Quiet Deliveries Good Practice Guidance – Key Principles and Processes for Construction Logistics

April 2014

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The DfT would also like to acknowledge input from the Quiet Deliveries Stakeholder Group who have provided support in the development of this guidance:
Chartered Institute of Logistics and Transport
TAG National Transport Committee
British Retail Consortium
Freight Transport Association
Transport for London
Road Haulage Association
Noise Abatement Society
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Appendix A: Introducing a Quiet Deliveries Scheme: Menu of Measures for Retailers and Freight Operators  

Appendix B: Specimen Memorandum of Understanding - Quiet Deliveries Scheme/Trial
Foreword

This Quiet Deliveries good practice guide covers the key issues for retailers, freight operators, local authorities and community stakeholders.

Congestion and delays affect freight and retail business and also local communities, particularly residents. Quiet Deliveries schemes provide a way to address these issues. There is a key role for local authority planning, transport, highways, licencing, and environmental health professionals to balance out the issues and enable solutions that benefit all parties.

This guidance reflects lessons learnt from Quiet Deliveries trials held by DfT, Freight Transport Association (FTA) and Noise Abatement Society (NAS) in 2010-11 and from the experience during the London 2012 Games.

The Government website provides the detail on the past projects and in-depth case studies, whilst this guidance focuses on the key principles, followed by more detailed sector specific advice on Quiet Deliveries from different stakeholders’ point of view.

We would like to thank both public and private sector organisations that have supported DfT with the preparation process, and also the FTA, NAS and other professional bodies for their time and input.

Wider use of Quiet Deliveries schemes should help businesses and freight operators, in partnership with local authorities and communities, use the available time and space on our busy roads more effectively. Shifting deliveries to other times will help to reduce peak hour congestion, benefiting the environment, improving road safety and helping businesses.
1. Setting the scene

Why do quiet deliveries?

1.1 The principle of quiet deliveries is about enabling businesses and organisations to make and receive deliveries outside the main working day. This flexibility will generate multiple benefits for all affected parties, such as reduced congestion, lower emissions and business efficiency – and brings specific benefits to the construction and development sector.

1.2 Developers have a key role to play in advocating quiet deliveries schemes as an integrated part of their planning submissions/discharge of planning conditions - and working with the local communities who may be affected.

Potential benefits for the construction logistics sector

1.3 There are a number of potential benefits to developers and their construction supply chains in changing the timings of their deliveries/collections, some of which can be seen in the table below:

<table>
<thead>
<tr>
<th>Benefits for Construction Logistics Operations</th>
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<tbody>
<tr>
<td>Benefit</td>
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<tr>
<td>Reduced congestion.</td>
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<tr>
<td>Improved road safety.</td>
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<tr>
<td>Improved air quality.</td>
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<tr>
<td>Reduced carbon emissions.</td>
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<tr>
<td>Increased community engagement.</td>
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<tr>
<td>Better quality travel planning</td>
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</tbody>
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better control of construction workers’ cars and vans, including access and parking arrangements for contractors responsible for ‘fit-out’ stages

| Enhanced construction management approach | QDS can be integrated into the supply chain processes for larger/sensitive development sites to ensure that delivery patterns and making make the best use of the available time slots, and avoid localised congestion around the site. This can include consolidation and off-site solutions for stockpiling and materials management |
| Better quality monitoring | The local community are able to work in partnership with the developer and the local authority to create a construction management plan committee to monitor the site's performance and to address issues before they become problems |
| Reputation for the developer | Along with the national recognised Considerate Constructors’ Scheme, by being a ‘good neighbour’ gives local communities confidence in the ethos and approach of a developer – which will be important for long terms relationship building and phonetically for further planning applications/phases etc. |

Gathering the evidence

1.4 The quiet deliveries principle has been tested through a number of trials and has been backed by a number of industry associations including The Freight Transport Association and the Noise Abatement Society.

1.5 The Quiet Deliveries Demonstration Scheme (QDDS) in 2010-11 investigated the types of constraint, the requirements for seeking a relaxation of delivery hours and the potential benefits of introducing quiet out-of-hours deliveries that do not create a disturbance to local residents and communities.

1.6 The findings of the QDDS pilots and case studies clearly show that, if delivery times are extended into the evenings/night-time periods in a well-managed manner, that schemes can work effectively with minimal or negligible disturbance to residents and surrounding communities. Quiet Deliveries Schemes can be a win-win for all parties because of:

- More effective and efficient delivery of construction projects
- Reduced congestion and delay for all road users
- More effective supply chains
- Better efficiency for participating organisations including freight operators
- Improved customer satisfaction and access to products of their choice
- Improved environment
- Improved quality of life for local residents and communities
- Enhanced road safety
• Effective delivery of developers’ wider sustainability objectives
• Support for social cohesion and community safety objectives

1.7 Many of these objectives can be mirrored in the approach that developers take to construction management, and through the targeted application of QDS principles, developers will be able to manage the construction phase of their schemes. The principles equally apply to large, complex schemes that may extend for a number of years, through to smaller development sites that are located in particularly sensitive locations.

Improving guidance as a result of lessons learnt

1.8 This new guidance builds on that originally developed using the 2010-11 QDDS trials and the experience of the London 2012 Olympic Games. Evidence from industry and professional organisations has also supported the development of this guidance. It is designed to support and enable local authorities, freight operators, retailers, developers and local communities to adopt quiet deliveries practices at a local level and in a way that is workable for them.

The guidance allows local flexibility in the design and application of quiet deliveries, and aims to stimulate and sustain economic growth while engaging with local authorities, communities and other key stakeholders.

What the guidance will help you with

1.9 This updated guidance helps to answer a number of important questions about QDS. These are:

• Why do quiet deliveries and why it can be a win-win for the **construction sector** and other stakeholders in the process?

• What are the key actions you need to take as a **construction logistics provider** if you decide to opt for a retiming solution to deliveries (which include times that trigger a formal quiet deliveries arrangement)?

• How can stakeholders be convinced that QDS is a real benefit?

• What is expected from local authorities to enable the process?
What about the construction logistics sector?

1.10 For the real benefits of the QDS tool to be felt, it needs cross-sector commitment from local authorities, retailers, freight operators, community organisation and developers. If you are a developer involved in the planning application stages of development, or in the delivery of construction management plans to discharge planning conditions, Section 4 of this guidance tells you the essentials for your sector. We’d like you to read the whole guidance document, but if you are pressed for time, please refer to Section 3.11, the whole of Section 4 and Appendices A and B.
2. What are quiet deliveries?

An easy definition

2.1 Quiet Deliveries Schemes (QDSs) are used to facilitate the extension of delivery times to locations such as a shop or building site, using practices to minimise any disturbance to existing local residents. More information on what developers and their logistics providers need to do to practically minimise noise is shown in Appendix A and should be borne in mind throughout this guidance. Quiet deliveries schemes can reduce the traffic pressure on busy routes at peak times allowing traffic to move more freely and reduce the risk of conflicts between heavy goods vehicles and vulnerable road user such as pedestrians and cyclists.

2.2 Examples include out-of-hours deliveries to a development site during the shoulders of the day. The adjustments to conventional freight delivery practices could cover 24/7 or 18/7 (e.g. 0600 – 2400) delivery periods, but in the case of construction sites close to existing residential areas, this may mean a more modest tweaking of existing arrangements by just an hour or two to make a significant difference to the delivery profile across the whole day.

How a QDS can change the deliveries profile of a site

2.3 QDS can save both the developer and their supply chain time and money because the delivery process can take place with greater certainty during a more accurate time window, for example ensuring that supermarket shelves are always well-stocked. But these key principles can also benefit intensive, temporary delivery activities associated with construction projects.

2.4 An essential part of Quiet Deliveries schemes is that logistics operators adopt practices that minimise the noise generated during the delivery process, to avoid disturbing local residents. Communities and local authorities may need to be reassured that moving deliveries out of
normal hours should not cause additional noise disturbance and that they should also benefit from the resulting improved peak hour conditions.

2.5 Noise can be reduced by introducing various improvements. More information on the measures that can be adopted is shown in Appendix A. The improvements can be grouped into:

- Fleet upgrades (quiet engines, air brakes within the contractors’ fleet)
- Modernisation of supplementary equipment (quiet cages, racks, etc.)
- Driver behaviour (accurate and efficient manoeuvring, limited use of horn signal).

2.6 The principles of quiet deliveries schemes, while developed initially within the retail sector, can equally apply to other businesses including the construction sector where they can spread the impact of construction traffic over a longer time period each day. The principles attached to the warehouse/retail sector equally apply to construction logistics, except in this case the delivery location will be a secure compound/site, sometimes in close proximity to existing communities. More information on the practical measures that can be adopted is shown in Appendix A which you can use as a handy checklist for developing a QDS on the ground.

2.7 There is also an opportunity to develop a sound partnership approach with local authorities, local community groups, Parish Councils and other stakeholders to use the menu of quiet deliveries measures selectively to deal with locally sensitive issues such as school opening and closing times, market days and other specific events. If, through the planning process, potential affected parties can be identified and contacted early (e.g. local schools and the key pedestrian routes that pupils use) then this may help raise the quality and acceptability of the construction management solution.

2.8 A wide range of stakeholders can make effective use of QDS, expanding the lessons learnt from retailers and their distributors to a wider family of logistics operations.

2.9 The primary role of the developer is to assess whether a QDS approach may support the ‘temporary impacts’ of a development scheme (and which should be included in the ‘temporary effects’ section of any Environmental Assessment) and ensure that any construction management regime minimises any adverse impact on surrounding communities.

2.10 The role of the local authority is to fairly assess and evaluate between the different interests in a given situation. There will be circumstances where the local authority can facilitate a quiet deliveries scheme as part of planning application scoping discussions ahead of any problems, drawing on its planning powers. The diagram below summarises how early involvement of QDS in the planning process can
bring further security and reassurance to local communities that may be affected by noise risk later on.

**The ‘Quiet Deliveries Approach’ within planning**

1. Pre application advice request submitted
2. Negotiation with developer proactive discussion pre QDs
3. Planning consent granted with QD framework in place/acceptable planning conditions
4. Planning consent denied due to lack of flexibility on deliveries less likely
5. Economic benefits (e.g. Reduced peak congestion, job creation)
6. Still potential for noise problems & EH action
7. Community monitoring based on a shared management and performance approach
8. Local authority facilitation and use of a range of solutions to mitigate impact
9. Fallback of Local authority mediation and use of regulatory powers
3. How to use the guidance

The guidance family

3.1 This document provides an introduction to the concept of quiet deliveries. As the approach can be used by a range of stakeholders, there are separate guides for different interest groups as follows:

- the construction and development sector
- local authorities
- community and residents’ groups (currently under development)
- freight operators
- and retailers and traders

3.2 The guidance provides a simple one stop shop giving the users the key issues that they need to be aware of when considering setting up a quiet deliveries scheme. The guidance will give you all you need to decide if this type of approach is right for your operation or location and provides simple steps to get you going.

3.3 For the developer it is important that they are able to provide easy and simple signposting to the correct local authority officers who are able to enable a single conversation with the local authority to discuss initial proposals. Knowing about the different types of restrictions and how they affect out of hours deliveries is half the battle. Transport for London commissioned a technical research report from TTR looking into the different regulatory systems that are in place.

3.4 At the end of this summary guide there is a resource page linking you to useful websites and other sources. You can also go to https://www.gov.uk/government/publications/quiet-deliveries-demonstration-scheme for more information.

Who benefits?

3.5 The purpose of this guidance is to explain how out-of-hours deliveries can enable a more sustainable method for the distribution of goods and bring benefits to residents and other road users too. There are benefits for a wide range of stakeholders by adopting this approach but its implementation has to be managed well and its introduction has to be carefully communicated and explained.

3.6 There are different reasons for each type of stakeholder to get involved, but here are some of the main benefits quiet deliveries can bring:
• For **developers** involved in major construction projects, quiet deliveries can help to make the impact of the development acceptable to the surrounding community. For communities affected by longer term construction projects the impact often feels permanent rather than temporary. So for this sector there is a clear opportunity to use quiet deliveries to support relations with neighbouring communities and with the local planning authority.

• For **local authorities**, quiet deliveries can help their local economies (including their town centres) grow and develop, with improvements to the environment and road safety, in a way which doesn’t compromise the quality of life for residents. Use of environmental health and planning powers can introduce quiet deliveries practice positively, in a way that is well managed and can be easily monitored through partnership working.

• For **residents and communities** affected by larger goods vehicle movement quiet deliveries can help to manage and spread the effects. Local community and residents groups, together with Parish Councils, are best positioned to let the local authority, developers, retailers and freight operators know about their specific challenges, and to integrate quiet deliveries as part of plans to manage local traffic. Other tools such as stockpiling, consolidating deliveries, improved supply chain management and improved stakeholder communication can also sit neatly alongside quiet deliveries.

• For **retailers and freight operators**, efficient movement of goods avoiding congested peak hours reduces time and costs, and ensures that just in time deliveries can occur with a higher level of accuracy. This avoids the risk of late deliveries, penalties and other logistics challenges which means that the end customer is not able to access their product when they need it.

3.7 The costs of implementation can be grouped into four main categories:

• Upgrade or purchase of quiet equipment (e.g. quiet cages and racks, fleet modifications)

• Warehouse infrastructure improvements (quiet doors and gates, delivery yard upgrades etc.)

• Staff training

• Management costs (assignment of Project Manager or Steering Group, setting up feedback for affected parties e.g. 24hr telephone line, website)
3.8 The fact that retailers and freight companies will bear most of the implementation costs can sometimes discourage commitment to a QDS approach. However, long term benefits such as fuel efficiency, stock availability on time, efficient use of driver time all contribute towards a sound business case.

3.9 Changing delivery times will require close co-operation with local authorities.
**How QDS benefits different sectors and stakeholders - highlighting benefits for the construction logistics and development sector**

- **Local Authorities**
  - Reduced ‘High Street’ peak congestion
  - Reduced traffic impact from all types of delivery vehicles
  - Reduced impact of construction traffic on local communities
  - Improved road safety
  - Enhanced town centre management and economic advantage
  - Enhanced relationships with community groups and the local authority
  - HGV contribution to congestion and emissions reduced

- **Freight Operators**
  - Reduced round trip journey times
  - Reduced fuel consumption
  - Improved shift productivity from driver and vehicles
  - Improved journey time reliability
  - Easier deliveries – especially in ‘High Street’ environments
  - More efficient use of fleet and store staff
  - Reduced ‘knock-on’ effects for other customers
  - Increased product availability
  - Less conflict between deliveries and customers on the shop floor
  - Safer, easier and more effective deliveries made on-street
  - Supports smaller traders and SME sector
  - Enhanced relationships with community groups and retailers

- **Retailers and Traders**
  - Effective management of construction movements as part of planning requirements
  - Enhanced relationships with community groups and the developer
  - Cost-effective deliveries to site
  - Management of HGV traffic at sensitive times during the day through spreading hours of operation
  - Flexible mechanism that is transparent to community groups

- **Construction Logistics**
  - Reduced HGV and commercial traffic impact at sensitive periods
  - Reduced ‘High Street’ peak congestion
  - Enhanced safety and environmental benefits
  - Effective management of key developments
  - Effective management and control of any noise risk
  - Mechanisms that gives accountability and a voice to local community groups
  - Enhanced relationships with community groups
Stages of QDS development and implementation

3.10 Each guide follows the same overall six simple steps to help stakeholders engage in the process from their standpoint, taking each group through the process. It is important that retailers, freight operators and local authorities engage with each other early on in the process to ensure that they are on board with the benefits the scheme will bring them.

3.11 Normally the party responsible for deliveries will take the lead by developing a QDS implementation plan but the local authority can also take the initiative where they see a clear need to bring parties together.

3.12 The key steps to be taken include:

1. **Check**
   
   Check what the current delivery restrictions are and who administers them. For the development sector the bulk of the restrictions will be planning-based but if the development is phased there may also be additional orders and restrictions in place as a result of any operational issues on earlier phases. Before seeking a more flexible approach it is important to establish the case history for the site/area through the local authority planning and environmental health departments, TfL, working with TTR, have identified the different controls and tools affecting deliveries, based on national research. A key barrier may be existing or historic Environmental Health orders that may not be appropriate at the time of application for QDS. Part of the very initial phases should be assessing the relevance or applicability of any existing restrictions.

2. **Consult**
   
   Consultation between local authorities, retailers and freight operators is essential to identify which officers are responsible in each organisation. Discuss the reasons for the change in delivery patterns and work together to find out the level of support. If QDS is a suitable solution, local authorities should know the key local community groups and other third parties that you need to engage with – so you can start the wider participation process.

3. **Collate**
   
   Collate all the key evidence about the current situation, and how the QDS will affect local businesses and residents. Make sure the material is presented simply and in non-technical language (although background technical material will be required to support formal applications to Council departments).
4. Create

Create the QDS scheme, by building strong and resilient partnerships, working with the local authority and involving the local community in shaping the detail.

5. Confirm

Confirming the solution – using the best mechanism. This could be varying a planning condition about delivery times. This stage will provide the formal ‘piece of paper’ that will enable the QDS approach to be implemented. A trial or experimental period can be put in place here if desired by all parties but in the case of construction projects it is likely that the developer will want to move to a defined logistics solution as soon as possible.

6. Check in

Check how the QDS is performing at regular intervals, ensuring you check in with the stakeholders you worked with at development stage. This ensures that the local authority, operator and local community are monitoring the situation and that any fresh conditions on timing, noise levels and operations are being adhered to.

Who can start a quiet delivery scheme?

3.13 The need for a quiet deliveries scheme can arise from different stakeholders depending on the circumstances, including the needs of the development sector. While most schemes originate from a freight operator or retailer wishing to try out new delivery patterns, it is important for local authorities and community groups to understand the full range of benefits and to work in partnership with local retailers and freight operators. For example, a Parish Council or Neighbourhood Forum (with statutory recognition in the planning process) may wish to work with a local authority and local businesses to manage deliveries in a busy street away from school opening and closing times. A local authority may wish to look at spreading delivery times over a longer period of time, and can use area-wide tools such as travel plans (for industrial estates, business parks or other large trip attractors) to tackle this issue.

The important points to remember are that the quiet deliveries approach is:

- **flexible**: use of the approach determined by local circumstances and the needs of local stakeholders;
- **scalable**: from a complex building operation through to a suburban shopping area, from a village centre through to a major retail location; and
deliverable: the approach is not designed to be complicated but easy to understand and easy to implement from whichever viewpoint stakeholders approach the issue.

The voluntary nature of quiet deliveries schemes

3.14 Quiet deliveries can be applied wherever stakeholders feel that there is a need for a scheme. The partners involved in any scheme could decide to have a formal agreement or Memorandum of Understanding, or they could decide to pilot the scheme for a trial period before confirming it, but this is voluntary and will reflect local discussions and agreement. These tools can equally be adapted for use in a construction scenario but are likely to be tied to more formal planning arrangements, such as requirement for a detailed Construction Management Plan linked to a planning condition or Section 106 planning obligation clause.

3.15 There are benefits across a wide family of stakeholders and therefore the initial idea for a scheme in a certain location could come from any of these partners – and could even be raised early on in the planning process through the Statement of Community Involvement. The local authority has a critical role in supporting the developer within the context of enabling sustainable development. This will require the local authority planning case officer to draw on the timely input of highways and environmental health officers as consultees during the formal planning application Existing regulation and legislation can be used to support the development and continuation of a QDS.

How to use existing planning and environmental requirements

3.16 While this guidance provides a clear set of tools, the decision to develop a quiet deliveries scheme is largely voluntary and relies on collaboration. However there are two principal areas where existing legislation does support adoption of the quiet deliveries approach

Environmental Health

- Environmental Health regulations – where there are specific locations that are experiencing noise/disturbance or emissions issues
- Noise abatement powers and controls, especially as these can sometimes be difficult to remove even if the primary noise issue is removed or addressed.
- QDS is a proactive tool that can be used to help solve environmental health issues, rather than adopt a ‘delivery ban’ approach.
Planning process

- Planning legislation and relaxation of restrictions – Local authorities can amend or remove planning restrictions that currently prevent or restrict out-of-hours deliveries. The aim should be to reduce the complexity of the noise controls, which will require consistency in planning decisions.

- A quiet deliveries scheme should provide reassurance to the local community that out-of-hours deliveries will be made using methods that should minimise disturbance to local residents, without the need for such planning restrictions. **The planning process itself will be the main driver of any delivery hours restrictions**, so it will be vital for the developer to inform the local authority and local community at an early stage (i.e. during pre-application discussions, at Environmental Assessment scoping or at Statement of Community Involvement stage) that a more relaxed ‘QDS’ type approach is being integrated into the construction management planning for the site, such as tweaking with the conventional operational time limits for servicing the site. This will ensure that planning conditions and scrutiny by Highways and Environmental Health officers can take this into account.

- The local community should be a part of the process and can be a signatory to the Memorandum of Understanding (Appendix B) that can be set up for each scheme, so that there is ongoing monitoring and accountability in place.

- The National Planning Policy Framework makes explicit reference that:

  - ‘(Development) plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people. Therefore, developments should be located and designed where practical to accommodate the efficient delivery of goods and supplies’ (Communities, NPPF, March 2013, para 35).

  - The NPPF (paragraph 23) also recognises the core role of local planning authorities to promote competitive town centres that provide customer choice and a diverse retail offer and which reflect the individuality of town centres – and therefore flexible arrangements for deliveries and servicing go hand-in-hand with this. Where Freight Quality Partnerships have been put in place to help manage freight movement in a cross-sector manner this will enable QDS to be brought forward as a solution. Similarly where local authorities have been keen to develop sustainable distribution centres to help manage town centre freight issues, the QDS tools works well as a complementary measure.

  - The NPPF actively encourages solutions which support reductions in greenhouse gas emissions and reduce congestion – and encourages sustainable development

  - The NPPF is clear that noise needs to be considered when new developments may create additional noise and when new developments would be sensitive to the prevailing acoustic environment. When preparing local or neighbourhood plans, or taking decisions about new development, there may also be opportunities to consider improvements
to the acoustic environment. This will apply to construction activities as well as the day-to-day operational impact of a development once built.

- Paragraph 123 of the NPPF states that planning policies and decisions should aim to:
  - avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development;
  - mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from noise from new development, including through the use of conditions;
  - recognise that development will often create some noise and existing businesses wanting to develop in continuance of their business should not have unreasonable restrictions put on them because of changes in nearby land uses since they were established.

- Part of the role of the local authority is identify whether the overall effect of the noise exposure (including the impact during the construction phase) is, or would be, above or below the significant observed adverse effect level and the lowest observed adverse effect level for the given situation.

- Finally, the QDS tool sits well with the overarching purpose of the planning system, which is to contribute to the achievement of sustainable development. There are three dimensions to sustainable development: economic, social and environmental, and the ‘trigger’ for developing a QDS solution could be driven by any combination of these factors.

3.17 The planning and environmental health aspects are only a part of the picture and there are other powers in the form of on-street parking and stopping restrictions, weight limits, routing restrictions and other tools supported by traffic orders. Other controls may be in place through local voluntary agreements, tenancy agreements, event licenses, alcohol-related restrictions and other environmental matters. The partners involved in a quiet deliveries scheme, including local authorities, retailers and freight operators, will need to work together to ensure that any such restrictions are designed to support the scheme and secure the benefits for all parties. The scheme advocate will need to ensure that they adopt and maintain quiet deliveries practices that minimise any negative effects on residents.

Barriers to implementation

3.18 There are a number of barriers to successfully implementing a scheme, including:

- Cost of implementation, including management time or purchase of assets such as quiet cages;
• Creation of monitoring and feedback centre for local communities;
• Reschedule of delivery routes;
• Lack of stakeholder awareness;
• Complaints and perception issues from local communities; and
• Lack of basic knowledge about the current restrictions in place, and
  the governance needed to change them.

The barriers mentioned above are some of the reasons why stakeholders have hesitated to take up a Quiet Delivery scheme in the past, but through a proactive approach adopted by the developer during the pre-planning, planning and post-permission stages, they are able to help remove many of the issues around communication, awareness, process and accountability, and to provide certainty to communities concerning their proposed on-site management regime.

The importance of partnership working

3.19 Through a partnership approach, retailers, freight operators and local authorities can work together to relax curfew restrictions, but it is important to demonstrate to local authorities that any out-of-hours delivery activity will be undertaken in a way which minimises disturbance and disruption to local residents, while continuing to meet the operational needs of the business.

3.20 Where there are strategic roads affect by a development proposal, involvement of the Highways Agency at an early stage in discussions is always advisable. The latest DfT guidance on The Strategic Road Network and the Delivery of Sustainable Development (DfT, Circular 02/2013) is clear about the use of sustainable transport solutions (paras 16, 17) and use of demand management tools to manage capacity (paras 31, 32). The DfT guidance is also clear on the need to deal with noise issues and other environment impacts as part of the planning process (paras 45-48).

In the next part of the document we look at practical ways for developers and construction logistics providers to get involved.
4. Sector specific guidance for developers and construction logistics providers

4.1 From a construction logistics perspective, here are the steps that you need to take to put a QDS in place. Remember that you will need the support of your key clients, the local authority and local community groups.

Step 1 - What are your motivators?

4.2 A developer will want to secure a good working relationship with the local community and also make sure you meet your planning obligations. You will also want to ensure that your construction costs are kept to budget and to avoid any ‘creep’ through the late arrival of materials, difficulties in managing multiple deliveries or other issues.

4.3 The first step will be to evaluate which of these factors are the most important for your particular site and plan your engagement strategy accordingly.

Step 2 - Working informally with key stakeholders

4.4 The next step is to ensure that those affected are on the same wavelength and that QDS/construction logistics plans a tool that they are willing to approve. Remember that the QDS approach is not necessarily designed to advocate ‘24/7’ deliveries but there may be cases where extending a delivery window later into the evening or starting earlier in the morning is more appropriate. At this point in the process it is important to make sure that there is full knowledge of any ‘official’ restrictions that currently apply to the construction traffic practices, such as:

- Planning application restrictions – normally written as conditions within the planning permission that will restrict the days and hours of operation. These can be permanent (i.e. after a store or site is open) or temporary (i.e. during construction)

- Noise abatement notices. – covering blanket ‘no noise’ periods and/or maximum decibel tolerances allowable

- Local authority agreements

4.5 A roundtable meeting early in the process is an ideal way to understand the needs of the local authority and the community. This will not just be the community organisations ‘next door’ to the affected site, but may include those affected on the routes to access the site, particularly if it uses ‘A’, ‘B’ or even ‘C’ class roads through a residential area.
4.6 At the same time you will need to ensure your logistics partners check their Operating Licence, as this may also contain restrictions on operating hours. If this is currently the case, you will need to contact the appropriate Traffic Commissioner to request a change to the Operating Licence, prior to any operational change being planned and implemented.

4.7 It is strongly recommended that you appoint a key person to deal with these types of queries, one based within the planning and one based within the environmental health department. With the correct training and knowledge, this could potentially be a single point of contact.

4.8 Your principal contractor/s will need to nominate a ‘key person’ within their organisations to assess their supply chain practices for both materials/goods and for staff travel to the site. This ‘key person’ will have overall responsibility for the reduction of the impact of noise and traffic generated by deliveries. By putting this accountability in place early it will also minimise the risk of complaints and will proactively manage the relationship with the local community. You will also be able to see which contractors are able to make the most savings in terms of traffic and noise impact.

Step 3 - Scoping out the QDS scheme

4.9 The next step is to scope out the terms of the proposed scheme, which will rest mainly with the developer and their main site contractors. The content of the plan should broadly follow the TfL CLP structure with key content as follows:

- A profile of their current operations and delivery times and any immediate improvements that have been made – for sites where some construction has already started on earlier phases
- A schedule of any restrictions they currently need to observe
- A schedule of the proposed changes they need to make and a short statement saying why. A formal letter of support from the retailer will also help demonstrate the need
- The timeframe that they would like to implement the scheme, including the specification of any temporary trial period
- A statement on who they have/will consult with
- A list of key contacts including the main contractors, and the relevant local authority officer/s

4.10 Other helpful information to make a note of will be:

- A plan showing the delivery routes that your suppliers currently use, and any variation you might make if the QDS is put in place. This is important as traffic calming measures such as speed humps causes deceleration/acceleration behaviour that can increase traffic noise range
• Pictures of the vehicles that they normally use and those you might employ on night-time deliveries, so residents will know what to expect in future
• Details on the specification of the vehicles you are using in terms of their ‘quietness’
• Details of any training programmes that they as a company provide on considerate driving, eco-driving etc. which will also support their case

4.11 All of this information will be very useful for the next critical stage (community engagement) and will form part of the Memorandum of Understanding when it is finalised.

4.12 Your attention is also drawn to the Code of Practice at Appendix A which is based on the successful TfL code designed for freight operators and retailers. The site can use this as a menu of measures to ‘pick and mix’ the right balance of ingredients for the scheme and use this to help with the consultation process. TfL have also provided specific guidance for construction logistics from local authority and developer viewpoints and again these can be adapted (see Section 7 Resource list).

4.13 Note that local community organisations (particularly those recognised through the statutory planning process) can be signatories to the MoU and any locally agreed codes of practice; as demonstrated through TfL’s approach to construction management planning, local community groups can be very effective in monitoring local practice and adherence to the commitments made by the developer.

Step 4 – Community Engagement

4.14 Should you wish to change to out of hours deliveries it is important to remember that the reduction of potential impact to local residents is vital. Following the best practice set out in National Planning Policy Framework, wherever possible discussions should be ‘front-loaded’ so that residents are brought on board early in the development of the QDS, rather than wait until reactionary complaints or concerns are raised after trials are under way.

4.15 Each QDS can be looked at ‘on its own’ merits and the specific timings and detail of the scheme can be locally agreed. By working with the local community there may be points of negotiation that can be explored, e.g. extending delivery hours to a key development from a daytime operation to a 14/7 pattern (e.g. 06.00 – 20.00), but avoiding 08.00-09.00 and 15.00-16.00 when schoolchildren are arriving/leaving local schools.

4.16 Once the developer has gone through the initial screening processes with the local authority and has backing to develop the QDS, engagement with umbrella community groups is advised.

4.17 Clearly there will need to be householder notification of the proposal, but working with local groups can really help to communicate the QDS tool positively, and the local authority can help by putting you in touch.
4.18 In additional to these non-statutory groups, Parish Councils and Neighbourhood Forums are statutory bodies that are consulted on planning applications and manage local affairs. If a site required planning permission previously then these organisations would have been consulted and therefore they expect dialogue on an on-going basis.

4.19 It is important that the local community see both the developer and key contractors’ representatives at any meetings and that they explain the proposed scheme simply and easily, drawing on the material prepared at Stage 3. They will also need to invite the local authority representatives along, which could include their community engagement, planning officer or environmental health officers. The site will also need their backing if the changes in delivery times require a variation to a planning condition which will trigger a planning application on which they will be consulted.

4.20 Finally the site should set out the contact details of who to speak to about your proposed scheme including the key contacts for the developer and the main contractors.

Step 5 - Developing the Memorandum of Understanding

4.21 Once the consultation processes have been completed and a decision made to progress the QDS, a Memorandum of Understanding should also be completed to sit alongside the construction management plan. This document will list any changes to working practices and actions that have been agreed with the relevant local authority. The MoU should be completed with input from the local authority and the community group, explicitly linked to any formal requirements (e.g. variation to a planning condition). At this point a decision will need to be made on the role of the community group as an official partner and the scope of any monitoring and reporting responsibilities.

4.22 A specimen Memorandum of Understanding form can be found at the end of this document at Appendix B. The MoU can also be incorporated into any Construction Management Plan required as part of the planning process. Note this is not designed to be onerous, but simply set out how everyone is going to work together, and the ways in which the QDS scheme will work for this location. Given the success of the pilot and other projects, we are keen to see permanent schemes now being implemented from the outset, following the process we have set out in this guidance. Pilots and shorter-term trials may still be appropriate in certain sensitive locations, or where there are multiple stakeholders to work with, but there is a sufficient evidence base now in place for scheme advocates to propose durable and sustainable quiet deliveries schemes. The MoU can also be incorporated into any Construction Management Plan required as part of the planning process.

Step 6 - Quiet Deliveries Scheme Implementation
4.23 Depending on the results from the community engagement phase, this could be either a permanent scheme or a trial for a fixed period which is then made permanent for the rest of the construction programme. It is important to ensure that there is regular monitoring and as part of this process it is important to include local community groups and associations that may wish to get involved. The local authority needs to audit check that this is built into the QDS process.

4.24 The requirements to monitor the scheme could potentially be reinforced by a variation to a planning condition and/or independent site monitoring. Remember that community groups, as part of the Localism Agenda, are able to access monitoring equipment and data through their local authority so it is vital that they are included in the monitoring regime that it is set up for the site.

4.25 It is advisable to diarise ‘check in’ meetings with the retailer, logistics provider and community stakeholders so that any local issues can be raised quickly and addressed.
5. Further case studies and best practice

5.1 There is now a wealth of evidence that quiet deliveries work. Each case has been developed on its own merits, with its own special set of circumstances. The Useful Resources section at the end of this document gives the reader in-depth access to a number of case studies covering locations across England (although this guidance is equally applicable elsewhere in the UK) including supermarkets and other retail uses, leisure venues, manufacturers and distributors. In each guidance document you will find case studies showing how and why quiet deliveries schemes work.

5.2 The Chartered Institute of Logistics and Transport has looked at ways to maintain the benefits of the innovative logistics measures introduced during the London 2012 Olympic and Paralympic Games, in their ‘Maintaining Momentum’ report. This highlighted that little inconvenience was caused by out-of-hours deliveries during London 2012 and, coupled with the results from 2010-11 Quiet Deliveries Demonstration Scheme trials, established that out-of-hours deliveries can be made efficiently and without inconvenience for most residents or businesses.

5.3 QDDS delivery trials have been running since 2009, demonstrating that ‘out-of-hours’ practices are possible when retailers and local authorities work effectively together in partnership. The trials have shown that operational savings can be achieved in most cases, in terms of fuel consumption, journey times and driver/vehicle utilisation, along with corresponding minor reductions in vehicle emissions. The impact of even minimal changes to delivery timings can have a significant effect on store retailing activity, enabling shelves to be replenished with fresh stock, ready in advance of store opening. QDDS has also shown that complaints from residents (which did occur during the trials) can be effectively managed, enabling continuation of revised delivery profiles beyond a trial’s duration.

5.4 The CILT concluded that across industry sectors, investment in training and technological investment enabled quiet deliveries to be made successfully and that their use in appropriate circumstances is a win-win for the logistics sector, its customers and the environment.

5.5 During London 2012, businesses benefited through more reliable deliveries, achieving improvements across a range of key performance indicators (KPIs), with many of them carrying on the good practice wherever possible.

Operator data from night-time deliveries during the Games showed a reduction of fuel consumption of between 3% and 6% and reductions in driver hours of up to 20%.

(CILT, Maintaining Momentum, p5)
5.6 **For the construction sector**, TfL have been responsible for the development of best practice guidance for developers and for local authorities to support the use of Construction Logistics Plans.

**Making quiet deliveries work – Evolving good practice**

5.7 This guidance is not designed to be prescriptive. By bringing the key messages together in one place it helps to make things simple and easy to access.

5.8 TfL has already commenced further research during 2014-15 focusing on engagement with selected London Boroughs and development of the total delivery management approach to help cut through the barriers to QDS and the wider benefits of retiming and spreading the loadings on the network.

5.9 It is important to remember that the benefits of the QDS approach extend across different types of location, ranging from congested market towns with conservation and amenity issues, through to larger conurbations. QDS also works well in conjunction with other elements of the logistics toolbox, such as sustainable distribution or ‘consolidation’ centres.

5.10 It should also be noted that the logistics landscape is constantly changing, and that consumer demand for ‘click and deliver’ services is likely to grow significantly. The ability for local authorities to be able to facilitate and manage growth sustainably will be assisted by a number of planning end environmental management tools, of which QDS is an important part.
6. Where to find more information

DfT website information

London Freight Plan, Transport for London
www.tfl.gov.uk/microsites/freight/london_freight_plan.aspx

Freight Transport Association
www.fta.co.uk

Noise Abatement Society
www.noiseabatementsociety.com

Noise Abatement Society Helpline:
Tel 01273 823 850 or e-mail at info@noise-abatement.org

Charted Institute of Logistics and Transport
www.ciltuk.org.uk

Road Haulage Association
www.rha.uk.net

British Retail Consortium
www.brc.org.uk

Association of Town and City Management
www.atcm.org

Royal Town Planning Institute
www.rtpi.org.uk

Chartered Institute of Environment and Health
www.cieh.org

Considerate Constructors Scheme
www.ccscheme.org.uk
7. Useful Resources

“Quiet Mark Scheme” (http://www.quietmark.com/)

**Department for Transport**

“Quiet Deliveries Demonstration Scheme – Case Studies” (Freight Transport Association, Noise Abatement Society, Department for Transport 2011


DfT Circular 02/2013 The Strategic Road Network and the Delivery of Sustainable Development

**Communities**


**DEFRA**

Transport for London and other Local Authorities – Best practice

“Transport for London - Delivery and Servicing Plans Guidance”

“TfL Construction Logistics Plan Guidance for Developers” (TfL, April 2013)

‘TfL Construction Logistics Plan Guidance for Planners (TfL, April 2013)


“Quieter out-of-hours deliveries trial - Fortnum & Mason and Westminster City Council case study” (TfL, 2012

“Quieter out-of-hours deliveries trial - Marks & Spencer and the Royal Borough of Kensington & Chelsea case study” (TfL, 2012

“Quieter out-of-hours deliveries trial - The Swan, Shakespeare’s Globe; Tradeteam; Brewery Logistics Group; and London Borough of Southwark case study” (TfL, 2012

“Quieter out-of-hours deliveries trial Coca-Cola Enterprises Ltd, the London Borough of Camden and Westminster City Council case study” (TfL, 2012

“Quieter out-of-hours deliveries trial McDonald’s – Brent Park; Keystone Distribution and the London Borough of Brent case study” (TfL, 2012
Industry and Professional Associations


“Night-time deliveries – Wandsworth trial” (Freight Transport Association, 2007 http://www.fta.co.uk/export/sites/fta/_galleries/downloads/night_time_deliveries/nighttime_deliver_wandsworth.pdf)

Previous Guidance


Appendix A

How to introduce a Quiet Deliveries Scheme
Menu of Measures
(based on Transport for London’s code of practice for quieter out-of-hours deliveries)

General guidance – activities mainly within your control

- Think about the potential noise impact of any out-of-hours activity on local residents, and review the likely sources and consider how to address these by:
  - Using newer and quieter delivery vehicles and equipment, where possible
  - Making sure all equipment – both on the vehicle and at the delivery point – is in good working order and maintained or modernised to minimise noise when in operation
  - Ensuring all staff involved in delivery activity are briefed and trained appropriately, in accordance with the code of practice
  - Ensuring all construction supply chain provider receive copies of the code and are aware of its importance

General guidance – activities that you will need to collaborate on

- Liaising with your local Borough/District Council and contacting the Environmental Health Officer (responsible for noise issues) to explain the plans to manage night-time delivery and servicing activity. This needs to happen in partnership with your key customer/retailer.
- Liaising with your local Borough/District Council and contacting the Planning Department to identify and help address any variations to planning conditions required and the process for carrying this out. This needs to happen in partnership with your key customer/retailer.
- Liaising with clients, colleagues, other local businesses, suppliers and carriers to minimise the likelihood of more than one vehicle arriving at the same time

Ensure all drivers/deliveries/loading/unloading personnel follow the guidance below:

The delivery point

- Ensure delivery gates are well maintained to minimise noise when opening and closing
- Switch off any external tannoy systems
- Avoid using external bells at delivery points
- Switch off the radio when delivery point doors are open
- Ensure the delivery point and surrounding areas are clear of obstructions so vehicles can manoeuvre easily
- Keep doors other than the delivery point closed to ensure noise does not escape
- Where possible, prepare all empty handling units, salvage and returns behind closed doors. Check they are in the correct condition and position and at the
right height before taking them out. This will minimise outdoor activity and unnecessary noise.

- Think about how to minimise contact between hard surfaces, particularly metal on metal, during the unloading/loading processes. For example, use rubber matting and buffering material on doors.
- Service any delivery equipment in advance to minimise noise.
- Make sure the delivery point is ready for the vehicle before it arrives – gates and doors should be open to avoid the vehicle idling.
- Make sure the driver knows the precise location of your delivery point and is aware of any local access issues.
- Ensure staff do not shout or whistle to get the attention of the driver.
- Think about site consolidation provision and use of stockpiling or other techniques to minimise movements.
- Consider advance warning mechanisms with supply chain providers to warn them that the gate area is busy, so they can ‘wait back’ at a safe and convenient place before making the ‘last mile’ journey to the site.

**The driver**

- Plan ahead to ensure you know the location of the delivery point and the appropriate access route.
- Adjust or restrict routings for evening/night-time deliveries to avoid housing areas.
- If early for your delivery slot, do not wait near residential property and switch off the engine.
- As you approach the site and manoeuvre your vehicle into position, remain aware of the effect noise levels can have on local residents.
- Do not sound your horn.
- Reversing alarms should be switched off or modified for white noise, if not subject to health and safety requirements or localised risk assessment issues (e.g. proximity to a cycle route). Use a qualified banksman instead, if available.
- Engines should be switched off immediately when not manoeuvring, however, try to minimise start-ups and avoid over-revving.
- Refrigeration equipment should be switched off in advance of arrival at premises.
- If the radio is on, ensure the cab windows are closed and switch the radio off before opening the door.
- Minimise the frequency of opening and closing vehicle doors, and do so quietly.
- Allow extra time if needed to unload as quietly as possible. Take particular care to minimise rattle from metal-on-metal contact when moving roll cages.
- Where practical, notify staff at the delivery point in advance of arrival to ensure they are ready for you.
- Be aware of how far your voice can carry when talking outside at night.
- If opening a gate/cellar flap/roller shutter door to gain access, do so gently and as little as possible.
- Lower flaps on tail-lifts carefully and quietly.
- Do not whistle or shout to get the attention of store employees.
- When moving gates, locks and load restraint bars ensure they are placed gently in their resting position/stowage point – do not drop or drag them on the ground
- When safe to do so, use sidelights rather than headlights while off-road and manoeuvring, to minimise light intrusion
- Minimise excessive air brake noise
- When working in the vehicle load space avoid banging cages into the vehicle walls
- When finished unloading/loading, close up the vehicle quietly
- For keg deliveries, ensure that dropping beds are always used when dropping kegs into and out of the vehicle. If rolling kegs to the delivery point, use rubber matting. Consider using a sack truck with pneumatic tyres to move kegs from the vehicle to the delivery point
- Show the same consideration when leaving the site as when arriving

**NB:** This guidance is not prescriptive and should be used to aid discussions with planning officers and the local community about the most abrogated construction management regime to be put in place. Further detailed advice on construction logistics plans for local authority planning departments and for developers is set out in TfL’s recent guidance as set out in the best practice section above
Appendix B

PROPOSED ‘QUIET DELIVERIES’ SCHEME

NAME OF LOCAL AUTHORITY / NAME OF DEVELOPER/PARTICIPANT

LOCATION - INSERT AREA/TOWN CENTRE LOCATION

Specimen Memorandum of Understanding –
Agreed Actions and Working Processes

(Add list of Working Group Members/Stakeholders and contact details)

Agreed Specifics of Proposed Temporary Construction Management Scheme

- Start dates of proposed QDS scheme (and review date if it is a pilot)
- Times of deliveries that will be the focus of the scheme;
- Possible involvement of local residents who have previously raised issues to the operator/retailer involved in the working group and to keep noise log records during the trial;
- Inclusion of any planned / foreseen events that could impact upon the scheme, (e.g. store maintenance);
- Provision to meet to address any complaints or unforeseen circumstances; and
- Arrangements for any meeting requirements, including management of any cross-boundary issues if the QDS scheme affects multiple local authority areas

- Sources of any ‘core’ data that is being collected anyway as part of the process (e.g. noise data to meet a planning condition requirement)

Agreed Responsibilities and Actions

- Key reporting arrangements between all parties if complaints received;
- Local authority to advise elected members of proposed scheme;
- Developer to produce a “driver charter” to ensure detailed briefing of drivers engaged during the trial;
- Developer to invest in and deliver any relevant staff training needed for the trial;
- Developer to circulate regular report to all parties, advising of any issues arising;
• Developer to advise supply chain if any delivery is non–compliant with the agreed operational aspects of the scheme; and

• Developer to have implemented all relevant noise mitigation measures emanating from the site assessment report prior to start of the scheme (e.g. servicing of delivery bay doors, switch off tannoy system, etc ….)

• Agreement on who is going to monitor and measure performance. Note that this should not be onerous but instead be a relatively easy task that is inbuilt into existing processes.