MAYOR OF LONDON

London Plan Guidance

Sustainable Transport, Walking and Cycling LPG

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London Plan Policy	Policy T3 Transport capacity, connectivity and safeguarding; Policy T1 Strategic approach to transport; Policy T2 Healthy streets.
Local Plan making	Planning authorities should apply this guidance to ensure walking and cycling is supported and the Mayor's Healthy Streets approach is implemented; to identify land requirements that will support enhanced public transport connectivity and capacity as part of the local plan process; and to support the Mayor's strategic target for 80 per cent of all trips in London to be made by foot, cycle or public transport by 2041.
Planning Application type and how the London Plan Guidance will be applied	The following types of application should apply the guidance to ensure walking and cycling are supported, and protect/provide land to enhance public transport connectivity and capacity: • all applications that would involve the erection of new structures, or significant change of use and that would have the potential to impact (positively or negatively) on the provision of space for walking, cycling and public transport (including buses, trams, and rail) • all applications that would affect bus garages, bus stations or bus stops, or other land that supports public transport • all applications adjacent to or adjoining the rail network.
Who is it for?	Local planning authorities and applicants.

1 About this document

1.1 What is safeguarding and protection?

1.1.1 This guidance uses the terms ‘safeguarding’ and ‘protection’ to refer to the general approach of preventing development that would conflict with the operation and necessary expansion of London’s transport networks. It should not be confused with Safeguarding Directions, which refer specifically to when this approach is applied by the Government.[1] The existence of this mechanism at a national level does not prevent local authorities from taking steps to ensure the appropriate protection of land where it is needed to perform vital functions, particularly steps that enable the use of public transport, walking and cycling networks.

1.2 Which transport schemes need protection?

1.2.1 The schemes listed in Table 10.1 of the London Plan are required to implement the London Plan and the Mayor’s Transport Strategy (MTS); and to support a projected population of 10.8m by 2041 without unsustainable impacts on the road and rail networks.[2]

1.2.2 While some schemes in Table 10.1 of the London Plan are specific, others will need to be developed in collaboration with Transport for London (TfL), including through Development Plans and development decisions. This guidance provides additional detail to support the implementation of these transport schemes in accordance with the supporting evidence and policy within the Transport chapter of the London Plan – particularly Policies T2 and T3 to protect existing transport infrastructure. The evidence base used to identify future transport schemes will be kept up to date, reflecting any significant changes in circumstances – including those potentially resulting from the coronavirus pandemic.

1.2.3 TfL can provide the latest status and requirements of schemes through its pre-application services, and ongoing collaborative work with planning authorities. TfL regularly assesses plans for schemes to ensure stated requirements remain appropriate, and do not unduly hinder development if land is no longer required. TfL can also provide advice on other schemes beyond those specified in Table 10.1, which may also require support through Development Plans and development decisions.

[1] Using a mechanism set out in the Town and Country Planning (Development Management Procedure) (England) Order 2010.

[2] See the MTS supporting evidence base and updated modelling as part of the London Plan evidence base for more information.

2 Walking

2.1 Plan-making

2.1.1 Development Plans should identify, and make provision for, current and future needs for walking. This should include a map of locations that require an improved pedestrian environment[3] to support higher levels of walking, day and night, to and from new development, and key locations, facilities and green and open spaces. They should include policies that enable such improvements to be secured; allow gaps in provision to be addressed; promote a coherent, safe, inclusive and comprehensive walking network available 24 hours a day; and, as a priority, protect and avoid the loss of existing footway space. These routes and locations should be identified based on existing and potential levels of walking density[4] and footway crowding; and an assessment of key trip attractors, significant points of severance and areas of road danger.[5]

2.1.2 Development Plans should:

- safeguard and, where appropriate, identify land to improve the Walk London Network as set out in Figure 5.1 of the London Plan, and other walking routes identified through the Development Plan
- require appropriate planning obligations to mitigate impacts from increased levels of walking density/footway crowding
- enable future walking crossings at points of severance such as rivers, rail or large road infrastructure, where applicable and appropriate
- create or enhance walking routes and facilities; this action includes the provision of safety, capacity, appropriate protection and amenity benefits (such as routes to schools, pedestrianisation, Low Traffic Neighbourhoods or similar interventions) using tools such as 'The Planning for Walking Toolkit'
- ensure that the appropriate amount of space is safeguarded to enable accessible walking routes for all, including routes to access public transport, considering aspects such as space needed for wheelchairs, appropriate lighting and rest areas including seating
- ensure walking routes are safe and accessible after dark, with well-designed, sensitive lighting that improves visibility and legibility while avoiding glare and light pollution.

[3] Examples of such improvements include expanded footways, improved crossings and safer road designs.

[4] Informed by TfL's Strategic Walking Analysis.

[5] Informed by TfL's modelled road danger tool, available to planning authorities via the TfL Playbook application.

2.2 Development proposals

2.2.1 Development proposals should:

- deliver safe, inclusive, comfortable, direct, legible, connected and attractive environments for walking during the day, evening and night, with appropriate protection, reflecting TfL's Pedestrian Network Design Principles[6]
- adopt layouts that prioritise people walking, and increase permeability and connectivity by walking; this includes taking account of the changes to the Highway Code and ensuring highway layout reflects pedestrian rights of way
- provide sufficient on-site space for safe, convenient, direct and accessible walking routes, as well as wayfinding where necessary
- enable improvements to footways, crossings, permeability and road design, including by setting back buildings from the street as necessary
- take opportunities to improve public transport connectivity (measured by tools such as PTAL) by reducing the distance necessary to access public transport by walking
- ensure that existing land used for walking infrastructure – including footways, crossings, wayfinding and any infrastructure that positively contributes to the Healthy Streets Indicators[7] – is retained and not negatively affected without suitable mitigation, including during construction; where development requires changes to infrastructure, replacement facilities that enhance provision should be made
- take opportunities to improve the protection of publicly accessible locations (PALs) where appropriate.

3 Cycling

3.1 Plan-making

3.1.1 Development Plans should identify and make provision for current and future needs for cycling – including protecting and improving existing cycle routes, and creating new strategic routes and local links and ensuring they promote safe cycling at all times of the day and night by all users. They should identify suitable locations and requirements for cycling facilities such as cycle parking

[6] Informed by TfL's Planning for Walking Toolkit.

[7] Such as infrastructure that provides 'places to stop and rest' or 'shade and shelter'. See TfL's Healthy Streets.

hubs, additional cycle land requirements and, where applicable, areas of potential expansion of the Cycle Hire network.[8]

3.1.2 Development Plans should identify strategic cycle routes based on the corridors in TfL's Strategic Cycling Analysis and the National Cycle Network; set out preferred route alignments as far as possible; and include safeguarding as necessary. Where further study is required to confirm a specific alignment, options under consideration should be shown. Route alignments should be selected through an iterative process of area analysis and collaboration, including with TfL, considering factors such as feasibility, connectivity, safety, inclusion, total movement of people and impacts on other modes. Routes should meet TfL's New Cycle Route Quality Criteria.

3.1.3 Development Plans should identify and make provision for local cycle links that connect to, and complement, the strategic cycle network. This should be based on a review of existing routes and conditions for cycling, supported by tools such as TfL's Cycling Infrastructure Database[9] and analysis of gaps or sections of insufficient quality in the network. The selection of these links should be informed by tools and techniques set out in the London Cycling Design Standards, and have regard to:

- meeting the necessary level of quality, concerning the factors[10] set out in the London Cycling Design Standards and TfL's New Cycle Route Quality Criteria
- increasing and addressing gaps in cycle network density
- enabling permeability between areas and across main roads
- integrating area-based approaches such as low-traffic neighbourhoods
- enabling direct and convenient access to significant trip attractors that are not adequately served by existing or proposed strategic cycle routes
- connecting residential areas to the proposed strategic network
- providing access to and from major new developments
- providing more connections for shorter journeys by cycle, such as routes between residential areas and schools, health facilities, employment locations and other local trip attractors
- meeting needs for cycle parking that supports the safe use of cycle networks day and night.

3.1.4 Development Plans should highlight future plans for cycling, including through a map of a joined-up future cycle network of strategic routes and local links. This should clearly distinguish between existing continuous and safe cycle connections that are already of adequate quality; existing cycle connections

[8] Advice on where this may be feasible will be provided as part of discussions with TfL.

[9] Available online at cycling.data.tfl.gov.uk.

[10] These are: speed of traffic; volume of traffic; mix of vehicle types; carriageway width; and kerbside activity.

that need upgrading or improving;[11] and future cycle connections that will need to be provided to address gaps in the network. The identification of existing cycle routes should carefully consider the quality of the cycle experience; where historic routes (e.g. the discontinued London Cycle Network) are not fit for purpose, and cannot be improved, alternatives should be identified. Planning authorities should coordinate with those around them to ensure cycle routes directly connect across administrative boundaries to form a cohesive network, as part of cross-boundary working requirements (highlighting these connections as relevant).

3.1.5 Development plans should look to ensure that future cycling infrastructure can support the volume of riders at peak times and serve those who cycle at night, reflecting the Mayor's target of 80 per cent of all trips being made by public transport, walking and cycling. To reach this target, it should be acknowledged that the volume of cyclists making use of London's cycle infrastructure will increase. This is reflected in assessments, and Authorities should ensure that future need is incorporated into their plans for expanding cycling networks. Development plans should consider future demand along designated Cycleways on a 24 hour basis, and safeguard land along roads and at junctions accordingly.

3.1.6 Development Plans should:

- safeguard and, where appropriate, identify land to improve the network of strategic cycle routes and local cycle links
- require appropriate planning obligations to mitigate impacts by upgrading, filling gaps in and extending the cycle network, where development is within a defined catchment of the proposed network
- enable future cycle crossings at points of major severance such as rivers or rail, and major road infrastructure, where applicable and appropriate
- identify busy cycle trip attractors such as transport hubs or town centres where additional cycle parking may be required
- ensure that the appropriate amount of space is safeguarded to enable accessible cycling routes for all, considering aspects such as space needed for different types of cycles and segregation of space for cycle routes, and the needs of different users throughout the day and night.

3.2 Development proposals

3.2.1 Development proposals should:

- adopt layouts that increase permeability and connectivity by cycling; and reduce permeability for motor-vehicle users in line with Healthy Streets objectives

[11] Upgrades can include adding physical infrastructure to protect cyclists from motorised traffic; or filtering schemes to reduce the level of traffic on cycle connections to acceptable levels

- provide sufficient on-site space for safe, convenient, direct and accessible cycle access and, for larger sites, routes, as well as wayfinding and appropriate lighting where necessary
- enable and deliver improvements to strategic cycle routes and local cycle links, including by setting back buildings from the street, as necessary, to provide a safe cycle network commensurate with the cycling demand anticipated in the Mayor's Transport Strategy
- ensure that existing land used for cycle infrastructure – including cycle routes, parking for cycles and other micro-mobility options, hangars and docking stations – is retained, and provide additional space for these facilities where necessary; where development necessitates changes to infrastructure, replacement facilities that enhance provision should be made
- avoid negative impacts on existing cycle routes; or provide suitable mitigation, including during construction, maintaining at least the existing quality of cycle infrastructure with no net loss on cycle routes
- support the necessary expansion of the Cycle Hire and other micro-mobility networks with land for parking/docking stations if these cannot be accommodated on the existing highway; or, if there is a need for land adjacent to the highway, retain adequate footway width
- avoid defaulting to shared infrastructure between people walking and people cycling; gaps in or between cycle routes; and junctions that are not designed for people cycling
- ensure cycle infrastructure is safe, secure and accessible after dark, with well-designed, sensitive lighting that improves visibility and legibility while avoiding glare and light pollution.

4 Buses

The following sections should also be applied to river bus services (including piers), supporting infrastructure for dial-a-ride services and existing, upgraded or replacement strategic central London coach hub(s), as appropriate.

4.1 Plan-making

4.1.1 Development Plans should make provision for current and future needs for the connectivity and capacity of bus services, as well as the operational requirements to support them. This should include a map that shows roads served by existing bus services; key supporting infrastructure; key corridors where improvements can support growth; and any interventions to achieve this, such as bus transit or bus priority. More detailed information should be included in masterplans and site allocations as necessary.

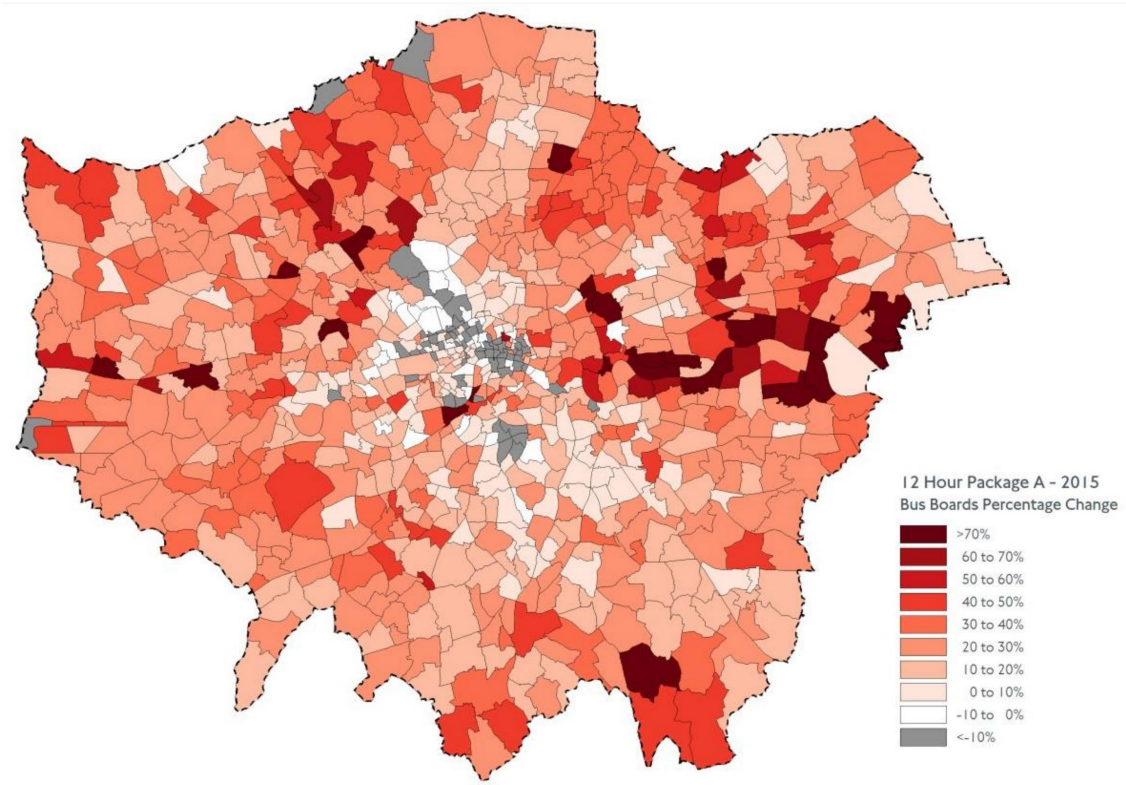
4.1.2 Development Plans should:

- safeguard all existing land used for bus operations, including bus stations, garages, stands (and associated 24-hour driver welfare facilities), depot storage and maintenance space – except where TfL has requested (or formally agreed to) its release or redevelopment (TfL can provide a schedule of sites for safeguarding)
- require appropriate planning obligations to mitigate impacts on the bus network through enhanced services and supporting infrastructure
- highlight the need to retain or increase existing capacity as part of any site allocation that involves bus infrastructure, unless otherwise agreed with TfL.

4.1.3 In preparing Development Plans, planning authorities should consult with TfL to establish both existing requirements for buses, and future requirements that enable the necessary enhancement of the network. This should be an ongoing discussion, taking account of patterns of growth emerging through the plan-making process. This may include land for new piers; bus stations; stops and standing; improved interchange facilities, including appropriate protection; and additional sites/space for bus garage capacity to meet appropriate expansion or other needs, such as enabling charging infrastructure for the electrification of the bus network.

4.1.4 The expansion of bus garage capacity should take account of any potential for more intensive use of existing bus garages. Overall, though, the need for bus garage capacity is expected to increase as London's population grows, even without measures to increase bus mode share, as shown by Figure 4.1. This capacity should provide operators with enough flexibility to respond to changing network pressures resulting from growth or other factors.

Figure 4.1: Projected change in daily bus use, 2041 reference case



Source: TfL City Planning

4.2 Development proposals

4.2.1 Development proposals should not harm, or make unviable, the current operation or future enhancement of the bus network. Development proposals should not result in the loss of the following (unless suitable alternative provision is formally agreed with TfL and provided before the existing facility is lost):

- any bus garage or bus garage capacity (including for depot storage and maintenance)
- any bus station or passenger interchange, or access thereto and therefrom
- bus stops, standing or driver facilities, or access thereto and therefrom (more information about the quality of bus-stop waiting environments can be found in TfL's Accessible Bus Stop Guidance).

4.2.2 Advice on requirements for buses in relation to development proposals will be provided as part of discussions with TfL.

4.2.3 Development proposals should be supported by appropriate provision of bus connections and facilities – particularly on larger sites, and those in operation 24 hours, where access is required to serve sites within reasonable walking

distance of a bus stop. This can include highway access for routes through the site to facilitate new or amended bus services, providing space beyond the existing highway limits where necessary for bus priority; and locations for new/enhanced stopping and/or stand facilities (including facilities for drivers day and night and the ability for buses to turn around).

4.2.4 Development proposals adjacent to or adjoining bus infrastructure should enable access, appropriate protection, and operational and other requirements identified through discussions with TfL. This may require design mitigation – for example, to prevent noise being transmitted from future bus infrastructure (such as bus garages in 24-hour operation) to any proposed new development.

4.2.5 Development proposals should consider land provision for safe and weather-resistant bus stopping and standing facilities, particularly where:

- there are existing bus operations and passenger interchange facilities that are adjacent, or serve the site
- proposals require the alteration to existing passenger interchange facilities (this includes moving individual bus stops)
- a site is not adequately served by a bus service (e.g. the walk from the site to bus stops is too long, or of poor quality) and it is therefore necessary to introduce a bus service directly to, into or through the site
- access through a site is required to provide a direct route from one side of the area to another, or to key attractors within the site
- a development may place significant additional demands on the bus network, and additional stopping and standing facilities will be required, particularly where existing facilities may already be constrained.

5 Rail and trams

5.1.1 Development Plans should identify current and future needs for rail lines, stations and trams, including relevant operational requirements. This should include highlighting which schemes in London Plan Table 10.1 are relevant to the planning authority area (both in text and on a map); and ensure safeguarding and protection for them as necessary. They should, through discussions with TfL and other relevant authorities (such as Network Rail and other train operators that operate services in greater London), provide additional detail that can inform planning processes. This may include:

- which rail upgrades and extensions will be necessary to support growth, and where these will require temporary construction sites and additional land (such as for electricity sub-stations, ventilation shafts or staff accommodation)
- what station capacity upgrades, interchange improvements (considering TfL's Interchange Best Practice Guidelines) and new stations will be required to support growth, and where this will require additional land

- where additional space requirements at rail depots will be required, including those generated by service pattern changes such as south London's 'metroisation'
- where appropriate, planning obligations which are necessary to mitigate impacts by enabling such improvements.

5.1.2 Development proposals adjacent to or adjoining the rail networks should enable access, appropriate protection, and operational and other requirements identified through discussions with TfL and other relevant authorities to be met. This may require design mitigation – for example, to prevent noise and vibrations being transmitted from future rail infrastructure into any proposed new homes. As requirements for future schemes, including those affecting land, may not be in the public domain, discussions with TfL and Network Rail are critical to ensure sustainable development.

5.1.3 Site allocations, masterplans and development proposals should take account of the specific operational and expansion requirements of trams. This includes setting back developments, where necessary, from a street in order to safeguard space for an identified future extension of the tram network (along with sufficient footway widths); safeguarding existing tram lines; and supporting infrastructure.

6 Car parks and other surplus transport land

6.1.1 Development Plans and development proposals should not rely on land that supports public transport, walking or cycling to become surplus to requirements. This is because the demands on it are only expected to increase as the population grows, and the need for more sustainable transport options intensifies. Releases of such land are only likely to occur where suitable alternatives can be formally agreed with TfL (or another authority if relevant). This means that site allocations for in-use transport land for sustainable modes should not be made without prior agreement. Alternative facilities will be needed to meet current and future requirements; and should be secured and delivered at no additional cost to transport providers.

6.1.2 However, land that is in use for car parking may offer the potential for redevelopment. Development Plans should identify opportunities generated by declining demand for car-based infrastructure/land,[12] and where land could be used more efficiently for other uses, as well as incentivising mode shift. This includes the redevelopment of car parks for suitable development in line

[12] The number of car-driver trips in London has reduced from 6.8m in 2000, when the office of the London Mayor and TfL were created, to 5.8m in 2019. The number of shopping trips the average Londoner made by car fell by over a third between 2006 and 2016. This has contributed to more cases of car parks being converted, as set out in TfL's note on case study material on redevelopment of car parks.

with Policy SD7, Policy H1 and Policy H2 of the London Plan, particularly where these have good access to public transport connections.

6.1.3 Development Plans and development proposals can take account of the release of temporary sites following the construction of transport infrastructure projects, where there is no further need for the site as agreed with TfL or other relevant authorities.