

HEAVY COMMERCIAL VEHICLE (HCV) STRATEGY

To: **Cabinet**

Date: **17th January 2012**

From: **Executive Director: Environment Services**

Electoral division(s): **All**

Forward Plan ref: **2012/019** *Key Decision:* **Yes**

Purpose: **To consider a new strategy for the management of Heavy Commercial Vehicles (HCVs) on the county road network.**

Recommendation: **Cabinet is recommended to:**

- 1) approve the HCV strategy set out in Appendix A; and**
- 2) support the use of the escalation process (Appendix B) and assessment methodology (Appendix C) to facilitate joint working with local communities to determine how best to manage HCV issues.**

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1. BACKGROUND

- 1.1 At its meeting on 5th July 2011, Cabinet considered a report on a new strategy for the management of HCVs. The strategy built on earlier work to develop an advisory route map for freight movements on the county road network. **Appendix A** sets out the new draft strategy document. The report is available as a source document.
- 1.2 Cabinet endorsed the draft strategy for the purpose of undertaking trials to test the assessment method for determining the need for interventions to manage HCV movements. Cabinet also confirmed the sites for community trials which would support other desk top studies.

2. ASSESSMENT PROCESS TRIALS AND DESK TOP STUDIES

- 2.1 The way the strategy advocates that lorry issues should be addressed is set out in an escalation process which is shown in **Appendix B**. This has been modified in light of further stakeholder feedback to simplify the process and the language and to allow for additional information on such aspects as noise and vibration to be taken into account where available.
- 2.2 Earith, Hilton and Great and Little Wilbraham Parish Councils took an active part in trialling the assessment process, although it did not prove possible to engage Sutton Parish Council due to changes taking place in its membership. Desk top studies were also undertaken for 11 other randomly selected villages representing a mix of small and larger communities situated on different classes of road and with different road environments.
- 2.3 Based on the initial assessment criteria and graphs, the results from the trials did not produce as good a spread of results as might have been expected for a random selection of villages. Officers, in consultation with the portfolio holder, have therefore revised the assessment criteria to provide a more meaningful mechanism for local communities to determine the need for some form of intervention to manage lorry movements. The six key 'exposure' measurements have been refined to provide a more appropriate level of sensitivity and to address a bias towards larger communities that was evident from the trial results based on the original criteria.
- 2.4 **Appendix C** is a spreadsheet setting out a revised assessment process, including an additional table which brings together the outcomes from the sensitivity measurement and the speed/volume graphs to provide a simple scoring system to help local determination of the need for any intervention.
- 2.5 **Appendix D** sets out the scores from the trials based on the original and revised exposure measurements and the initial and modified graphs. The modified graphs show a better spread of results which is considered to be useful and realistic.
- 2.6 These changes were considered at a further meeting with Parish Councils on 29th November 2011. Feedback from the event suggests the changes were generally supported although some concerns have been raised by individual villages over the

effect the changes have had on their assessment score. Officers have provided a response to the various issues, questions and comments raised at the event to all Parish Councils and County Councillors. The response is available as a source document.

- 2.7 Meetings have also been held with a group representing communities in the St. Ives area that has taken an interest in lorry management issues. The feedback from this group has also been taken into account in revising the assessment process.
- 2.8 To facilitate the trials and desk top studies, radar surveys were undertaken of lorry speeds and volumes to avoid costly traffic surveys. Whilst the speed results appear reasonable, the radar devices tend to count large vehicles rather than actual HCVs and the results are inconsistent and did not provide a level playing field. A further review, based on existing traffic count data across the county, will provide a better indication of average lorry flow, which is one of the parameters for setting the banding in the speed/volume graph. An average of around 10 lorries an hour may be more realistic.
- 2.9 Some communities have suggested that the assessment method should be modified to reflect night time lorry problems when perceptions of the impact of passing lorries are perhaps heightened. The assessment method can be used for any time period that communities consider necessary, including night times but the data for speed and volume would need to reflect the time period selected.
- 2.10 Suggestions were made to widen the number of sensitive locations that should be taken into account such as surgeries, listed buildings and pharmacies. Whilst it would be possible to do this, not all communities have surgeries and pharmacies and listed building status does not necessarily reflect the impact that lorries would have on their residents.

3. STRATEGY

- 3.1 The new strategy recognises the economic importance of road haulage and the need to balance this with the environmental impact of lorries, through partnership working with the haulage industry and local communities. It sets out a range of interventions to mitigate lorry impacts, stressing that formal regulation should be considered the final and not the first option.
- 3.2 The strategy advocates the use of the advisory freight route map to influence and inform decisions on how lorries use the county road network and identifies the potential for the planning process to mitigate the impact of lorry movements, particularly in respect of waste and mineral development proposals.
- 3.3 HCV interventions may involve a range of interventions including:
 - 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).

4. NEXT STEPS

- 4.1 Subject to Cabinet approval, the new strategy will form the basis on which future HCV issues are managed. The escalation process and assessment methodology will be used to facilitate joint working with local communities to determine how best to manage their HCV issues.
- 4.2 Facilitating local feedback on lorry issues is important and further work is to be undertaken to make the process as convenient as possible for local communities to ensure that the Council can:
- Provide guidance on how to manage emerging HCV issues
 - Facilitate follow up action by officers where interventions have been put in place.
- 4.3 Officers are also looking into the procurement of suitable equipment to improve monitoring capabilities to allow local lorry issues to be better understood and addressed.

5. ALIGNMENT WITH PRIORITIES AND WAYS OF WORKING

- 5.1 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.

6. SIGNIFICANT IMPLICATIONS

Resources and performance

Finance

- 6.1 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.

Performance

- 6.2 No significant implications identified.

Statutory, legal and risk implications

Key risks

- 6.3 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.
- 6.4 HCV management measures on the county road network have the potential for significant additional operational 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

- 6.5 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

- 6.6 No significant implications identified.

Engagement and consultation

- 6.7 A partnership approach to involve local communities and the haulage industry will foster better local engagement and more informed decision making.

Source documents**Location**

Cabinet report and minutes 05/07/11

<http://tinyurl.com/5s2l94s>

County Advisory freight route map

<http://tinyurl.com/6y7u9av>

Parish Council workshop feedback

<http://tinyurl.com/bp4gmec>

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.

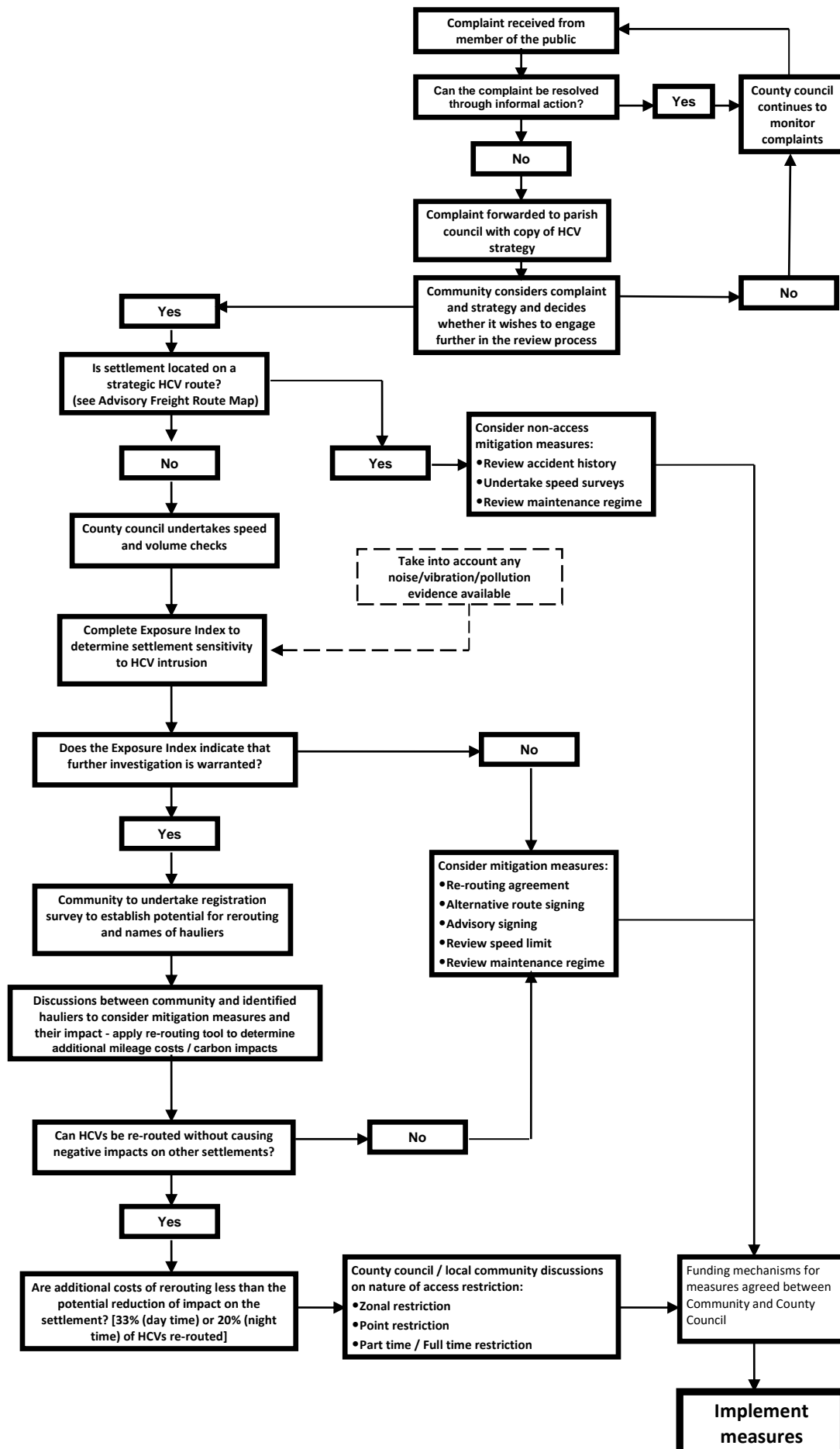
Enforcement

- 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.

REVISED ESCALATION PROCESS



REVISED ASSESSMENT PROCESS

Environmental Sensitivity Criteria

On-road exposure: Carriageway Width		
	Score	Description
Less Sensitive ↑	0	85% of carriageway >10.0m
	1	85% of carriageway > 9.5m
	2	85% of carriageway >9.0m
	3	85% of carriageway >8.5m
	4	85% of carriageway >8.0m
	5	85% of carriageway >7.5m
	6	85% of carriageway >7.0m
	7	85% of carriageway >6.5m
	8	85% of carriageway >6.0m
	9	85% of carriageway >5.5m
More Sensitive	10	85% of carriageway <5.5m

On road exposure: Footway (distance between road edge and back of footway)		
	Score	Description
Less Sensitive ↑	0	Road edge to back of footway - 50% ≥ 5.4m
	1	Road edge to back of footway - 50% ≥ 5.0m
	2	Road edge to back of footway - 50% ≥ 4.6m
	3	Road edge to back of footway - 50% ≥ 4.2m
	4	Road edge to back of footway - 50% ≥ 3.8m
	5	Road edge to back of footway - 50% ≥ 3.4m
	6	Road edge to back of footway - 50% ≥ 3.0m
	7	Road edge to back of footway - 50% ≥ 2.6m
	8	Road edge to back of footway - 50% ≥ 2.2m
	9	Road edge to back of footway - 50% ≥ 1.8m
More Sensitive	10	Road edge to back of footway - 50% < 1.8m

On road exposure: Two-way pedestrian+cycle count (at focal point) / hour as % of village population		
	Score	Description
Less Sensitive ↑	0	Pedestrian+cyclist flow / hour as % of village population - < 2%
	1	Pedestrian+cyclist flow / hour as % of village population - < 4%
	2	Pedestrian+cyclist flow / hour as % of village population - < 6%
	3	Pedestrian+cyclist flow / hour as % of village population - < 8%
	4	Pedestrian+cyclist flow / hour as % of village population - < 10%
	5	Pedestrian+cyclist flow / hour as % of village population - < 12%
	6	Pedestrian+cyclist flow / hour as % of village population - < 14%
	7	Pedestrian+cyclist flow / hour as % of village population - < 16%
	8	Pedestrian+cyclist flow / hour as % of village population - < 18%
	9	Pedestrian+cyclist flow / hour as % of village population - < 20%
More Sensitive	10	Pedestrian+cyclist flow / hour as % of village population - ≥ 20%

Residential exposure: Number of building frontages per kilometre		
	Score	Description
Less Sensitive ↑	0	Number of frontages / per km - ≤ 20
	1	Number of frontages / per km - 21 - 40
	2	Number of frontages / per km - 41 - 60
	3	Number of frontages / per km - 61 - 80
	4	Number of frontages / per km - 81 - 100
	5	Number of frontages / per km - 101 - 120
	6	Number of frontages / per km - 121 - 140
	7	Number of frontages / per km - 141 - 160
	8	Number of frontages / per km - 161 - 180
	9	Number of frontages / per km - 181 - 200
More Sensitive	10	Number of frontages / per km - > 200

Residential exposure: Proximity of property frontage (i.e. front/rear door of property to kerb line)		
	Score	Description
Less Sensitive ↑	0	< 3% of frontages <1.8m from carriageway
	1	< 6% of frontages <1.8m from carriageway
	2	< 9% of frontages <1.8m from carriageway
	3	< 12% of frontages <1.8m from carriageway
	4	< 15% of frontages <1.8m from carriageway
	5	< 18% of frontages <1.8m from carriageway
	6	< 21% of frontages <1.8m from carriageway
	7	< 24% of frontages <1.8m from carriageway
	8	< 27% of frontages <1.8m from carriageway
	9	< 30% of frontages <1.8m from carriageway
More Sensitive	10	≥ 30% of frontages <1.8m from carriageway

Social sensitivity: sensitive locations per kilometre		
	Score	Description
Less Sensitive ↑	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
More Sensitive	10	School/nursery/shop/playground/sheltered housing: >9 sites per kilometre

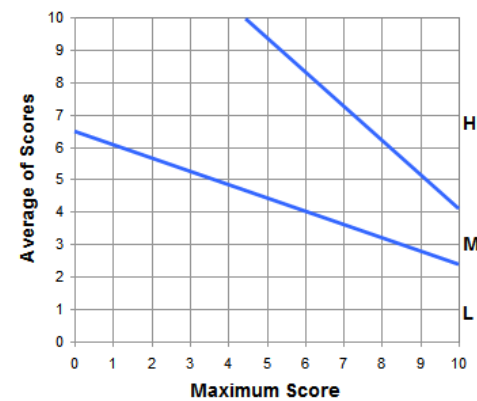
Example

Criteria	Score (max 10)
Carriageway width	6
Footway	4
Pedestrian + cycle activity	5
Number of frontages	2
Proximity of frontages	1
Sensitive locations	7

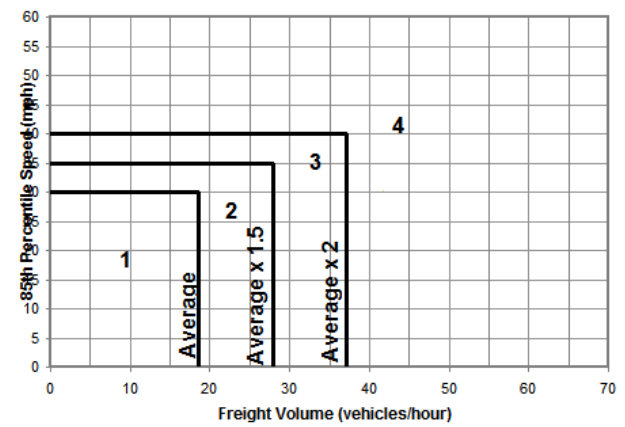
Allocation of Site to Sensitivity Group

Average of scores	4.17
Maximum score	7

Sensitivity



HCV Volume and Speed

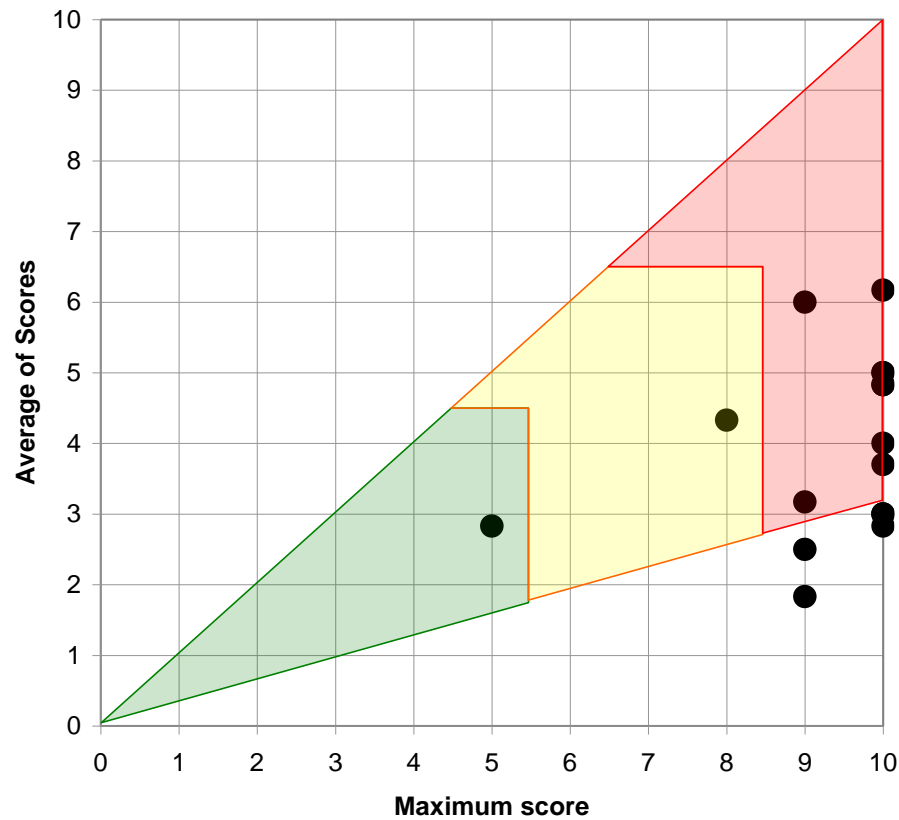


NEED FOR INTERVENTION

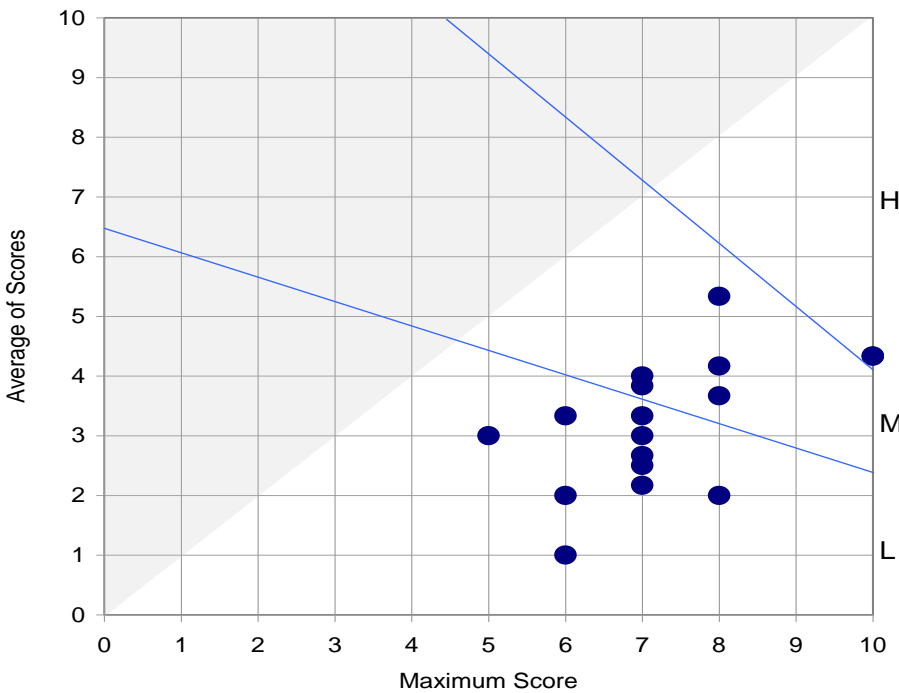
	A (1)	B (2)	C (3)	D (4)
HIGH (3)	3	6	9	12
MEDIUM (2)	2	4	6	8
LOW (1)	1	2	3	4
	A (1)	B (2)	C (3)	D (4)
	CLEAR NEED?			
	POTENTIAL NEED?			
	LIMITED NEED?			

TRIAL AND DESK TOP STUDY RESULTS
(Illustrated using the original and modified assessment method)

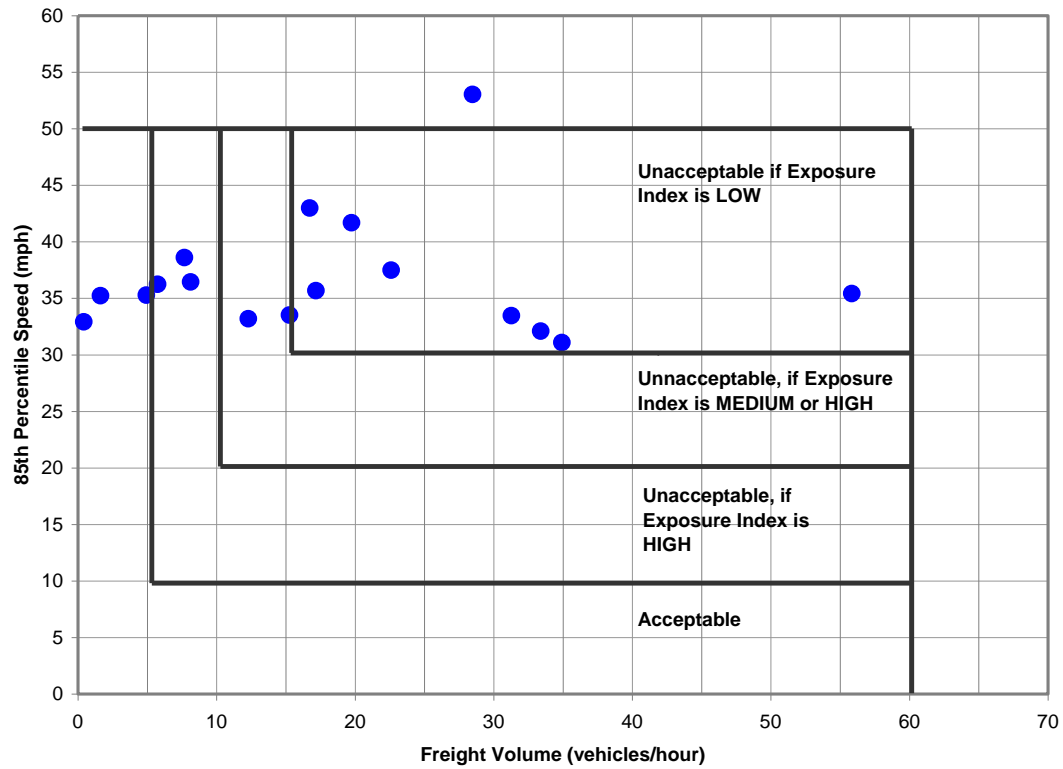
Original Index Results Chart



Updated Results



Original Speed and Volume results



Revised Speed and Volume results

