

Executive Summary

# London Freight Plan

sustainable freight distribution:  
a plan for London





# Foreword by Mayor Ken Livingstone

**The success of London is dependent on the efficient movement of goods and services as well as people. The growth of London, as set out in my London Plan, will lead to an increase in freight movement to construct, supply and service London's economy in a sustainable way.**



*Sustainable freight distribution: a plan for London* has been produced to support this sustainable development of London by giving clear guidance and direction to complement the freight policies in my Transport Strategy and to support my Climate Change Action Plan. It recognises a need to improve the efficiency of the freight sector whilst also reducing the environmental and social impacts of freight transport on London, particularly our contribution to climate change. Achieving sustainable freight distribution in London will make a real and positive contribution to improving the lives of those who live, work and visit London.

This Plan clearly identifies the key leading role that Transport for London must play to ensure that improvements are made. However such ambitions cannot be delivered by Transport for London alone. Partnership is needed to help develop and fund these initiatives. With the whole-hearted support of the boroughs and the freight industry, together we will be able to make a real difference to the way in which freight activities can sustainably provide for the future needs of the Capital.

A handwritten signature in black ink that reads "Ken Livingstone". The signature is written in a cursive, slightly stylized font.

**Ken Livingstone**  
Mayor of London

## Document structure

**Part A:** **Executive summary.**

**Part B:** **About the Plan** - Outlines the vision and objectives of *Sustainable freight distribution: a plan for London*, describing the context, and the challenges imposed by the growth of London and climate change. It details how freight is considered in the planning framework, explains why there is a strong need for partnership and outlines the shortage of freight data.

**Part C:** **Freight operational challenges** - Draws out the key issues identified by freight stakeholders by sector and mode, developing the key operational challenges to be addressed by the Plan to complement the policy and strategic challenges set out in Part B.

**Part D:** **Plan delivery** - Details the delivery proposals for the Plan developed to meet the challenges identified in Parts B and C, together with monitoring proposals and funding.

### Definition - sustainable freight distribution

This Plan defines sustainable freight distribution as ‘the balanced management and control of the economic, social and environmental issues affecting freight transport that:

- Complies with or exceeds environmental standards, regulations or targets aimed at reducing emissions of climate change gases, improving air quality and minimising impacts from accidents, spillages or wastes
- Ensures freight is run efficiently, reduces unnecessary journeys, minimises journey distances and maximises loads with effective planning
- Complies with labour, transport and human rights standards and regulations ensuring that employees and communities affected by freight can function in a healthy and safe environment
- Minimises the negative impacts of freight activities on local communities’

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'...the safe, reliable and efficient movement of freight and servicing trips to, from, within and, where appropriate, through London to support London's economy, in balance with the needs of other transport users, the environment and Londoners' quality of life...'

### Context

- A.1. *Sustainable freight distribution: a plan for London* (the 'Plan') sets out the steps that have to be taken over the next five to ten years to identify and begin to address the challenge of delivering freight sustainably in the Capital.
- A.2. The Plan recognises the vital role that freight plays in maintaining London as a world class city. Keeping freight moving efficiently in London is not just vital for London's economy but also for the UK economy.
- A.3. This Plan deals with problems and challenges that are complex and not easy to solve. Little has been done to address the freight agenda in London or nationally in a coordinated way for over 30 years, and there are few directly transferable examples from other world class cities. Data on freight movements is not as readily available as that for the movement of people. Securing reliable access to data on van activities is particularly difficult.
- A.4. This document is the culmination of work by the London Sustainable Distribution Partnership (LSDP), Transport for London (TfL), the London boroughs and a large number of businesses, freight operators, bodies and associations.
- A.5. The planned growth of London will lead to a 15 per cent growth in demand for freight and servicing by 2025<sup>1</sup>. Without intervention this will increase freight's impact on congestion and climate change. The Plan therefore recognises that freight operators have a significant role to play in supporting the climate change agenda by adopting green fleet management - a key part of delivering freight sustainably.
- A.6. Those employing freight operators also have to take a positive lead in requiring the adoption of these sustainable freight practices. The Greater London Authority (GLA) Group will take a leading role and use its strong links to promote the same with London's boroughs and the Corporation of London (the 'boroughs') and other public sector bodies such as health and education establishments.

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1 TfL (2007) *Transport 2025 Transport vision for a growing world city*

## Vision

A.7. The vision for sustainable freight distribution in London is for:

'...the safe, reliable and efficient movement of freight and servicing trips to, from, within and, where appropriate, through London to support London's economy, in balance with the needs of other transport users, the environment and Londoners' quality of life...'

## Climate change

A.8. The Plan supports the Mayor's Climate Change Action Plan<sup>2</sup> and informs future changes to the Mayor's London Plan, transport, environmental and related strategies.

A.9. Based on 2006 data, the estimated contribution from freight transport in London is 2.2m tonnes of carbon dioxide (CO<sub>2</sub>) emissions, which accounts for 23 per cent of the total ground-based transport and 5.1 per cent of the Capital's CO<sub>2</sub> production and energy use. The Mayor's Climate Change Action Plan identifies the potential for savings of 1.7m tonnes of CO<sub>2</sub> per year (mt/y CO<sub>2</sub>) by 2025. London will achieve a 0.7 mt/y CO<sub>2</sub> saving without central government intervention. In line with the Mayor's revisions to the London Plan an interim target of a 20 per cent reduction in CO<sub>2</sub> by 2015 has been adopted, which is a reduction of 0.47 mt/y.

A.10. More detailed analysis than that undertaken in the Climate Change Action Plan has been undertaken for the production of this Plan to better understand what the possible CO<sub>2</sub> reductions may be for freight. This analysis indicates up to 1.21mt/y of CO<sub>2</sub> could be saved by 2025.

## Delivery plan

A.11. The Plan contains proposals to deliver real improvements on the ground, alongside others designed to improve understanding of the issues around freight and to contribute to the longer term process of addressing London's transport needs.

A.12. To implement the proposals, it is essential to develop new relationships and ways of working between the wide range of public bodies, including those in the health and education sector, businesses and operators with a stake in the

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2 Mayor of London (2007) Action Today to Protect Tomorrow, *The Mayor's Climate Change Action Plan*

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freight industry. The Plan articulates roles and responsibilities to help realise the benefits made possible by this partnership working.

- A.13. The Plan clearly identifies that the LSDP and Freight Quality Partnerships (FQPs), particularly at sub-regional level, will play a key role in its delivery.
- A.14. The Plan identifies four key projects and three workstreams for delivering freight in London more sustainably. This allows freight challenges to be combined into a clear delivery programme.
- A.15. The **four key projects** are:

### 1) Freight Operator Recognition Scheme

The Freight Operator Recognition Scheme will employ a tiered set of membership levels to address **fleet and freight vehicle operational efficiency**, improving all areas of sustainable distribution to reduce CO<sub>2</sub> emissions, congestion, collisions and operator costs. It will recognise legal compliance as the base 'bronze' level and promote the uptake of best practice covering fuel efficiency, alternative fuels and low carbon vehicles, management of road risk, legal record keeping and reducing penalty charge notices through the higher 'silver' and 'gold' levels. It will also recognise operator achievements with rewards that encourage operators to raise standards to reduce, in particular, CO<sub>2</sub> emissions and collisions between heavy goods vehicles (HGVs) and cyclists.

The project links with bespoke London training for drivers and managers through the London Freight Booster which incorporates a National Vocational Qualification (NVQ) Level 2. The aim is to promote safer and more fuel efficient operations through better **driver behaviour** with lower CO<sub>2</sub> emissions and fewer collisions, particularly between HGVs and cyclists. This will be coordinated by a dedicated Commercial Vehicle Education Unit with integrated enforcement and prohibition powers.

The project will set Freight Operator Recognition Scheme Standards, a quality benchmark for use by clients when awarding servicing, maintenance and supply contracts. This provides a simple way for clients to ensure the sustainable credentials of freight operators.

The scheme's main partners include the Metropolitan Police Service (MPS), Health and Safety Executive (HSE), Vehicle and Operator Services Agency (VOSA), Learning and Skills Council (LSC), London Development Agency (LDA) and Skills for Logistics. Support is also provided by the Department for Transport, Freight Transport Association (FTA) and Road Haulage Association (RHA).

## 2) Delivery and Servicing Plans

Delivery and Servicing Plans (DSPs) will be used to increase **building operational efficiency** by reducing delivery and servicing impacts to premises, specifically CO<sub>2</sub> emissions, congestion and collisions. Contractual relationships between building operators and their supply chain will be used to specify companies committed to sustainable freight distribution, such as Freight Operator Recognition Scheme members, and ensure that they use legal loading locations.

DSPs aim to reduce delivery trips (particularly during peak periods) and increase availability and use of safe and legal loading facilities, using a range of approaches including consolidation and out-of-hours deliveries. They will eventually be integrated into the travel plan process, and monitored in the same way,

Specific consideration will be given to increasing the numbers of freight operators using best practice, and promoting Freight Operator Recognition Scheme membership through appropriate contract award criteria for servicing, maintenance and supply contracts.

**Road network efficiency** will be increased by each traffic authority's response to its Network Management Duty, which will include the reduction of freight vehicle Penalty Charge Notice (PCN) hotspots to improve congestion and help reduce CO<sub>2</sub> emissions.

TfL and the GLA Group will take a lead in implementing DSPs for their own premises, with the boroughs following in due course. In parallel, DSPs will be linked to planning conditions for major new developments.

## 3) Construction Logistics Plans

Construction Logistics Plans (CLPs) have similar objectives to DSPs, but will be applied to the design and construction phases of premises, specifically to improve **construction freight efficiency** by reducing CO<sub>2</sub> emissions, congestion and collisions. Ultimately they will be integrated into the travel plan process and each traffic authority's response to the Network Management Duty to increase **road network efficiency** by minimising congestion and therefore emissions caused directly and indirectly by construction-related trips.

The aim will again be for TfL and the GLA Group to take a lead in implementing such plans for their construction projects. Traffic authorities will be encouraged to review delivery arrangements for construction sites to ensure they reduce lane closures and carriageway restrictions, and reduce construction duration. The approach will be integrated with the introduction of Site Waste Management Plans from 2008, in partnership with the Building Research Establishment (BRE).

### 4) Freight Information Portal

This will offer London, for the first time, a single interface for information on freight between London's public authorities and freight operators. It will enable the integration of systems and act as a single point of registration for deliveries in London.

The project aims to reduce operators' administrative costs and improve access to freight journey planning in the Capital, to support improved **operational efficiency**, better **driver behaviour** and the use of **alternative fuels** (including bio-fuel) and **low-carbon vehicles**.

A range of systems and services will be made available to all, with opportunities for Freight Operator Recognition Scheme members to promote **fleet and freight vehicle operational efficiency** and the uptake of best practice to reduce CO<sub>2</sub> emissions and improve safety, particularly by highlighting what can be done to reduce collisions between HGVs and cyclists. Key partners will be all those with data or systems affecting freight operators and deliveries in London.

A.16. The **three** ongoing **work-streams** to support delivery of these projects are:

#### 1) Partnership development

This will assist the Plan's delivery by building partnerships at pan-London and sub-regional levels to help coordination between TfL, businesses, operators and boroughs. This is in line with the Mayor's Transport Strategy, as it includes the LSDP and London's sub-regional Freight Quality Partnerships.

The partnerships will exchange information, share concerns and best practice, and act as a focus for developing new initiatives and agreeing plans. A specific aim is to speed the identification and demonstration of best practice to help reduce CO<sub>2</sub> emissions and improve safety.

#### 2) Major freight projects

Projects focused on promoting modal change from road to more sustainable alternatives (such as rail and water), and on reducing CO<sub>2</sub> emissions, will be developed as they arise and as funding is secured.

#### 3) Freight data, modelling and best practice

Building the freight knowledge base is vital to improving the understanding of the role freight plays in maintaining London as a world class city. It will also allow the development of a regional freight modelling capability to demonstrate the benefits of best practice case studies and build business cases for change.

Specifically this work will identify case studies of innovations to reduce CO<sub>2</sub> emissions and collisions involving freight vehicles, with the aim of improving **operational efficiency, driver behaviour**, and the use of **alternative fuels** and **low-carbon vehicles**. These best practice examples will be demonstrated to those engaged through the Freight Operator Recognition Scheme, the Delivery and Servicing Plan project, the Construction Logistics Plan project, the Freight Portal, the LSDP and London's sub-regional Freight Quality Partnerships.

## How is sustainable freight distribution measured?

A.17. Progress towards attainment of the vision for sustainable freight distribution in London will be reported annually against seven headline sustainable freight distribution 'progress measures'. These reflect all of the areas of sustainable development: economy, environment and society. Additionally, a single composite indicator of sustainable freight has been identified to enable the procurement of sustainable freight operators. Further sub-measures supporting and adding definition to each headline progress measure are identified in the London Freight Data Report and will be developed as data becomes available. Headline progress measures are:

- Total number of commercial vehicle parking-related Penalty Charge Notices (PCNs) per million freight vehicle kilometres
- Overall reliability measure for freight
- Emissions impact of freight road vehicles, notably CO<sub>2</sub>, particulates and NOx emissions
- Freight fly-tipping incidents
- Overall number of people killed or seriously injured in collisions involving freight vehicles
- The number of thefts linked to freight activities on London roads
- Freight Operator Recognition Scheme membership at each level

## How does the Plan achieve this?

A.18. Funding the delivery programme depends on securing commitments from a wide range of partners. TfL has already committed funds alongside Department for Transport, London Councils, British Waterways, the Port of London Authority (PLA), the Learning and Skills Council, the London Development Agency (LDA), the Thames Gateway Development Corporation (TGDC) and the Olympic Delivery Authority (ODA).

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- A.19. To fully realise the vision for freight, securing additional funds is key, which is why many of the Plan's actions rely on building partnerships and robust business cases for investment.
- A.20. To implement the proposals, it is essential to develop partnerships and new relationships and ways of working between the wide range of public bodies, businesses and operators with a stake in the freight industry.

### **How will this all be communicated?**

- A.21. In addition to the role that the Freight Information Portal will play, to help communicate the individual roles and responsibilities to different groups involved in the freight agenda four supporting documents are being produced, each with a different target audience:
- London Rail Freight Strategy
  - Operators' Guide
  - Borough Freight Toolkit
  - London Freight Data Report
- A.22. The London Rail Freight Strategy is based on the same vision and objectives set out in this Plan, but it considers the challenges and solutions for rail within the context of wider rail industry planning processes and TfL's passenger rail plans. As such, whilst this document considers rail freight challenges, the detailed action plan for rail freight is contained within the London Rail Freight Strategy.
- A.23. The London Rail Freight Strategy sets out how TfL would like to see rail freight develop in London over the next ten years. TfL believes it is important for rail freight to flourish alongside a developing passenger railway in London, as rail freight can make an important contribution to the achievement of targets in this Plan
- A.24. The common objectives, under the themes of economy, environment and society, were used to identify a set of seven rail freight challenges for the Rail Freight Strategy to address, these being:
- Accommodating London's growth, increasing rail's mode share
  - Accommodating the growth in deep sea container traffic
  - Improving connectivity with European rail freight networks
  - Improving planning procedures
  - Responding to key changes in the competitive environment
  - Accommodating rail freight customers' requirements with others' use of the network

- A.25. To address these seven challenges, the London Rail Freight Strategy proposes a series of interventions which are grouped into five categories:
- Capacity and capability schemes within London, including upgrading the London Overground routes
  - Capacity and capability schemes outside London, including a staged upgrade of the Felixstowe to Nuneaton route
  - Promotion of measures to make more efficient use of the network, such as longer freight trains and the infrastructure to support them
  - Initiatives to promote terminal development
  - Promotion of policies designed to improve the competitive advantage of rail freight over road freight, such as liberalisation of the European rail freight market
- A.26. The Operators' Guide & Borough Freight Toolkit will communicate the Plan's key aspects to the freight community and London boroughs.
- A.27. The Plan recognises that the current wealth of freight knowledge, expertise and experience will evolve and grow. A further supporting document, the London Freight Data Report, contains the data which informs the Plan. Given the commercial nature of freight data, an early goal of the Plan is to promote and secure the sharing of information by operators and businesses. This will ensure that freight's role and its relationship with London and Londoners are properly reflected through a continuous process of development.
- A.28. Supporting these documents will be an ongoing process of workshops and resources delivered through the partnership development and data, modelling and best practice workstreams, the Freight Operator Recognition Scheme project and the Freight Information Portal project.
- A.29. Annual reports will be produced showing the progress being made towards attainment of the vision for sustainable freight distribution in London.

### **How does the Plan relate to other policies, plans and strategies?**

- A.30. This Plan has no statutory force; it has been developed to implement the Mayor's Transport Strategy<sup>3</sup> that is itself a statutory document. It will, however, play a vital role at the local level by informing the development of borough Local Implementation Plans, Development Plan Documents (DPDs) and the implementation of traffic authorities' Network Management Duty. It is a

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3 Reference Policy 4K freight, delivery and servicing

material consideration for planning and its spatial aspects are consistent with the Mayor's London Plan<sup>4</sup>.

- A.31. Over time, the use of best practice in sustainable freight distribution will be strengthened through active consideration during transport assessments, and through a range of existing regulations, including planning conditions and the consideration of Network Management Duty under the Traffic Management Act 2004.

### What is the longer-term strategy?

- A.32. Building on the contents of this Plan and on TfL's *Transport 2025: Transport Vision for a Growing World City*<sup>5</sup>, a cross-modal freight strategy will be prepared for inclusion in any future revisions to the Mayor's Transport Strategy.
- A.33. The role of road user charging (RUC) and its impact on CO<sub>2</sub> reduction may be a consideration for the longer-term management of highway trips in London as part of a national RUC scheme, if that is pursued. The Climate Change Action Plan clearly identifies that national intervention is needed through the use of carbon pricing if the full potential of reducing CO<sub>2</sub> is to be realised by 2025. Road user charging may be one way of pricing-in the carbon impact of travel.
- A.34. The long-term strategy for freight development will be in line with the strategy for all transport modes in London and with the Mayor's other strategies, most significantly the London Plan. Critical to this longer term vision will be a further range of policy work impacting on freight, such as:
- Measures to tackle congestion and its impact on CO<sub>2</sub>, while supporting London's sustainable economic growth
  - Changing the demand and balance between modes for transporting goods
  - Technology and how this may influence demand and methods of transporting goods

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4 GLA (2004) *London Plan: Mayor's Spatial Development Strategy*, Policy 3C.24

5 TfL (2007) *Transport 2025 Transport vision for a growing world city*



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