

LORRY MANAGEMENT STRATEGY AND ADVISORY FREIGHT MAP

To: **Cabinet**

Date: **27th April 2010**

From: **Acting Executive Director: Environment Services**

Electoral division(s): **All**

Forward Plan ref: **2010/013**

Key Decision: **Yes**

Purpose: **To:**

- i. **Update on work on developing a lorry management strategy for the county; and**
- ii. **Seek support for the Cambridgeshire Advisory Freight Map (CAFM)**

Recommendation: **Cabinet is recommended to:**

- i. **Adopt the current version of the CAFM (dated April 2010);**
- ii. **Agree to review of the CAFM in response to:**
 - a) **any future significant changes to the road hierarchy**
 - b) **the effects of large scale developments including Northstowe; and**
- iii. **Agree to a review of the environmental weight limit policy and the development of a Lorry Management Strategy.**

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1. BACKGROUND

- 1.1 Traffic density on Cambridgeshire's rural trunk 'A' roads is 90% higher than the national average, and 38% above average on other rural 'A' roads. Additionally, over the last ten years there has been a significant growth in the number of heavy commercial vehicles (HCVs) with five or more axles.
- 1.2 The need to identify main HCV routes and abnormal loads routes through the county and preferred access routes to attractors / generators of significant HCV movements was first established in the Highway Maintenance Best Value Improvement Plan approved by Cabinet in April 2004.
- 1.3 The need for an advisory freight map, as part of a wider lorry management strategy, was highlighted in the Local Transport Plan (LTP) 2006 - 2011. Currently, the only guidance for operators/hauliers is the road hierarchy published in the LTP. That hierarchy is not primarily concerned with freight movement.
- 1.4 There is an added urgency to conducting a review of the strategic freight route network because of the expected increase in construction traffic necessitated by the growth agenda and the construction of the A14 improvements and the need to tie in with the consultation process for the new Minerals and Waste Plan.

2. CAMBRIDGESHIRE ADVISORY FREIGHT MAP (CAFM) DEVELOPMENT

- 2.1 The purpose of the map is to establish the strategic aspects of freight movement, having given consideration to more local issues. It will serve to influence and inform decisions taken by HCV drivers when passing through the county or requiring access to premises within and will be a key tool in developing the Freight Quality Partnership with the road haulage industry. It is not the purpose of the map to seek to impose formal restrictions on the use of the network by HCVs.
- 2.2 The map, which is attached as **Appendix A**, has been prepared as a guide to operators, reflecting the current situation on the network. Subsequently, it will be used as the basis on which to review the environmental weight limit policy and to inform a review of the county road hierarchy. The map is currently in a draft art format. Once approved, the final artwork for the Map will be completed to create a graphically clearer style for publication.
- 2.3 Main HCV routes and abnormal load routes through the county have been identified, together with preferred access routes to attractors / generators of significant HCV movements.
- 2.4 A widespread consultation has been conducted to seek the views of county Members, District Authorities, neighbouring Highway Authorities, the haulage industry, parish councils and the wider public. A summary of consultation comments is attached as **Appendix B**.
- 2.5 The Environment and Growth Policy Development Group (PDG) reviewed the advisory map at its meeting in March following the consultation exercise. A summary of the main issues from the PDG is shown in **Appendix C**.

- 2.6 Various issues were raised through consultation and the map was amended in respect of the A1123 to designate the majority of its length as a local rather than a strategic route. Concerns were raised over the use of the A10 south of Cambridge, although it is not recommended that any changes are made to the map at this stage given the importance of this former trunk road in the road hierarchy and the current pressures on the A505 which would have to become the alternative strategic route if the A10 were downgraded to a local route.
- 2.7 Other feedback tended to focus on the need for further lorry restrictions rather than the advisory map itself.

3. FUTURE WORK

- 3.1 Following adoption, the CAFM will need to be reviewed as and when required to respond to any significant changes to the road hierarchy, such as the A14 improvements and the affects of large scale development such as Northstowe. Any review will need to ensure that the CAFM continues to reflect the way that HCVs are expected to utilise the county road network. The CAFM will also need to be updated in response to any further restrictions imposed on the network that affect HCV movements.
- 3.2 Further work is required with neighbouring authorities to align the CAFM with other advisory route maps and to standardise presentation and format to increase their relevance to the haulage industry. The Freight Quality Partnership will be the mechanism to take forward cross boundary working.
- 3.3 Developing the CAFM is the first stage in establishing a lorry management strategy. The second stage of the strategy development will include a review of the environmental weight limit policy and consideration of lorry parking issues. A briefing note setting out the scope of the strategy development is shown as **Appendix D**.
- 3.3 It is anticipated that the work required to inform the lorry management strategy and the political process to see it adopted, will be completed by early 2011.

4. SIGNIFICANT IMPLICATIONS

RESOURCES & PERFORMANCE INFORMATION

Finance

- 4.1 In itself, the CAFM will not have any significant financial implications but the review of the environmental weight limit policy may result in additional requests for weight limits. Investigation, assessment and implementation could have significant budgetary implications. There could also be resource implications depending on how enforcement issues are tackled.

Property and Facilities management

- 4.2 There are no significant implications as a result of this report

ICT

- 4.3 There are no significant implications as a result of this report

Human Resources

- 4.4 There are no significant implications as a result of this report

Performance

- 4.5 There are no significant implications as a result of this report

Key Risks

- 4.6 Failure to adopt an advisory freight map carries the key risk of undermining the ability to manage HCV movements on the network. This, in turn, could lead to increased congestion and impact upon the quality of life and the economic well-being of some Cambridgeshire communities.
- 4.7 These risks will need to be managed through the adoption and regular review of the CAFM and the lorry management strategy based on stakeholder feedback and an appropriate level of network monitoring and enforcement.

Best Practice

- 4.8 The development of a lorry management strategy will give the opportunity to adopt best practice and ideas from other highway authorities.

STATUTORY DUTIES/REQUIREMENTS AND PARTNERSHIP WORKING

Statutory Duties/Requirements

- 4.9 There are no significant implications as a result of this report

Partnerships

- 4.10 Adoption of the CAFM will facilitate closer working with district councils through the planning process to influence and inform planning conditions on lorry routing. It will also support partnership working with the haulage industry through the Freight Quality Partnership.

CLIMATE CHANGE

Climate Change

- 4.11 There are no significant implications as a result of this report

Greenhouse Gas Emissions

- 4.12 There are no significant implications as a result of this report

Environment

- 4.13 Effective management of HCV access on the county road network is a key element in protecting and enhancing the environment of settlements across the county.

ACCESS AND INCLUSION

Inclusion

- 4.14 Adoption of the CAFM and the lorry management strategy would provide a mechanism to facilitate discussion with the haulage industry on the impact it has on local communities.

Crime and Disorder

- 4.15 There are no significant implications as a result of this report

Voluntary Sector

- 4.16 There are no significant implications as a result of this report

Equality and Diversity

- 4.17 There are no significant implications as a result of this report

Transport

- 4.18 Management of HCV access on the county road network is a key element in its effective operation and will contribute towards meeting the requirements of the Traffic Management Act.

ENGAGEMENT AND CONSULTATION

Equality and Diversity

- 4.19 There are no significant implications as a result of this report

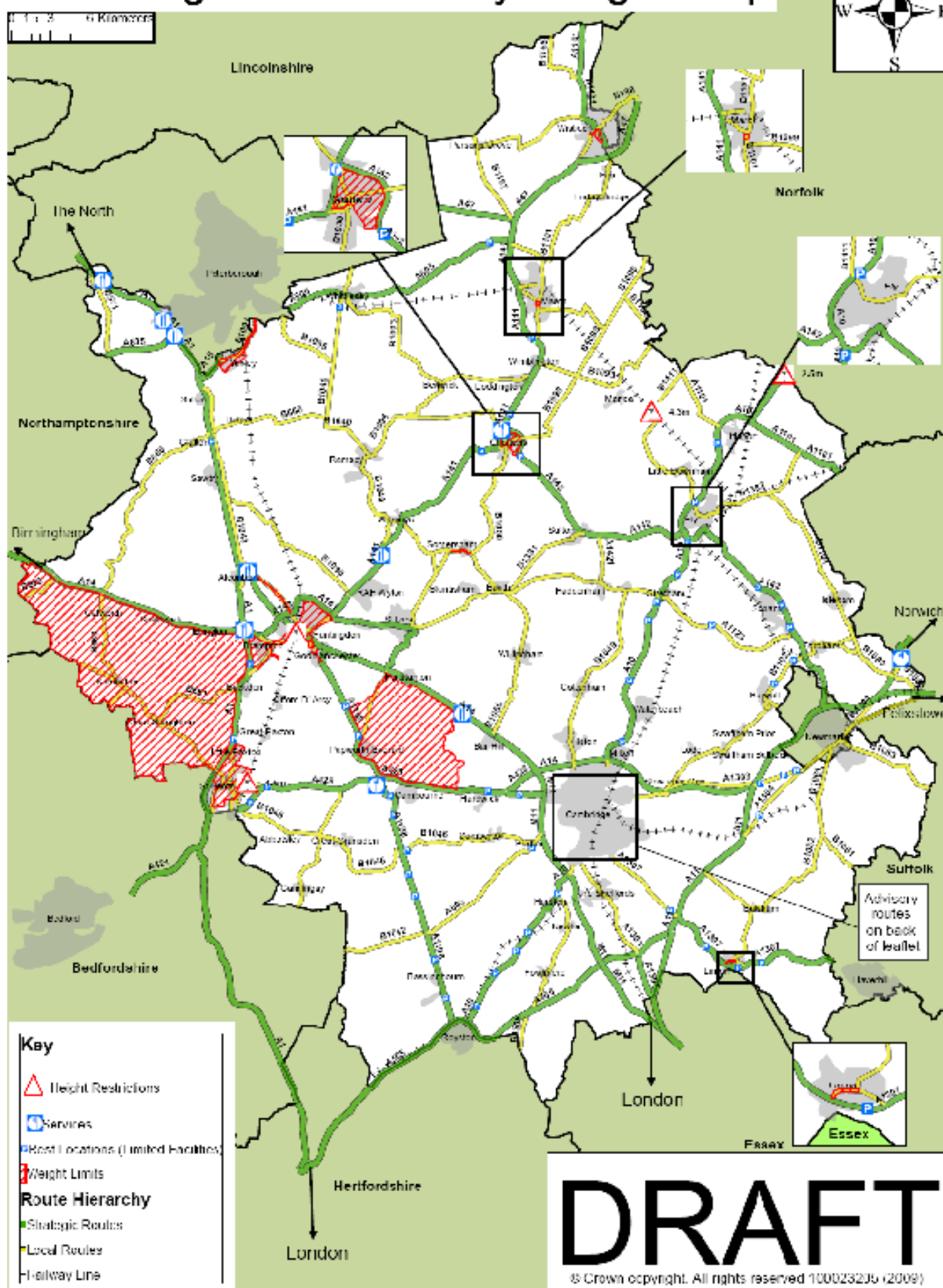
Source documents

Background documentation

Location

ET 1028
Castle Court
Cambridge

Cambridgeshire Advisory Freight Map



SUMMARY OF CONSULTATION COMMENTS

A1123 Support for designation of A1123 as local rather than strategic route. Also A1421 by association

A10 Comments wanting A10 south of Cambridge to be designated as local route not strategic, particularly through Hauxton/Harston

Weight limits / Omission of routes from map

Various local concerns, but particular roads/villages highlighted:

B1040 (Hilton) – concerns re suitability of route anyway, extension of current night time ban to full time, question of enforcement

B1049 (Cottenham) – weight restriction

B1050 (Willingham) – weight restriction

Ely, Cambourne, Caldecote, Bourn, Sutton, Parson Drove, extension of West Cambridge zone

Satellite Navigation (SatNav)

General comments about ensuring that the advisory routes are communicated to Sat Nav companies

Graphic Design/Clarification

Many comments regarding omission of the Cambridge section promised as inset – next stage of project as dependent on review of signing in City Centre

Some local concerns re making symbols clearer – this will be addressed once principle is agreed (cost saving in not proceeding with professional design until final version established)

Also requests for:

- clarification on final leaflet as to definitions of Strategic/Local
- reinforcement of HCV speed limits for road classes
- clarification of what exactly is meant by an HCV/HGV

Expressions of support for the principle and details of the map as proposed

SUMMARY OF MEMBERS ISSUES ARISING AT PDG 17TH MARCH 2010

At the meeting Members:

- welcomed the principle but felt that its effectiveness would be limited given its advisory nature, as the freight industry was unlikely to take much notice. In addition, there was a danger that it would create expectation among the wider public. Officers advised that there was already an environmental weight policy which the authority would continue to enforce;
- observed that many communities complained about HCVs on their roads, but some of these HCVs would be serving local businesses;
- in response to a Member question on working with Satellite Navigation (SatNav) companies, officers advised that national work was going on regarding HCV routing, and there was also an initiative being progressed nationally regarding a specialised SatNav system for HCVs;
- discussed the potential impact of the rerouted A14 on adjacent routes, and also the impact of the excavation and transport of minerals and aggregates in the county. However it was also suggested that the map should be based on the current situation and not future proposals, as there was no certainty on the timeframes of these schemes;
- stressed the need to work with industry and trade groups, but cautioned that many smaller companies would not be members of these groups;
- discussed the issues around individual routes, including the A10 between Ely and Cambridge, and also the A10 through Foxton;
- noted the intention to review the Map “at certain key points” rather than annually, and supported this.

LORRY MANAGEMENT STRATEGY SCOPING NOTE**1. BACKGROUND**

- 1.1 Following the production of an advisory freight route map for the county, which will form part of the Local Transport Plan, a review is to be undertaken of the current environmental weight limit policy to ensure that it is fit for purpose and capable of addressing local community concerns over the impact of lorry movements in a balanced way that does not jeopardise the growth agenda for the area. The issues associated with lorry parking also need to be considered, in particular the provision of suitable track stop facilities. The review will be a transparent and evidence based process which will, in turn, produce an evidence based Lorry Management Strategy.

2. REVIEW ELEMENTS AND ISSUES**Key objectives**

- 2.1 The review needs to be promoted as a review of lorry management rather than just a review of the existing environmental weight policy. Therefore, one of the key messages that the policy needs to advocate is that lorries need to be managed rather than regulated, as they are vital to the economic well being of the county. The policy preamble needs to establish and promote the interaction and links between the advisory freight map, the Minerals and Waste Plan and the environmental weight limit policy as a key element in achieving the effective management of lorry movements. Emphasising the need for local communities to work in partnership with the industry to manage the local impact of lorry movements should also be a key policy objective. The imposition of weight limits should be seen as the last resort, if other management methods fail. The review will also establish the forecast growth of lorry usage in the County and how that trend will influence lorry management in the future. A clear set of objectives for the Lorry Management Policy will be established and shared with the Freight Quality Partnership (FQP).

Policy ideas

- 2.2 The problems associated with lorry movements are not unique to Cambridgeshire and the policy review needs to be informed by reviewing the policies, strategies and experience in other authorities. This may identify aspects of policy and strategy which could be included in the county's new policy. The aim will be to build a toolkit of potential measures and activities that can be employed where appropriate conditions prevail.

Escalation process

- 2.3 The policy needs to set out some form of escalation process to allow low key / low cost alternatives such as advisory signing and local monitoring partnerships with the industry to be considered first with an escalation towards regulation should these measures fail. A flow chart will be established which shows the main 'decision points' and what information is required to make each decision and on what timescale.

Assessment framework

- 2.4 The current policy can require detailed and costly environmental assessments to be undertaken to demonstrate a case for an environmental weight limit. Given current financial constraints, the review will need to revisit this aspect of policy to ensure that the level of assessment required is proportionate and viable.
- 2.5 Weight limits, particularly zonal restrictions, can be very expensive to implement and the policy needs to include a reasonably simple appraisal framework for establishing value for money, as part of the assessment process. Some work is required to assess the value of an environmental weight limit.
- 2.6 The policy will need to demonstrate that the interests of the haulage industry are given due consideration in any assessment and there is a need to revisit the cost impacts for hauliers as part of the review.

Policy criteria

- 2.7 The current policy sets criteria for the number of lorries that are expected to be removed to justify a weight limit. This is a key criterion that needs to be reviewed to ensure that there is a clear rationale behind any limit set out in the new policy. As this criterion may vary depending on the nature of the route, it may be appropriate to propose a percentage change as the criteria, rather than a number.

Enforcement

- 2.8 There needs to be greater clarity over enforcement mechanisms to manage public expectation and the policy needs to set out a clear, realistic framework for enforcement. This could include the potential for local monitoring groups under an extended LorryWatch scheme whereby the local community could become more involved in enforcement in a similar way to the SpeedWatch initiative. The possible use of camera technology for civil enforcement, when new regulations are implemented under the Traffic Management Act, should also be considered alongside traditional enforcement by the police.

Funding sources

- 2.9 Any review of policy will raise expectations over the delivery of and at present no funding sources are identified to underpin it. The potential for obtaining agreement from developers to assist in the funding of measures and their enforcement will be established.

Involvement of local communities and other Highway Authorities

- 2.10 Managing expectations on lorry issues needs to be a key policy objective. A new policy will need to facilitate the involvement of local communities in the assessment process to ensure that there is a clearer appreciation of the benefits and drawbacks associated with environmental weight limits. Activity involvement and ownership of the issues by local communities will help manage the associated political processes. The FQP would be a useful forum to support this process. Similarly existing partnerships with other Highway Authorities including the Highways Agency and adjacent County Councils could be enhanced to ensure widespread understanding of the revised policy.

Lorry parking

- 2.11 The lack of adequate parking and rest facilities for lorries has been a key concern for some time and any solutions to this problem are likely to require a multi-agency approach involving local authorities acting in partnership with the road haulage industry, Government and the private sector. Solutions to the problem are unlikely in the short term. The review will need to reflect on measures to manage and, where required, to regulate any lorry parking in residential areas where the environmental impact is considered unacceptable, demonstrating links to parking policies for consistency.

3. PROCESS AND TIMETABLE

- 3.1 A draft timetable for the review process is set out below with details of what each stage will involve.

May	Policy Development Group to comment on the scope of the review
June – August	Development work to inform the preparation of a draft policy document
September	Policy Development Group to comment on a draft policy
October	Consultation with Area Joint Committees
October - November	Consultation with the haulage industry and district and parish councils
December	Policy Development Group to comment on the final draft policy
January	Cabinet to consider adoption of policy

4. COMMUNICATIONS

- 4.1 Lorry issues can be very emotive and it is expected that the council will come under considerable pressure to provide more weight limits especial in connection with the A14 improvements and the development of Northstowe. Therefore, a communications plan will be developed to:
- provide clarity over the timetable for the review
 - facilitate a balanced discussion on the conflicting issues associated with the management of lorry movements
 - manage expectations over the outcomes.