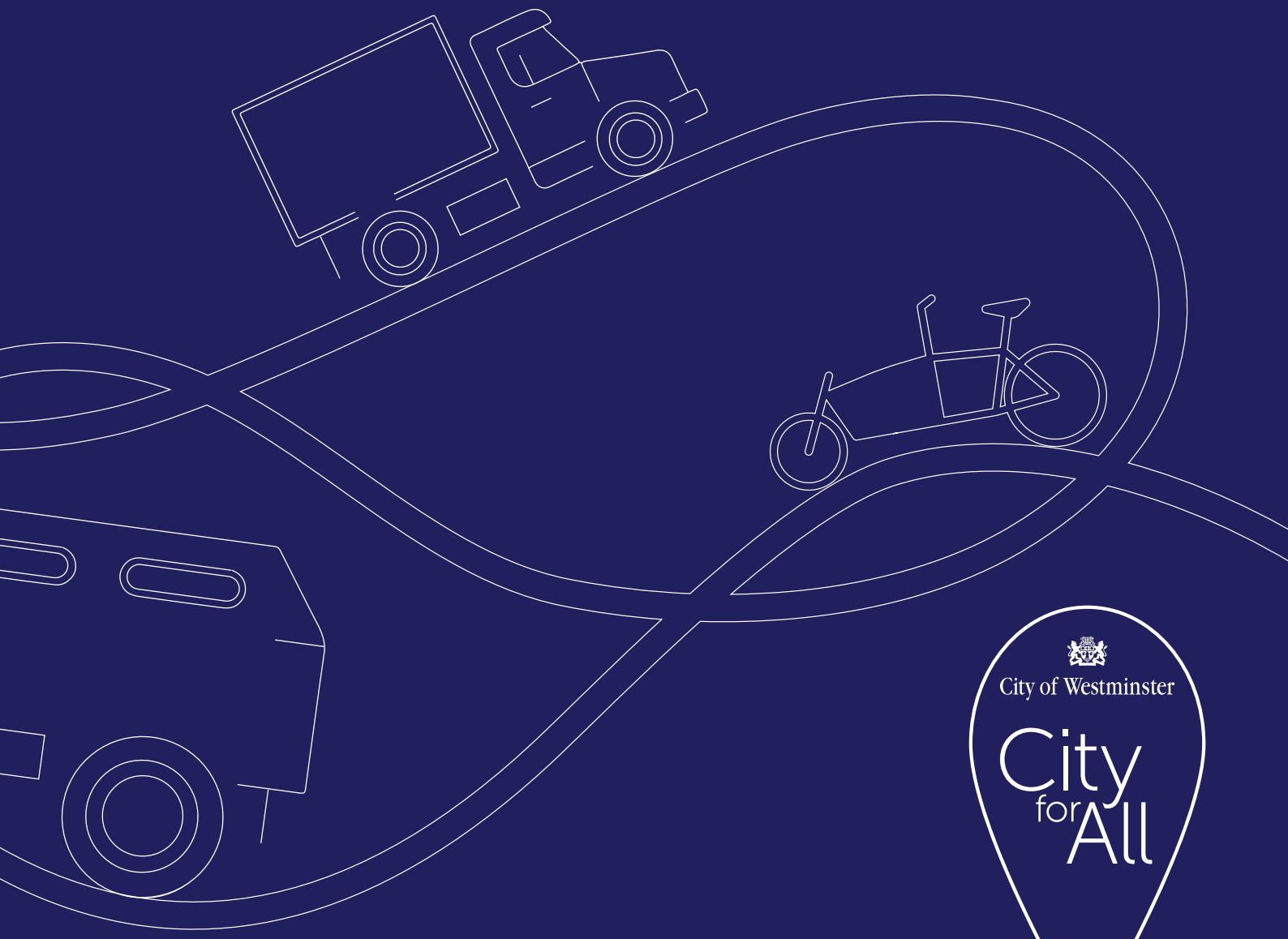
Freight, Servicing and Deliveries

Strategy and Action Plan

2020–2040



City of Westminster

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EXECUTIVE SUMMARY

This document presents the work undertaken and outputs from Westminster City Council's 2020 commission for WSP to create a Freight, Servicing and Deliveries (FSD) Strategy and Action Plan, 2020-2040.

Westminster consists of approximately 250,000 residents, 55,000 businesses, 750,000 jobs and thousands of visitors each day[1]. This presents huge challenges to the FSD sector to ensure those residents, businesses, employees and visitors receive the goods and services they require. Additionally, Westminster's Central London location means it is both a major destination, as well as a place that freight and logistics vehicles pass through.

On 18th September 2019, Westminster City Council committed to becoming a carbon neutral local authority by 2030 and for the whole city to follow suit by 2040. Westminster City Council has also agreed to work towards the Mayor's Vision Zero road safety target, which is to eradicate all Killed and Seriously Injured (KSI) casualty related collisions by 2041. The number of KSIs in Westminster is currently the highest of all London boroughs, which, in the main, is due to the substantial number of pedestrians and vehicles on its streets, both day and night.

Reducing, re-moding and re-timing FSD activity can have a huge impact in meeting these commitments.

A separate Freight and Servicing Study for Central Westminster (covering the Central Activities Zone and Opportunity Areas) was commissioned by Westminster City Council and reported in July 2020. Key findings from that study include:

- Goods vehicles (both light and heavy) form a considerable component of total traffic in Westminster: up to 30% in the morning, reducing to 10% towards the evening;
- Light Goods Vehicles (LGVs) comprise 14% of vehicle movements in the area, while Heavy Goods Vehicles (HGVs) comprise 3%;
- Approximately 196,000 individual goods vehicle trips are made each day within/through Westminster of which – 1/3 are on Westminster's designated Strategic Roads which are designed and maintained for the passage of through traffic (e.g. Oxford Street, Baker Street), 1/3 on Westminster local roads and 1/3 on the Transport for London Road Network (TLRN) roads (typically marked as Red Routes) (e.g. Marylebone Road). This means that goods vehicles have a significant impact on traffic congestion, road safety and emissions, as well as posing potential conflict with other road and pavement users, including pedestrians;
- The majority of goods vehicle activity is completed in the morning, whereas night-time deliveries currently comprise only a small component of activity, compared to daytime;
- 96% of goods vehicle trips originate from within Greater London;
- Most significant goods vehicle activity occurs between 7-10am in the 'hot spots' of Soho, Mayfair, Fitzrovia, Covent Garden and St. James's, parts of Marylebone and Victoria;

[1] Figures are pre-COVID-19

- ‘Delivery and collection’ vehicles make up 85% of goods vehicle movements and are stationary on-street for short periods of time, with activity undertaken mostly within 30 minutes; and
- ‘Servicing’ vehicles (used by trades people, engineers, etc.) make up only 15% of the total ‘goods’ vehicle movements but dwell for significantly longer and, therefore, have a much greater impact on the street environment and kerbside management.

The COVID-19 pandemic has led to changes in the way the freight and servicing sector works, in response to shifting demands from both residents and businesses. Trip generation has been impacted by increases in business to consumer (B2C) home delivery trips as a result of high levels of online purchasing, along with COVID-19 secure working practices, business closures and Food & Beverage (F&B)/Hospitality sector lockdowns and an ever-changing High Street.

This presents Westminster City Council with a challenge to balance the needs of businesses and residents with social and environmental objectives, such as maintaining improved air quality, meeting carbon reduction goals and resisting traffic congestion increases returning to pre-Lockdown levels.

Most of Westminster’s streets are congested, narrow, multi-use and kerbside access is demanded 24/7 by a range of users that include pedestrians, cars, taxis and private hire vehicles, cycles, public transport, emergency vehicles and FSD vehicles. Westminster City Council has identified 36 recognised uses of its kerbside and there is a continual challenge to manage this legally and safely.

Westminster’s ‘hot spots’ for FSD activity are mixed use, have established residential communities but also have landowners and Business Improvement Districts (BIDS) with strong links to Westminster City Council and a willingness to work in partnership.

In Spring 2020, Westminster City Council commissioned WSP to develop this Freight, Servicing and Deliveries (FSD) Strategy and Action Plan, 2020-2040.

Westminster City Council has two key objectives in driving its development:

- Reductions in numbers of vehicle movements and their emissions, across the city, consistent with Westminster City Council’s ambition to deliver a carbon neutral city by 2040; and
- Supporting the Mayor’s Vision Zero ambition to eliminate all Killed and Serious Injury casualty related collisions by 2041.

To meet these objectives, the following targets have been proposed:

- The absolute numbers of freight, servicing and delivery vehicles in Westminster will be reduced by 80% by 2040 (measurable through local traffic before and after monitoring surveys) – this is a deliberate stretch target – if we do nothing to reduce the numbers of FSD trips/km in Westminster we face a 36% increase by 2041;
- All trips made by freight, servicing and delivery vehicles in Westminster will be zero emission by 2040 (measurable through traffic monitoring surveys); and
- Working towards the Vision Zero target to eradicate all FSD related KSI collisions by 2041 (measurable by TfL’s collision database).

This overall programme of work on FSD should be considered as part of Westminster City Council's 'City for All' ambition for a 'Greener and Cleaner City', which seeks to create a Westminster that has improved air quality, linked to a pledge to be Carbon Neutral by 2040; promotes Active Travel modes, such as walking and cycling; and to reduce the detrimental impacts of the ever-rising vehicle congestion.

At the beginning of the commission, WSP carried out desk-based research to identify best practice examples in urban freight, servicing and deliveries management, relevant to Westminster and its operating profile.

To inform the development of the Strategy and Action Plan, WSP also undertook a programme of stakeholder engagement, contacting landowners, Business Improvement Districts (BIDs), neighbourhood forums, trade associations, interest groups, local businesses and fleet operators. These stakeholders were issued with questionnaires to seek views on issues affecting FSD activity in Westminster and to collect thoughts on potential measures and initiatives to deliver on the Westminster City Council defined objectives. In-depth 'follow-up' survey calls were then held with a selection of the key stakeholders, to discuss issues and ideas in more detail.

2,500 small businesses were also notified of the work, through a Westminster City Council local business newsletter issued at the time of the engagement work, with an offer to make contact if any local business-holders were interested in discussing and contributing to the project.

The desk-based research and stakeholder engagement work revealed a wide range of issues affecting FSD activity in Westminster, along with a selection of potential solutions to address the challenges posed and to help improve efficiency, safety and sustainability.

Following response analysis, three key themes emerged, around which the Strategy and Action Plan was developed.

These themes then led to a set of 9 Strategic Actions – essentially comprising groups of measures to address the issues and challenges identified.

The 3 Themes, 9 Strategic Actions and abridged details of the 55 Measures are presented below, along with WSP's recommendations on resourcing the development and implementation of the measures and the roles and responsibilities needed to be undertaken by stakeholders, including Westminster City Council and its potential partners:

Themes

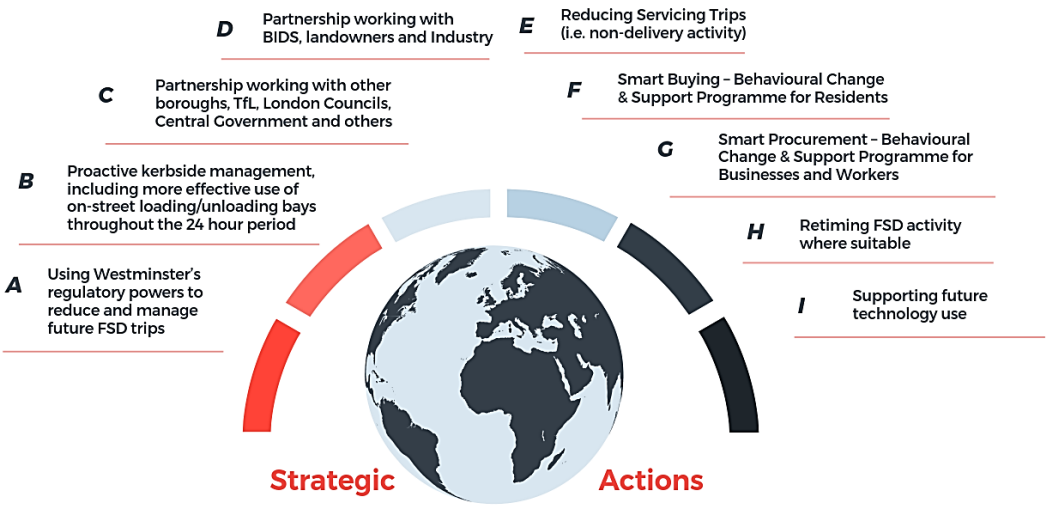
The FSD Strategy and Action Plan Measures focus on and are structured around three Themes. They are:

REDUCING	REMODING	RETIMING
Reducing the number of trips generated by freight, servicing and delivery activity, the time spent in the city and the impact on the local road network and environment.	*Making use of alternative modes (including rail and water) and increasing the uptake of zero emission vehicles, wherever possible, and enhancing the infrastructure required to support their use.*	*Making best use of an extended delivery, collection and servicing operating window in a managed, monitored and enforced way, utilising non-peak hours*

All Measures are colour-coded. They are not mutually exclusive; action under one Theme will have positive impacts on the others. All contribute to meeting the two key objectives of the Strategy.

Strategic Actions

There are 9 Strategic Actions sitting under the 3 Themes:



Measures

55 Measures, of which:

- 32 are Reducing
- 14 are Re-moding
- 6 are Retiming
- 3 are not colour-coded (Strategic Action I), as they are future focused and may cover one or more themes

- 47 are high priority
- 8 are medium priority

- 38 WCC Lead (Sole/Shared)

- 33 are short timescales
- 18 medium
- and 4 long term

A: Using Westminster's Regulatory Powers to Reduce and Manage Future FSD Trips

For new developments require:

- Freight and servicing consolidation and for this to be undertaken by zero emission vehicles/cargo bikes
- Off-street loading/unloading
- EV charging infrastructure
- On-site storage (for waste and stock – 'Just in Case' not 'Just in Time')
- Space for micro-distribution hubs and cargo bike storage

Review and strengthen the CoCP and CLPs to reflect the 3 Rs

Review and strengthen DSPs – for both individual sites and area-wide, evaluate potential for re-timing and secure by use of bonds

Review commercial waste collection time bands

B: Proactive Kerbside Management, Including More Effective Use of On-street Loading/Unloading Bays Throughout the 24 hour Period

Review a 'day in the life of' loading/unloading bays, review shared use/loading bay provision, location, use and effectiveness, including fast EV charging

Develop a programme of street and highway interventions to reduce FSD vehicular conflict with pedestrians and other vulnerable road users – 'hot spot' locations a priority

Work with specialist operators, e.g. brewery logistics companies to facilitate safer and more efficient deliveries

C: Partnership Working with Other Boroughs, TfL, London Councils, Central Government and Others

Ensure common approaches and consistent policies and measures, share best practice and pool FSD knowledge and experience

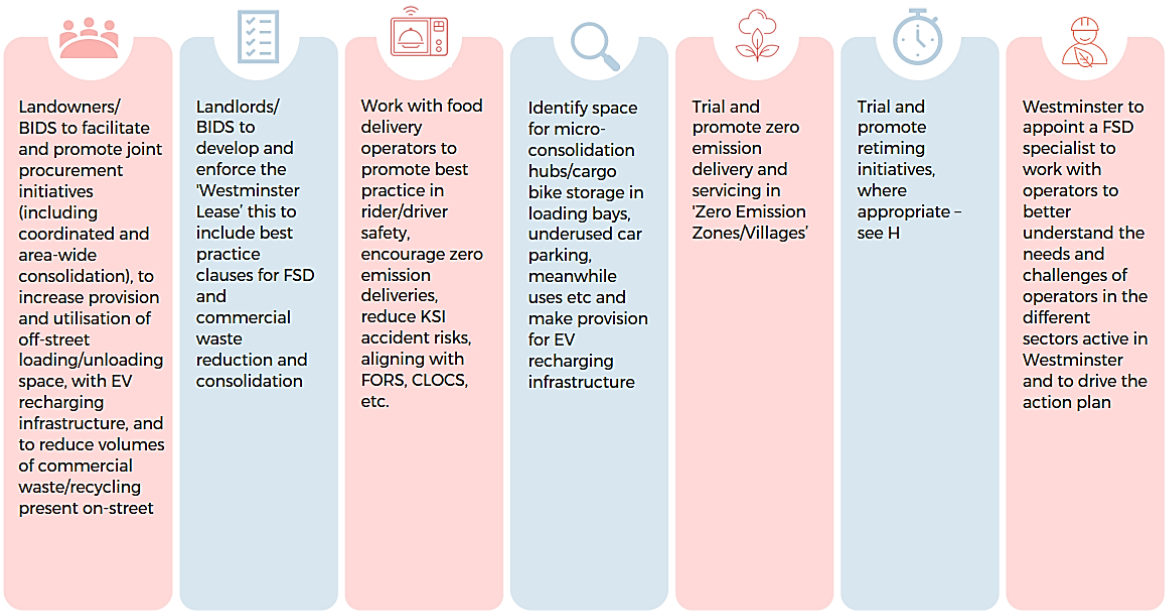
Ensure early and regular communication throughout scheme and place shaping development - especially close to borough boundaries

Lobby Government/TfL to allow Westminster to reduce the number of commercial waste operators in the borough, to consider the potential for road pricing/user charging, agree a standard definition of an ULEV and incentivise LGV/HGV EV manufacture and affordability

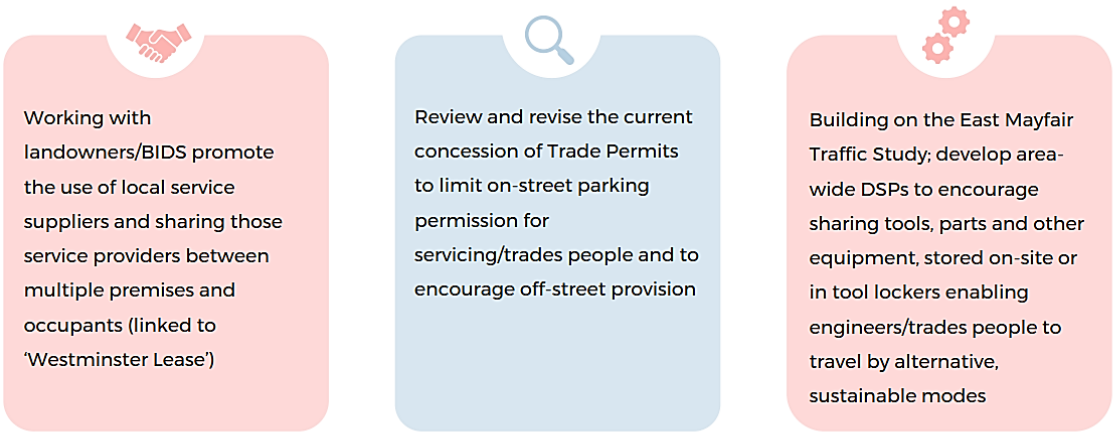
Lobby TfL and London Councils to review the London Lorry Control Scheme, promote the use of rail and the river for freight and work with TfL to minimise the through movement of FSD vehicles through Westminster

Promote the use of space for micro-consolidation hubs/cargo bike operations/storage in Westminster's, Government's and other public agencies land holdings, including provision of EV charging infrastructure

D: Partnership Working with BIDS, Landowners and Industry



E: Reducing Servicing Trips (i.e. Non-delivery Activity)



F: Smart Buying – Behavioural Change & Support Programme for Residents

An awareness raising programme, with landowners and others, to show residents the carbon and air quality impacts of their buying behaviour, home deliveries and to signpost available alternatives such as collection from locker banks, local pick-up points/'click and collect'

Work with retailers, suppliers and industry operators to offer incentives and/or rewards for 'smarter' buying

Proactively promote zero emission delivery service options to local residents and trial a cargo bike pilot project for council own services

Work with industry operators and fast food providers to incentivise local collection rather than delivery, to minimise adverse environmental impacts and reduce KSIs involving motorbikes/mopeds, in particular

G: Smart Procurement – Behavioural Change & Support Programme for Businesses and Workers

Westminster to mandate, through its own procurement and contract processes, use of low/zero emission FSD vehicles and proactively promote local zero emission delivery service options to businesses

An awareness raising programme, with landowners and others, to show businesses and workers the impacts of their procurement behaviour and of the resulting delivery trips and to show potentially available alternatives such as banning personal deliveries to the workplace, alternative local to home pick-up points/'click and collect'

Demonstrate benefits of commercial waste reduction, including food waste, and recycling collection from within premises to reduce presence on-street

Work with procurement teams, service providers and facilities management to offer rewards for 'smarter' buying, purchasing and procurement

H: Retiming FSD Activity Where Suitable

Identify and pilot suitable locations where managed retiming activity would be possible, deliverable and appropriate

Work with BIDs, landowners and industry looking to mainstream retiming in suitable locations, ensuring compliance with guidance and subject to monitoring and enforcement

Establish and trial a permit scheme for 'trusted operators' to carry out retimed activity, adhering to agreed standards and guidelines, with a bond in place to 'guarantee' compliance

I: Supporting Future Technology Use

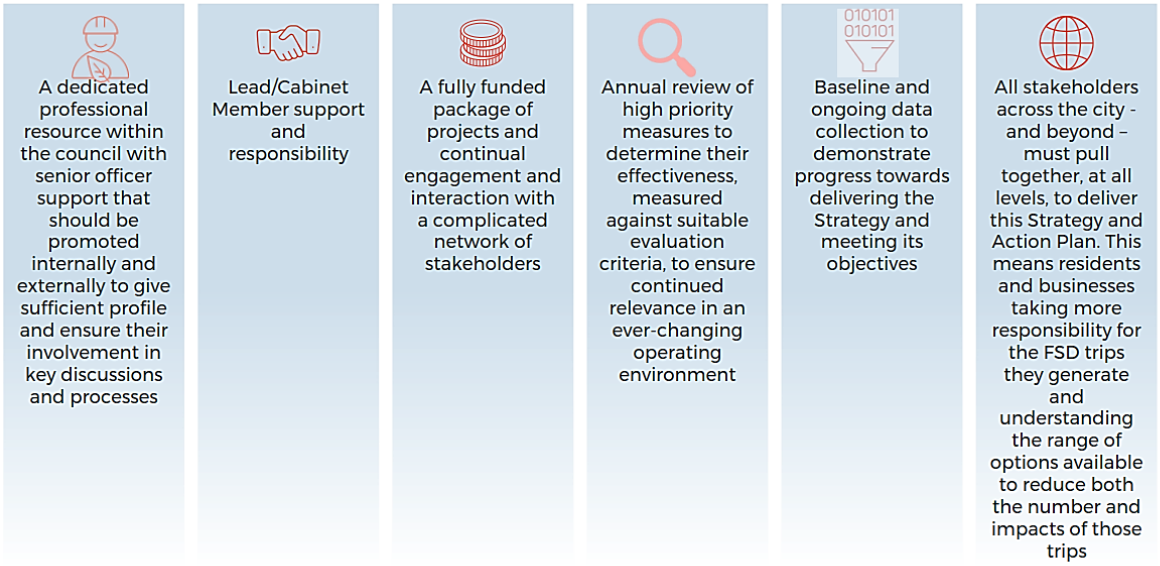
As part of its Smart City initiative, welcome alternative freight, servicing and delivery trials as a 'Living Lab' location

Assess the potential use of technology to dynamically manage the kerbside, infrastructure and availability of loading/unloading bays, timed slots, EV recharging infrastructure etc.

To stay aware of future technological developments, innovation in operations and potentially transferable urban freight management measures

Resourcing and Responsibilities

To successfully deliver this Strategy and Action Plan WSP recommend:



The measures within the Action Plan are to be reviewed for effectiveness on an annual basis and the Strategy will be reviewed every 5 years, across the 2020-2040 timetable.

The majority of measures fall into the low and medium cost categories, as well as having expected impact and quick return on investment in the short and medium terms.

The WSP recommendation to adequately resource the management and delivery of the Strategy, Action Plan and its component measures is based on the appointment of a dedicated FSD officer within Westminster City Council. Success in that role will require support from across the organisation and senior level endorsement by both officers and elected members.

Next steps, following appointment of the FSD officer, would be to develop a phased and funded work programme, using the measures in the Action Plan to create a suite of projects, working with partners within Westminster City Council and from across the broad stakeholder groups.

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1 INTRODUCTION

1.1 THIS REPORT

1.1.1. This report presents the work undertaken and outputs from Westminster City Council's Spring 2020 commission for WSP to create a Freight, Servicing and Deliveries (FSD) Strategy and Action Plan for the period 2020-2040.

1.1.2. This Introduction section presents background details on the operating environment and challenges in Westminster and Westminster City Council's objectives and targets for the Strategy and Action Plan.

1.1.3. The remainder of the report covers:

- The policy context relating to FSD in Westminster in Section 2;
- The initial impacts and challenges of COVID-19 in Section 3;
- Understanding FSD activity in Westminster in Section 4;
- Stakeholder engagement undertaken during the project and issues arising in Section 5;
- FSD Themes and Strategic Actions in Section 6;
- Action Plan measures relating to the Themes and Strategic Actions in Section 7; and
- Two appendices covering documents reviewed and best practice case studies identified.

1.2 WESTMINSTER'S BACKGROUND

1.2.1. Westminster consists of approximately 250,000 residents, 55,000 businesses, 750,000 jobs and thousands of visitors each day[2]. This presents huge challenges to the FSD sector to ensure those residents, businesses, employees and visitors receive the goods and services they require. Additionally, Westminster's Central London location means it is both a major destination, as well as a place that freight and logistics vehicles pass through.

1.2.2. On 18th September 2019, Westminster City Council committed to becoming a carbon neutral local authority by 2030 and for the whole city to follow suit by 2040. Westminster City Council has also agreed to work towards the Mayor's Vision Zero road safety target, which is to eradicate all Killed and Seriously Injured (KSI) casualty related collisions by 2041. The number of KSIs in Westminster is currently the highest of all London boroughs, which, in the main, is due to the substantial number of pedestrians and vehicles on its streets, both day and night.

1.2.3. Increased focus and proactive management of FSD activity can have a huge impact in meeting these commitments.

1.2.4. The COVID-19 pandemic has led to changes in the way the industry works, in response to shifting demands from both residents and businesses. Trip generation has been impacted by increases in business to consumer (B2C) home delivery trips, as a result of high levels of online purchasing, along with COVID-19 secure working practices, business closures and Food & Beverage (F&B)/Hospitality sector lockdowns and an ever-changing High Street.

[2] Figures are pre-COVID-19

1.2.5. This presents Westminster City Council with a challenge to balance the needs of businesses and residents, with social and environmental objectives, such as maintaining improved air quality, meeting carbon goals and preventing congestion returning to pre-Lockdown levels.

1.2.6. Most of Westminster's streets are congested, narrow, multi-use and kerbside access is demanded 24/7 by a range of users – that include pedestrians, cars, taxis and private hire vehicles, cycles, public transport, emergency vehicles and FSD vehicles. Westminster City Council has identified 36 recognised uses of its kerbside and there is a continual challenge to manage this legally and safely.

1.2.7. Westminster's 'hot spots' for FSD activity are invariably in mixed use areas and many have established residential communities, as well as landowners and BIDS with strong links to Westminster City Council. Many declare a willingness to work in partnership.

1.2.8. Westminster City Council has two key objectives in driving the development of this FSD Strategy and Action Plan:

- Reductions in numbers and emissions from vehicle movements, across the city, consistent with Westminster City Council's ambition to deliver a carbon neutral city by 2040; and
- Supporting the Mayor's Vision Zero ambition to eliminate all Killed and Serious Injury casualty related collisions by 2041.

1.2.9. To meet these objectives, the following targets have been proposed:

- The absolute numbers of freight, servicing and delivery vehicles in Westminster will be reduced by 80% by 2040 (measurable through local traffic before and after monitoring surveys) – this is a deliberate stretch target because if we do nothing to reduce the numbers of FSD trips/km in Westminster we face a 36% projected increase by 2041; and
- All trips made by freight, servicing and delivery vehicles in Westminster will be zero emission by 2040 (measurable through traffic monitoring surveys); and
- Working towards the Vision Zero target to eradicate all FSD related KSI collisions by 2041 (measurable by TfL's collision database).

1.2.10. This overall programme of work on FSD (including data collection, baselining and monitoring) should be considered as part of Westminster City Council's wider sustainable and active travel ambitions, as well as ambitions to maintain improved air quality, reduce congestion and to be carbon neutral by 2040, all of which underpins its 'City for All' strategy pledge to create a 'Greener and Cleaner City'.

1.2.11. The Strategy and Action Plan covers the period from 2020 to 2040 and will be comprehensively reviewed every 5 years during that time, to accommodate new priorities and developments.

1.2.12. The high priority Measures will be reviewed annually to determine their effectiveness, measured against suitable evaluation criteria, to ensure continued relevance to an ever-changing operating environment.

1.2.13. This calls for baseline and ongoing data collection to demonstrate the impact of the high priority Measures and progress towards delivering the Strategy and meeting its objectives.

1.2.14. Westminster City Council cannot deliver the Strategy, nor the Actions, on its own. Engagement with organisations from across the public and private sectors, including Westminster's businesses and their supply chains, will be crucial. Westminster City Council welcomes all offers of support and involvement. Initial contact can be made via askhighways@westminster.gov.uk.

2 POLICY CONTEXT FOR FREIGHT, SERVICING AND DELIVERIES IN WESTMINSTER

2.1 POLICY CONTEXT

2.1.1. This Strategy and Action Plan has been informed by analysis of the relevant policy context at National, Mayoral, Sub-regional and local levels.

2.1.2. Policy makers are becoming ever more aware of the importance of freight, servicing and logistics in developing their land-use planning, environmental and sustainable transport strategies. This is reflected in the need to bring together transport policy, planning policy and sustainable environmental policy, revolving around congestion relief, road casualty reduction and measures aimed at achieving a zero-carbon environment.

2.1.3. The big challenge for policy makers is that demand for freight, servicing and delivery activity is consumer-led and driven by purchasing decisions made by major organisations, businesses of all sizes and individual residents, with purchasing and procurement undertaken increasingly online.

2.1.4. The COVID-19 pandemic has presented substantial and difficult to predict new challenges, which have led to new ways of working in the logistics sector, an increase in home and flexible working and corresponding rise in home deliveries. This is at the expense of commuting to the office or workplace and visits to theatres, art galleries, museums, nightclubs, etc. which have largely remained closed, or offered limited access, for the past nine months. For Central London, a preference for local shopping and leisure activity has had a significant, detrimental impact on the retail, leisure and hospitality sectors, while maintenance of highways and related structures ceased, and associated traffic levels dropped accordingly.

2.1.5. To mitigate these impacts, Westminster introduced a range of temporary policy measures and street and public realm interventions, to encourage workers and visitors to come into Westminster and to support local businesses and the wider West End economy. These measures (e.g. timed road closures and widened pavements to allow safe and socially distanced mixing, outdoor dining and hospitality) may, over time, become the 'new normal', as Westminster and other local authorities seek to bring forward bolder and progressive active travel and environmental policies and schemes on the street, to reduce congestion, improve our air quality and to protect and enhance the environment.

2.1.6. The impacts of all of this on the FSD and logistics sector should not be underestimated; as businesses, residents and visitors will still require goods and services to be delivered – an efficient FSD and logistics sector is crucial as we renew our economy post-COVID-19. There is, however, still a long way to go before an equilibrium exists which meets the environmental and technological challenges and enables a fully functioning, sustainable, efficient and cost-effective freight and servicing industry for Westminster. Ultimately these challenges will be addressed through a mixture of policy responses and levers operating at many different levels.

2.2 NATIONAL POLICY

2.2.1. At the National Level, the National Infrastructure Commission (NIC) has clearly outlined its intentions to prioritise the status of freight and logistics policy through long term infrastructure planning.

Better Delivery - The Challenge for Freight, National Infrastructure Commission (NIC), April 2019

2.2.2. The NIC sets out its guidance within 'Better Delivery: The Challenge for Freight' (2019). This document focuses on the environmental and technological drivers for change, how these should be embedded in the development of freight and how it can be better integrated into the land use planning process.

2.2.3. The NIC report prioritises the decarbonisation of freight by 2050 and makes it clear that optimisation of freight operations and use of technological innovation, including better use of data, is needed to tackle challenges and make improvements.

2.2.4. The relative influence of different levels of government in policy making is highlighted in **Figure 2-1** below, drawn from the NIC report. Local authorities have a key role to play in influencing road freight through them polices and interventions.

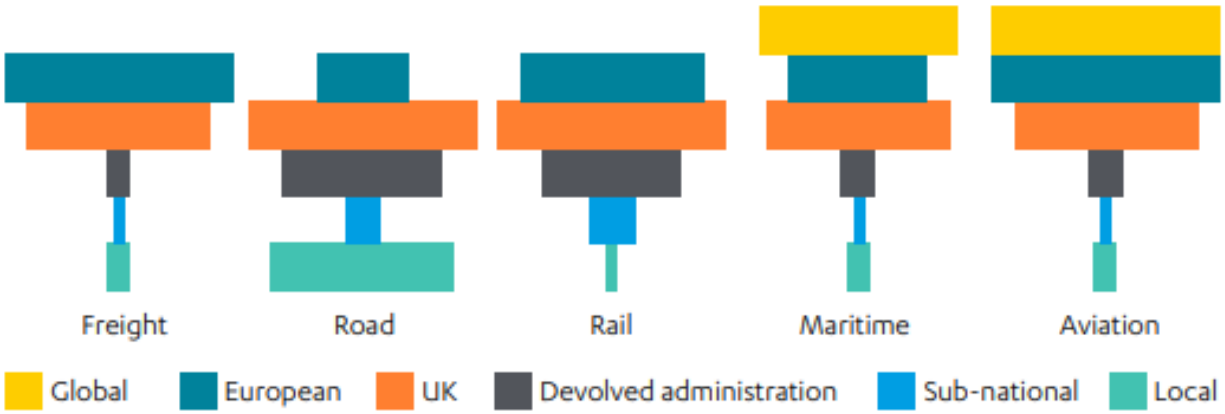


Figure 2-1 - Relative Influence of Different Scales of Government Across Modes

2.2.5. The document focuses on road and rail freight, where the NIC has deemed the need for action to be greatest. The Commission's central finding is that, through the adoption of new technologies and the recognition of freight's needs in the planning system, it is possible to decarbonise road and rail freight by 2050 and to manage its contribution to congestion.

2.2.6. The NIC states the key factors affecting freight in the future are:

- Growth in internet shopping;
  - The existing centralised approach to freight may need to adapt to incorporate more regional and local level storage to meet customer demands. Such a move in both retail and business markets could have a significant impact on the shape and operation of the freight system and vehicle miles.
- Zero emission vehicles; and
  - Transition towards alternative fuels could see short- and medium-term changes in the way that freight operates, however fuelling infrastructure is required to facilitate this.
- Disruptive new technology.
  - Connected Autonomous Vehicles (CAVs) could help improve driver safety, address the issue of HGV driver shortages and rising associated costs and potentially make journeys more efficient, with vehicles able to run long distances without stopping.

2.2.7. The NIC supports a transition to zero emission HGVs, with the recommendation that the government should commit to decarbonising road freight by 2050, announcing plans by the end of 2021 to ban the sale of new diesel-powered HGVs no later than 2040.

2.2.8. In relation to vans, where the zero-emission market is currently more developed than that for HGVs, NIC suggests that it is essential that local electricity generating grid infrastructure does not remain a barrier to change. The use of smart chargers to control demand, combined with flexible solutions, such as on-site battery storage at local depots and consolidation/distribution centres, as alternatives to power supply reinforcement, will be key in minimising the grid upgrades required and reducing the capital expenditure for operators.

2.2.9. Better use of the existing local highway capacity through road pricing for all vehicles could result in freight movements being more efficient in terms of maximising loads carried and optimising route selection. Better vehicle loading, and utilisation and less empty running would help reduce the number of freight vehicles.

2.2.10. Consolidation/micro-distribution centres, codes of practice for quieter deliveries and e-cargo bikes are all innovations that have been recorded to produce positive results where prevailing conditions are right. However, in a competitive field, firms will only be able to adopt practices that reduce congestion impacts if this will not put them at a disadvantage. Temporary legislation and competition law rule changes could help operators looking to trial new techniques in partnership with local authorities, but these must be empowered to make funding decisions where innovation requires new local investment from the state.

2.2.11. Perhaps the best way to kick-start such innovation is to support the establishment of consolidation/micro-distribution centres. Local authorities should use the planning system to make land available and consider the case for funding land and construction or subsidising operations in the short term, where competition law permits.

2.2.12. The NIC recommends that, to help manage peak time congestion on the urban transport network, local authorities should include a plan for urban freight within the infrastructure strategies which they are legally obliged to develop. These plans should review local regulations to incentivise low congestion operations, consider the case for investments in infrastructure, such as consolidation/micro-distribution centres, and identify the land and regulatory requirements for new and innovative low congestion initiatives.

2.2.13. Availability of land for freight distribution centres and other infrastructure is crucial for the efficient operation of the sector and will be even more important in the future for enabling optimised last mile operations. The most effective way of managing freight's impacts on congestion, while allowing efficient operations, is by planning for the needs of freight at an early stage of the statutory planning process. The document suggests the government should produce new planning guidance on freight for strategic policy-making authorities. The guidance should better support these authorities in planning for efficient freight networks, to service homes and businesses as part of their plan-making processes. This new planning practice guidance, which is expected to be available by the end of 2020, should give further detail on appropriate considerations when planning for freight, including:

- Providing and protecting sufficient land/floorspace for storage and distribution activities on the basis of population and economic need, with particular consideration for the floorspace requirements of last mile distribution and consolidation centres;

- Supporting the clustering of related activities within a supply chain, minimising the distance that goods must be moved and maximising the potential for efficient operations;
- Maximising the potential for freight trips to be made at off peak times; and
- Accommodating deliveries using innovation and alternatives, to reduce the risk of failed delivery attempts.

2.2.14. The document highlights that data collected at a national level is important in identifying overall trends but with better movement data, local policy makers can deliver targeted solutions. The NIC therefore recommends that the government should develop a standard for freight data collection to support local authorities, outlining the requirements for technological capability, data requirements, and data format. This would ease comparison between different areas by outputs being in one comparable format.

2.2.15. The NIC also recommends that the government should establish a new bi-annual 'Freight Leadership Council', inviting representatives from organisations including the Department for Business, Energy And Industrial Strategy (BEIS), Department for Transport (DfT), Ministry of Housing, Communities & Local Government (MHCLG), Department for Environment, Food & Rural Affairs (DEFRA) and HM Treasury, devolved administrations, representatives from all freight modes and component parts of the supply chain. This group's main focus should be on strategic, long term issues – specifically supporting decarbonisation of road and rail freight by 2050.

2.2.16. Also, at National Level, the Department for Transport's (DfT) 'Decarbonising Transport – Setting the Challenge' (2020), sets out in detail what government, business and society will need to do to deliver the significant emissions reductions needed across all modes of transport, to achieve carbon budgets and net zero emissions across all modes of transport by 2050.

Decarbonising Transport – Setting the Challenge, Department for Transport (DfT), (2020)

2.2.17. This document is detailed as "*the first step to developing the policy proposals and a coordinated plan for decarbonising transport. Delivering the emissions reduction needed from transport is a significant and sustained challenge and net zero demands a fresh approach. We have a duty to act and continue our global leadership in this area.*"

2.2.18. When detailing the strategic priorities for the Transport Decarbonisation Plan, to deliver a vision of a net zero transport system, *'Decarbonising how we get our goods'* is one of the six priorities. Under this heading the following principles are detailed:

- Consider future demand and changing consumer behaviour for goods;
- Transform 'last-mile' deliveries – developing an integrated, clean and sustainable delivery system; and
- Optimise logistics efficiency and explore innovative digitally-enabled solutions, data sharing and collaborative platforms.

2.2.19. With regards to current policies in place to deliver those targets, in 2018, the Road to Zero strategy set out government aspirations for zero emission HGVs, including the following objectives:

- Taking forward a research project to identify and assess zero emission technologies suitable for HGV traffic on the UK road network;
- Working with industry to develop an ultra-low emission standard for trucks;

- The £20 million Low Emission Freight and Logistics Trial supporting industry-led R&D projects, trialling a range of low-emission technologies for freight;
- Conducting an operational trial of longer semi-trailers on UK roads; and
- Additionally, the Government is working to understand the potential for demonstrator projects to overcome some of the hurdles associated with the implementation of novel freight decarbonisation technologies with partners including the Connected Places Catapult.

2.2.20. In relation to vans, the document states that DfT are consulting on bringing forward the end to the sale of new petrol and diesel vehicles to 2035 (from 2040). Current policies to deliver those targets include:

- Investing approximately £2.5 billion, with grants available for plug-in vans and lorries, as well as funding to support charge point infrastructure at homes, workplaces, on residential streets and across the wider roads network;
- The Plug-in Van Grant (PIVG) provides 20% of the price of a qualifying vehicle to a maximum grant amount of £8,000, or £20,000 for the first 200 large vans (3.5 tonne +) or trucks; and
- Legislation to allow category B (car) licence holders to drive certain alternatively fuelled vans up to a maximum weight of 4.25 tonnes, rather than 3.5 tonnes.

2.2.21. In relation to future work, the government is providing £500 million over five years to support the rollout of a fast-charging network for electric vehicles, ensuring that drivers will never be further than 30 miles from a rapid charging station. This will include a Rapid Charging Fund, to help businesses with the cost of connecting fast charge points to the electricity grid

2.2.22. The document goes on to detail an e-cargo bike trial in London, *e-Cargobikes.com*, that worked with the supermarket chain Sainsbury's to trial the use of electric cargo bikes to deliver groceries, using funding from a DfT innovation grant. Using five bikes, delivering up to 100 orders a day from the Streatham Common store, the study found:

- 96.7% of orders could be fulfilled in a single e-cargo bike journey; and
- shorter delivery routes, journey times and increased traffic flow in urban residential areas, due to the ability of e-cargo bikes to make use of cycle and bus lanes, resulted in average road speeds greater than for delivery vans.

2.3 REGIONAL POLICY - LONDON

2.3.1. In Greater London, the Mayor of London, the Greater London Authority (GLA) and Transport for London (TfL) have, since 2000, been responsible for setting London-wide strategy and strategic London-wide roads management.

Mayor's Transport Strategy (MTS), (March 2018)

2.3.2. The Mayor's Transport Strategy (MTS) aims to reduce the number of freight and servicing vehicles entering the Congestion Charging Zone (CCZ) in the morning peak time by 10% by 2026 (based on 2016/17 levels).

2.3.1. The MTS also suggests potential further road user charging and travel reduction measures as a way of controlling congestion across the capital's often congested Strategic Road Network (SRN). This began with the process of seeking to reduce Killed and Seriously Injured casualty related collisions and improving safety for vulnerable road users through development of the Construction Logistics and Community Safety (CLOCS) and Fleet Operator Recognition Schemes (FORS). In this context, the term 'vulnerable road users' relates to pedestrians, cyclists and the riders of mopeds and motorbikes. More recent work has involved setting specific targets for the reduction of HGV movements and the setting up of the London Freight Advisory Panel and the London Freight Forum.

TfL/Mayor's Vision Zero Action Plan, (July 2018)

2.3.2. The Mayor's Vision Zero ambition is for the elimination of all deaths and serious injuries from London's streets by 2041.

2.3.3. Its focus is on reducing the dominance of motor vehicles on London's streets and ensuring that road danger reduction is central to all transport-related activity.

2.3.4. Its measures include:

- Reducing speed limits to 20mph within the central London Congestion charging zone;
- Continuing safety improvements at London's most dangerous junctions;
- Deliver the next generation of cycle routes;
- Introducing a bus safety standard for all of London's bus fleet;
- Introducing a Direct Vision standard for HGVs, to improve visibility of other road users to HGV drivers and tackle their disproportionate involvement in the deaths of those walking, cycling and motorcycling;
- Applying the Direct Vision standard to a permit scheme applicable to vehicles over 12 tonnes gross vehicle weight (GVW);
- Work with the construction industry to explore greater use of rail and water for movement of construction materials;
- Work with developers to reduce the risks posed to pedestrians and other vulnerable road users in proximity of construction sites, including revising road layouts;
- Working with industry to improve the surface condition of construction and waste sites;
- Requiring all new operators in the GLA supply chain to achieve FORS Silver or Gold accreditation by Spring 2024;
- Updating TfL's Construction Logistics Planning Guidance;
- Improving training for professional drivers; and
- Work with Central Government to close loopholes giving certain types of HGVs exemptions from requiring safety equipment and systems.

TfL/Mayor's Freight & Servicing Action Plan, (March 2019)

2.3.1. TfL's work on freight, servicing and deliveries has culminated in the publication of its Freight and Servicing Action Plan (March 2019). This has been developed following inclusion of key policies in relation to freight in the MTS and also the London Plan.

2.3.2. This document details trends in freight movements across London, stating:

- In London, 90% (131m tonnes annually) of all goods handled are transported by road;

- The kilometres travelled by freight and servicing vehicles has increased by approximately 39% over the past 25 years; and
- Heavy Goods Vehicle (HGV) miles have declined by 6% between 1993 and 2017, whereas Light Goods Vehicle (LGV) miles have significantly increased by 54% over the same time frame.

2.3.3. It suggests that HGV kms are expected to decline by approximately 6% by 2041 but LGV kms are forecast to grow by up to 43% over the same period.[3]

2.3.4. It also emphasises the growing concern about vehicular safety and the risk of freight vehicle collision with pedestrians, cyclists and other vulnerable road users. It highlights that, in some areas, the peak hours of freight movement overlap with the peak periods for many pedestrian and cyclist movements, especially in the weekday AM peak, where many cyclists are riding to work, and many delivery drivers are delivering goods and services to local traders, shops etc. before they open for daily business. Additionally, TfL's Action Plan also states that 29% of vehicular PM2.5 emissions and 23% of carbon dioxide emissions from road transport in London come from freight vehicles.

2.3.5. With regards to safer vehicles, the document discusses implementing the world's first 'Direct Vision' Standard for HGVs. Using a star system, the Direct Vision Standard rates HGVs from zero (lowest) to five (highest), based on how much a driver can see directly through their cab windows. The standard forms part of a proposed HGV Safety Standard Permit Scheme, which will require all HGVs more than 12 tonnes gross vehicle weight (GVW) to hold a safety permit when entering or operating in London, from 2020. HGVs rated one-star and above would be granted a permit, while those rated zero-star would have to have a safe system of mitigating measures, such as on-board cameras, sensors and audible alerts. From October 2024, the minimum direct vision threshold will rise from one-star to three-stars. HGVs more than 12 tonnes GVW that are rated zero, one or two-stars will be substantially fined if entering London, unless they are compliant with a progressive safe system that complies with TfL's new Direct Vision standard.

Additionally, in relation to safer streets, TfL are also:

- Reducing the potential of collisions between goods vehicles and people walking, cycling and riding motorcycles through its London 'Safer Junctions Programme' that could have some impact on mitigating against the risk of serious injury on London's streets;
- Its 'Healthy Streets' initiative seeks to ensure that London's streets are better designed so that the safety, health and wellbeing of the rising number of pedestrians and cyclists are taken better account of, rather than focusing more on maintaining access for motorised vehicles. In terms of freight and servicing, the Healthy Streets approach calls for more use of (e)cargo bikes, the provision of safe kerbside for delivery vehicles and the consideration of more off-peak delivery times;
- Working with the Fleet Operator Recognition Scheme (FORS) initiative to encourage a wider use of (and adherence to) major development site Construction Logistics Plans (CLPs). This is undertaken through a three-day training course for construction logistics planners and developers and it is reported that workshop attendance has increased by 100% in 2020; and
- From 2019, TfL have been facilitating planning workshops for development site stakeholders, to better spread guidance in the new 'Temporary Traffic Management Handbook'.

[3] Using this as a proxy, the figure for Westminster would be 36%

2.3.6. The document goes on to state that, to support the freight and servicing sector to comply with the central London Ultra Low Emissions Zone (ULEZ), there should be:

- Ongoing communication and marketing before and after the launch of the central ULEZ scheme (April 2019) and in advance of the still planned London-wide Low Emission Zone (LEZ) that applies lower engine emission standards across the whole of Greater London and the more strict engine emissions standard ULEZ expansion (2021);
- A new vehicle scrappage scheme, targeted at supporting London's micro-businesses to switch to the cleanest vehicles, including electric;
- Calling on Government to match London's leadership and provide further support for other Londoners and businesses as part of a national retrofit and vehicle scrappage fund;
- Convening power to work with manufacturers and leasing companies to identify and publicise incentives for retrofit solutions and incentives for businesses to trade-in more polluting vehicles; and
- Progressing the 'LoCITY' programme, helping businesses to go beyond compliance through engagement and trials and providing guidance on the use of alternative fuels and reducing non-tailpipe emissions.

2.3.7. With regards to switching to zero emissions, there is support for:

- Providing guidance for boroughs on consistent standards for local zero emission zones by Spring 2019 and beyond;
- Ensuring support for ultra-low emission freight vehicles;
- Continuing to call on central Government to ensure all new cars and vans are zero emission by 2030 at the latest; and
- Promoting London as a world-class market for electric vehicles and working with industry to increase the supply and variety of electric vehicles.

2.3.8. The document also highlights the importance of sharing data on freight and last mile trials, as well as the importance of collaborating with industry, including developers, contractors and boroughs, to reduce the impact of the construction supply chain.

2.3.9. Additionally, the importance of changing procurement practices, through consumer and business behaviour is key, as well as the promotion of consolidation. The document details the different consolidation/last mile logistics models and their applicability in London in **Figure 2-2.**

Consolidation model	Findings
Consolidation centres for Opportunity Areas, such as Old Oak Common, by either enforced (eg planning conditions) or voluntary participation (eg set out in Delivery and Servicing Plans)	The research found that using a consolidation centre for newly developed areas could achieve significant vehicle reductions, but that significant political will and funding would be required. If mandatory or enforced participation and the right level of charging were introduced a break-even scenario should be possible.
A network of consolidation centres serving the clean air zone	The study did not recommend this model of consolidation for London. It was not considered possible or efficient to try and provide a 'one size fits all' solution. The variety of supply chains, different sectors and end customers is too vast, dense and complex. Strong policy and significant investment would also be required.
Using planning powers to require use of preferred suppliers for multi-tenanted buildings	This would allow consolidation at source and will reduce trips. The study recommended 'wholehearted uptake' of this approach.
Micro-consolidation and last-mile logistics	Examples in London show this can be commercially successful and supports increased use of zero emission deliveries. The key challenge is identifying land for micro-distribution centres.
Consolidation centres to serve outer London town centres	This could reduce the number of vehicle trips. The study found this model has potential for London but would require strong policy and financial support.

Figure 2-2 - Consolidation Models for London

2.4 LOCAL POLICY

2.4.1. At the local City of Westminster and neighbouring boroughs level, there is a variety of local policy documents applicable, as strategy, policy and management of much of the London highway network is primarily the responsibility of the 32 London Boroughs and the City of London.

Westminster City Plan 2019–2040

2.4.2. Westminster's City Plan 2019-2040, which is supported by the Carbon Reduction Strategy (due for publication in 2020) and Air Quality Action Plan (2020-2024), prioritises carbon reduction through reduced traffic and congestion. This can be achieved through working with contractors and partners to reduce emissions linked to the supply and delivery of Westminster City Council services.

2.4.3. Westminster City Council's Examination in Public into the new Westminster City Plan 2019-2040 finished in October 2020, with adoption expected in 2021. The document includes specific policies for freight in the West End (Policy 2) and Policy 30 reflects high demands for freight in Westminster and prioritises consolidation and protection of on-street facilities.

2.4.4. The purpose of this FSD Strategy is to develop these freight policies further into actions for implementation over the lifetime of the Plan.

2.4.5. Westminster City Council's main transport programme for managing Westminster's streets is set out in its Local Implementation Plan programme (LIP) 2019/20 to 2021/22. For decades, Westminster City Council has managed its highway network to prioritise road safety and to ensure the day-to-day needs of all road users and pedestrians are proportionally taken into account.

2.4.6. However, it has identified that there are some 36 individual uses of the kerbside, including deliveries and collections, and so prioritisation for access to the kerbside is an unrelenting and growing challenge for Westminster City Council, in terms of maintaining, enforcing and developing new schemes that should be designed that meet the evolving needs of society. To this end, it prioritises the development of a 'Greener and Cleaner' street environment that focuses on the need to provide safe and ambient provision for the growing number of pedestrians; by providing more safe on-street cycle parking and cycle routes, the management of its kerbside and parking bays and the delivery of more electric vehicle charging points and potentially for any other zero emission vehicles that are operated in the future. Also, the '#Dontbeidle' driver engine idling awareness campaign has been another vital means to address concerns about vehicle emissions on London's streets, to which the freight sector contributes much. Westminster City Council's current 2019/20 to 2021/22 LIP delivery programme can be found online at www.westminster.gov.uk/sites/default/files/city_of_westminster_lip3_draft_submission_-_final_website_28_10_19_002.pdf

Westminster City Council COVID-19 Temporary Movement Strategy 2020

2.4.7. In response to the current recovery period from the global COVID-19 pandemic Lockdown conditions (Summer-Winter 2020), Westminster City Council, through its temporary 'Movement Strategy', has already fast tracked a range of targeted policy changes and on-street public realm improvements that seek to support safe pedestrian and cycle movements and to support businesses, schools and other institutions re-opening. Westminster City Council has introduced timed road closures, widened footways, increased pedestrian areas and cycle lanes on some of its major roads, including Oxford Street, Regent Street and Piccadilly and areas such as Soho, Covent Garden, Mayfair, Marylebone and St. John's Wood. Some of the other key measures and areas include:

- 'School streets' have been introduced across the City, where access for vehicles to designated roads outside such schools is not permitted during the AM and PM school opening and closing times;
- Pedestrian footway widening improvements have been made around three major railway stations, namelyh Victoria, Marylebone and Charing Cross;
- Signage and guidance have been provided in markets, to encourage social distancing and enable full reopening;
- More cycle racks and better links to existing cycle networks have been provided;
- A new range of public notice temporary street signage, to highlight the need for social distancing in public areas, has been introduced; and
- 50+ schemes have been implemented that have seeked to encourage safe outdoor dining and other hospitality sector activities.

City of Westminster Air Quality Action Plan (2019–2024)

2.4.8. The Air Quality Action Plan contains the actions the City of Westminster intends to take to improve air quality between 2019 and 2024.

2.4.9. The document details the following actions in relation to transport as part of the action plan:

- Increase the number of electric vehicles charging points within the city;
- Investigate, with a view to undertaking trials of new electric vehicle charging technologies, such as induction charging;
- Trial a new targeted approach to actively reduce vehicle engine idling in specific parts of the borough, involving refreshed signage, communications activity and increased enforcement in idling hotspots;
- Update green procurement policies to maximise air quality benefits from Westminster City Council contracts;
- Continue to support TfL and the Mayor of London with the implementation and evaluation of the Ultra-Low Emission Zone (ULEZ), including the proposal to expand its boundaries from a central London cordon to one that includes all roads within the North Circular and South Circular ring around inner London;
- Work with market traders to identify and implement measures to reduce emissions associated with the city's markets;
- Monitor the efficacy of the 'pay to park' diesel parking surcharge as a tool to reduce the number of the most polluting journeys made in the borough;
- To undertake analysis of recent parking occupancy surveys, to ascertain the potential for utilising underused bays for other non-parking purposes. Consider undertaking trials of these alternate uses, where appropriate;
- Introduce Electric Vehicle charging infrastructure on Westminster City Council owned properties and housing estates;
- Trial dynamic or 'surge' pricing for 'pay to park' parking across the city, such as increased prices when demand is particularly high;
- Investigate the potential for a Zero Emission Zone in Dean Street in the Oxford Street District area; and
- Accelerate the uptake of zero emissions vehicles as part of investigating the potential for a wider Zero Emissions Zone in the Oxford Street area.

2.4.10. With regards to lobbying and partnership working, in relation to transport:

- Continue to lobby national government to introduce an extensive scrappage scheme to reduce the number of older and more polluting vehicles, to help generate modal shift and increase uptake of ultra-low emission vehicles; and
- Continue to lobby national government to make changes to Vehicle Excise Duty, to discourage the uptake of more polluting diesel vehicles.

West End Partnership Freight & Servicing Strategy (2018)

2.4.11. In May 2018, the West End Partnership (WEP), which includes Westminster City Council and a range of other public and private sector stakeholders, published its Freight and Servicing Strategy, which focuses on the main issues that relate to deliveries and servicing across this substantial and vibrant area of central London.

2.4.12. West End Partnership (WEP) agreed two ambitious cross-cutting targets for its Freight & Servicing Strategy (2018):

- By 2030 the absolute numbers of delivery and servicing vehicles will be reduced by 10% across the WEP area; and
- By 2030 the absolute numbers of delivery and servicing vehicles will be reduced by at least 80% in areas of key importance to the West End at the times of day when visitor numbers are at a peak.

2.4.13. To ensure that the WEP's Freight and Servicing Strategy delivers on its stated interventions and evolves with the times, it has set up a dedicated Deliveries and Servicing Group (DSG) which consists of a number of key stakeholders, including Westminster City Council, London Borough of Camden, Transport for London, The Northbank BID, Marble Arch BID, Baker Street Quarter Partnership, New West End Company, Heart of London Business Alliance, West End Community Network, The Fitzrovia Partnership, The Crown Estate, Shaftesbury, Grosvenor, Logistics UK, DHL, Gnewt Cargo, University of Westminster and Cross River Partnership. The group oversees the implementation of the Freight & Servicing Strategy and seeks to ensure that freight reduction programmes are delivered alongside large urban realm projects in the West End. It provides a resource and sharing forum for all stakeholders with an interest in freight and servicing in the West End. More recently a Great Estates Freight & Waste Group has been established to support interventions to reduce and consolidate FSD and commercial waste.

2.4.14. The WEP Strategy covers a wide range of interventions including retiming of activity, provision of information and data to operators to ensure efficient operations, protection of potential logistics land, model clauses for property leases and re-moding delivery and servicing activity to cargo/e-cargo bikes and foot porterage.

2.4.15. **Figure 2-3** below presents the WEP DSG Strategy's six prioritised actions:

Table 1 Six Prioritised actions for the WEP DSG

Ref	Action/Detail	Responsibility	Priority	Timeframe	Outcomes
1	**Retiming** • Develop a noise standard (potentially UK-wide with DfT and Noise Abatement Society to support industry) • Provide guidance to operators • Ensure appropriate planning conditions	**WEP** Boroughs/TfL	H	By 2025	• Reduction in congestion • Reduction in air pollution • Reduce vehicles at peak visitor times • Potential benefit/application across London/UK
2	**Network information/Open Data** • Provide information to vehicle operators to ensure efficient deliveries including: • Sensitive areas; Roadworks; Kerbside restrictions	**Boroughs** TfL	H	By 2023	• More efficient deliveries • Reduction in vehicle miles • Reduction in kerbside use pressures • Potential benefit/application across London/UK
3	**Logistics Land** Protect logistics land use in the West End (including loading bays; micro-consolidation) and identify areas for logistics use (e.g. car parks)	**Boroughs** Estates	H	By 2022 and ongoing to 2030	• One identification of existing available space • Reduction in loading/unloading on the public network • Reduction in motor vehicles • Improved air quality
4	**Property Leases** Develop and implement model clauses to encourage behaviour change (e.g. for retiming, use of shared supplier schemes, reduced resource use)	**Estates**	H	By 2022	• Reduction in vehicles • Improved air quality • Improved public space
5	**Re-moding deliveries** Re-mode to cycle and pedestrian modes through: • Trialling and enabling porterage schemes/ local logistics centres • Increasing accessibility of cycle superhighways to freight	**Boroughs** Estates TfL	H	By 2025	• Reduction in motor vehicles • Improved air quality • Improved public space
6	**Delivery & Servicing Management Areas** Research and develop a structure for how delivery and servicing management areas could work for the West End	**TfL** Boroughs	H	By March 2020	One research report and implementation plan for a game changing approach to freight management in the West End

Figure 2-3 - WEP Prioritised Actions

2.5 SUMMARY

2.5.1. In summary, policy at the National, Regional (London) and Local levels provides the context and environment within which freight, servicing and delivery activities are undertaken. For that reason, this Westminster City Council Freight, Servicing and Deliveries Strategy and Action Plan has been developed to be consistent with these policies and strategies.

2.5.2. This also means that there is a need for Westminster City Council to work with its neighbours and other key stakeholders when implementing the measures within the Action Plan, to ensure consistency of approach, especially across neighbouring borough boundaries and with industry and strategic planning and transport agencies.

3 THE MARKET DURING AND POST-COVID-19

3.1 COVID-19 IMPACT

3.1.1. The COVID-19 pandemic of 2020 has had a significant impact on our working and personal lives. Lockdown restrictions have limited the activities we can undertake. Our purchasing habits have also changed. Prior to the pandemic there was already a trend towards online retail (grocery, non-food retail and takeaway food and drink delivery) and this has been exacerbated by the pandemic and necessary shift, for some, to home and flexible working.

3.1.2. Anecdotally, this increase has led to significant growth in volumes being carried by parcel carriers, who have seen a transition to more business to consumer (B2C) than business to business (B2B) traffic. This, in turn, has led to an increased demand from parcel carriers to find more effective distribution options in urban areas. We are aware of parcel carriers who have begun to pursue a strategy of urban depot use, nationwide, to find sites from which zero emission delivery fleets can operate to serve central urban areas.

3.1.3. Measures are also needed to better manage home delivery and servicing activity, to minimise trips generated and to explore cleaner, safer alternatives to petrol/diesel van journeys. Zero emission delivery services, such as those provided by the likes of Zedify, have grown, built around the use of e-cargo bikes. During COVID-19 these have been used to deliver groceries, food deliveries, drugs/pharmaceuticals and other goods to vulnerable people and those shielding or in self isolation. This demonstrates that cargo bikes and e-cargo bikes have a role also in B2C as well as B2B transactions.

3.1.4. To address the requirement for social distancing and to support the economy, COVID-19 response measures were introduced at short notice by local authorities but in many cases, this was without due consideration to the delivery and servicing needs of businesses – meaning kerbside deliveries were compromised, adding cost and inefficiency to delivery and servicing operations. Westminster City Council has produced detailed guidance and advice for businesses, delivery and logistics companies and has used established partnerships to disseminate notification of changes to its streets and public realm: www.westminster.gov.uk/sites/default/files/450_21_wcc_hospitality_combined_business_guidance_aw20.pdf.

3.2 AFFECTED SECTORS AND THE FUTURE

3.2.1. While all sectors have been impacted by COVID-19 to some extent, selected activities have been particularly badly impacted. Changes to the high street and growth in online retail were already apparent trends, pre-COVID, but the need for many of us to remain at home has severely affected the food and beverage, cultural and creative industries, leisure and indoor recreation hospitality and catering sectors. This has been exacerbated by reductions in tourism traffic – both domestic and international - and tourist footfall, as well as a change in office use by many businesses.

3.2.2. Research by the GLA (October 2020) estimates that during the COVID-19 pandemic, the loss of expenditure in the Central Activities Zone (CAZ) due to both workers staying at home and tourists being unable or choosing not to visit has had a major impact on the retail, leisure and hospitality sectors in particular. The analysis estimates a £10.9bn loss in tourism expenditure in the CAZ (£3.5bn domestic and £7.4bn inbound) compared to a £1.9bn loss in expenditure from commuters to the CAZ (£1.4bn of this expenditure is from commuters from London and £0.5bn is from commuters outside of London).

3.2.3. Nationally, traffic volumes have returned to the same as pre-COVID levels (likely due to much lower levels of public transport use and some users and others switching to the private car, as well as online ordering of goods), as illustrated in **Figure 3-1** below:

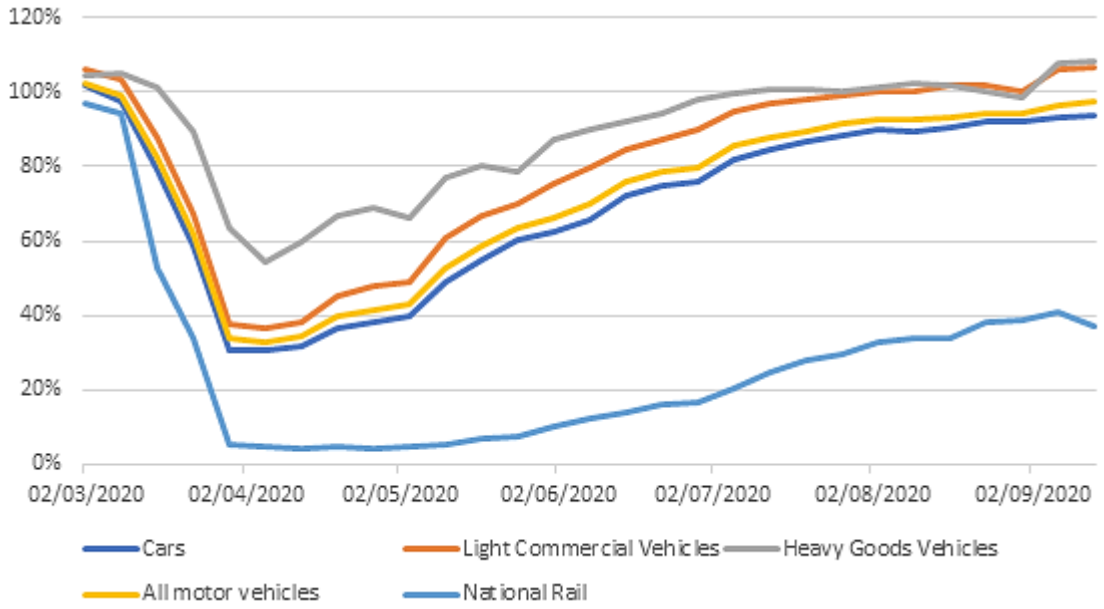


Figure 3-1 - UK Transport Use During the Coronavirus COVID-19 Pandemic, DfT, 2020

3.2.4. This figure shows national transport use during the pandemic, with the first week in February 2020 being considered the 100% baseline for comparison. This illustrates how both light and heavy goods vehicle activity has increased back to/above the baseline in the 6 months from March to September 2020. Private car use has also returned to pre-COVID-19 levels, whilst public transport use remains significantly below pre-COVID-19 levels but is slowly increasing.

3.2.5. The changes in our individual and organisational activities brought about by COVID-19 require different solutions and more focus on reducing trip generation. This can be achieved through better informed and more impact-aware personal purchasing and commercial procurement. The role of zero emission delivery services is also likely to grow and become further embedded as an essential component of supply chains, rather than being a novel approach to last mile/first mile movements.

3.2.6. It seems unlikely that we will return to the ‘normality’ in place prior to the pandemic and the impacts and challenges described above are likely to require new approaches. For example, the growth in LGV traffic (partially as a result of increased online retail generating home deliveries) needs new, innovative management measures to prevent van-related congestion, competition for parking space and higher emission levels. This calls for the development of a package of mitigation measures – both incentives and disincentives – to better manage LGV traffic and to encourage use of click and collect, parcel locker banks/pick-up points and on-foot collection of takeaway food and groceries.

3.2.7. The Centre for London think tank have published a manifesto and ‘recovery plan’ for both London’s and the West End’s recovery from COVID-19. Recommendations include; the Mayor working with the Government to review transport funding and particularly distance-based road user charging and landowners and BIDS managing their deliveries to limit disruption to businesses, visitors and residents across the West End.

3.2.1. The Centre for London acknowledge that the West End is already at the forefront of work to optimise delivery and servicing movements, e.g. The Crown Estate is opening a new consolidation centre for Regent Street businesses and large parts of West End is covered by plans to reduce delivery and servicing vehicle numbers. However, implementing timed closures, more 'social streets' and the need to decarbonise surface transport means that London must accelerate its plans to consolidate vehicle movement and a shift towards smaller, electric vehicles and cargo/e-cargo bikes would also advance London's decarbonisation agenda. understanding freight, servicing and deliveries in Westminster.

4 UNDERSTANDING FREIGHT, SERVICING AND DELIVERIES IN WESTMINSTER

4.1 NATIONAL CONTEXT

4.1.1. The efficient, safe and sustainable movement of goods and services is essential for a successful economy and to meet the needs of the UK population. FSD activity in the UK is complex and multi-faceted, with very limited understanding among the general public and government policy makers.

4.1.2. The UKs freight system moves 1.6bn tonnes of goods per annum – comprising, for example, 21% food and beverage and 3% mail and parcels, with 78% of that total moved by road.

4.1.3. The UK industry comprises 200,000 enterprises, employs 2.5m people and contributes £121bn gross value added (GVA) to the national economy.

4.1.4. Road and rail freight account for 6% of UKs overall greenhouse gas emissions, which could rise to 20% by 2050.

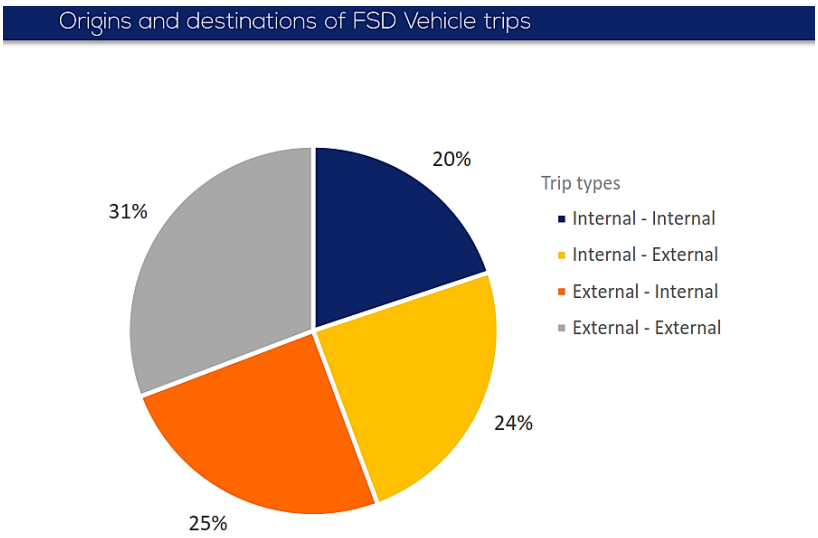
4.2 THE CENTRAL WESTMINSTER FREIGHT AND SERVICING STUDY, JULY 2020

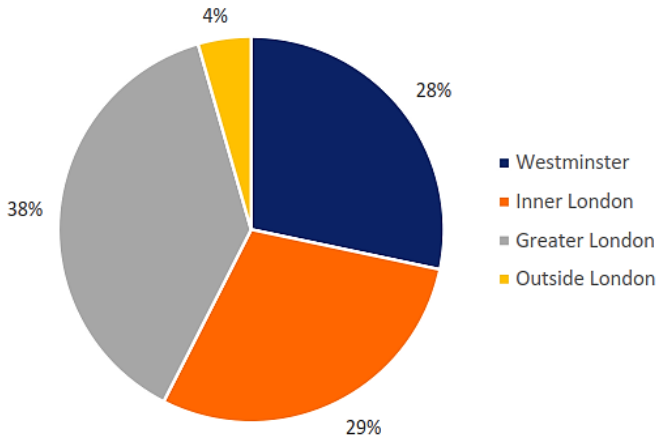
4.2.1. To increase understanding of the nature of FSD activity across Westminster, the City Council commissioned consultants, Norman Rourke Pryme, to undertake an assessment of FSD activity within Central Westminster (CAZ and OAs). Key findings from the work revealed:

- "Goods vehicles" form a considerable part of total traffic in Westminster: up to 30% in the morning, reducing to 10% towards the evening;
- Approximately 196,000 individual goods vehicle trips are made each day within Westminster - 1/3 on Westminster's Strategic Roads (e.g. Oxford Street), 1/3 on local roads and 1/3 on the Transport for London Road Network (TLRN) that are also Strategic Roads (e.g. Marylebone Road). This means that goods vehicles have a significant impact on traffic congestion, road safety and emissions, as well as potential conflict with another road uses;
- The majority of goods vehicle activity takes place and is concluded in the morning. Night-time deliveries currently comprise only a small component of activity compared to daytime;
- Light Goods Vehicles (LGVs) comprise 14% of vehicle movements in the area, while Heavy Goods Vehicles (HGVs) comprise 3%;
- 96% of goods vehicle trips originate from within Greater London;
- Most significant goods vehicle activity occurs between 7-10am in the 'hot spots' of Soho, Mayfair, Fitzrovia, Covent Garden, St. James's and parts of Marylebone and Victoria – i.e. the West End;
- 'Delivery and collection' vehicles make up 85% of goods vehicle movements, are stationary on the street for comparatively short periods of time, with activity undertaken mostly within 30 minutes; meaning that while they contribute to congestion, they have a moderate impact on the kerbside; and
- 'Servicing' vehicles (used by trades people, engineers, etc.), make up only 15% of the total 'goods' vehicle movements but stay for significantly longer and, therefore, have a much greater impact on the street environment and kerbside management.

4.2.2. The document produced by NRP for Westminster City Council reviews an extensive library of data including traffic counts, kerbside surveys, GPS mapping and trip information to assist improving the understanding of freight and servicing behaviour in Westminster. It is a key component of the evidence base for this Strategy and Action Plan. The Study also found that:

- Goods vehicles (defined as commercial vehicles including vans and trucks performing both freight and servicing functions) form a considerable proportion of the traffic moving through the streets of the study area, particularly during the morning hours;
- Peak times for HGVs are around what would be normally considered to be the morning and evening traffic peaks of 8-9am and 5-6pm. The total volume of HGVs relative to other traffic is very low throughout the study area, with light goods vehicles forming the vast majority of freight and servicing movements. HGV activity is consistent between the morning and evening peaks but drops considerably in the late evening and over-night;
- All traffic starts to rise after 1am and peaks at 5-6am when 30% of traffic movements are made by goods vehicles. Around 20% of vehicle movements are made by goods vehicles throughout most of the morning hours dropping to approximately 10% by the late afternoon and evening;
- The profile of goods vehicle trips throughout the week shows a consistently high proportion of activities on weekdays, but also a moderate level of activity at the weekend. On average 16%-17% of weekly trips are goods vehicle trips; and
- When considering the origins and destinations of goods vehicle trips, the classification of goods vehicle trips by trip type shows 31% of goods vehicles pass through the study area without any purpose within the study area. Some 20% of goods vehicle trips are made from internal locations to other internal locations, likely meaning that the same vehicle is delivering to or servicing multiple locations and, in most cases, may still have originated from outside of the study area. 50% of goods vehicle movements are made up of an equal number of trips into and trips out of the study area for a delivery or servicing purpose. This is illustrated in **Figure 4-1** below:





FSD vehicle trip origin proportions

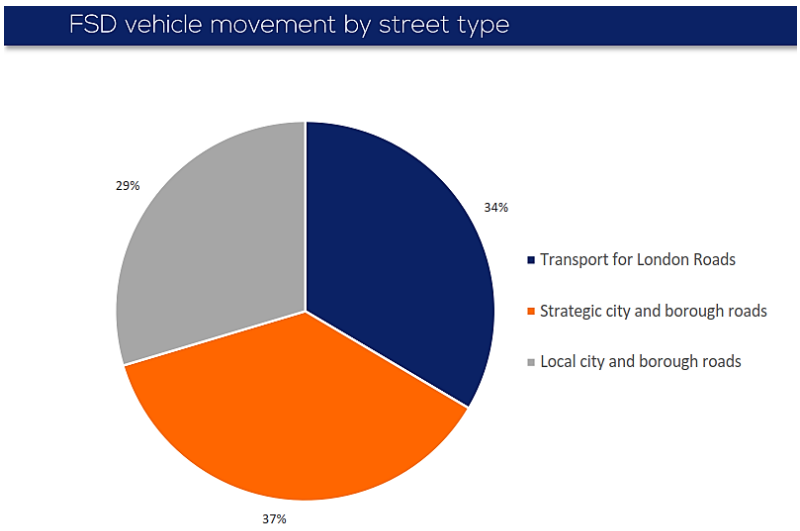


Figure 4-1 - Goods Vehicle Trip Origins, Origin Proportions, Destinations and Road Types

- The AM peak occurs between 9am to 10am. It is noted that the TLRN (which includes some Strategic Network roads) and Westminster SRN roads carry the substantial burden of moving goods vehicles, as would be expected. Wigmore Street, Brook Street and Praed Street are notable hotspots, given their non-strategic road classification. Other hotspots for goods vehicle destinations in Westminster are around Soho, Covent Garden, Mayfair, Marylebone, Fitzrovia, St. James's, Victoria and Aldwych. Hotspots are further illustrated in **Figure 4-2** below:

Figure 4-2 - Heat map of FSD vehicle trip starts and ends

- In comparison, afternoon goods vehicle movements, between 3pm and 4pm, show lower concentrations of trips. It is noted that the TLRN is busier than the Westminster SRNs. This is likely because through traffic represents a substantial proportion of goods vehicle traffic at this time of day and because more local delivery and servicing activities have largely been completed by this time. In terms of hotspot areas, the same destinations as noted in the AM peak are present, just recording lower levels, likely because the majority of vehicles arriving to the study area have done so by this point in the day;
- In terms of late-night deliveries, where the peak occurs between 10pm and 11pm, Baker Street, Great Portland Street, New Cavendish Street and the Strand show moderate levels of goods vehicle movement, which is likely attributed to the overnight delivery and servicing activities linked to larger commercial and retail locations, for which many operators would be holding valid London Lorry Control Scheme (LLCS) permits for access on Westminster City Council and TLRN roads at such times. In terms of actual destinations, the Oxford Street District is predictably the busiest, with Aldwych and Victoria also recording high levels of movement. This is shown for further areas in **Figure 4-3** below.

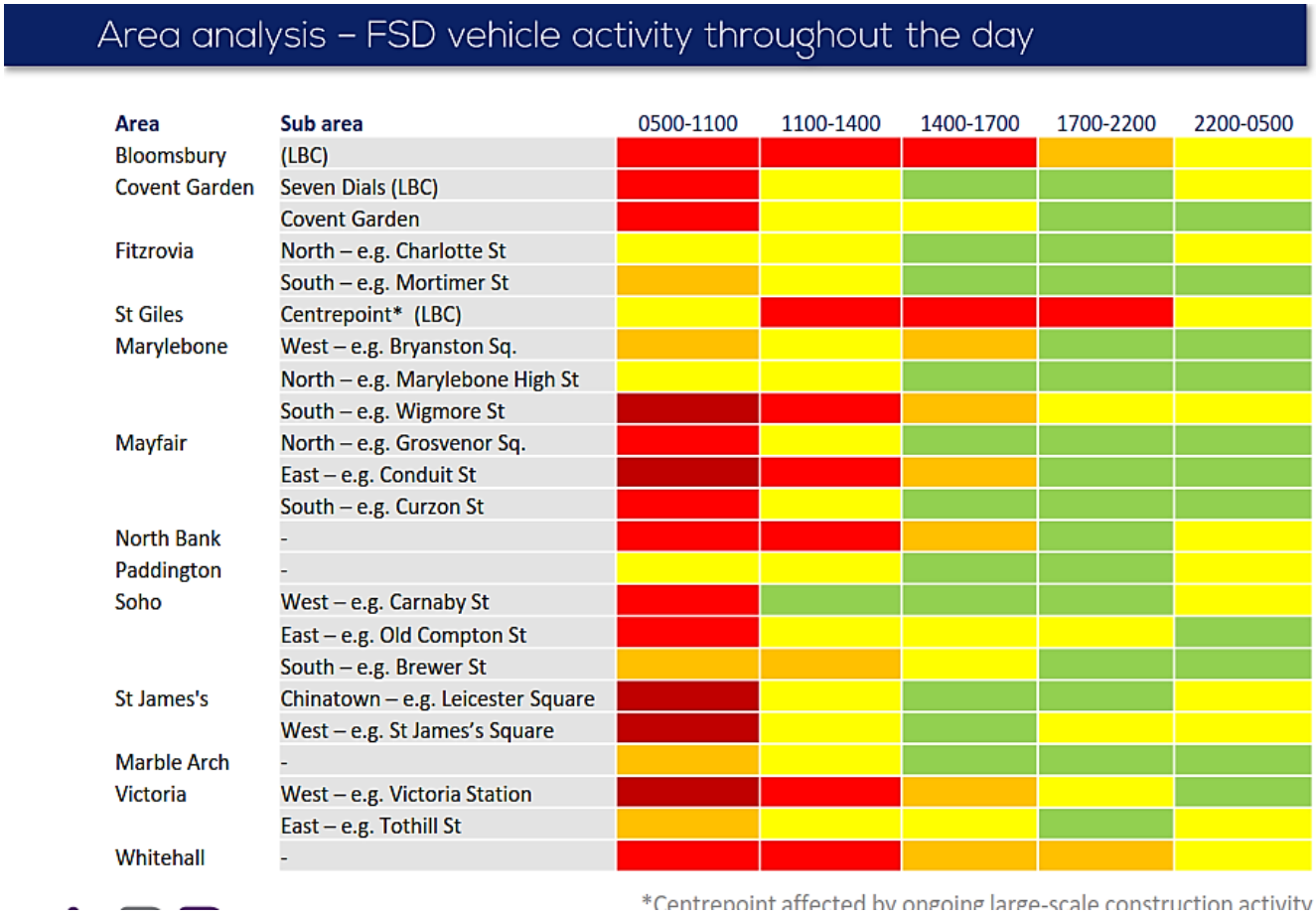


Figure 4-3 - Delivery and Servicing Activity Levels in Westminster

- The summary of goods vehicle activity by West End area is shown in the above table, illustrating the levels of activity throughout the day;
- With regards to duration of stay, **Figure 4-4** shows the study's findings; and

Purpose/activity	Location	Vehicles	Approximate dwell time*
Delivery / collection	On street & off-street	Light, medium and heavy goods vehicles	Light & Medium GVs <20mins Heavy GVs <40mins
Servicing	On street & off-street	Light and medium goods vehicles	Light & Medium GVs >20mins Heavy GVs >40mins
Waste collection	On Street	Refuse vehicles	Refuse vehicles <20mins

Figure 4-4 - Location, Vehicle Type and Dwell Time for Each Purpose

- The below **Figure 4-5** shows the proportion of dwell times for goods vehicle stopping activity in private service yards and on street. It was not possible to accurately identify stopping activity of less than 20 minutes and therefore short duration loading and unloading activity is not included.

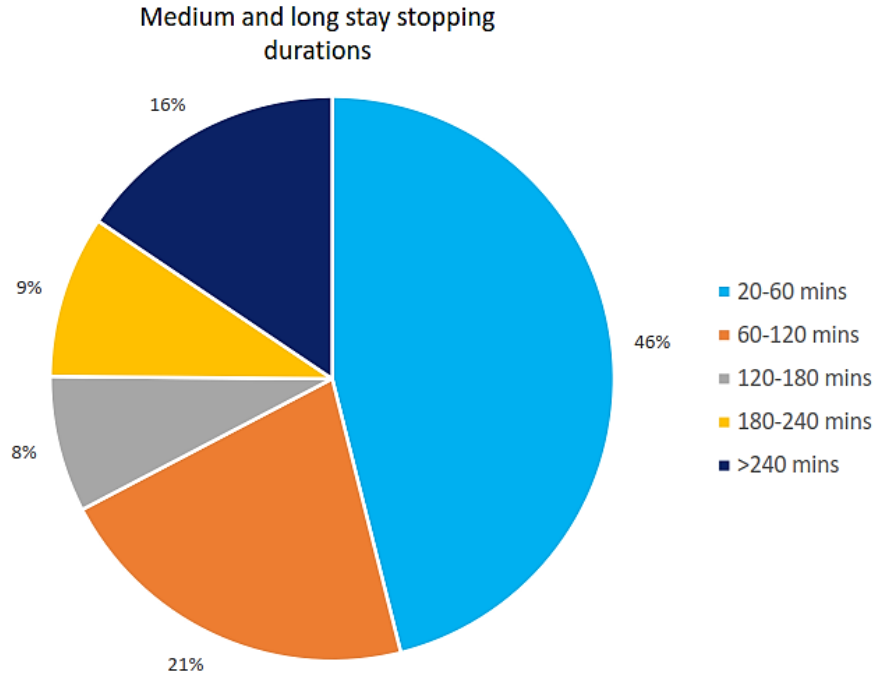


Figure 4-5 - Vehicle Stopping Durations

4.2.3. The report's conclusions are as follows:

- Only 4% of goods vehicle trips to the study area originate outside of Greater London;
- The majority of trips originate within inner London, including Westminster;
- The most intense concentrations of goods vehicle activity occur throughout Soho, Mayfair, Fitzrovia, Covent Garden, St. James's and parts of Marylebone and Victoria throughout the morning hours (7am-10am);
- Areas with effective freight and waste management schemes already in place stand out as having significantly lower concentrations of activity during the early afternoon to late evening periods (examples include St. James's, Chinatown, West Soho, North Mayfair and Seven Dials in Camden) – this demonstrates the value and effectiveness of these schemes;
- Some non-strategic roads remain busy in the evening and night, providing access to commercial areas within the West End;
- The majority of goods vehicle activity is completed on street within 30 minutes across all case study areas;
- However, a small but significant minority of vehicles dwell for extended periods, often in excess of the hours permitted by local parking and loading restrictions;
- The minority of long-staying goods vehicles has a heavily disproportionate impact on the street environment, by taking up far more kerbside capacity than quick turn-around loading or servicing movements; and
- Across three case study locations (East Mayfair, South Soho and South Fitzrovia), the average proportional split of delivery & collection vehicles to servicing vehicles is estimated to be 85% to 15%. The 15% of vehicles servicing have a disproportionate impact on the streetscape due to dwell time, while the 85% of vehicles engaged in the movement of freight have the greatest impact on moving traffic.

4.2.4. With regards to minimising the impact of moving goods vehicles, the report recommends that Westminster City Council needs to work with stakeholders to create area and city-wide initiatives to:

- Reduce – Minimise freight movements through macro and micro consolidation initiatives;
- Re-mode – Seek ways to transform the vehicle fleet to less polluting and less dangerous modes that will include the use of hand porterage and cycle delivery, as well as more environmentally friendly vehicles; and
- Re-time – Manage deliveries to times to avoid conflict with other street users, particularly pedestrians and cyclists. In the study area this may also mean avoiding times of day when nuisance noise would be generated for residents.

4.2.5. Additionally, the following methods should be considered, some of which are being, or have been, trialled successfully in Westminster previously:

- Design of street layouts and parking and loading restrictions to provide a reduced but flexible and efficient space for loading and servicing, to maximise the areas for walking, cycling, meeting space and public realm, including restricted parking zones, pedestrian zones, Zero Emission Zones and timed loading / shared strengthened footway areas, otherwise known as Loading Pads;
- Identification and enforcement of behavioural issues, including excessive delivery driver dwell time activity, engine idling, littering, parking HGVs on sections of kerbs which can be the cause of costly damage to the footway surface and can affect level access for mobility impaired pedestrians;
- Engagement of businesses through surveys, service management guidance and off-street parking schemes (maximising usage of underutilised parking infrastructure for medium and long stay servicing); and
- Review of parking pricing and strategy for Trade Permits and kerbside suspensions and incentives/penalties to promote more sustainable modes and vehicle types.

4.2.6. The findings and recommendations from the NRP study have been considered throughout the development of the FSD Strategy and Action Plan.

5 ISSUES AND CHALLENGES – WHAT DO WE NEED TO SOLVE AND HOW?

5.1 DESK-BASED RESEARCH

5.1.1. WSP was commissioned by Westminster City Council in July 2020 to develop the FSD Strategy and Action Plan 2020-2040. Immediately following appointment and discussion of scope and agreement of expected deliverables, we commenced a phase of desk-based research to identify best practice examples of urban freight management, relevant to the operating environment in Westminster.

5.1.2. WSP has undertaken many urban freight management projects for public and private sector clients and so we had materials close at hand to review, as well as strong links to relevant case study sources. A selection of those case study examples is referenced in Appendix 2.

5.1.3. Despite our past experience of urban freight management best practice, we believe it is always worth undertaking a fresh review for each new commission, as the subject matter develops continually, and examples of new urban freight, servicing and deliveries methods are reported regularly.

5.1.4. The desk-based research work was useful in identifying new examples and also in showcasing measures directly relevant to Westminster and adopted in neighbouring or similar environments.

5.1.5. The relevant case study examples were catalogued and analysed to inform the development of the Themes, Strategic Actions and Measures which are presented in Sections 6 and 7.

5.2 STAKEHOLDER ENGAGEMENT

5.2.1. In addition, following on from the desk-based research, we developed survey materials to undertake a phase of stakeholder engagement across a wide range of groups and organisations with an interest in freight, servicing and deliveries activity in Westminster.

5.2.2. We developed a questionnaire to be circulated to a contact list assembled together with Westminster City Council colleagues, to ask consultees about issues they are aware of which impact on the efficiency, safety and sustainability of FSD activity in Westminster, as well as examples of best practice in developing and implementing measures to address those issues. The objective of this work was to inform the development of the Strategy and, particularly, the Measures to be recommended in the Action Plan.

5.2.3. This was achieved via the initial identification of seventy-six stakeholders to be contacted with a bespoke questionnaire, with 86 questionnaires eventually distributed to an agreed stakeholder contact list.

5.2.4. Of those stakeholders contacted, 33 responded and the results of the questionnaires were reviewed and analysed. Responses were received from the following:

West End Partnership	Marble Arch Partnership
Northbank BID	Baker Street Quarter Partnership
Paddington BID	Victoria BID
Victoria & Westminster BID	Shaftesbury
Cross River Partnership	Brewery Logistics Group
DPD	Deliveroo
Ocado	Waitrose/John Lewis
Howard de Walden Estate	Wilson James
First Mile	Soho Neighbourhood Forum
Fitzrovia West Neighbourhood Forum	Knightsbridge Neighbourhood Forum
Pimlico Neighbourhood Forum	Belgravia Neighbourhood Forum
Rippon Cheese	Warwick Electrical
Pimlico Hospices of Hope	Pimlico Trove
Westminster Healthy Streets	UPS
Bidfood	Heart of London Alliance
London Property Alliance	City of Westminster Property Association
Marshalls	

5.2.5. The stakeholders surveyed were highly receptive and welcoming of the development of a new Freight, Servicing and Deliveries Action Plan and those who responded were engaged and forthcoming with their specific experiences and views regarding the issues to be addressed across Westminster.

5.2.6. Key stakeholders across a range of sectors were then selected for more detailed follow-up calls, to explore the issues and ideas presented either in their original questionnaires or in other discussions held previously.

5.2.7. We developed a discussion guide for these in-depth sessions to ensure all necessary aspects were covered during the consultations, while also giving freedom and flexibility for consultees to discuss issues and aspects of most importance to them, as well as their thoughts on suitable measures to address those issues.

5.2.8. The stakeholders selected covered a range of activities, including large scale FSD operators (e.g. DPD, UPS), some brewery delivery services representatives, waste and refuse collection services, food delivery services, builders' merchants, stores, restaurants and hotels, in addition to residents' groups and landowners receiving services and goods.

5.2.9. We consulted with the following 16 key stakeholders via follow-up detailed telephone calls:

West End Partnership	Marble Arch Partnership
Northbank BID	Victoria and Westminster BID
Victoria BID	TfL Project Sponsorship
New West End Company	London First
Freight Transport Association	DPD
Shaftesbury	Deliveroo
Marshalls	Bidfood
Brewery Logistics Group	Waitrose/John Lewis

5.2.10. Following the detailed discussions and the development of the initial draft Strategy and Action Plan, the key stakeholders previously consulted were invited to provide comments on the draft documents. 13 stakeholders responded.

5.2.11. The drafts were also presented to the Great Estates Freight & Waste Group of landowners for review and comment.

5.3 ISSUES AND IDEAS

5.3.1. A selection of the issues and ideas offered by consultees in their questionnaire responses and in-depth discussions follows in the table below. These are reported in no particular order and with no specific rating.

5.3.2. These issues and ideas were considered, along with information gathered from the desk-based research work to help develop the Themes, Strategic Actions and Measures covered in the remainder of this document.

Waiting and loading restrictions	Cycle routes affecting access	London Lorry Control Scheme (LLCS)	Duration of permissible delivery time	Off-site consolidation
Last mile/first mile and zero emission fleets	Retiming delivery and servicing	Noise mitigation	Operator consultation and engagement	Guidance to support long-term planning
London-wide efficiency review	Cleaner and quieter vehicle fleets	Availability of new vehicle technology	EV costs, incentives and charging infrastructure	FSD expertise needed in-house in Councils

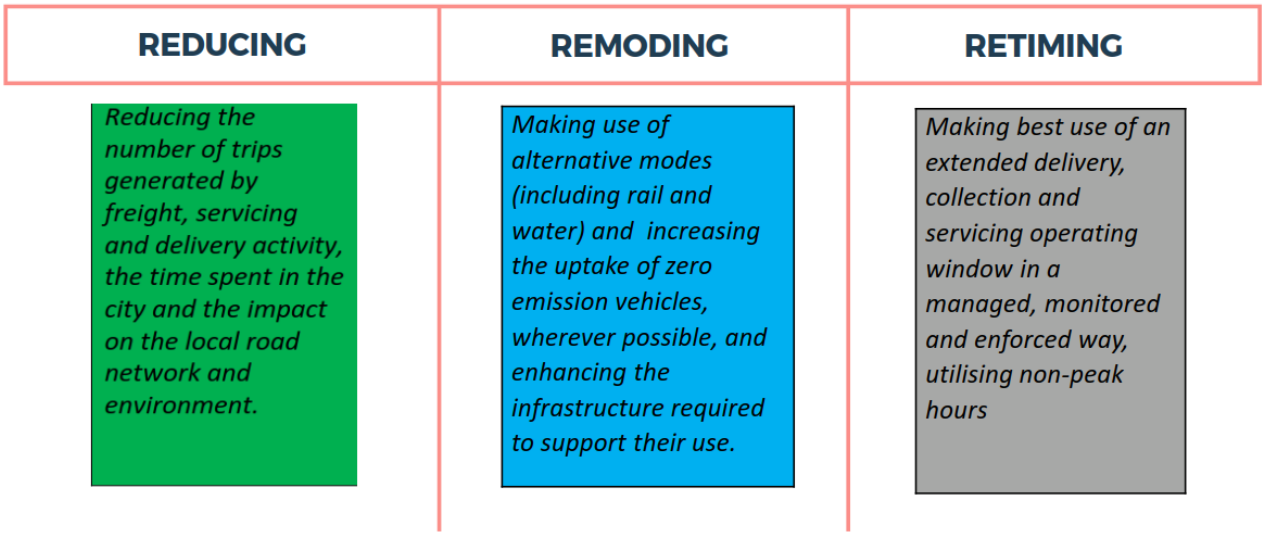
Waiting and loading restrictions	Cycle routes affecting access	London Lorry Control Scheme (LLCS)	Duration of permissible delivery time	Off-site consolidation
Best practice support for local businesses and help understand and trial future technology	Support and incentives for local residents	Partnership working with private sector	Living lab trials of measures	Different needs for different sectors
Commercial waste operator rationalisation	Councils should use planning process to require on-site measures	Enforcement of Delivery & Servicing Plans	Permit scheme for out-of-hours operations requiring best practice	Councils to lead the way using their own supply chains to demonstrate best practice
Councils to use own estates for micro-distribution/urban depots	Improve coordination of on-street loading/unloading bays	Work with BIDS to develop shared supplier schemes	Push for zero emission delivery services and alternatives – locker banks etc	Prevent personal deliveries to the workplace
COVID-19 measures have made kerbside access more difficult	Think about freight, servicing and deliveries needs in all urban realm/place-making work	Service engineers could use public transport and collect equipment en route	Collaboration between operators could reduce total trips	Councils could help operators find locations for urban depots
Councils to work together to share knowledge and develop consistent approaches	Develop green leases to mandate measures for businesses and residents to adopt	Construction Logistics Plans need to be enforced to have impact	Store commercial waste on-site for collection, rather than on-street and change collection time-bands	Street works, and road closures need early notification

6 THE STRATEGY – REDUCING, RE-MODING AND RETIMING

6.1 THE STRATEGY AND ITS THREE THEMES

6.1.1. The Strategy has been developed to meet the objectives and targets set by Westminster City Council, to address the issues and challenges identified during the stakeholder engagement and draft consultation phase of the project. The Strategy is based on three clear themes which became evident from the engagement and research work, to:

- **Reduce** freight, servicing and delivery trips in Westminster;
- **Re-mode** trips, to use more sustainable methods; and
- **Retime** trips, to avoid peak periods.



6.1.2. In addition, there is a need for businesses and residents to take more responsibility by adopting more sustainable approaches to ordering and receiving goods and services and reducing waste and recycling. There is also the need for Westminster City Council to adequately resource officer time to proactively deliver the Strategy and its component actions.

6.1.3. The three themes are not mutually exclusive, as action under one theme may have positive impacts on the others. All themes contribute to meeting the key objectives and targets of the Strategy. The colour-coding of the themes above is repeated throughout the Action Plan of measures presented in Section 7 below. Measures are allocated to themes and packaged under Strategic Actions.

6.2 STRATEGIC ACTIONS

6.2.1. There are nine Strategic Actions sitting under the three themes. Again, these Strategic Actions were developed following the stakeholder engagement work and the clear trends identified during it.

6.2.2. The Strategic Actions are:

- A. Using Westminster's regulatory powers to reduce and manage future FSD trips;
- B. Proactive kerbside management, including more effective use of on-street loading/unloading bays throughout the 24-hour period;

- C. Partnership working with other boroughs, TfL, London Councils, Central Government and others;
- D. Partnership working with BIDS, landowners and Industry;
- E. Reducing Servicing Trips (i.e. non-delivery activity, such as service engineer visits);
- F. Smart Buying – Behavioural Change and Support Programme for Residents;
- G. Smart Procurement – Behavioural Change and Support Programme for Businesses and Workers;
- H. Retiming FSD activity where suitable; and
- I. Supporting future technology use.

6.2.3. These Strategic Actions, applicable across the Themes, provide a framework for the individual Measures which comprise the Action Plan which follows in Section 7.

7 WESTMINSTER CITY COUNCIL FREIGHT, SERVICING & DELIVERIES (FSD) ACTION PLAN 2020-2040

7.1 MEASURES

7.1.1. A detailed set of Measures has been developed for each of the nine Strategic Actions, all linking back to the two objectives and three themes. The measures are colour-coded in the tables below to match the most relevant Theme.

7.1.2. It is important to stress that there is no single measure which will deliver all of the required changes and it is a package of measures, some sector-specific, which needs to be implemented in the short (<5 years), medium (5-10 years) and longer (10+ years) terms. The measures have therefore been allocated to one of those timescales, based on when each is expected to deliver benefits.

7.1.3. Although the timespan for the Strategy and Action Plan is 2020-2040, many of the measures will exist in various forms throughout this duration.

7.1.4. The expected costs column in the Measures table below relates to the anticipated cost to Westminster City Council and its partners to develop and deliver the specific measure initially.

Three indicative cost bandings have been used:

£ = £10,000s

££ = £100,000s

£££ = £1,000,000s

These should be considered purely as indicative costs to enable comparison between measures and not deemed definitive for any budget allocation, nor work commitment.

7.1.5. There are 55 Measures, of which:

- 32 are allocated to Reduce;
- 14 are allocated to Re-mode;
- 6 are allocated to Retime;
- 3 are not colour-coded (Strategic Action I), as they are future focused and may cover one or more themes;
- 47 are high priority;
- 8 are medium priority;
- 38 have Westminster City Council as the lead (either solo or with shared lead role);
- 33 are short timescale (expected to have impact quickly);
- 18 are medium term; and
- 4 are long term.

7.2 RESOURCES

7.2.1. Successful delivery of the Measures needs dedicated professional resource in-house, within Westminster City Council, with senior officer and Cabinet Member support.

7.2.2. The Strategic Actions and Measures call for a funded (public and privately) package of projects and continual engagement and interaction with a complicated network of stakeholders, along with ongoing data collection and monitoring.

7.2.3. The challenge of delivering all of this call for significant resource and the role of the FSD Specialist (and their team, potentially drawn from appropriate support across Westminster City Council) should be promoted internally and externally to give sufficient profile and ensure their involvement in key discussions and processes.

7.2.4. It would be a primary task for the FSD Specialist to work up a funded programme of projects for onward delivery, including by other appropriate colleagues and partners within and outside of Westminster City Council, based on the Measures tables below.

7.3 RESPONSIBILITIES

7.3.1. There is also the need for all required stakeholders across the city - and beyond - to pull together, at all levels, to deliver this Strategy and Action Plan, which balances the needs of businesses, residents, and visitors, for the greater good of Westminster. This undoubtedly means residents and businesses taking more responsibility for the FSD trips they generate and understanding the range of options available to reduce both the number and impacts of those trips.

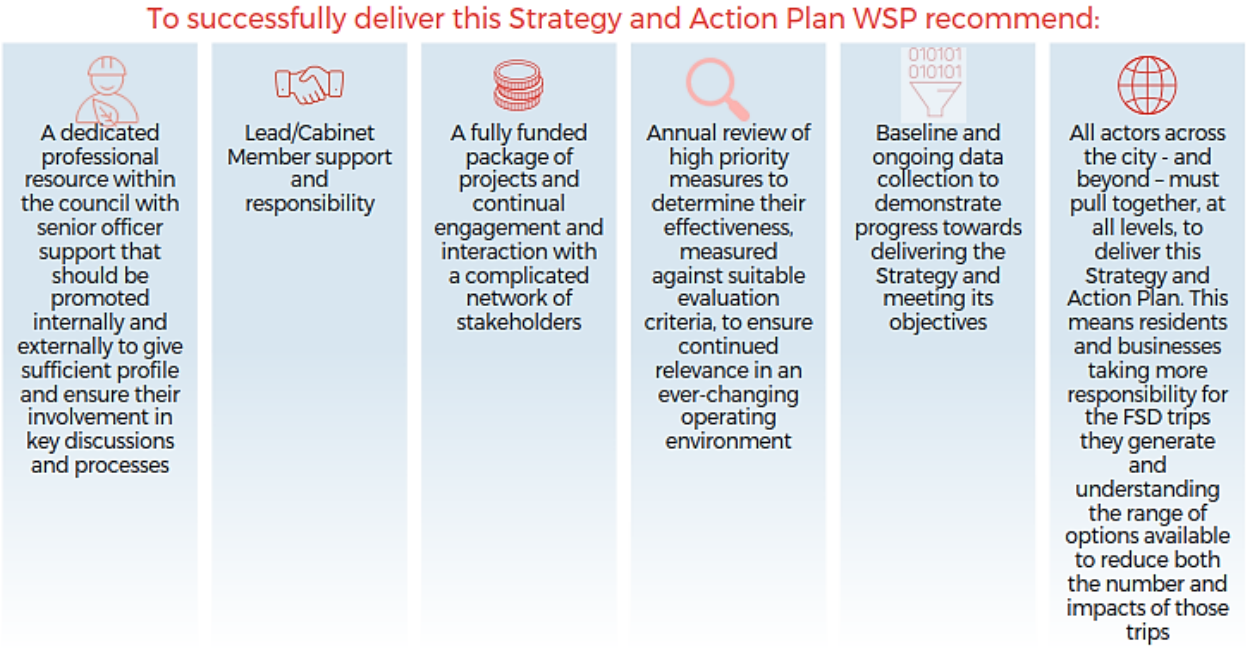


Figure 7-1 - WSP Resource and Responsibility Recommendations

7.4 THE MEASURES TABLES

7.4.1. Below are the Action Plan Measure Tables, colour-coded by Themes, describing each of the 55 Measures, their relevant Strategic Action, priority, next steps for development, indicators and outcomes, timescales, expected costs and necessary delivery partners.

Strategic Action A: Using Westminster's regulatory powers to reduce and manage future FSD trips						
Measures Reduce **Re-mode** **Retime**	**Priority**	**Next Steps**	**Indicators & Outcomes**	**Timescales**	**Expected Costs**	**Delivery Partners**
A1. For new developments, require freight consolidation to reduce trips undertaken within Westminster	High	Westminster City Council Innovation & Change (I&C), Growth, Planning & Housing (GP&H) and Environment and City Management (E&CM) to ensure appropriate policies and processes developed and implemented	Increased use of consolidation remote from Westminster, thereby reducing trips within the city	Medium	££	**Westminster City Council lead** Developers Landowners Tenants Suppliers Neighbourhood Forums
A2. For new developments, require off-street loading/unloading space to avoid dependency on on-street loading/unloading bays	High	I&C, GP&H and E&CM to ensure appropriate policies and processes developed and implemented	Increased provision of off-street bays/loading docks with EV recharging infrastructure and reduced demand for on-street infrastructure and access to kerbside	Medium	££	**Westminster City Council lead** Developers Landowners Neighbourhood Forums
A3. For new commercial developments, require use of on-site floor space for storage of stock, to reduce frequency of trips	High	I&C, GP&H and E&CM to ensure appropriate policies and processes developed and implemented	Reduced trips in city	Medium	££	**Westminster City Council lead** Developers Landowners Tenants Neighbourhood Forums
A4. Review current practice and require 'fit for purpose'	High	I&C, GP&H and E&CM to ensure appropriate policies	Optimised construction-related trips with	Short	£	**Westminster City Council lead**

Strategic Action A: Using Westminster's regulatory powers to reduce and manage future FSD trips						
Measures Reduce **Re-mode** **Retime**	**Priority**	**Next Steps**	**Indicators & Outcomes**	**Timescales**	**Expected Costs**	**Delivery Partners**
Construction Logistics Plans (CLPs) with developer funded data collection and monitoring for the period of construction and adherence to conditions by contractors and subcontractors		and processes developed and implemented	evidence base to demonstrate impact			Developers Contractors and Subcontractors Neighbourhood Forums
A5. Review and require 'fit for purpose' Delivery & Servicing Plans (DSPs) for individual premises and area-wide, with developer funded data collection and monitoring and adherence to conditions by landlords and tenants, in perpetuity, with consideration of DSP Bonds (financial deposits, securing the statements and measures within the DSP) to act as assurance	High	I&C, GP&H and E&CM to ensure appropriate policies and processes developed and implemented	Meaningful and enforceable DSPs, with long-term commitments to ensure actual trips do not exceed those originally projected, optimised measures are implemented, and data collected to demonstrate effectiveness	Medium	££	**Westminster City Council lead** Developers Landowners Facilities Management Tenants Neighbourhood Forums
A6. Review and require commercial waste and recycling storage space and collection from within buildings, to reduce presence on-street	High	I&C, GP&H and E&CM to ensure appropriate policies and processes developed and implemented	Reduction in waste visible on-street and reduced demand for on-street infrastructure and access to kerbside	Medium	£	**Westminster City Council lead** Developers Landowners Neighbourhood Forums Facilities Management

Strategic Action A: Using Westminster's regulatory powers to reduce and manage future FSD trips						
Measures Reduce **Re-mode** **Retime**	**Priority**	**Next Steps**	**Indicators & Outcomes**	**Timescales**	**Expected Costs**	**Delivery Partners**
						Tenants Commercial Waste Contractors BIDs
A7. For new commercial developments, require provision of EV charging and floorspace to provide urban depot(s)/micro-distribution hub(s) and cargo bike storage/facilities	High	I&C, GP&H and E&CM Work with Westminster City Council Planning Team to ensure appropriate policies and processes developed and implemented	Increased use of close proximity urban delivery points for last mile/first mile delivery/collection by zero emission alternatives	Medium	££	**Westminster City Council lead** Developers Landowners Tenants Delivery service operators Neighbourhood Forums
A8. For new commercial developments using consolidation, require all trips to be undertaken using zero emission vehicle fleets, cargo bikes, etc.	High	I&C, GP&H and E&CM to ensure appropriate policies and processes developed and implemented	Reduction in trips undertaken by conventional petrol/diesel vehicles and growth in zero emission alternatives	Medium	££	**Westminster City Council lead** Developers Landowners Tenants Delivery service operators Neighbourhood Forums
A9. Ensure that all planning applications for new developments evaluate the potential for retimed activity, through their DSPs, and, if	High	I&C, GP&H and E&CM to ensure appropriate policies and processes developed and implemented	Identify the potential for and, where appropriate, undertake retimed	Medium	£	**Westminster City Council lead** Developers

Strategic Action A: Using Westminster's regulatory powers to reduce and manage future FSD trips						
Measures Reduce **Re-mode** **Retime**	**Priority**	**Next Steps**	**Indicators & Outcomes**	**Timescales**	**Expected Costs**	**Delivery Partners**
to be undertaken, suitable noise and other environmental mitigation measures are detailed and addressed			activity, reducing trips in peaks			Neighbourhood Forums Landowners Tenants Supply Chain
A10. Review commercial waste collection time bandings to reduce volumes of waste on streets	High	I&C, GP&H and E&CM to ensure appropriate policies and processes developed and implemented	Commercial waste collections being undertaken outside of peak periods, where appropriate, and time bands reflecting form and function of the borough	Short	£	**Westminster City Council lead** Landowners Facilities Management Tenants Commercial Waste Contractors BIDs

Strategic Action B: Proactive kerbside management, including more effective use of on-street loading/unloading bays throughout the 24-hour period

Measures Reduce Re-mode Retime	Priority	Next Steps	Indicators & Outcomes	Timescales	Expected Costs	Delivery Partners
B1. Monitor a 'day in the life' of loading/unloading bays in Westminster to enhance understanding of use and target enforcement to reduce misuse	High	E&CM to undertake survey and analysis	Detailed profile of use of selected bays and loading pads to understand capacity and demand and enhanced, targeted enforcement	Short	£	**Westminster City Council lead**
B2. Develop a programme of practical street works and schemes at 'hotspot' locations, focusing on areas where goods vehicle and vulnerable road user conflict is evident, to reduce future risk, informed by data and stakeholder responses	High	E&CM and GP&H to develop schemes	Reduced conflict between FSD vehicles and vulnerable road users and reduced KSIs	Short	££	**Westminster City Council lead** Trade associations Industry operators
B3. Recognise and accommodate the specific kerbside access needs of specialised operations, such as brewery logistics	High	E&CM and industry operators/trade associations to identify Penalty Charge Notice (PCN) hotspot areas and understand which specific needs groups exist. Identify where on-street changes and behaviour change measures could benefit these specific operations	Permitted access for specialised delivery operations with specific servicing needs to be considered	Short	££	**Westminster City Council lead** Trade associations Industry operators
B4. Review current operation of shared use loading/unloading bays and trial	High	E&CM and industry operators/trade associations	Better optimised use of existing infrastructure	Medium	££	**Westminster City Council lead**

Strategic Action B: Proactive kerbside management, including more effective use of on-street loading/unloading bays throughout the 24-hour period

Measures Reduce **Re-mode** **Retime**	**Priority**	**Next Steps**	**Indicators & Outcomes**	**Timescales**	**Expected Costs**	**Delivery Partners**
new schemes in designated locations, to test various vehicle type and controlled time combinations		Identify under-occupied bays, for example out of control hours taxi rank bays, which could become loading bays Mon-Fri 07.00-13.00 to service local businesses – or Round London Sightseeing Tour Bus Stands which could accommodate loading/unloading during hours when tours not in operation	across the 24-hour period and opening up capacity to FSD vehicles			Trade associations Industry operators
B5. Bookable parcel delivery sector kerbside slots	High	E&CM to work with a select group of parcel operators to trial a concept of bookable kerbside delivery slots across the 24-hour period.	Better use of existing infrastructure across the 24-hour period and integration with innovative alternative delivery/collection methods	Short	£	**Westminster City Council lead** Parcel operators Local businesses
B6. Assess the potential for EV fast charging to be made available in loading/unloading bays, to determine the impact on bay availability, vehicle dwell time, potential misuse and benefits vs risks	Medium	E&CM to assess potential impacts on capacity and demand	Impact assessment of providing recharging infrastructure at loading/unloading bays	Short	£	**Westminster City Council lead**

Strategic Action C: Partnership working with other boroughs, TfL, London Councils, Central Government and others						
Measures Reduce **Re-mode** **Retime**	**Priority**	**Next Steps**	**Indicators & Outcomes**	**Timescales**	**Expected Costs**	**Delivery Partners**
C1. Promote joint group working, establish common approaches to FSD management, develop consistent policies and measures, share best practice and pool FSD knowledge	High	Westminster City Council to share new Strategy and Action Plan and regularly liaise with appropriate partners using existing groupings and new fora, as required	Consistent approaches and joined-up thinking on FSD management across partner organisations, with enhanced awareness and understanding of suitable FSD measures and their impacts and benefits	Short	£	**Westminster City Council and wide range of partner organisations, including Boroughs, TfL, Central Government, Central London Freight Quality Partnership (CLFQP) and others, sharing lead role**
C2. Ensure communication between neighbouring boroughs throughout the process of scheme and placeshaping development, implementation and review – especially for schemes impacting on adjoining borough boundaries	High	Westminster City Council liaison with relevant neighbouring boroughs	Enhanced and timely coordination and awareness of potential scheme benefits and impacts	Medium	££	**Westminster City Council and Neighbouring Boroughs, sharing lead role**
C3. Lobby Central Government for changes to legislation to allow Westminster to reduce the number of commercial waste operators in the borough, similar to the New York City model	High	Developing the business and environmental case for changes to legislation	Reduced number of commercial waste vehicles in Westminster, commercial waste collected in a more coordinated way	Long	£££	**Westminster City Council lead** Department for Transport DEFRA
C4. Engage with Central Government, Transport for London (TfL) and others on the potential for road pricing/user	Medium	Westminster City Council engagement with Department for Transport	Road pricing/road user charging regime to encourage zero emission	Long	£££	**Westminster City Council lead**

Strategic Action C: Partnership working with other boroughs, TfL, London Councils, Central Government and others						
Measures Reduce **Re-mode** **Retime**	**Priority**	**Next Steps**	**Indicators & Outcomes**	**Timescales**	**Expected Costs**	**Delivery Partners**
charging to facilitate pre-booked delivery slots; encouraging consolidation, re-moding and retiming, accompanied by other measures such as reviewing the London Lorry Control Scheme and promoting the use of rail and the river and canal for freight		(DfT), TfL, for dialogue to explore potential	vehicle operations outside of peak periods			Department for Transport TfL Canal & Rivers Trust PLA
C5. Work with TfL and others to minimise the through movement of FSD vehicles, passing through Westminster, without an origin or destination in the city, encouraging off peak movements and ensuring signage remains clear and visible.	Medium	Westminster City Council liaison with TfL, Mayor, Boroughs and London Councils (for London Lorry Control Scheme - LLCS) teams	Ensuring FSD through traffic remains on appropriate London Strategic Road Network (SRN) roads and/or on permitted network roads designated by the LLCS during the night time and weekend-controlled hours	Medium	££	**TfL, Westminster City Council, other boroughs and London Councils, sharing lead role**
C6 Ongoing engagement with TfL on their review of DSPs to ensure they are fit for purpose and reflect Central London Boroughs' circumstances and challenges	High	Westminster City Council liaison with TfL teams	Meaningful and enforceable DSPs with long-term commitments to ensure actual trips do not exceed those originally projected, optimised measures are implemented, and data collected to demonstrate effectiveness	Short	£	**TfL lead** Westminster City Council Central London Boroughs

Strategic Action C: Partnership working with other boroughs, TfL, London Councils, Central Government and others						
Measures Reduce **Re-mode** **Retime**	**Priority**	**Next Steps**	**Indicators & Outcomes**	**Timescales**	**Expected Costs**	**Delivery Partners**
C7. Engage with DfT, Low Carbon Vehicle Partnership (LowCVP) and others for a standardised definition of a commercial ultra-low emission vehicle (ULEV)	High	Westminster City Council liaison with DfT, Office for Low Emission Vehicles (OLEV) and LowCVP to input to current work to define ultra-low commercial vehicles	Clear definition of commercial ultra-low emission vehicles to aid in policy development and scope	Medium	£	**Department for Transport, Office for Low Emission Vehicles and LowCVP lead** Westminster City Council
C8. Engage with Department for Transport (DfT), Office for Low Emission Vehicles (OLEV) and manufacturers to increase and accelerate electric commercial vehicle availability and on/off-street recharging infrastructure	High	Westminster City Council liaison with DfT, Office for Low Emission Vehicles (OLEV) and manufacturers to accelerate vehicle availability to meet demand	Greater availability of electric vehicles to meet growing demand for transition away from conventional petrol/diesel fleets	Long	££	**Department for Transport, Office for Low Emission Vehicles and Manufacturers lead** Westminster City Council
C9. Proactively promote the use of space in own Westminster City Council/others' public sector estates in Westminster (including Central Government) for urban depots/micro-consolidation/e-Cargo bike storage and EV recharging - introduce parties and facilitate negotiations (where required) between landowners and potential operators	High	Westminster City Council Corporate Property team to liaise with potential operators, along with promotion of other public sector estates	Enhanced use of suitable sites for urban depots/micro-distribution, meeting known growing demand	Short	££	**Westminster City Council and other public estates lead** Potential operators

Strategic Action D: Partnership working with BIDS, landowners and industry						
Measures Reduce **Re-mode** **Retime**	**Priority**	**Next Steps**	**Indicators & Outcomes**	**Timescales**	**Expected Costs**	**Delivery Partners**
D1. Facilitate trials and promote joint procurement initiatives, including coordinated and area-wide consolidation	High	Liaison with BIDS and landowners to build on existing and previous initiatives and link with groups of businesses	Enhanced levels of uptake of shared business procurement, shared supplier lists and consolidated trips to multiple customers	Short	£	**BIDS/landowners lead** Westminster City Council Local businesses Suppliers Landowners Facilities Management
D2. Work with landowners/BIDs to increase provision and better utilisation of off-street loading/unloading space, opening/reopening up capacity	High	Westminster City Council liaise with landowners to understand potential capacity for off-street loading/unloading	Increased availability of off-street facilities, freeing up on-street loading bays for legitimate users	Short	£	**Landowners/BIDs lead** Westminster City Council
D3. Work with landowners and BIDS to reduce volumes of commercial waste/recycling present on-street	High	Westminster City Council liaise with landowners and BIDs to understand potential for commercial waste/recycling to be kept within and collected from premises	Reduced commercial waste/recycling visible on-street	Short	£	**Landowners/BIDs lead** Westminster City Council Commercial waste operators
D4. Work with landlords to develop the 'Westminster Lease' to include best practice clauses in terms of FSD and commercial waste collections	High	Great Estates, landowners, BIDs and commercial letting agents, to incorporate FSD and commercial waste related best practice clauses within lease agreements – and to promote these as the 'Westminster Lease', to mainstream uptake	Best practice clauses to be incorporated in lease agreements across Westminster, as standard	Short	£	**Landowners/BIDs lead** Westminster Property Association (WPA) Westminster City Council

Strategic Action D: Partnership working with BIDS, landowners and industry						
Measures Reduce **Re-mode** **Retime**	**Priority**	**Next Steps**	**Indicators & Outcomes**	**Timescales**	**Expected Costs**	**Delivery Partners**
D5. Westminster City Council FSD Specialist to work with operators to build 'personae' to better understand the needs and challenges of various operators in the different FSD sectors active in Westminster	High	Westminster City Council FSD Specialist to work with operators across sectors to understand specific needs	Detailed understanding of the varying needs of business and fleet types, across sectors, enabling specific measures to be developed to support and reduce impacts	Short	£	**Westminster City Council lead** Industry operators Local businesses Trade Associations
D6. Promote best practice in rider/driver safety to operators, especially those in fast food takeaway and delivery fleets, This should be associated with the need to reduce KSI accident risks, signposting support from FORS, CLOCS and other schemes	High	Work with operators to promote safe riding/driving and best practice in eCargo bike/motorbike/moped operation	Industry engagement to reduce injury/fatality risks to riders and drivers	Short	£	**Westminster City Council lead** Industry operators Local businesses Supporting Schemes (FORS, CLOCS etc)
D7. Trial and promote zero emission delivery and servicing in 'Zero Emission Villages'	High	Liaise with zero emission delivery service operators and businesses/residents in 'zero emission villages' to showcase alternative services	Demonstration of the sustainability benefits, as well as the operational feasibility, of zero emission delivery services for residents and businesses	Short	££	**Landowners lead** Zero emission delivery services Westminster City Council BIDS Neighbourhood Forums Local residents and businesses

Strategic Action D: Partnership working with BIDS, landowners and industry						
Measures Reduce **Re-mode** **Retime**	**Priority**	**Next Steps**	**Indicators & Outcomes**	**Timescales**	**Expected Costs**	**Delivery Partners**
D8. Work with landowners and BIDS to identify suitable available locations for urban depots/micro-distribution and EV recharging, promote use of the space, introduce parties and, where required, facilitate negotiations between landowners and potential operators	High	Westminster City Council liaison with landowners and estates contacts to explore potential sites	Enhanced use of suitable land and property and greater availability of potential facilities for operators and EV charging infrastructure	Short	££	**Landowners/BIDs lead** Westminster City Council Neighbourhood Forums Facilities Management Industry operators
D9. Trial and promote retiming initiatives, where appropriate	Medium	Liaison with BIDS and adjacent residents and residents' associations, landowners, building on existing and previous initiatives and linking with groups of businesses	Enhanced levels of uptake of retimed activity in suitable locations, using mitigation measures to reduce risk of disturbance	Medium	££	**Landowners/BIDs lead** Westminster City Council Local businesses Neighbourhood Forums Suppliers Industry operators Facilities Management

Strategic Action E: Reducing Servicing Trips (i.e. non-delivery activity, such as engineer visits)						
Measures Reduce **Re-mode** **Retime**	**Priority**	**Next Steps**	**Indicators & Outcomes**	**Timescales**	**Expected Costs**	**Delivery Partners**
E1. Promote the use of local service suppliers and sharing those service providers between multiple premises and occupants	High	Westminster City Council to liaise with BIDs and landowners to build on existing initiatives and promote the use of short-listed service providers	Minimise the number of individual contractors generating trips to service demand	Short	£	**BIDs/landowners lead** Local businesses and residents Neighbourhood Forums Local service Suppliers Facilities Management Westminster City Council
E2. Review and revise the current concession of Trade Permits to limit on-street parking permission for trades people to park, building on learning from East Mayfair Traffic Study and public realm improvements	High	E&CM to review conditions with a view to limiting numbers of Trade Permits issued and duration of permitted parking	Reduced numbers of service suppliers parking in Westminster and reduced dwell times	Short	£	**Westminster City Council lead** Landowners Local businesses and residents Neighbourhood Forums Local service Suppliers Facilities Management
E3. Building on learning from East Mayfair Traffic Study and public realm improvements, investigate potential for tools, parts and other equipment to be stored on-site or in tool lockers *en route*, enabling engineers/trades people to travel by alternative means	High	BIDs/Landowners to work with local businesses to explore the potential for engineers to use alternatives to service vehicles and to store tools and equipment locally	Reduction in servicing-related vehicles present in Westminster	Short	£	**BIDs/landowners lead** Local businesses and residents Neighbourhood Forums Local service Suppliers Facilities Management Westminster City Council

Strategic Action F: Smart Buying – Behavioural Change and Support Programme for Residents						
Measures Reduce **Re-mode** **Retime**	**Priority**	**Next Steps**	**Indicators & Outcomes**	**Timescales**	**Expected Costs**	**Delivery Partners**
F1. Undertake a funded awareness raising programme, working with landowners and others, to show residents the impacts of their buying behaviour, resulting home delivery trips and to showcase available alternatives	High	Westminster City Council to work with BIDs and landowners to engage with a pilot group of residents to demonstrate impact of personal purchasing decisions and to show alternatives	Reduced reliance on 'next day delivery' online retail, greater aggregation of orders to reduce total trips generated and increase utilisation of vehicles, reducing total vehicles present	Short	££	**Westminster City Council and landowners lead** Residents Neighbourhood Forums BIDs Industry Operators
F2. Work with retailers, suppliers and industry operators to offer incentives and/or rewards for 'smarter' buying	High	Engage with suppliers to agree incentive programmes to encourage 'smarter' purchasing by residents	Incentives available for residents to encourage adoption of more sustainable purchasing practices and avoiding unnecessary single item delivery	Medium	£	**Westminster City Council lead** Retailers and Suppliers Residents Neighbourhood Forums BIDs and landowners
F3. Proactively promote zero emission delivery service options to local residents	High	Westminster City Council to liaise with zero emission delivery service providers to understand who has local operations and types of services offered	Higher awareness among residents of services available and greater uptake	Short	£	**Westminster City Council lead** Zero emission delivery service operators Local residents Neighbourhood Forums

Strategic Action F: Smart Buying – Behavioural Change and Support Programme for Residents						
Measures Reduce **Re-mode** **Retime**	**Priority**	**Next Steps**	**Indicators & Outcomes**	**Timescales**	**Expected Costs**	**Delivery Partners**
F4. Cargo bike pilot to develop, implement and trial a cargo/eCargo bike initiative, with scheme riders receiving free Dr Bike training and support from its partner, 'Cycle Confident'. Cargo bike schemes should also be embedded in the City Council's wider supply chains, across its services.	High	E&CM to build on experience of Cross River Partnership to develop, implement and trial a cargo bike initiative, partnering with a service provider. Appropriate bike storage and changes to the kerbside to be considered, as necessary	Delivering safely to and from local premises to local residents.	Short	£	**Westminster City Council lead** Cross River Partnership (CRP) Zero emission delivery service operators Local residents Neighbourhood Forums 'Cycle Confident' initiative
F5. Demonstrate the potential benefits of alternative behaviour, including collection from locker banks, local pick-up points/'click and collect' and other relevant solutions	High	Westminster City Council to showcase alternative options to home delivery, explaining the range and how to access -and why they make sense from a sustainability perspective without adding effort to the resident	Reducing reliance on direct to door home delivery activity and wider awareness and more frequent use of alternatives	Short	£	**Westminster City Council lead** Alternative delivery service suppliers Residents Neighbourhood Forums Facilities Management
F6. Work with industry operators and local fast food providers to incentivise local collection rather than delivery, to minimise adverse environmental impacts and address KSIs involving	High	Liaise with a pilot group of industry operators to develop incentive schemes for residents to collect takeaways, rather than rely	Encourage reduction in takeaway-related trips generated, so residents walk to collect their orders	Short	£	**Westminster City Council lead** Industry Operators Local takeaway businesses Landowners

Strategic Action F: Smart Buying – Behavioural Change and Support Programme for Residents						
Measures Reduce **Re-mode** **Retime**	**Priority**	**Next Steps**	**Indicators & Outcomes**	**Timescales**	**Expected Costs**	**Delivery Partners**
powered two wheelers (P2W); i.e. motor bikes/mopeds		on home delivery – 'Walk out to take out'. Extend Westminster City Council's road safety engagement with the riders of motorcycles and mopeds in this sector	for a discount or an alternative incentive Reduced numbers of collisions involving the riders of motorcycles and mopeds, which are rising			BIDS Residents Neighbourhood Forums

Strategic Action G: Smart Procurement – Behavioural Change and Support Programme for Businesses and Workers						
Measures Reduce **Re-mode** **Retime**	**Priority**	**Next Steps**	**Indicators & Outcomes**	**Timescales**	**Expected Costs**	**Delivery Partners**
G1. Demonstrate measures Westminster City Council has undertaken/will undertake to reduce FSD trips generated and to promote, including through own procurement and contract processes, use of low/zero emission alternative modes	Medium	Westminster City Council to showcase its own best practice behaviours in rationalising procurement and reducing trips generated, along with helping to generate market demand for alternative methods through procurement, contract and supply chain management	Leading by example and showing which measures have been effective for Westminster City Council Increased use of purchasing, procurement and supply chain management to reduce trips within the city	Short	£	**Westminster City Council lead**
G2. Undertake a funded awareness raising programme, working with BIDs, landowners and others, to show businesses and workers the impacts of their procurement behaviour and of the resulting delivery trips and to show potentially available alternatives	High	Westminster City Council to work with BIDs and landowners to engage with a pilot group of businesses to demonstrate impact of procurement decisions and to show alternatives	Greater aggregation of orders to reduce total trips generated and increase utilisation of vehicles, reducing total vehicles present	Short	££	**BIDs/landowners lead** Local businesses Facilities Management Westminster City Council
G3. Work with procurement teams, service providers and facilities management to offer rewards for 'smarter' buying, purchasing and procurement	High	Engage with suppliers to agree incentive programmes to encourage ‘smarter’ procurement by businesses	Incentives available for businesses to encourage adoption of more sustainable procurement practices and avoiding unnecessary/excessively frequent trips, carrying small quantities	Short	£	**BIDs/landowners lead** Westminster City Council Facilities Management Retailers and Suppliers Local businesses

Strategic Action G: Smart Procurement – Behavioural Change and Support Programme for Businesses and Workers						
Measures Reduce **Re-mode** **Retime**	**Priority**	**Next Steps**	**Indicators & Outcomes**	**Timescales**	**Expected Costs**	**Delivery Partners**
G4. Secure agreements/contracts to prohibit staff from receiving personal deliveries at the workplace	High	Westminster City Council to work with BIDs, landowners and businesses to prevent personal deliveries coming to the workplace	Reduced levels of personal items being delivered to business premises and greater awareness and uptake of alternatives, including use of locker banks, click and collect sites and others	Short	££	**BIDs/landowners lead** Local businesses Westminster City Council Facilities Management
G5. Demonstrate benefits of commercial waste reduction, including food waste, and recycling collection from within premises, reducing presence on-street	High	Westminster City Council liaise with landowners and BIDs to understand potential for commercial waste/recycling to be kept within and collected from premises	Reduced commercial waste/recycling visible on-street	Short	£	**BIDs/landowners lead** Westminster City Council Local businesses Neighbourhood Forums Facilities Management
G6. Proactively promote local zero emission delivery service options to businesses	High	BIDs and landowners to liaise with zero emission delivery service providers to encourage take up and to understand local operations and types of services and vehicles offered	Higher awareness among local businesses of services available and greater uptake	Short	£	**BIDS/landowners lead** Zero emission delivery service operators Westminster City Council Neighbourhood Forums Local businesses Facilities Management

Strategic Action H: Retiming FSD activity, where suitable						
Measures Reduce **Re-mode** **Retime**	**Priority**	**Next Steps**	**Indicators & Outcomes**	**Timescales**	**Expected Costs**	**Delivery Partners**
H1. Identify and pilot suitable 'go' locations where managed retiming activity would be practical and specify hotspots where retiming would not be possible	High	Westminster City Council to work with BIDs, landowners, businesses and their supply chains to identify low/no risk locations where retiming could be pursued	Greater understanding of potential for uptake of off-peak activity in suitable locations, with appropriate mitigation measures applied	Short	£	**Westminster City Council lead** BIDs Landowners Local businesses Supply Chain
H2. Work with BIDs, landowners and industry to mainstream retiming in 'go' locations, ensuring compliance with guidance and subject to monitoring and enforcement	Medium	Westminster City Council to work with BIDs, landowners, businesses and their supply chains to identify low/no risk locations where retiming could be pursued and agree plans for retimed activity, trialling initially in 4 locations for a 12-month period to assess impact	Greater uptake of off-peak activity in suitable locations, with appropriate mitigation measures applied, with monitoring and evaluation measures in place	Medium	££	**Westminster City Council lead** Landowners BIDs Local businesses Supply Chain
H3. Establish and trial a vehicle permit scheme for 'trusted operators' to carry out retimed activity, adhering to agreed standards and guidelines, with a bond in place to 'guarantee' compliance	Medium	Westminster City Council to work with industry to develop a pilot structure and trial of a permit-based scheme for approved operators demonstrating best practice to operate off-peak in defined areas	Greater uptake of off-peak activity in suitable locations, adhering to agreed guidelines and best practice, with monitoring in place and in compliance with permit conditions	Medium	££	**Westminster City Council lead** Local businesses Supply Chains Industry Operators Trade Associations

Strategic Action I: Supporting future technology use						
Measures This group of measures has no colour-coding, as it is currently unknown which of the reduce, re-mode and retime themes would apply to each in the future – and could potentially be all 3.	**Priority**	**Next Steps**	**Indicators & Outcomes**	**Timescales**	**Expected Costs**	**Delivery Partners**
I1. Westminster, as part of its Smart City initiative, to welcome alternative freight, servicing and delivery trials as a 'Living Lab' location	High	Westminster City Council to welcome trials of new, alternative technology and operating practices and to be a willing partner in research and demonstration trials of new approaches	Westminster City Council to spearhead new approaches and to be seen as a willing partner with an open view on future technology and operational practices, attracting innovation	Medium	££	**Westminster City Council lead** Operators Technology providers R&D funders
I2. Assess the potential use of technology to dynamically manage infrastructure and availability of loading/unloading bays and EV recharging infrastructure	Medium	E&CM and Smart Cities Teams, work with industry suppliers, to assess potential for technology applications	Dynamic 'smart' managed bays optimising availability and use	Medium	££	**Westminster City Council lead** Technology suppliers Industry operators
I3. Westminster City Council to stay aware of future technology development, innovation in operations and potentially transferable urban freight management measures	Medium	Westminster City Council to actively engage in appropriate groups and access information to stay up to date with logistics technology development and changes in operational practices	Westminster City Council to have cutting edge understanding of new technology and its applications to be informed in developing future policy and understanding imminent and longer view operational changes	Long	£££	**Westminster City Council lead** Interest groups Operators Technology providers

Appendix A

DOCUMENT LIST

The key policy and case study documents which are relevant to this study are summarised below:

- National;
  - Better Delivery – The Challenge for Freight, (NIC), (April 2019)
  - Decarbonising Transport – Setting the Challenge, Department for Transport (DfT), (2020)
- Regional;
  - Mayor's Transport Strategy, (March 2018)
  - Mayor's Vision Zero Action Plan, (July 2018)
  - Mayor's Freight and Servicing Action Plan (March 2019)
- Local;
  - Westminster City Plan, 2019-2040
  - Westminster Local Implementation Plan (2019)
  - Westminster City Council COVID Temporary Movement Strategy, 2020
  - City of Westminster Air Quality Action Plan 2019 – 2024
  - West End Partnership Freight and Servicing Strategy; May 2018.
- Case Studies:
  - Assorted Cross River Partnership (CRP) Clean Air Villages 2 (CAV2) Case Studies;
  - Delivering Better Air for Everyone – Somerset House Study (Steer for TfL), May 2019;
  - DPD Smart Urban Delivery Strategy 2019-21;
  - The Crown Estate – Regent Street Consolidation Case Study;
  - Grosvenor Estates – Deliveries and Consolidation;
  - FM Conway – eCargo Bike use for construction materials distribution; and
  - DHL Riverboat Parcel Service and 16 tonnes electric truck operational in Central London

Appendix B

CASE STUDIES

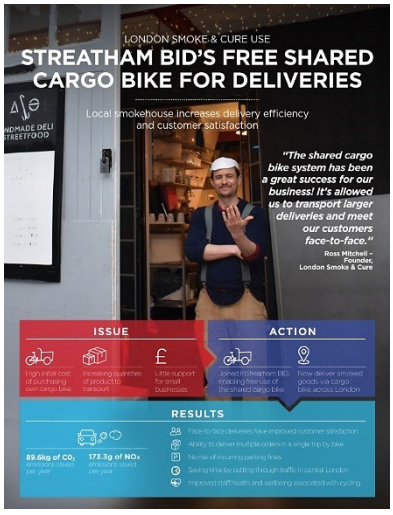
Case studies covering innovative freight and logistics practices, including from Cross River Partnership (visit www.crossriverpartnership.org/publications):

- CAV2 Case Study: Pavilion Road powered by bike: zero-emission deliveries;
  - Zero emission deliveries available via e-cargo bikes;
  - Home deliveries proved valuable during the Covid-19 outbreak;
  - Customers can consolidate deliveries from multiple stores; and
  - Positive impact on air quality in the local area as part of the Clean Air Villages initiative
  - London Cheesemongers, on Pavilion Road, use the bike for a new service offer.

- CAV2 Case Study: The Clean Air Villages Project enables London pharmacies to test bike deliveries;
  - Consistent schedule using a dedicated rider;
  - Cargo bike deliveries trialled;
  - Addressing local air pollution and congestion concerns;
  - Reliability of working with a dedicated provider;
  - Customers benefit from a trained and regular rider;
  - Collaboration between the Defra-funded CRP-led CAV project and local Councils; and
  - The scheme enabled a fast response during the COVID-19 pandemic

- CAV2 Case Study: Hospitality Source consolidates eco-products and delivers last mile on foot;
  - One delivery per week, distributed on foot to local businesses;
  - Average of 40% reduction in costs for customers;
  - Zero emission deliveries improve local air quality;
  - Reduced pressure on storage space;
  - Generates less waste to be collected;
  - One concentrated bottle replaces 33 bottles;

- CAV2 Case Study: London Smoke & Cure use Streatham BID's free shared cargo bike for deliveries;
  - Joined Streatham BID, enabling free use of the shared cargo bike;
  - Now deliver smoked goods via cargo bike across London;
  - Face-to-face deliveries have improved customer satisfaction;
  - Ability to deliver multiple orders in a single trip by bike;
  - No risk of incurring parking fines;
  - Saving time by cutting through traffic in central London; and
  - Improved staff health and wellbeing associated with cycling.



- CAV2 Case Study: Cooper's Bakehouse delivers bread by bike to save time and emissions;
  - Deliver using bikes and trailers;
  - Use Zipvan to meet larger volume of orders over the weekend;
  - 60,000 loaves per year delivered by bike;
  - £1,300 per year saved by using Zipvan vs. vehicle ownership;
  - Cyclists can cut through traffic to avoid congestion;
  - Bike trailers can be folded down and stacked to save space;
  - Improved fitness for staff from delivering by bike; and
  - Hired cyclists are paid London Living Wage.

- CAV2 Case Study: Planet Minimal – the UK's first zero emissions, zero waste delivery service;
  - Purchased second-hand EV for all deliveries;
  - All containers are collected for refill and reuse;
  - Products are selected for environmental friendliness, are cruelty free and vegan;
  - Likeminded businesses working together;
  - Expanding fleet to include another EV to meet demand;
  - Cheaper ongoing costs with an EV; and
  - Up to 150,000 plastic bottles prevented from entering the waste stream per van, per year.

- CAV2 Case Study: Paxton and Whitfield Ltd. revolutionise their deliveries using ecofleet;
  - Met with ecofleet and decided to switch couriers;
  - Journeys made by cargo bike instead of conventional vans;
  - Approximately 140 miles covered by bike each week;
  - Eco-friendly deliveries have been well received by clients; and
  - The electrically assisted €cargo bikes can deliver London-wide.

Further Cross River Partnership case studies include:

- CAV2 Case Study - Elysia Catering: Cargo Bike to save time and emissions;
- CAV2 Case Study - Implementing a Cargo Bike Scheme for Business Improvement Districts;
- CAV2 Case Study – Business Improvement District in London Implements Pioneering Cargo Bike Service;
- CAV2 Case Study – An Innovative Approach to Consolidation by Guy's and St Thomas' Trust; and
- Delivering Better Air for Everyone - Somerset House Study (Steer for TfL), May 2019.

This activity involved an 18-month pilot project focussed on the delivery and servicing operations at Somerset House in London. The Somerset House Trust (landlord) encouraged resident businesses to participate in the demonstrator and change their delivery and servicing behaviour. This involved:

- Food and beverage outlets were interested in consolidating deliveries as part of their wider interest in the provenance of their supplies. Ingredients were carefully selected on quality and environmental grounds and by extension they were willing to take steps to make the journey from producer to restaurant more sustainable; and
- The preferred supplier scheme set up to offer office supplies to resident businesses needed time to become established. Resident businesses could not be compelled to use the preferred supplier (e.g. through their office leases) and uptake was therefore dependent on resident businesses being interested and motivated to change supplier.

The outcomes of the study were a reduction in the number of delivery and servicing vehicles recorded by the monitoring survey after one year. A key achievement was a 16% reduction in the number of vehicles associated with the food and beverage outlets on site. There was an overall reduction of 12% in the number of delivery and servicing vehicles from the baseline survey to the one-year follow-up monitoring survey.

- DPD Smart Urban Delivery Strategy 2019-21;

dpd

Our vision for a cleaner environment

The DPD Smart Urban Delivery Strategy 2019-2021

Our Vision for a Cleaner Environment

At DPD we believe that neutralising our carbon footprint and providing smarter, more sustainable parcel delivery services is a top priority.

Our aim is to be the most responsible city centre delivery company and the leader in electric vehicles (EVs) in the UK. In fact we plan to make 10% of our delivery fleet electric by 2021.

As part of our Smart Urban Delivery Strategy, we recently opened the UK's first all-electric micro-depot, in Westminster. We'll soon have eight micro-sites in London, meaning we can make cleaner deliveries in even more areas.

At DPD, our vision for a cleaner future is unique in that we are not just using EVs for final mile deliveries. DPD is the only parcel carrier in the UK using the electric FUSO eCanter 7.5 tonne truck to feed parcels into our city centre micro-depots, massively reducing diesel emissions. Other EVs such as the hugely innovative Paxster then make the final mile delivery.

You can find out more at dpd.co.uk

Our electric vehicle fleet plan

We will double, then double again, our electric vehicle fleet

139 vehicles	2019
278 vehicles	2020
556 vehicles	2021

The Crown Estate – Regent Street Consolidation Case Study – Clipper Logistics;

- Grosvenor Estates - Deliveries and Consolidation.

All supplier and personal deliveries are now sent to a collection point on an industrial estate in Bow. They are then consolidated into one daily delivery by the all-electric parcel service, Gnewt Cargo (now part of Menzies Distribution).

The model is very much a collaboration, involving main office supplier, Anglo Office Group, working out the best system with Gnewt Cargo.

Anglo's business proposition is to deliver smarter, sustainable purchasing solutions via consolidation and rationalisation. This can only be achieved when there is genuine collaboration between the customer, their vendors and a logistics partner.

- FM Conway – eCargo Bike use for construction materials distribution.

FM Conway is using e-cargo bikes to deliver materials to work sites around London.

The trial is a bid to cut the contractor's carbon footprint by reducing the number of construction vehicles travelling into and around the capital.

The bikes can carry materials of various sizes and weights including bags of sand and boxes of fittings.

Each bike can carry up to 250kg and is fitted with an electric pedal assist motor and GPS tracking.

The average 18 tonne delivery lorry can carry a load of 10,000kg.

The bikes are currently being trialled on phase two of the Illuminated River exterior lighting project for Westminster City Council.

The trial has so far demonstrated the flexibility and capability of the bikes in terms of use for general logistics within the construction industry.

- DHL Riverboat Parcel Service and new 16 tonnes electric truck operational in Central London.

DHL Express has launched London's first riverboat parcel delivery service, which aims to ease congestion and provide a reliable and efficient way of transporting deliveries across the capital.

The service has been introduced as part of DHL's commitment to using blended transport modes to improve access to urban areas and is an important step towards exploring the use of the river for small scale freight transport.

The riverboat service, operated by Thames Clippers Logistics, runs daily at 7:30am, transporting packages into London.

The shipments are loaded from electric vehicles onto the riverboat at Wandsworth Riverside Quarter Pier before travelling at high speed, subject to legal limits and clear passage, along the Thames, into central London, docking at Bankside Pier for final mile delivery on DHL courier bicycles.

DHL has proven the effectiveness of combining land and waterways through its established canal delivery network in Venice, but the service in London represents its first high speed boat offer.

DHL has also recently introduced a 16 tonnes GVW electric truck for urban distribution in Central London, one of the first electric HGVs to be put into operation in the capital.

The Volvo FL Electric 4×2 rigid is powered by four 200 kWh batteries which can run for 120 miles, carrying a maximum of 12 pallets.

The zero-emission vehicle will recharge overnight at DHL's base in Purfleet, Essex, as it runs daily operations in London's West End.

Ian Clough, Managing Director, Network Logistics and Transport, UK & Ireland, DHL Supply Chain said: "We have a responsibility to reach for ambitious sustainability targets."

"The Volvo FL Electric is the perfect solution to the challenges of urban logistics, allowing us to make deliveries in densely populated inner-city locations, where air quality and noise pollution challenges are highest."

Christian Coolsaet, Managing Director of Volvo Trucks UK & Ireland, said: "Operating a Volvo FL Electric, particularly where it can be charged with electricity from renewable sources, is a powerful step towards more sustainable city distribution."

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