

HEAVY COMMERCIAL VEHICLE (HCV) MANAGEMENT STRATEGY

To: **Cabinet**

Date: **5th July 2011**

From: **Executive Director: Environment Services**

Electoral division(s): **All plus specifically for community trials: Fulbourn, Somersham and Earith and Sutton**

Forward Plan ref: **Not applicable** *Key Decision:* **No**

Purpose: **To consider a draft strategy for the management of heavy commercial vehicles.**

Recommendation: **Cabinet is recommended to:**

- a) Endorse the draft strategy set out in Appendix A for the purposes of undertaking trials: and**
- b) Confirm the sites set out in para. 5.2 as the sites for community trials, subject to parish council commitment. (The Wilbrahams, Earith and Sutton)**

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1. BACKGROUND

- 1.1 The movement of HCVs around the county's highway network is a matter of significant concern for many residents of Cambridgeshire. Growth in traffic volumes and vehicle size have contributed to this concern. Whilst many of the larger vehicles are passing through the County using the Highways Agency motorway and trunk road network, many are undertaking journeys with destination or origin points within the County.
- 1.2 Last year, work was undertaken to develop an advisory route map for freight movements on the county road network. Following its adoption by Cabinet, work was undertaken on a new strategy for HCV management including a review of the policy on environmental weight limits. The strategy recognises that HCV access controls should only be applied to routes which are intended to provide local access only. HCV access controls would not be appropriate on those routes identified as strategic routes.
- 1.3 The current HCV policy has been in place for over five years and does not take account of the work done in developing the HCV advisory route map.
- 1.4 As part of the County Council's ongoing work to mitigate the impact of HCV movements we are a key member of the local Freight Quality Partnership. We also use advisory signage and our role as a Planning Authority, to either control movements or influence them.
- 1.5 At the request of the Deputy Leader, when the Portfolio Holder for Highways and Access, work has been undertaken to develop a new HCV Management Strategy.

2. STRATEGIC ISSUES AND OBJECTIVES

Key messages

- 2.1 The recently adopted county advisory freight route map is designed to inform and influence management arrangements for HCV movements. A revised environmental weight policy needs to form part of a wider HCV strategy which advocates that lorries need to be managed rather than necessarily being regulated, as the movement of freight is vital to the economic well being of the county. Managing the impact of lorry movements requires working with communities and the haulage industry, to develop formal and informal arrangements that reflect the needs of each party. The imposition of weight limits should be seen as a last resort, if other management methods fail.

Assessment process

- 2.2 The draft strategy advocates an assessment 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.

Assessment framework

- 2.3 Formal environmental assessments to demonstrate a case for an environmental weight limit are very expensive (the assessment for a night time restriction in Victoria Road, Cambridge cost £10,000), so a more pragmatic approach has been developed. This involves partnership working with local communities and the haulage industry to facilitate an assessment of the impact of lorry movements.
- 2.4 The exposure index, which forms part of the assessment process, is intended to assist in comparing the impact of HCVs on communities. It is recognised that it is, to some degree, subjective in nature and may need to be reviewed following a trial to test how user friendly and effective it is, and to check whether the thresholds for action are appropriate. Highway conditions vary greatly in communities across the county and no index will fully satisfy all conditions.
- 2.5 The assessment process also includes consideration of the cost impacts on hauliers arising from any routing controls.

Enforcement

- 2.6 Greater clarity is required over enforcement mechanisms to manage public expectations. The strategy needs to set out a clear realistic basis for enforcement, which will need the active participation of the local community with the council working in partnership with the police, to facilitate informal enforcement as a first step with formal, punitive action being pursued as the final step.
- 2.7 Local communities would be asked to monitor lorry movements and to assemble evidence where it is believed that HCV management measures are being contravened. The county council would then pursue this with the haulage companies identified to encourage compliance. If this failed more formal enforcement could be undertaken in partnership with the police.
- 2.8 The use of mobile camera technology to capture data may be a useful investment to facilitate formal enforcement action. Officers are exploring the costs and utility of camera systems to meet this need. An enforcement protocol would need to be developed if this option is pursued.

Funding

- 2.9 No specific budget has been identified for the implementation of physical measures to support funding for HCV management. The opportunity will exist to use existing funding streams, such as the Jointly Funded Minor Highway Improvement Budget, or to take advantage of the Third Party Funding Policy.

Cross community working

- 2.10 Restricting HCV movements does not reduce freight transport, but does have the potential to transfer movements onto other local roads. In some situations it may be

necessary for groups of parishes to work together to develop control measures that do not simply move lorry problems from one settlement to the next.

3. STRATEGY

- 3.1 **Appendix A** sets out a draft strategy for the management of HCV movements.
- 3.2 An assessment process and an exposure index and re-routing tool, which provide the mechanisms to implement the strategy, have been developed.

4. CONSULTATION

- 4.1 A workshop was held on 2nd March to which all parish councils were invited along with all county councillors. At the workshop, which was well attended by communities from across the county, a presentation was given on the proposed approach to HCV management prior to a workshop session when a draft assessment process and an exposure index were scrutinised. In light of the feedback received, the assessment process and exposure index have been modified. The latest versions appear as **Appendices B and C** along with a summary of the workshop feedback in **Appendix D**.

5. PROPOSED TRIAL AND FURTHER WORK REQUIRED

Trials

- 5.1 It is recommended that the assessment process should be tested through trials to allow its use to be scrutinised ahead of any formal adoption of the strategy. It is suggested that sites with established concerns over lorry movements should be selected for trialling with the local community, along with a selection of other sites which officers would assess to check whether the scoring system is set at appropriate levels to provide a suitable benchmarking mechanism. A clear commitment to participate by the parish council should be a pre-requisite of any trial working with local communities.
- 5.2 The Wilbrahams, Earith and Sutton have all been suggested as possible trial sites; all have long standing HCV issues.
- 5.3 It is proposed that the trial assessments would be undertaken during the autumn. Sufficient time will be needed to ensure any issues identified through the trials are addressed. It is anticipated that the trials and review will take in the order of 12 months. An initial review paper will be brought back to Overview and Scrutiny after 6 months, with a view to achieving formal adoption of a new strategy as soon after that as possible.

Triggers for formal restrictions

- 5.4 One of the key elements in the escalation process is the level of change in HCV flows required to justify a formal restriction on HCV routing. The level of change should achieve a noticeable difference to those living and working in a community. By its nature, this is subjective and research in this area is very limited. It is recognised that

perceptions will vary greatly between day time lorry movements and those that occur at night when residents' sensitivity may be at a heightened level. As a starting point, it is suggested that a reduction in HCV flow of 33% should be required during the day and 20% for any night time restrictions.

- 5.5 A re-routing tool has been developed to assess the cost implications for hauliers in terms of the additional mileage that would result from any HCV access restrictions. This also assesses the impact on carbon emissions. The challenge is how to compare this with the environmental benefits that a local community would potentially gain from restricting HCV movements. Obviously, for short haul trips, additional mileage is a more significant factor in terms of commercial viability whereas for long distance trips its impact is likely to be less. However, in many settlements there will be a mixture of local and long distance trips being made.
- 5.6 Ultimately, there is no magic formula to balance these issues and it may well be that initially the local community is asked to form a view, after discussions with hauliers, with the opportunity then given, through the traffic regulation order statutory process, for hauliers to submit formal objections if they feel any decision taken by a local community on an access restriction has unacceptable consequences. The county council would then need to take a view on whether the need for an access restriction justified the additional costs to be incurred by hauliers, when making the final decision in respect of the traffic order.

Engagement on restriction options

- 5.7 As part of the review process, officers will advise communities on the pros and cons of the various control measures that might be applied, to allow informed decisions to be taken. One of the key issues to explore as part of this engagement is the potential for transferring HCV problems to other unsuitable routes. The most obvious way of addressing transfer issues is to provide zonal HCV restrictions but these have significant drawbacks; high costs, more difficult to enforce and more confusing for HCV drivers to understand.

6. ALIGNMENT WITH PRIORITIES AND WAYS OF WORKING

- 6.1 The following bullet points set out details of implications identified by officers:

Supporting and protecting vulnerable people when they need it most

- No significant implications identified

Helping people live healthy and independent lives in their communities

- The effective management of HCV movements has the potential to enhance the quality of life in settlements.

Developing the local economy for the benefit of all

- Ensuring that environmental impact of HCV movements is balanced with the impact on the operating costs of hauliers will be important to support economic development

Ways of Working

- Involving local communities and the haulage industry in the assessment and evaluation process which facilitate better engagement and understanding of often conflicting needs within communities
- Involving local communities is consistent with the move towards decision taking at the lowest appropriate level.

7. SIGNIFICANT IMPLICATIONS

Resources & performance

Finance

- 7.1 The funding of HCV management measures will rest with local communities, given current pressures on council budgets, although other funds will be considered subject to availability e.g. jointly-funded schemes.
- 7.2 The resource implications will need to be measured as part of the trial process.

Performance

- 7.3 No significant implications identified.

Statutory Legal and Risk Implications

Key Risks

- 7.4 There are limited resources available within the council to address concerns associated with HCV movements and relying on action by the council alone runs the risk that many HCV issues may not receive any attention. This risk will be managed through partnership working with local communities and the haulage industry.
- 7.5 HCV management measures on the county road network have the potential for significant additional operations costs for the haulage industry which will ultimately be passed onto customers. These additional costs can also impact on the viability of local services. The use of the review process, utilising the Exposure Index and Re-routing tool will help to ensure that balanced judgements are made on need and appropriateness of HCV management measures.

Statutory

- 7.6 As part of the development of any HCV management measures, all statutory duties and requirements will be satisfied, including all traffic regulation order procedures.

Equality and Diversity Implications

- 7.7 No significant implications identified.

Engagement and consultation

- 7.8 A partnership approach to involve local communities and the haulage industry will foster better local engagement and more informed decision making.
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<u>Source document</u>	<u>Location</u>
County advisory freight route map	http://tinyurl.com/6y7u9av

DRAFT HEAVY COMMERCIAL VEHICLE (HCV) MANAGEMENT STRATEGY**1. STRATEGIC AIMS AND ISSUES****Key Aims****1.1 This strategy recognises:**

- the role of road haulage in supporting the economy of the county and maintaining services in local communities
- that lorry movements can have a detrimental impact on local communities in terms of environmental intrusion and the perception of road safety
- that lorry traffic on Cambridgeshire's trunk 'A' roads is almost three times the national average and on non-trunk main roads it is 76% above the national average.

1.2 This strategy aims:

- i) to balance these conflicts through partnership working with local communities and the road haulage industry to ensure that the county's road network is utilised by heavy commercial vehicles in a way that:
 - minimises and mitigates the environmental impact of lorries
 - addresses safety issues for all users of the network
 - avoids undermining the commercial viability of the haulage industry
 - manages rather than necessarily regulates HCV access
 - only regulates access where there is a net benefit for the community as a whole
 - balances the needs of local communities and the haulage industry
- ii) to manage the county road network so that lorries making through journeys avoid, wherever and whenever practical and possible, the use of local roads serving small towns and villages by using strategic routes.
- iii) to support the County's Minerals and Waste Plan to facilitate growth in the county.

Partnership

- 1.3 This strategy emphasises the need for local communities to work in partnership with the haulage industry to manage the local impact of lorry movements and that local communities need to take into account the commercial aspects of lorry routing. A true understanding of the nature of lorry movements in the locality is required as a pre-requisite to considering any management tools with the imposition of weight limits being seen as final measures should other management tools fail.

- 1.4 This strategy advocates an approach to lorry management through partnership working with local communities and the road haulage industry to ensure that all options are explored to resolve lorry routing problems in the most cost effective way, taking into account that both staff and financial resources will be limited over the coming years and that expectations will need to be managed through an open and transparent approach.

2. ADVISORY FREIGHT ROUTE MAP

- 2.1 The County Council's adopted advisory freight route map is intended to inform and influence decisions taken by lorry drivers when passing through the county or requiring access to sites within and will be a key tool in developing the Freight Quality Partnership (FQP) with the road haulage industry.
- 2.2 The map has been prepared to reflect the current situation on the network. The main lorry routes and abnormal load routes through the county have been identified, together with recommended access routes to sites that generate a significant number of lorry movements and existing physical and traffic regulation order HCV restrictions.

3. HCV MANAGEMENT MEASURES

Assessment

- 3.1 Any measures applied to the county road network to management HCV movements should:
- accord with the advisory freight route map
 - accord with parking policies, if related to HCV parking matters
 - be developed in partnership with local communities and the haulage industry using the strategy assessment process
 - consider all options with formal restrictions being the last resort unless necessary on structural grounds e.g. weak bridge weight restriction
- 3.2 The exposure index, which forms part of the assessment process, is intended to provide some benchmark comparator upon which to form a judgment over the degree of impact resulting from HCV movements in communities. It is recognised that it is, to some degree, subjective in nature but it is also recognised that no index will satisfy all conditions.

Management measures

- 3.3 HCV management measures may involve:
- Informal routing agreements
 - Formal routing agreements (through the planning process)
 - Advisory signing to direct HCVs to appropriate routes
 - Parking controls to restrict parking by HCVs
 - Structural weight limits e.g. on weak bridges
 - Environmental weight limits (weight limits with no structured justification)

Formal regulation

- 3.4 It is expected that local communities will be closely involved in the decision making process but where regulatory management measures are proposed through a traffic regulation order process, the final decision will rest with the county council.

Funding

- 3.5 County council budgets will be used to fund the facilitation of the assessment process. There is no specific budget for implementing and maintaining HCV management measures. However, the Third Party Funding mechanism provides an opportunity for communities to fund these measures.

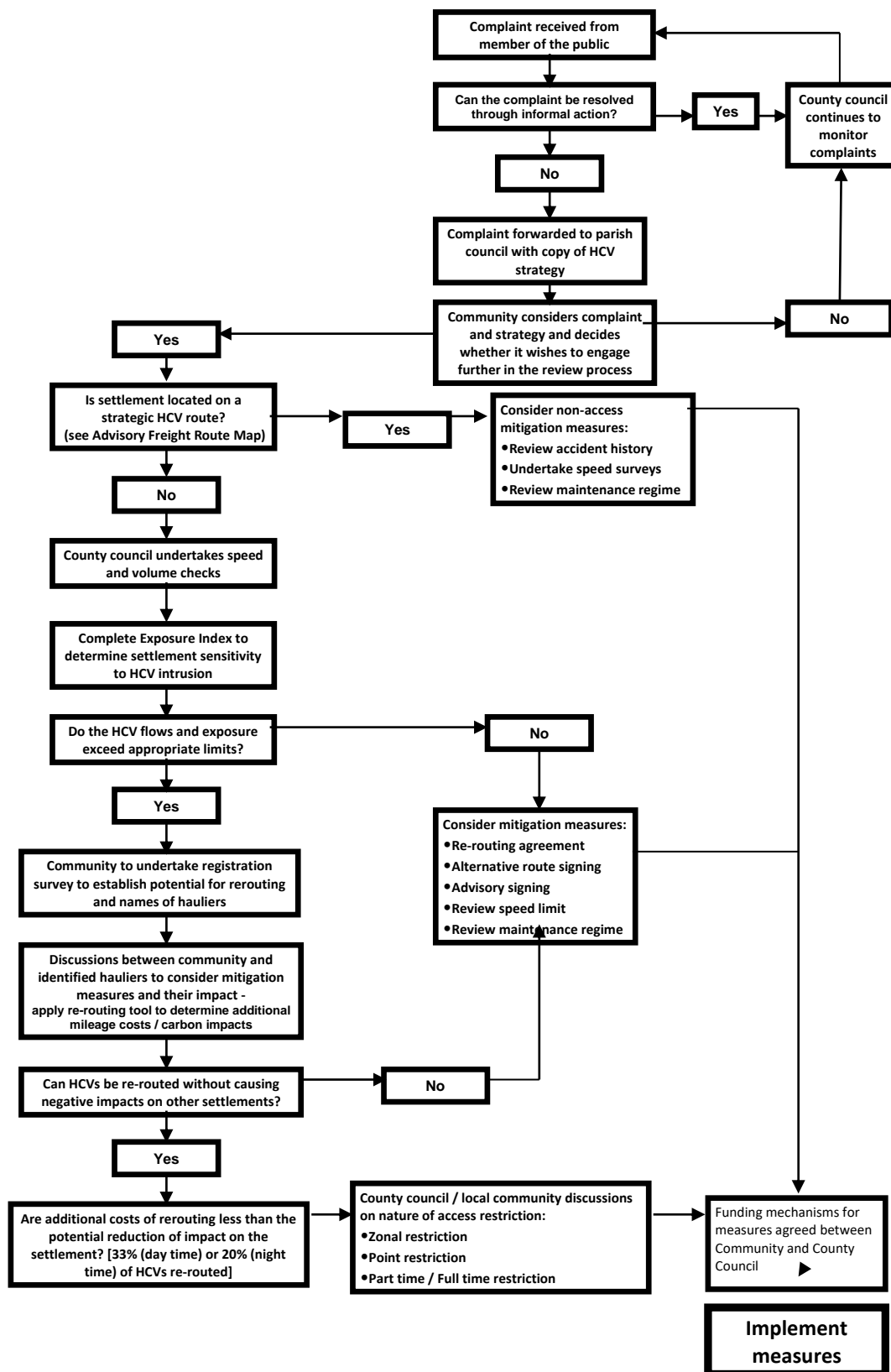
Enforcement

- 3.6 The county council will work with local communities to monitor HCV movements following the implementation of any HCV management measures and will pursue informal enforcement action where lorries are found to be in using the county road network in an inappropriate way. There is an expectation that local communities will monitor local conditions and provide information on inappropriate HCV routing matters.
- 3.7 The county council will work with local communities, the Police and District Councils to facilitate formal enforcement action through highway or planning legislation where frequent and persistent inappropriate HCV routing is identified. The county council will provide an on-line incident report form to facilitate feedback from the public on HCV issues.

4. FREIGHT QUALITY PARTNERSHIP (FQP)

- 4.1 The county council has established a county Freight Quality Partnership (FQP) through which it will promote the appropriate use of the county road network by HCVs. It will also use the FQP to address cross boundary issues with neighbouring counties.

ASSESSMENT PROCESS



EXPOSURE INDEX

Score	Description: Carriageway width
0	Wide carriageway throughout - over 7.3m along entire length
1	85% of carriageway width ≥7.0m
2	85% of carriageway ≥6.8m
3	85% of carriageway ≥6.6m
4	85% of carriageway ≥6.4m
5	85% of carriageway ≥6.0m
6	85% of carriageway ≥5.8m
7	85% of carriageway ≥5.6m
8	85% of carriageway ≥5.4m
9	85% of carriageway ≥5.2m
10	85% of carriageway ≥5m

Score	Description: Footway width
0	Wide footways throughout ≥4.00m along entire length
1	Footways on both sides - 85% width ≥3.5m
2	Footways on both sides - 85% width ≥3m
3	Footways on both sides - 85% width ≥2.5m
4	Footways on both sides - 85% width ≥2m
5	Footways on both sides - 85% width <2m
6	Footway on one side of carriageway only - 85% width ≥3m
7	Footway on one side of carriageway only - 85% width ≥3m
8	Footway on one side of carriageway only - 85% width ≥3m
9	Footway on one side of carriageway only - 85% width ≥3m
10	No footway along at least 15% of the entire length

Score	Description: Frontage to carriageway distance
0	10% or less of frontages <2m from carriageway
1	15% of frontages <2m from carriageway
2	20% of frontages <2m from carriageway
3	25% of frontages <2m from carriageway
4	30% of frontages <2m from carriageway
5	35% of frontages <2m from carriageway
6	40% of frontages <2m from carriageway
7	45% of frontages <2m from carriageway
8	50% of frontages <2m from carriageway
9	25% of frontages <1m from carriageway
10	50% of frontages <1m from carriageway

Score	Description: Number of frontages along route
0	Low number of frontages - fewer than 10
1	Total number of frontages ≥10 <20
2	Total number of frontages ≥20 <30
3	Total number of frontages ≥30 <40
4	Total number of frontages ≥40 <50
5	Total number of frontages ≥50 <60
6	Total number of frontages ≥60 <80
7	Total number of frontages ≥80 <100
8	Total number of frontages ≥100 <120
9	Total number of frontages ≥120 <150
10	High number of frontages - greater than 150

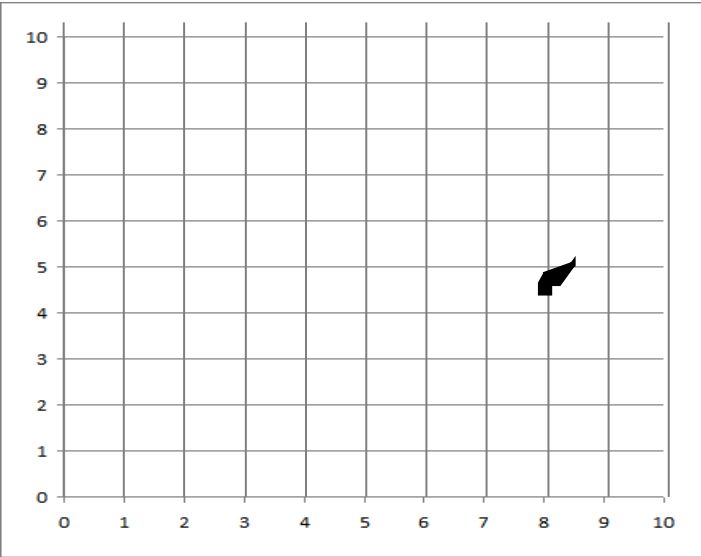
Score	Description: Typical pedestrian count
0	Low number of pedestrians+cyclists - fewer than 15/hour
1	Total number of pedestrians+cyclists ≥15 <25
2	Total number of pedestrians+cyclists ≥25 <35
3	Total number of pedestrians+cyclists ≥35 <45
4	Total number of pedestrians+cyclists ≥45 <55
5	Total number of pedestrians+cyclists ≥55 <65
6	Total number of pedestrians+cyclists ≥65 <75
7	Total number of pedestrians+cyclists ≥75 <85
8	Total number of pedestrians+cyclists ≥85 <95
9	Total number of pedestrians+cyclists ≥95 <105
10	Total number of pedestrians+cyclists > 105

Score	Description: Sensitive locations
0	School/nursery/shop/playground/sheltered housing: No sites
1	School/nursery/shop/playground/sheltered housing: 1 site per kilometre
2	School/nursery/shop/playground/sheltered housing: 2 sites per kilometre
3	School/nursery/shop/playground/sheltered housing: 3 sites per kilometre
4	School/nursery/shop/playground/sheltered housing: 4 sites per kilometre
5	School/nursery/shop/playground/sheltered housing: 5 sites per kilometre
6	School/nursery/shop/playground/sheltered housing: 6 sites per kilometre
7	School/nursery/shop/playground/sheltered housing: 7 sites per kilometre
8	School/nursery/shop/playground/sheltered housing: 8 sites per kilometre
9	School/nursery/shop/playground/sheltered housing: 9 sites per kilometre
10	School/nursery/shop/playground/sheltered housing: >9 sites per kilometre

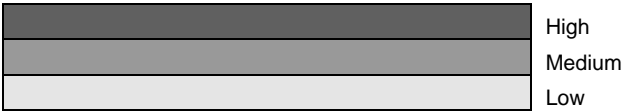
Example	
Criteria	Score (max 10)
Carriageway width	3
Footway width	4
Frontage to carriageway distance	1
Number of frontages along route	5
Typical pedestrian count	7
Sensitive locations	8

Allocation of Site to Sensitivity Group	
Average of scores	4.67
Maximum score	8

Average of scores

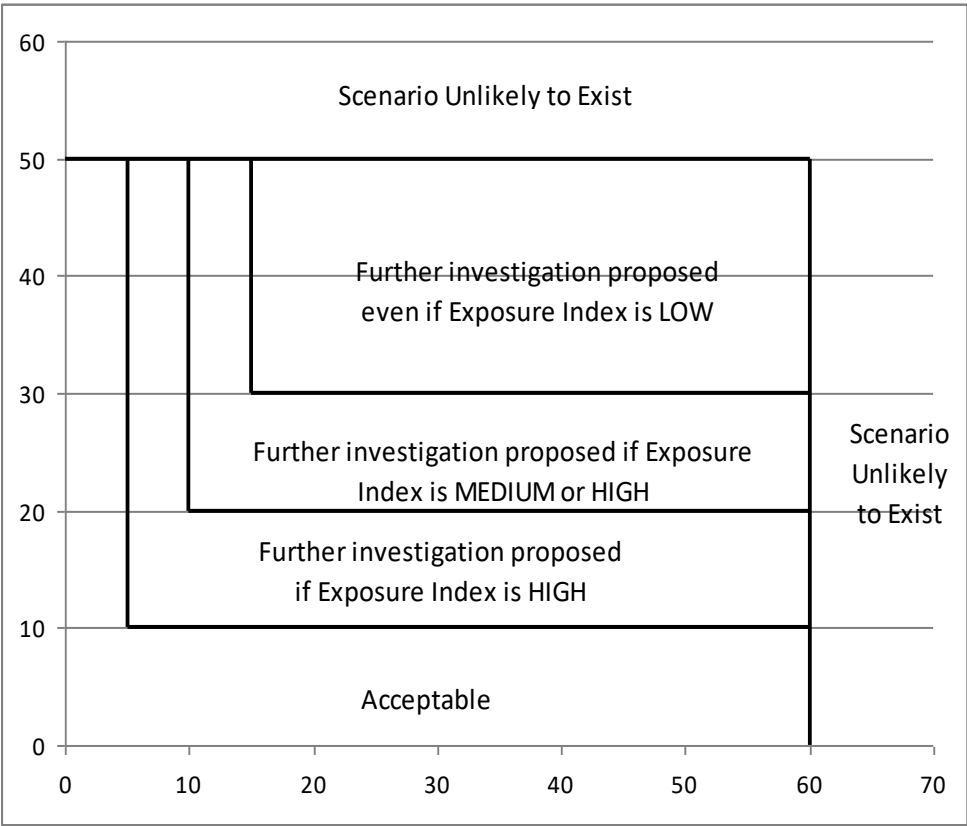


Maximum score



This allows one very high score but other low scores to still be considered a high risk
This allows three fairly high scores to be collectively considered a high risk

Freight
85%ile
Speed
(mph)



Scenario
Unlikely
to Exist

Freight volume (veh/hour)

SUMMARY OF WORKSHOP FEDBACK

Feedback	Officer comment
Escalation process	
Can the process be simplified and made easier to understand for Parishes to use?	The escalation process has been simplified and may be tested for its user friendliness through a trial.
How will meetings with hauliers work? Will hauliers attend and will the Parishes have any leverage over them? What will CCC's involvement be at this stage?	Hauliers cannot be made to participate but it is hoped that they will want to be involved to protect their interests. Haulier involvement is more likely on routes that are well used by local haulage firms. The county council will act as facilitator in the discussions.
Has anything like this been adopted in other counties and can we learn from them?	In preparing the strategy the county council has reviewed work in other highway authorities across the country.
How long will the process take?	This depends on the level of involvement provide by the local community and the workload for council officers.
Will final decisions be taken by CCC Officers or Councillors?	Officers advise but councillors make the decisions.
Will CCC's HCV strategy form part of a national initiative and if not is there any scope to do this?	A national strategy would require a Government lead and it is not known if this is considered a priority for Government given the move towards localism and local decision making. The strategy and the advisory freight route map will inform the way in which the county council manages cross boundary HCV issues with neighboring authorities.
Exposure Index	
<p>Can the following factors be included:</p> <ul style="list-style-type: none"> School bus stops? Noise? Vibration? Structural damage? Age of buildings? Conservation areas? Ratio of commercial/ residential buildings? Nurseries? Care homes? Play areas? Churches? Shops? Number of cyclists? Farm traffic? Equestrians? Night time HCV traffic? Traffic calming? HCV accident records? 	The Exposure Index has been modified to broaden the range of user groups and sensitive locations that are taken into account but some factors such as vibration and noise cannot be assessed with any degree of accuracy without expensive monitoring.
Can the index be more flexible? E.g. can the time bands for carrying out surveys be changed?	Yes, individual Parishes can determine the appropriate time bands.
What does the phrase "appropriate limits of HCV flows and exposures" mean?	This will be tested by running the exposure index at trial sites and evaluating the results. This will allow the current thresholds on the graphs to be considered by Members and any anomalies to be addressed.

Will the community's own HCV and pedestrian counts be acceptable?	Yes, but there may be a need for some scrutiny to ensure that they are acceptable on both sides of the debate.
Can the "number of frontages" include properties that back on to the road also?	Yes
Parish Involvement	
What will happen if Parish Councils cannot afford to pay for any measures?	Current budget allocations will not provide funding for HCV control measures. There may be scope for parishes to bid for support funding through modified arrangements for the allocation of what was previously known as the jointly funded highway improvements budget. Details are yet to be finalised.
Will Parishes receive any money from CCC for this?	
Why should Parishes carry out these surveys when they have a low level of resources when compared to CCC?	The county council will undertake the HCV speed and volume surveys but local communities are expected to collect data for the Exposure Index process.
If Parishes go through this process will anything actually happen?	Ultimately, the likelihood of HCV mitigation measures being implemented will depend on local community commitment and funding. Where a statutory process is required such as a traffic regulation order to restrict HCV access, the process allows for objections to be raised so there is no guarantee.
Will hauliers support this new process?	A trial may help answer this question. If hauliers fail to engage the process can still be taken forward.
Other	
Increased HCV traffic must also be taken in to account during planning decisions.	Agreed but any requirement to provide funds from planning agreements needs to demonstrate a proportionate need that is relevant to the impact of the development.