly those involving increases in the number of aircraft movements) should:
- a give a high priority to sustainability and take full account of environmental impacts (particularly noise and air quality)
  - b promote access to airports by travellers and staff by sustainable means, particularly by public transport.

E Development proposals for heliports should be resisted, other than for emergency services.

6.28 A number of factors contribute to London's position as a world city. One of them is its connectivity by air for business, trade, inward investment and tourism. The Mayor does not wish to prevent people from flying or undermine London's competitive position, and he does recognise the need for additional runway capacity in the south-east of England. However, he agrees with the Government that the noise problems and poor air quality at Heathrow have reached such levels that further increases in the number of air traffic movements there are untenable. He supports the Government statement of 7 September 2010 opposing mixed-mode operations and supporting runway alteration, westerly preference and related measures to mitigate noise effects on local communities. He also supports phasing out of scheduled air traffic movements during the night-time quota period. Thus, there is a need for a thorough reappraisal of airport policy in the south-east of England. Within this commitment, however, he supports improvements to London's airports that will ensure they can be used to optimum efficiency while not necessarily increasing the number of air traffic movements – improving the facilities available to passengers and providing them with the kind of experience that befits a world city, and also ensuring the availability of a range of public transport options for getting to and from airports. Development proposals which affect airport operations (particularly those involving an increase in the number of air traffic movements) should be carefully scrutinised, and particular attention should be given to environmental impacts.

6.29 The Government has established a South East Airports Task Force to explore the scope

for measures to make the most of existing airport infrastructure and improve conditions for passengers. This is at an early stage of its work, and the Mayor will monitor its progress and bring forward alterations to this Plan as necessary. In the meantime, the Mayor will continue to work with partners in neighbouring regions to ensure that existing aviation infrastructure is used to its fullest extent before more expensive and damaging courses are pursued. Wherever runway capacity is located, the Mayor strongly supports efforts to make aviation less environmentally harmful, and promotion of more environmentally sustainable means of accessing airports through ensuring viable and attractive public transport alternatives for travellers – including the proposed High Speed 2 link. The provision of additional public transport capacity to serve the airports should not be to the detriment of non-airport passengers.

6.30 The noise impacts from helicopters can be considerable in an urban environment like London, where there are few locations where a heliport could be located without having major impacts on residents. Accordingly, proposals for new heliports should be resisted.

## **POLICY 6.7 BETTER STREETS AND SURFACE TRANSPORT**

### **Strategic**

A The Mayor will work with TfL and boroughs to implement Londonwide improvements to the quality of bus, bus transit and tram services.

### **LDF preparation**

B DPDs should promote bus, bus transit and tram networks, including:

- a allocating road space and providing high levels of priority on existing or proposed routes
- b ensuring good access to and within areas served by networks, now and in future
- c ensuring direct, secure, accessible and pleasant walking routes to stops
- d implementing TfL's *Accessible Bus Stop Design Guidance*
- e ensuring standing, garaging and drivers' facilities are provided where needed
- f making provision for retaining or creating new interchanges where appropriate.

6.31 Buses are, and are likely to remain, the dominant mode of public transport in London, particularly in outer London (see Policy 2.8). Ensuring that the needs of the bus (or bus transit or trams) are catered for will help to deliver an improved journey for bus passengers, leading to a virtuous circle of increasing bus use. There are two other road-based public transport modes, bus transits and trams, which share many of the characteristics of buses. As such the approach to all three modes is essentially the same. The bus transit scheme in east London will boost public transport capacity. Trams also play an important role in outer south London. As well as seeking improvements to the quality of service and capacity provided by the Tramlink network the Mayor will investigate potential benefits of extensions to it. TfL will undertake reviews of the strategic priorities for the bus network approximately every five years to ensure it reflects the pace of development in London, responds to the challenges and opportunities of growth, and aligns with the London Plan.

## POLICY 6.8 COACHES

### Strategic

- A The Mayor will work with all relevant partners to investigate the feasibility of developing a series of coach hubs or the potential for alternative locations for coach station facilities to provide easier access to the coach network, while retaining good access to central London for coach operators.

6.32 The Mayor will investigate the feasibility of developing a series of coach hubs to reduce the impact in and around Victoria and reduce the distances people need to travel to change to and from the coach.

## POLICY 6.9 CYCLING

### Strategic

- A The Mayor will work with all relevant partners to bring about a significant increase in cycling in London, so that it accounts for at least 5 per cent of modal share by 2026. He will:
  - a identify, promote and complete the Cycle Super Highways shown on Map 6.2
  - b implement the central London cycle hire scheme and identify potential sites for expansion and/or additional stand alone schemes in outer London.

### Planning decisions

- B Developments should:
  - a provide secure, integrated and accessible cycle parking facilities in line with the minimum standards set out in Table 6.3
  - b provide on-site changing facilities and showers for cyclists
  - c facilitate the Cycle Super Highways shown on Map 6.2

- d facilitate the central London cycle hire scheme.

**LDF preparation**

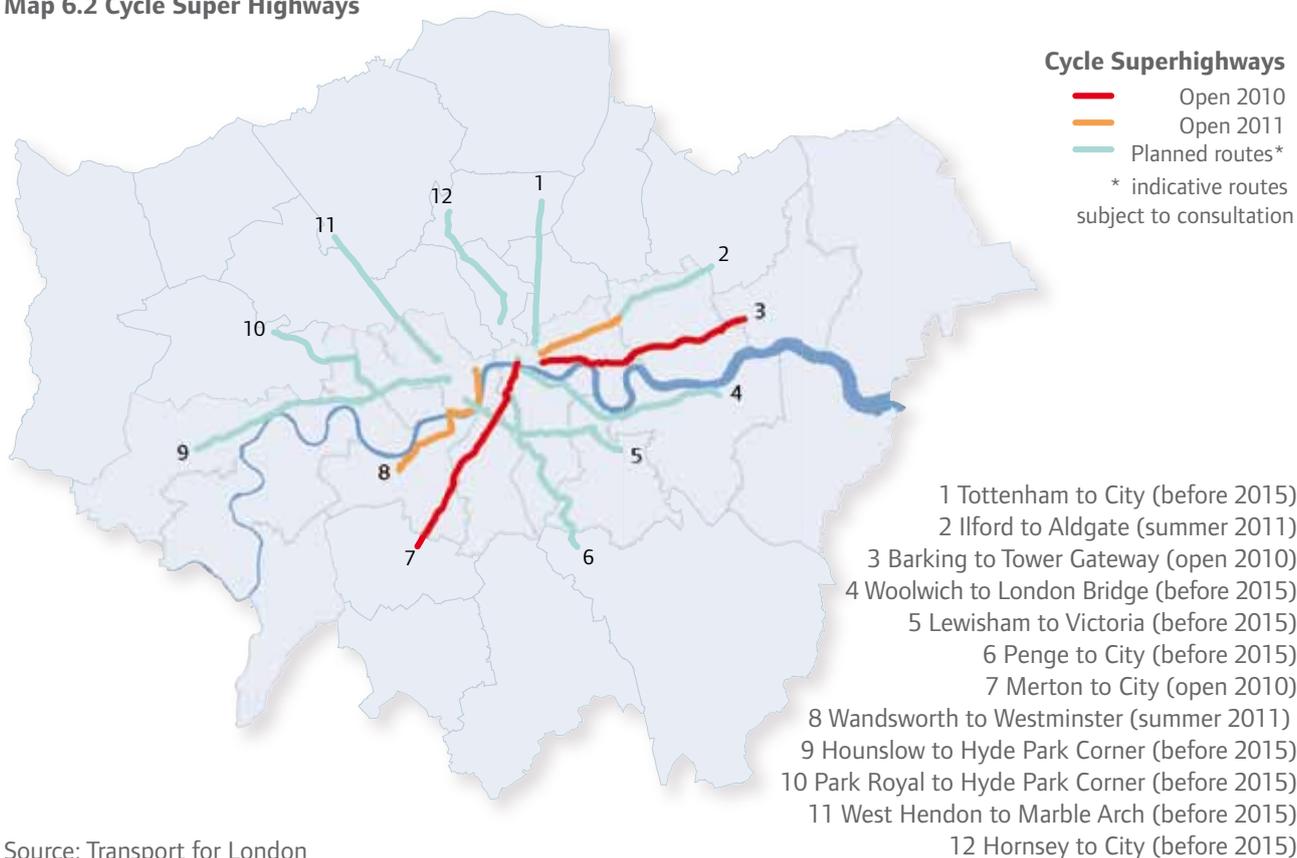
**C** DPDs should:

- a identify, promote and facilitate the completion of the relevant sections the Cycle Super Highways shown on Map 6.2 as well as borough routes
- b identify and safeguard sites for cycle docking stations to expand the Mayor's London cycle hire scheme
- c identify and implement safe and convenient direct cycle routes to town centres, transport nodes and other key uses such as schools
- d implement secure cycle parking facilities in line with the minimum standards set out in Table 6.3 or implement their own cycle parking standards to provide higher levels of cycle parking where local circumstances allow.

6.33 The Mayor is committed to seeing a revolution in cycling in London. The quality and safety of London's street environment should be improved to make the experience of cycling more pleasant and an increasingly viable alternative to the private car. By providing safe and attractive routes that are easy to navigate people may be encouraged to cycle more, which will have health benefits for them and also help tackle climate change. Cycle Super Highways will do this by developing 12 routes into central London.

6.34 Boroughs should further promote cycling by rolling out provision for the Mayor's cycle hire scheme, and through the delivery of cycle routes and other infrastructure, such as cycle parking. Phase one of the Mayor's Cycle Hire Scheme has delivered 6,000 bikes and 400 docking stations across the Zone 1 area, available 24 hours a day, 7 days a week. The scheme covers 45 square kilometres of the capital from Notting Hill Gate to Wapping

**Map 6.2 Cycle Super Highways**



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and from Regents Park to Kennington. In March 2011 the Mayor announced the extension of the scheme eastwards in time for the 2012 Games, with 2,500 more bikes and 4,200 docking stations across an area stretching as far as the edge of the Olympic Park and down to the Isle of Dogs.

- 6.35 New developments should provide cycle parking and changing facilities to encourage more cycling. Planning briefs and masterplans should include principles to encourage a high quality, connected environment for cyclists. Larger developments will need to address the needs of both long stay (staff, residents) and short stay (visitor) cyclists.
- 6.36 The Mayor wants to enhance the conditions for cycling by improving the quality of the cycling network and improving the safety of, priority for, and access to, cycling. This includes reducing bicycle theft, a major deterrent to cycling. Locating cycle parking as close as possible to building entrances can encourage passive surveillance, as can lighting. The *London Cycling Design Standards* (TfL 2005) sets out good practice and endorses Sheffield stands for on street parking. A popular alternative is the CaMden stand. Whichever stand is chosen, it should allow for parking on either side, as this provides additional capacity. TfL intend to publish a compendium of good practice on cycle parking.

## **POLICY 6.10 WALKING**

### **Strategic**

- A The Mayor will work with all relevant partners to bring about a significant increase in walking in London, by emphasising the quality of the pedestrian and street environment, including the use of shared space principles – promoting

simplified streetscape, decluttering and access for all.

### **Planning decisions**

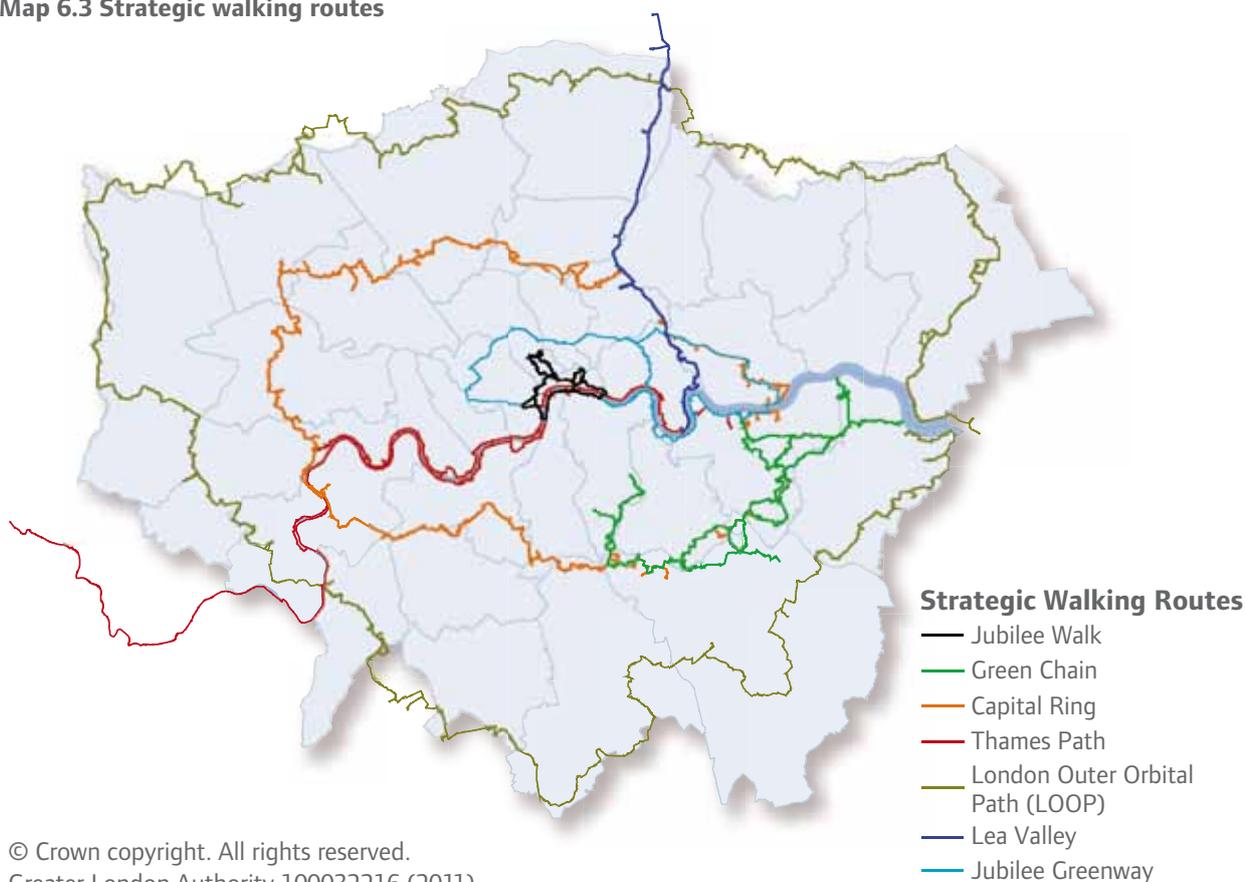
- B Development proposals should ensure high quality pedestrian environments and emphasise the quality of the pedestrian and street space.

### **LDF preparation**

- C DPDs should:
- a identify, promote and complete the relevant sections of the strategic walking routes shown on Map 6.3, as well as borough routes
  - b identify and implement accessible, safe and convenient direct routes to town centres, transport nodes and other key uses
  - c promote the ‘Legible London’ initiative to improve pedestrian wayfinding
  - d provide for the undertaking of audits to ensure that the existing pedestrian infrastructure is suitable for its proposed use
  - e encourage a higher quality pedestrian and street environment, including the use of shared space principles such as simplified streetscape, decluttering, and access for all.

- 6.37 The Mayor is also committed to a substantial increase in walking in London. To this end, the quality and safety of London’s pedestrian environment should be improved to make the experience of walking more pleasant and an increasingly viable alternative to the private car (see also policies on an inclusive environment (Policy 7.2) and the public realm (Policy 7.5). By providing safe and attractive routes that are easy to navigate, such as the seven strategic walking routes, people will be encouraged to walk more, which will have safety, economic and health benefits for them and also help tackle climate change

Map 6.3 Strategic walking routes



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Greater London Authority 100032216 (2011)

and support the viability of town centres. 'Legible London' is a pedestrian wayfinding system, developed by Transport for London (TfL), to support walking journeys around the capital. By providing clear, comprehensive and consistent information the system gives pedestrians the confidence to attempt more journeys on foot. The system uses map-based information, presented in a range of formats including on-street signs. The signs have been designed to enhance the urban realm and sit comfortably in a range of London settings. The Mayor is keen to promote street trees, and proposals for public realm improvements should include additional planting, while avoiding removing trees to further decluttering.

6.38 Planning briefs and masterplans should include means of encouraging a high quality, connected pedestrian environment. Walking issues should be addressed in development

proposals, to ensure that walking is promoted and that street conditions, especially safety, security and accessibility for disabled people, are enhanced. The 2005 *Improving Walkability*<sup>2</sup> guidance aims to ensure that the 'walkability' of a place can be characterised by the 5Cs - walking networks and facilities should be connected, convivial, conspicuous, comfortable and convenient.

**POLICY 6.11  
SMOOTHING TRAFFIC FLOW AND  
TACKLING CONGESTION**

**Strategic**

A The Mayor wishes to see DPDs and Local Implementation Plans (LIPs) take a co-ordinated approach to smoothing traffic flow and tackling congestion. The Mayor will use his powers where appropriate.

**LDF preparation**

- B DPDs should develop an integrated package of measures drawn from the following:
- a promoting local services and e-services to reduce the need to travel
  - b improving the extent and quality of pedestrian and cycling routes
  - c making greater use of the Blue Ribbon Network
  - d improving the extent and quality of public transport
  - e developing intelligent transport systems to convey information to transport users
  - f developing integrated and comprehensive travel planning advice
  - g promoting and encouraging car sharing and car clubs
  - h smoothing traffic flow to improve journey time reliability
  - i applying corridor management to ensure that the needs of street users and improvements to the public realm are dealt with in a co-ordinated way
  - j promoting efficient and sustainable arrangements for the transportation and delivery of freight.

6.39 Smoothing traffic flow is the Mayor's broad approach to managing road congestion, improving traffic journey time, reliability and predictability. There is an urgent need to smooth traffic flow and reduce congestion and traffic levels, as these have detrimental impacts on health, climate change and the economy. Improved public transport, better management of the road network, smarter travel initiatives and support for a shift to walking and cycling, in accordance with the policies in this Plan and the Mayor's Transport Strategy, will help mitigate the congestion impacts of population and economic growth. This approach will ensure more reliable journey times on the road network than would otherwise be the case and help reduce emissions of carbon dioxide

and air pollutants. If these measures prove unsuccessful the principle of the road-user charging as a demand management tool may need to be examined, but the Mayor has made clear his view that he does not envisage doing so during his term of office.

### **POLICY 6.12 ROAD NETWORK CAPACITY**

**Strategic**

- A The Mayor supports the need for limited improvements to London's road network, whether in improving or extending existing capacity, or providing new links, to address clearly identified significant strategic or local needs.

**Planning decisions**

- B In assessing proposals for increasing road capacity, including new roads, the following criteria should be taken into account:
- a the contribution to London's sustainable development and regeneration including improved connectivity
  - b the extent of any additional traffic and any effects it may have on the locality, and the extent to which congestion is reduced
  - c how net benefit to London's environment can be provided
  - d how conditions for pedestrians, cyclists, public transport users, freight and local residents can be improved
  - e how safety for all is improved.
- C Proposals should show, overall, a net benefit across these criteria when taken as a whole. All proposals must show how any dis-benefits will be mitigated.

6.40 The Mayor agrees with the Department for Transport's road policy document *Managing our Roads* which says 'Although there are exceptions...there is only limited capacity

for tackling urban congestion by increased road capacity'. He also recognises that there are limits to the extent that demand can be met and managed effectively by simply providing additional road capacity. There will continue to be a place for road-based modes in London's future development, and he considers that there may well be cases where new roads are needed to support regeneration, improve the environment, increase safety or provide essential local access. Local road improvements may sometimes be required, particularly in areas of substantial regeneration or development activity. Where roads forming part of the Transport for London Road Network have a significant 'place function' the principles embodied in *Manual for Streets 2*<sup>3</sup> will be applied (see also paragraphs 6.37 and 6.38).

- 6.41 The Mayor is investigating the possibility of additional road-based river crossings in East London. He is committed to improving cross-river pedestrian, cycle and public transport links, to promoting a shift from private cars to more sustainable modes, and to encouraging freight journeys to avoid peak hours through improved journey planning, supply chain measures and support for consolidation centres and modal shift to rail and water in order to reduce pressure on congested crossings. There will, however, continue to be a need for some journeys to be undertaken by vehicle, in particular commercial traffic, the movement of goods and the provision of services to support a growing economy in east London. Drivers are heavily dependent on the congested Blackwall and Rotherhithe tunnels, each of which have restrictions on the size of vehicle which can use them, and the Woolwich Ferry. Beyond London, the Dartford crossing, forming part of the M25 orbital motorway, also regularly operates at, or close to, capacity. There is little resilience in the event of an incident at one of these crossings, and local businesses, particularly

in south east London, suffer from this unreliability. The projected increases in jobs and population in the Thames Gateway will increase the problem of highway congestion and road network resilience at river crossings further. The Mayor is therefore supportive of additional road-based river crossings in east London as part of a package of transport improvements.

### **POLICY 6.13 PARKING**

#### **Strategic**

- A The Mayor wishes to see an appropriate balance being struck between promoting new development and preventing excessive car parking provision that can undermine cycling, walking and public transport use.
- B The Mayor supports park and ride schemes in outer London where it can be demonstrated they will lead to overall reductions in congestion, journey times and vehicle kilometres.

#### **Planning decisions**

- C The maximum standards set out in Table 6.2 in the Parking Addendum to this chapter should be applied to planning applications.
- D In addition, developments must:
- a ensure that 1 in 5 spaces (both active and passive) provide an electrical charging point to encourage the uptake of electric vehicles
  - b provide parking for disabled people in line with Table 6.2
  - c meet the minimum cycle parking standards set out in Table 6.3
  - d provide for the needs of businesses for delivery and servicing.

#### **LDF preparation**

E

- a The maximum standards set out in Table 6.2 in the Parking Addendum should be used to set standards in DPDs.
- b in locations with high public transport accessibility, car-free developments should be promoted (while still providing for disabled people)
- c in town centres where there are identified issues of vitality and viability, the need to regenerate such centres may require a more flexible approach to the provision of public car parking to serve the town centre as a whole
- d Outer London boroughs wishing to promote a more generous standard for office developments would need to demonstrate in a DPD:
  - a regeneration need
  - no significant adverse impact on congestion or air quality
  - a lack (now and in future) of public transport
  - a lack of existing on or off street parking
  - a commitment to provide space for electric and car club vehicles, bicycles and parking for disabled people above the minimum thresholds
  - a requirement, via Travel Plans, to reduce provision over time.

6.42 Parking policy, whether in terms of levels of provision or regulation of on- or off-street parking, can have significant effects in influencing transport choices and addressing congestion. It can also affect patterns of development and play an important part in the economic success and liveability of places, particularly town centres. The Mayor considers it is right to set car parking standards in the Plan given his direct operational responsibility for elements of London's road network, and the strategic planning importance of ensuring London's scarce resources of space are used efficiently and not wastefully for car parks. But he also

recognises that London is a diverse city that requires a flexible approach to identifying appropriate levels of car parking provision across boundaries. This means ensuring a level of accessibility by private car consistent with the overall balance of the transport system at the local level. Boroughs adjoining other regions must also liaise with the relevant authorities to ensure a consistent approach to the level of parking provision. Transport assessments and travel plans for major developments should give details of proposed measures to improve non-car based access, reduce parking and mitigate adverse transport impacts. They will be a key factor in helping boroughs assess development proposals and resultant levels of car parking.

6.43 Public Transport Accessibility Levels (PTALs) are used by TfL to produce a consistent London wide public transport access mapping facility to help boroughs with locational planning and assessment of appropriate parking provision by measuring broad public transport accessibility levels. There is evidence that car use reduces as access to public transport (as measured by PTALs) increases. Given the need to avoid over-provision, car parking should reduce as public transport accessibility increases. TfL may refine how PTALs operate and will consult on any proposed changes to the methodology.

6.44 This policy recognises that developments should always include parking provision for disabled people. Despite improvements to public transport, some disabled people require the use of private cars. Suitably designed and located designated car parking and drop-off points are therefore required. Boroughs should take into account local issues and estimates of local demand in setting appropriate standards and should develop monitoring and enforcement strategies to prevent misuse of spaces. Applicants for planning permission should

use their transport assessments and access statements to demonstrate how the needs of disabled people have been addressed<sup>2</sup>.

6.45 The Outer London Commission<sup>3</sup> has found that developers view the lack of on-site car parking for offices in outer London, when compared to the more generous standards outside of London, as a disincentive to develop offices in London. The Mayor supports further office development in outer London, but would not want to see unacceptable levels of congestion and pollution – which could also be a disincentive to investment there. Policy 6.13 enables flexibility in setting office parking standards; if boroughs wish to adopt a more generous standard this should be done via a DPD to allow TfL and the GLA to assess the impact of such a change on the wider transport network (see Policy 6.3) and on air quality. Likewise, the Policy takes a similar approach to town centres.

6.46 The Mayor, through TfL, and working with the London boroughs, car club operators, and other stakeholders, will support expansion of car clubs and encourage their use of ultra low carbon vehicles. More than 1,600 car club vehicles are used by 70,000 people in London, with vehicles including plug-in hybrids and the latest low emission diesels. Each car club vehicle typically results in eight privately owned vehicles being sold, and members reducing their annual car mileage by more than 25 per cent. A further 380 vehicles will be added to London's car club fleet in 2010/11 which will include the trial of all-electric vehicles.

6.47 Park and ride schemes can help boost the attractiveness of outer London centres and as such are supported. They must be carefully sited to ensure they lead to overall reductions in congestion and do not worsen air quality.

Further advice on park and ride is set out in the Land for Transport SPG.

6.48 Operational parking for maintenance, servicing and deliveries is required to enable a development to function. Some operational parking is likely to be required on site and should be included in the calculation of total parking supply.

## **POLICY 6.14 FREIGHT**

### **Strategic**

A The Mayor will work with all relevant partners to improve freight distribution (including servicing and deliveries) and to promote movement of freight by rail and waterway. The Mayor supports the development of corridors to bypass London, especially for rail freight, to relieve congestion within London.

### **Planning decisions**

B Development proposals that:

- a locate developments that generate high numbers of freight movements close to major transport routes
- b promote the uptake of the Freight Operators Recognition Scheme, construction logistics plans and delivery and servicing plans. These should be secured in line with the London Freight Plan and should be co-ordinated with travel plans and the development of approaches to consolidate freight
- c increase the use of the Blue Ribbon Network for freight transport

will be encouraged.

### **LDF preparation**

C DPDs should promote sustainable freight transport by:

- a safeguarding existing sites and identifying new sites to enable the transfer of freight to rail and water
- b identifying sites for consolidation centres and 'break bulk' facilities
- c safeguarding railheads for aggregate distribution.

6.49 London needs an efficient distribution network to service its people and businesses. The Mayor wants to encourage distribution and servicing in ways that minimise congestion and any adverse environmental impacts. The majority of movements will continue to be by road. This should be recognised and planned for, but the use of construction logistics plans and delivery and servicing plans may help ease congestion and/or encourage modal shift. Safeguarding existing, and identifying new, facilities to promote movement by rail or water will be encouraged as this will ease congestion on the highway network and help combat climate change (see Policy 7.26). Boroughs may wish to explore the possibilities of night time deliveries where this would not have unacceptable impacts on residents.

16.50 'Break bulk' facilities are locations where larger vehicles unload materials and goods (often for retail), which are then transported to their final destination by smaller vehicles. Consolidation centres are currently only used by the construction industry, but are essentially the same concept. These can be intermodal facilities.

### **POLICY 6.15 STRATEGIC RAIL FREIGHT INTERCHANGES**

#### **Planning decisions**

- A The provision of strategic rail freight interchanges should be supported, including enabling the potential of the Channel Tunnel Rail Link to be exploited

for freight serving London and the wider region.

B These facilities must:

- a deliver modal shift from road to rail
- b minimize any adverse impact on the wider transport network
- c be well-related to rail and road corridors
- d capable of accommodating the anticipated level of freight movements
- e be well-related to their proposed markets.

6.50 The advice of the former Strategic Rail Authority that there needs to be a network of strategic rail freight interchanges in and around London still applies. If these facilities result in a modal shift from road to rail, they can offer substantial savings in CO<sub>2</sub> emissions. However, they are by their nature large facilities that can often only be located in the Green Belt. In addition, while reducing the overall impact on the network, they can lead to substantial increases in traffic near the interchange itself. The Mayor will need to see robust evidence that the emissions savings and overall reduction in traffic movements are sufficient to justify any loss of Green Belt, in accordance with Policy 7.16, and localised increases in traffic movements. However, planning permission has already been granted for a SRFI at Howbury Park on the edge of Bexley in South East London and an opportunity exists for an intermodal facility in the Renwick Road/Ripple road area of Barking and Dagenham to make provision for north east London without the need to utilise Green Belt land.

## Parking Addendum to Chapter 6

6A.1 The tables below set out standards for different types of development. If no standard is provided but there is an equivalent in PPG13, that PPG 13 standard should be taken as a maximum although boroughs wish to consider use of a lower maximum to reflect London's higher levels of public transport accessibility when compared to the national picture. If there is no standard provided in either the London Plan or PPG 13 the level of parking should be determined by the transport assessment undertaken for the proposal and the availability of on and off-street parking.

### *Parking for Blue Badge holders*

6A.2 Developments should provide at least one accessible on or off street car parking bay designated for Blue Badge holders, even if no

general parking is provided. Any development providing off-street parking should provide at least two bays designated for Blue Badge holders. BS 8300:2009 provides advice on the number of designated off street parking bays for disabled people for different building types as shown in the table below. As these standards are based on a percentage of the total number of parking bays careful assessment will be needed in locations where maximum parking standards are reached to ensure that these percentages make adequate provision for disabled people. The appropriate number will vary with the size, nature and location of the development, the levels of on and off street parking and the accessibility of the local area. However, designated parking spaces should be provided for each disabled employee and for other disabled people visiting the building.

**Table 6.2 Car parking standards**

Designated Blue Badge parking bays recommended in BS 8300:2009			
Building Type	Provision from the outset		Future provision
	number of spaces* for each employee who is a disabled motorist	number of spaces* for visiting disabled motorists	number of enlarged standard spaces**
workplaces	one space	5% of the total capacity	a further 5% of the total capacity
shopping, recreation and leisure facilities	one space	6% of the total capacity	a further 4% of the total capacity
railway buildings	one space	5% of the total capacity	a further 5% of the total capacity
religious buildings and crematoria	two spaces or 6% whichever is the greater		a further 4% of the total capacity
sports facilities	determined according to the usage of the sports facility***		

\* Parking spaces designated for use by disabled people should be 2.4m wide by 4.8m long with a zone 1.2m wide provided between designated spaces and at the rear outside the traffic zone, to enable a disabled driver or passenger to get in or out of a vehicle and access the boot safely.

\*\* Enlarged standard spaces 3.6m wide by 6m long that can be adapted to be parking spaces designated for use by disabled people to reflect changes in local population needs and allow for flexibility of provision in the future.

\*\*\* Further detailed guidance on parking provision for sports facilities can be found in the Sport England publication *Accessible Sports Facilities 2010*.

*Parking for retail*

<b>Maximum standards for retail uses: space per sq m of gross floorspace</b>			
<b>Use</b>	<b>PTAL 6 and 5</b>	<b>PTAL 4 to 2</b>	<b>PTAL 1</b>
Food			
Up to 500 m <sup>2</sup>	75	50-35	30
Up to 2500 m <sup>2</sup>	45-30	30-20	18
Over 2500 m <sup>2</sup>	38-25	25-18	15
Non food	60-40	50-30	30
Garden Centre	65-45	45-30	25
Town Centre/ Shopping Mall/ Dept Store	75-50	50-35	30

Notes:

Unless for disabled people, no non-operational parking should be provided for locations in PTAL 6 central.

Unless for disabled people, no additional parking should be provided for use classes A2-A5 in town centre locations.

10 per cent of all spaces must be for electric vehicles with an additional 10 per cent passive provision for electric vehicles in the future.

*Parking for employment uses*

<b>Non-operational maximum standards for employment B1: spaces per sq m of gross floorspace</b>	
<b>Location</b>	
Central London (CAZ)	1000 – 1500
Inner London	600 – 1000
Outer London	100 – 600
Outer London locations identified through a DPD where more generous standards should apply (see Policy 6.13)	50 – 100

Note

20 per cent of all spaces must be for electric vehicles with an additional 10 per cent passive provision for electric vehicles in the future.

*Parking for residential development*

<b>Maximum residential parking standards</b>			
<b>Number of Beds</b>	<b>4 or more</b>	<b>3</b>	<b>1-2</b>
	2 – 1.5 per unit	1.5 –1 per unit	Less than 1 per unit

Notes:

All developments in areas of good public transport accessibility should aim for significantly less than 1 space per unit.

Adequate parking spaces for disabled people must be provided, preferably on-site<sup>4</sup>

20 per cent of all spaces must be for electric vehicles with an additional 20 per cent passive provision for electric vehicles in the future.

The forthcoming SPG on Housing will include a table setting out a matrix of residential parking standards that reflect PTAL levels.

6A.3 The provision of bays should be regularly monitored and reviewed to ensure the level is adequate and that enforcement is effective. Spaces designated for use by disabled people should be located on firm level ground and as close as feasible to the accessible entrance to the building. Further details on parking for disabled people will be provided in the updated supplementary guidance on achieving an inclusive environment.

*Parking for retail development*

6A.4 The starting point for meeting parking demand for new retail development should be use of existing public off-street provision. Parking needs should be assessed taking account of the reduction in demand associated with linked trips. If on-site parking is justified there should be a presumption that it will be publicly available. Boroughs should take a co-ordinated approach with neighbouring authorities, including those outside London if appropriate, to prevent competition between centres based on parking availability and charges.

*Parking for commercial development*

6A.5 Parking for commercial vehicles should be provided at a maximum standard of one space per 500 sq. m of gross B2 or B8 floorspace.

6A.6 An appropriate proportion of car parking spaces in commercial developments should be marked out for motor-cycle use.

6A.7 Standards for B2 and B8 employment uses should have regard to the B1 standards although a degree of flexibility maybe required to reflect different trip-generating characteristics.

*Parking for hotel and leisure uses*

6A.8 Although no maximum standards are set for hotels, the following approach should be taken for applications referred to the Mayor. In locations with a PTAL of 4 –6, on-site provision should be limited to operational needs, parking for disabled people and that required for taxis, coaches and deliveries/ servicing. In locations with a PTAL of 1–3, provision should be consistent with objectives to reduce congestion and traffic levels and to avoid undermining walking, cycling or public transport.

6A.9 Developments should provide for one coach parking space per 50 rooms for hotels. Leisure, stadia and major exhibition venues should provide appropriate levels of coach parking to suit their individual demand to help reduce congestion and improve visitor safety.

*Parking for emergency services facilities*

6A.10 Provision for parking at ambulance, fire and policing facilities will be assessed on their own merits.

## Cycle parking

**Table 6.3 Cycle parking standards**

Use Class	1 space per sq.m. of gross floorspace (unless otherwise stated)
A1 - Food	Out of Centre 1/350 In Centre 1/125
A1 – Non Food	Out of Centre 1/500 In Centre 1/300
A2 (Financial Services)	1/125
A3 – A5 Cafes & Restaurants Pubs & Wine Bars Take-aways	1 per 20 staff + 1 per 20 customers 1/100 1/50
B1 (Business)	1/250
B2 – B8 (General Industry and Storage & Distribution)	1/500
C1 (Hotels)	1 per 10 staff
C2 (Residential Institutions) Care Homes Hospitals	1 per 3 staff 1 per 5 staff + 1 per 10 visitors
C3 (Dwellings)	1 per 1 or 2 bed unit 2 per 3 or more bed unit
D1 (Non-residential institutions) Primary, Secondary School University/Colleges Libraries Health facilities/clinics	1 per 10 staff or students 1 per 8 staff or students 1 per 10 staff + 1 per 10 visitors 1 per 50 staff + 1 per 10 visitors
D2 (Assembly & Leisure) Cinemas Leisure facilities	1 per 20 staff + 1 per 50 seats 1 per 110 staff + 1 per 20 peak period visitors

Note: In centre includes local shopping parades, staff should always be taken as the Full Time Equivalent

6A.11 The Mayor, through TfL, intends to carry out a review of cycle parking standards, and will bring forward early alterations to this Plan when new standards are available.

## Endnotes

- 1 Mayor of London. Electric Vehicle Delivery Strategy. GLA, 2009.
- 2 Transport for London, Improving Walkability, 2005
- 3 Chartered Institute of Highways and Transportation, Manual for Streets 2, September 2010
- 4 Mayor of London. Wheelchair Accessible Housing Best Practice Guidance. GLA, 2007; The Lifetime Homes Standards, [www.lifetimehomes.org.uk](http://www.lifetimehomes.org.uk)