

Local Authority Freight Management Guide

Guide



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Foreword

Freight Best Practice is funded by the Department for Transport and managed by Faber Maunsell Ltd to promote operational efficiency within freight operations in England.

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All FREE materials are available to download from **www.freightbestpractice.org.uk** or can be ordered through the Hotline on **0845 877 0 877**.



Throughout this guide you will see this signpost - directing you to relevant publications from the Freight Best Practice programme.

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1 Introduction

1.1 What Is Freight?







Freight transport is the movement of goods or burden from point to point in the course of a commercial transaction. The nature and size of individual operations vary enormously, covering a wide-ranging remit including road, rail, water, air transport and pipeline. Moving freight is a part of our everyday life, supporting the economy and employing over a million people in the UK. An efficient system of freight movement also has great importance in facilitating growth within local industries rather than just national or international businesses.

1.2 Aim of the Guide

The guide is a reference document for local authority officers with responsibility for freight. It aims to improve the understanding of the nature of freight, leading to the production of high quality and deliverable freight strategies and action plans. This will foster efficient operations that minimise the impacts on environment, safety and other transport users. It provides advice and support for policies, such as Local Transport Plan (LTP) strategies, and aims to enhance local authority delivery performance. The guide is thus not a policy itself; rather it is a document that shows how targets within policy can be focused on and achieved.

1.3 About the Guide





This guide is a Freight Best Practice document, funded by the Department for Transport. It will promote awareness of this programme and encourage take-up of the resources and information available. Freight Best Practice provides authoritative, impartial advice to help the freight industry save money through improvements to fleet efficiency. It does this through the provision of guides, case studies, DVDs and software to help the freight industry; these are grouped in the following categories:

-  Saving Fuel
-  Developing Skills
-  Equipment and Systems
-  Operational Efficiency
-  Performance Management
-  Public Sector

This guide can be found in the public sector category and is available FREE from the Hotline on **0845 877 0 877** or to download from **www.freightbestpractice.org.uk**

1.4 How the Guide Has Been Developed

The guide has been developed through a survey of 112 local authorities in England and through extensive research of published information and study reports. The survey gathered information on the freight actions implemented as part of their LTP process. Local authorities have made good progress in developing freight strategies and 77% of respondents reported that at least some freight actions identified in their authority's LTP had been implemented. The most commonly implemented actions were:

-  Signage improvements
-  Advisory lorry/strategic routing
-  Freight maps
-  Set-up of a Freight Quality Partnership




The examples of actions provided by local authorities are shown as case studies throughout this guide.

1.5 Who Should Read it?

The guide is for local authority officers who are involved in the planning and delivery of measures relevant to the management of freight. It will also be of assistance to Regional Assemblies (RAs) in preparing regional freight strategies. RAs play a particularly important co-ordinating role and address cross-boundary issues, which could include large-scale developments or schemes that would have a widespread impact. The guide may also be of use to the Highways Agency and regional development agencies (RDAs).

1.6 How the Guide Is Organised

This document has been set out under five overarching headings, which cover the main themes addressed within the guide. The themes are:

-  Understanding Freight
-  Judging the Impacts of Freight Management
-  Road Freight Management

➡ Other Modes

➡ Solution Process

The '**Understanding Freight**' section includes important background information that provides a context for addressing freight issues at a local level.

'**Judging the Impacts of Freight Management**' suggests an approach for strategy development and evaluation, including monitoring assessment.

'**Road Freight Management**' is included as a separate theme, reflecting the high level of control local authorities have in facilitating the movement of road freight. This covers a wide remit including aspects such as traffic management, routing, effective management of deliveries and driver rest facilities.

The theme of '**Other Modes**' comments on the important role of modes of transport such as rail, inland waterways, air and sea in the movement of freight.

The '**Solution Process**' section emphasises the importance of partnership when taking forward freight action plans and provides advice on how to set up and run a partnership, as well as maintaining momentum. There is also advice on the delivery of measures and the importance of monitoring.



Understanding Freight

- ➡ 2 Benefits and Impact of Freight
- ➡ 3 Balancing Priorities
- ➡ 4 Freight Policy Context
- ➡ 5 Analysing Freight Movements

2 Benefits and Impact of Freight

Action Points

Understanding the broad role that freight plays in society and how it supports our lifestyles is fundamental to any decision-making process:

- ➡ If you want to maintain and increase economic activity then freight movement is the inevitable consequence
- ➡ Over 1 million people are employed in the logistics sector, making it the fifth largest sector in the UK
- ➡ Levels of rail freight moved by 2005 have increased by 66% (measured in tonne per km) since privatisation in 1995

➡ Carbon Dioxide (CO₂) emissions from road hauliers increased by more than a third between 1990 and 2002. Road freight now accounts for 8% of UK carbon dioxide emissions

➡ Traffic growth for rigid heavy goods vehicles (HGVs) is forecast to rise by 14% between 2005 and 2020

The bottom line is that freight enables society to function, meaning that management of freight should not be an optional activity for local authorities but important enough to warrant proper and meaningful consideration followed by practical action.



Freight is an integral part of increased economic activity

2.2 The Benefits

Link to Economic Activity

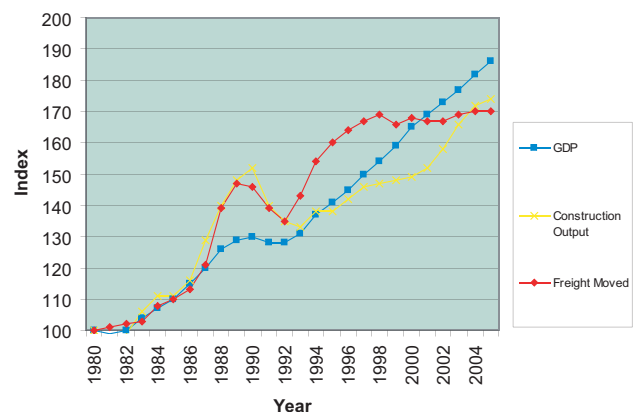
Figure 2.1 shows over time the close relationship between gross domestic product (GDP), the volume of freight moved and construction output. The message here is that although there may be fluctuations in the relationship, especially with an increasing amount of service industry-based economic activity. If you want to maintain and increase economic activity then freight movement is the inevitable consequence.

2.1 Introduction

A helpful first step in trying to bring together an effective and appropriate plan to manage freight within a local authority area is to begin to grasp the broad role of freight within our society. It is important to capture in a balanced way the complex relationship, interactions, benefits and tensions between freight and society.

Freight transport supports our lifestyles; everything we use and consume is normally delivered through a complex chain of movements from raw materials to the final point of use. However, freight movement can also present real challenges in terms of safety, congestion, noise, vibration and contributing to poorer local air quality. It is important for the contribution and cost of freight to be understood in order to reach decisions in an objective way.

Figure 2.1 HGV Traffic and Economic Growth (1980-2005)



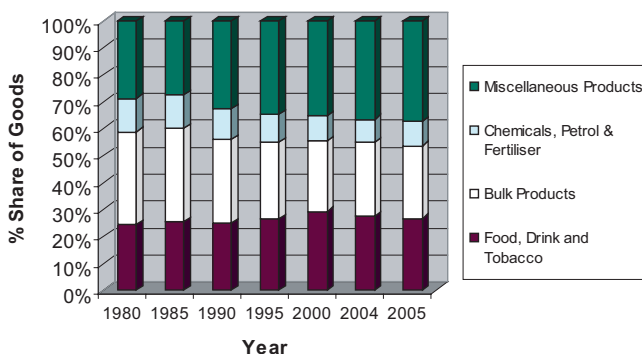
Employment

As well as supporting virtually all economic activity, the freight industry directly employs a great number of people - over 1 million - making the logistics sector the fifth largest sector in the UK. Bear in mind these direct and indirect employment benefits when thinking about the importance of freight.

Changing Nature of Freight

Figure 2.2 shows how the proportion of bulk goods moved has declined in recent years with corresponding increases in food miles and miscellaneous products, including the large volumes of imported finished goods. This changing mix of goods that are moved can have a significant effect on individual authorities, maybe through a reduced volume of bulk goods movements or an increase in the intensity of 'last leg' movements in order to support the significant growth in food product line availability.

Figure 2.2 Goods Moved by Commodity (1980-2005) - HGVs



2.3 The Costs

Pollution from Emissions

Owing to increasingly stringent European legislation, individual lorries' pollution levels are decreasing. However, in 2005 the Department for Environment, Food and Rural Affairs reported that CO₂ emissions from road hauliers increased by more than a third between 1990 and 2002. Road freight now accounts for 8% of UK CO₂ emissions. For a local authority the general problem may become specific, with heavy concentrations of road freight traffic contributing to particular areas of poor air quality arising from pollutants emitted along with CO₂.

An example of how changes in distribution have contributed towards increased environmental concerns is in the food industry. Globalisation of the industry has meant an increase in international trade and this has been coupled with a concentration of the food supply base into fewer, larger suppliers. There have also been changes in delivery patterns, with most goods being routed through regional distribution centres, and there has been a centralisation and concentration of sales in supermarkets. The increasing amount of miles travelled by imported products owing to a more 'connected and shrinking world' also has costly implications of increased waste, fuel usage, and planning requirements.

Noise and Visual Intrusion

The impacts of freight in terms of visual intrusion, noise and vibration have been well reported; these cause particular problems on roads where goods vehicles comprise a high proportion of the total traffic (e.g. on approaches to ports). Where these link roads are local authority-owned there is good reason to link up with the Highways Agency, and port and freight operators to identify congestion-easing measures.

Road Safety

When large road freight vehicles are involved in accidents their sheer size and weight mean that those accidents tend to be more severe than those involving cars alone. However, despite overall increasing traffic levels the number of deaths in accidents involving heavy goods vehicles (HGVs) in 2001 was 26% lower than in 1991 (DfT, 2003). For the most part the actions taken by local authorities to improve road safety will apply to all road traffic. However, there may be specific locations, for example, with narrow carriageway or steep inclines, where HGVs could be the subject of particular action.

2.4 Future Trends

Freight movement is here to stay and it is set to grow; the National Road Traffic Forecasts (1997) show that traffic growth for rigid HGVs is forecast to rise by 14% between 2005 and 2020. The outlook is positive for rail freight - whilst it seems unlikely that aspirations to grow rail freight by 80% by 2010 will be achieved, levels of freight moved by 2005 have increased by 55% (measured in tonne per km) since privatisation in 1995.

Rail freight's market share also increased over the same period from 8.5% to 11.7%. This means that on average the impact of freight transport on local authorities will rise rather than decline over time.

2.5 Summary

The facts in this section show that managing freight is important enough to warrant proper and meaningful consideration, followed by practical action. This is in respect of making the most from the support to the local economy, in better managing road freight movements to minimise their impact and, where there is a viable option, to assist or allow goods movement by rail, air or water.

3 Balancing Priorities

Action Points

In order to balance funding priorities a number of actions can be taken:

- ➡ A robust and impartial case must be put forward
- ➡ Developing a thorough understanding of the nature of freight should help to justify the relative importance of freight within other policy priorities

- ➡ As a freight decision-maker you will need to prioritise the modal activity of freight which primarily requires attention, i.e. rail, water, road or air
- ➡ Emphasis should be on what is achievable
- ➡ Freight funding priorities should not be static, but should evolve and develop over time



Even though road transport accounts for 60% of goods lifted, achieving road to rail transfer may still be a high priority

3.1 Introduction

Freight can sometimes be at the end of a long list of priorities within LTP budgets. If you have been given responsibility for freight then it will be important for you to put forward a robust and impartial case if you are to ensure that the freight management actions you plan to undertake compare favourably with other spending priorities. This is not always the case and a range of authorities, especially those with major freight generators such as a port, are already advanced in understanding and dealing with freight issues

3.2 Justifying Resources for Freight

If you are starting from a low knowledge base then, in the first instance, you may have to justify the resources necessary simply to investigate what freight-related problems and issues currently exist. Once you have done this, developing a thorough understanding of the nature of freight should help to justify the relative importance of freight within other policy priorities.

Considering Priorities for Freight Actions

Road freight covers bulk raw materials, trunk haul, secondary distribution, urban and local deliveries and the host of deliveries that take place as part of the delivery of a service. Whatever the perceived or actual problems, issues or opportunities in freight management, a balance must be drawn between the amount of resources required compared to the likely outcome. The emphasis should be on what is achievable. These judgements must be made:

- ➡ Which mode of transport
- ➡ Where in the authority area
- ➡ How to minimise impact
- ➡ When to promote greater efficiency

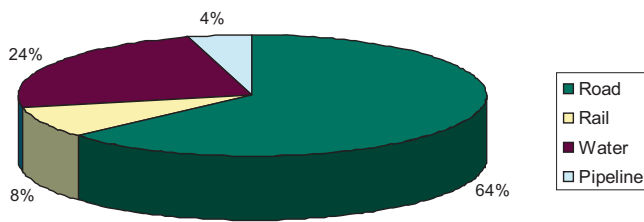
All of these have to be further tempered by the timescale for delivery. It is first useful to consider the national patterns of freight movement to obtain a general view prior to recognising local priorities.

3.3 Allocating Resources Across Different Modes of Freight Transport

Figure 3.1 shows that road transport makes up by far the highest proportion (64%) of goods lifted; on the face of it you could spend the largest proportion of time and effort on road freight. This view can be supported by the fact that as a highways authority you do have practical control over most of the transport infrastructure on which road freight operates. However, the circumstances, problems and opportunities in your authority area might mean a different emphasis if rail

freight or moving freight by water can be positively influenced by you.

Figure 3.1 Percentage of Goods Lifted by Mode in 2004 (Million Tonnes)



Owing to the diverse nature and complexity of each local authority area, resources cannot simply be spread across each mode in the proportions suggested by national trends for a series of reasons. The situation in a single authority area may differ greatly from the national trend. The problems and opportunities for each mode may not reflect the proportion of freight moved by each mode and the ability of an authority to deliver desired actions is extremely varied. The promotion of freight movement by rail and water is a priority in terms of delivering sustainable distribution, but there is a need to balance resources across modes when planning improvements.

In recognition of this, the July 2004 White Paper 'The Future of Transport: A Network for 2030' signalled an intention to move towards a mode-neutral basis for distributing funding in support of sustainable distribution. In the last few years there has been an increasing emphasis on the promotion of more efficient road haulage, reflecting the significant dominance of this mode and the resulting potential for efficiencies.

3.4 Continuous Development of Priorities

As with any good planning process freight funding priorities should not be static, they should evolve and develop over time. Initially, resources may be directed towards investigating the nature of freight in your authority area. However, this process then becomes iterative as the findings of your investigation inform an action plan and the feedback from the actions continues to shape priorities.

3.5 Competing with Other LTP Priorities

This issue can understandably be the most testing; if you cannot achieve funding support then actions cannot be delivered. In most cases, goodwill and good relationships with freight industry operators or trade associations can only be converted if you can successfully compete for and receive a share of LTP funding. Chapter 16 deals with funding mechanisms, however, there are a series of more general points to consider whichever funding process you are pursuing. If you are attempting to generate a case for funding priority, your case will be best supported if it:

- ➔ Is evidence based
- ➔ Is supported by more than one department across the authority
- ➔ Clearly shows how benefits to efficiency and/or reduced impact can be achieved

If it meets these simple criteria it stands a better chance of competing against traditionally better-funded policy areas.

3.6 Summary

Despite the complexities and difficulties, each authority must make difficult resource decisions. A common sense and practical view should be taken, justified by the evidence you gathered, with whatever resources are available.

4 Freight Policy Context

Action Points

Freight policy should be placed in context at:

- ➡ National level
- ➡ Regional level
- ➡ Local level

Understanding the connectivity of differing policies and their place in society enables local authorities to have a robust decision-making process for freight activity.

4.1 Introduction

This section presents an overview of the national, regional and local policies that are most relevant to freight. It also explains how this guide fits into and complements the policy context where there is an increasing emphasis on freight. An overview of the policy framework and how the process leads to action being taken at a local level is presented in Figure 4.1.

A general information point for all transport policy is provided by the Department for Transport. The website www.dft.gov.uk is a useful reference point for local authorities to review the documents analysed in this section in greater detail.

4.2 National Freight Policy

Future of Transport: A Network for 2030 (July 2004)

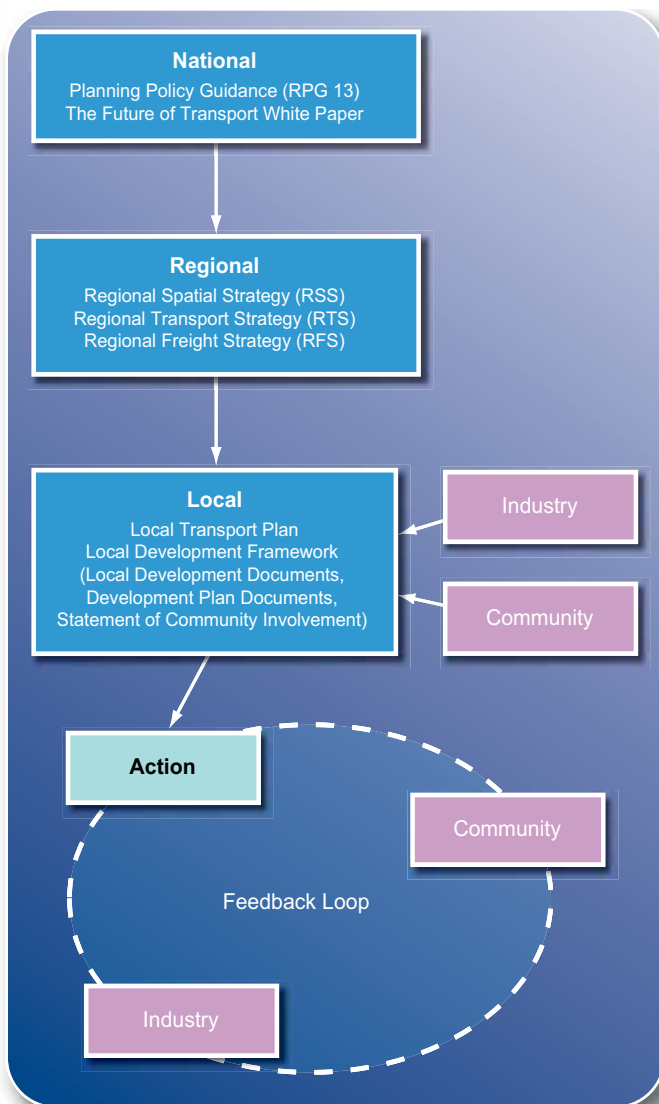
The national policy context for freight is set out in the White Paper 'Future of Transport: A Network for 2030' (July 2004). The document recognises the importance of freight transport to the economy and prosperity of the country and also the need for goods to be moved freely, reliably and efficiently.

The document sets out the Government's key aims for the freight industry, which are to facilitate the continuing development of a competitive and efficient freight sector, whilst reducing the impact that moving freight has on congestion and the environment.

To achieve this, the White Paper signals an intention to move towards a mode-neutral basis for distributing funding in support of sustainable distribution. The two main freight-related grants are for rail and water, which aim to transfer freight traffic from road to these modes. However, in the last few years there has been an increasing emphasis on the promotion of more efficient road haulage, reflecting the significant dominance of this mode and the resulting potential for efficiencies.

Regulation and enforcement are also required in order to protect society, without stifling businesses and the development of partnerships with the industry to exploit the potential for more efficient logistics. The White Paper acknowledges that businesses have different logistics models, but stresses that it is Government's role to provide a policy that complements their

Figure 4.1 Freight Policy Framework



decisions, whilst minimising the negative impacts of freight movements on safety.

Of direct relevance to this guide is the emphasis on addressing local and regional regulation. The White Paper encourages local authorities to think about how the regulatory powers that relate to freight transport can be co-ordinated to make life easier for businesses, whilst protecting the interests of local people. This includes traffic and parking regulations, night-time bans, planning powers and the use of planning conditions.

Sustainable Distribution: A Strategy

This document was published in 1999 as a daughter document to the 1998 White Paper 'A New Deal for Transport' - it still provides the overarching Government guidance on sustainable distribution. The strategy sets the following objectives in relation to distribution:

- ➡ Reduce the number of accidents, injuries and cases of ill-health associated with freight movement
- ➡ Minimise congestion
- ➡ Make better use of transport infrastructure
- ➡ Minimise pollution and reduce greenhouse gas emissions
- ➡ Improve the efficiency of distribution
- ➡ Manage development pressures on the landscape - both natural and man-made
- ➡ Reduce noise and disturbance from freight movements

Planning Policy Guidance 13 (PPG 13)

PPG 13 provides local authorities with planning policy guidance on transport - it was most recently updated in 2002.

The objectives of the guidance are to integrate planning and transport at national, regional, strategic and local levels to:

- ➡ Promote more sustainable transport choices both for people and for moving freight
- ➡ Promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling
- ➡ Reduce the need to travel, especially by car

In preparing their development plans and determining planning applications, local authorities are encouraged to identify and protect sites that could be used to develop infrastructure to facilitate the movement of freight. This could involve major freight interchanges, including facilities allowing road to rail transfer. The guidance also includes advice relating to the location of freight, generating developments away from congested areas of the highway network, and the promotion of such developments to be served by rail.

In relation to road freight movements, the guidance acknowledges the issue of delivery hour restrictions which apply to residential areas and town centres. These restrictions are often put in place because of concerns over disturbance to residents, but they can have adverse impacts in terms of exacerbating congestion at peak times, increasing local pollution and discouraging investment in central urban areas. It is stressed that policies need to strike a balance between the interests of local residents and those of the wider community. This should have particular regard to the vitality of the local economy, employment opportunities and quality of life in towns and cities.

The wider implications of local authorities' decision-making processes should also be accounted for. This relates to issues such as parking, loading, planning, weight limits, and environmental health. Both smaller and larger decisions significantly impact on the sustainability of freight movement. This shows that freight should form an important element of the decision-making process, especially as freight shares the transport network with many other users, e.g. public transport.

PPG 13 encourages local authorities, freight operators, businesses and developers to work together within the context of freight quality partnerships (FQP) in order to agree on issues such as:

- ➡ Lorry routes
- ➡ Loading and unloading facilities
- ➡ Reducing vehicle delivery noise levels
- ➡ Enabling a more efficient and sustainable approach to deliveries in sensitive locations



For further details see the Freight Best Practice guide on **Freight Quality Partnerships**.

The Future of Air Transport (December 2003)

This White Paper provides a strategic framework for the development of airport capacity in the UK over the next 30 years, against the wider context of the air transport sector. As over 2.1 million tonnes of freight are lifted every year, the future policy decisions in growing aviation industry are vitally important.

Simply expanding airport infrastructure to provide greater capacity to meet demand is not a sustainable way forward. The key facets of this balanced approach are that it:

- ➡ Recognises the importance of air travel to our national and regional economic prosperity, and that not providing additional capacity where it is needed would significantly damage the economy and national prosperity
- ➡ Reflects people's desire to travel further and more often by air, and to take advantage of the affordability of air travel and the opportunities this brings
- ➡ Seeks to reduce and minimise the impacts of airports on those who live nearby, and on the natural environment
- ➡ Ensures that, over time, aviation pays the external costs its activities impose on society at large - in other words, that the price of air travel reflects its environmental and social impacts
- ➡ Minimises the need for airport development in new locations by making best use of existing capacity where possible
- ➡ Respects the rights and interests of those affected by airport development
- ➡ Provides greater certainty for all concerned in the planning of future airport capacity, but at the same time is sufficiently flexible to recognise and adapt to the uncertainties inherent in long-term planning

Ports Policy Review Discussion Document (May 2006)

This Department for Transport review clarifies that ports act as gateways to the worldwide network of distribution. With an open economy and trade accounting for approximately 30% of our GDP, the efficient, reliable and resilient activity of ports is crucial to the very function of society. The rapid growth in

global trade has signalled the need to review current ports policy. The document to be superseded is 'Modern Ports: a UK Policy, November 2000'. This White Paper provided a generally market-focused, non-interventionist approach, with the Government being perceived as a regulator rather than a dictator.

Ports ultimately have wide impacts on society, the economy and our environment, at national, regional and local levels. Therefore, in the review there is a focus on notions of 'market failure'; this term means that markets cannot solve all of our problems on their own. This idea provides the scope for intervention on the individual merits of a particular case.

The key issues of the ports policy review document link into this by examining:

- ➡ Future demand for ports capacity
- ➡ Ensuring market response meets sustainable development objectives
- ➡ How far Government should reflect regional development objectives in encouraging the future provision of ports capacity
- ➡ How Government can help smaller ports, which in many cases are owned by trusts or local authorities

4.3 Regional Freight Policy

Regional transport strategies (RTS) are an important element of the emerging regional spatial strategies (RSS), which provide a strategy over a 15 to 20 year period, and a framework for the preparation of both local authority structure and development plans and LTPs.

The RTS guidance indicates that the strategy should reflect identified problems. With respect to freight, it should also consider the key issues and capacity constraints for freight services in the context of the wider strategy for ports, airports and inter-modal freight interchanges.

Regional Planning Bodies, which prepare the RTS, are advised to consult with the British Waterways Board and the Environment Agency on the preparation of a strategy for developing the use of rivers and canals for freight transport. It is suggested that this might consider the scope for policies for safeguarding wharves, piers and moorings.

At a regional level, adequate and suitably located facilities for inter-modal freight interchanges (i.e. facilities for transfer between road vehicles and rail, sea, inland waterways and air freight) are vital to fulfilling relevant policy objectives.

Regional freight strategies (RFSs) have been and continue to be developed at a regional level through regional planning bodies to provide a framework for a more sustainable and efficient distribution industry. RFSs are to be broadly based in order to inform the LTP.

4.4 Local Freight Policy

The planning framework at a local level is to be set by local development frameworks (LDFs). These will replace Local Plans, with Structure Plans being replaced by regional spatial strategies (RSS). The LDFs consist of local development documents (LDDs); the heart of these will be formed by development plan documents (DPDs) and statements of community involvement (SCI). These provide strategic policies and proposals for development and transport. The plans establish the amount of development (housing provision, business and industrial land provision) and the broad distribution of development (e.g. settlement hierarchy and strategic locations for development).

LTPs are clearly key to setting transport policies at a local level and delivering an effective programme of investment. The Full Guidance on LTP (December 2004) stresses that in developing their programmes, local transport authorities are expected to show that they have considered the services and facilities they provide to all users of local transport networks. It is emphasised that LTPs not only provide for those who are traditionally given prominence in transport planning, but other users amongst which are freight and distribution vehicles.

LTPs must therefore provide solutions and opportunities not only for drivers, walkers, cyclists, and bus and tram users, but also taxi and private hire vehicles, freight and distribution vehicles, coaches, motorcyclists, wheelchair users and equestrians. Similarly, authorities should demonstrate that they have considered the local transport implications of the development of seaports, in particular the implications for the safe, expeditious and environmentally sustainable movement of freight vehicles on local transport networks.

Moving Freight - How to Balance Economy and Environment

This publication was produced by the Institution of Highways and Transportation with assistance from a steering group of interested parties from the public and private sectors. The document provides a wealth of background advice on freight.

5 Analysing Freight Movements

Action Points

New opportunities and leverage can be gained from the accurate analysis and high quality assimilation of freight movements. There are two key tasks:

- ➡ Review existing data sources to gain an understanding of the nature of freight
- ➡ Collect new information to build an enhanced understanding to inform the solution process



A good understanding of localised freight movement is paramount when making decisions about managing freight

5.1 Introduction

Although national trends in freight movement are quite well documented, this is rarely so at a local level, which can lead to a poor appreciation of freight-related problems and issues. Making decisions with inadequate information can mean that policies and planned actions may not meet their intended objectives. In the worst case they could prove to be counterproductive. In this chapter we set out why the availability of high quality information is of fundamental importance in understanding freight movement and how companies moving freight operate.

5.2 The Importance of Understanding Localised Freight

A sound understanding of the nature of freight at a local level, based on bringing together existing and newly collected information, can greatly assist the decision-making process. This can lead to informed decisions that can be backed up with evidence, rather than being merely intuitive or simply listening to a vocal minority, either from within the freight industry or from the wider community.

Two stages in understanding the nature of freight can be identified. The first stage seeks to make best use of existing information and data sources. This will provide an appropriate and sufficient knowledge base for many freight-related decisions, but significant added value can be derived in Stage 2 by collecting a range of new information to enhance the level of understanding. As well as influencing freight management decisions, both stages contribute to developing the wider picture of the impact of all planning applications.

5.3 Stage 1: Making Best Use of Existing Information

A starting point in providing an understanding of the nature of freight at a local level is making the best use of existing information and data sources. This will primarily be a desk-based exercise - it could potentially draw on sources such as:

- ➡ Classified traffic counts
- ➡ Journey time data
- ➡ Accident statistics and associated reports
- ➡ Data on goods moved through key locations (e.g. rail freight terminals, ports and airports)
- ➡ Complaints or feedback from residents and businesses
- ➡ Feedback from Freight Quality Partnership (or equivalent)
- ➡ Freight industry and other publications

Classified Traffic Counts

Classified traffic counts and automatic traffic count (ATC) data enable key routes for freight to be identified, and continuous data can indicate trends over time and identify where growth is occurring on the network. Such data can also be used to establish instances of HGVs using either preferred or inappropriate routes.

Journey Time Data

Journey time data can be analysed with respect to key destinations for freight traffic. This can be used to quantify and validate perceived congestion ‘hot spots’ and assist in the targeting of improvements.

Accident Statistics

The STATS 19 database can be used to identify accident black spots where there is a high incidence of accidents involving freight vehicles. Such trends can be drawn out by accident investigation reports, which are often produced with respect to particular locations.

Goods Moved Through Key Locations

Chapter 3 (Balancing Priorities) presented a national picture of the volume of goods moved by mode across the UK. This analysis acknowledged that patterns and the relative importance of each mode vary significantly between areas. The availability and analysis of ports or rail data may be greater than those for road transport; however, partnerships with private sector operators of major distribution centres may reveal the required information.

Feedback and Complaints

Most authorities will have a catalogue of complaints and feedback on issues relating to the movement of freight. A standard approach would be to address these on an ad-hoc basis, but in looking to understand the nature of freight, there is value in drawing this information together in a co-ordinated way. This enables recurring issues to be easily identified and problems to be addressed in an integrated manner. It may be the case that a co-ordinated approach across a number of local authority departments will be necessary to truly gauge the volume and nature of communication received.

Direction from Partnerships

A Freight Quality Partnership (or similar group) can assist in the identification of issues in a more objective way that represents the views of industry, local authorities and other representative bodies. It is important for the priorities of such a partnership to feed through into the overall body of evidence in terms of understanding.

Industry Publications

Whilst these publications are most likely to be national in terms of coverage, it is possible to relate the emerging themes to a local context in such a way that furthers understanding at a local level.

5.4 Stage 2: New Information to Enhance Understanding

The Stage 1 process has demonstrated that a reasonable level of understanding can be achieved through the assimilation of existing data sources. However, a more targeted programme of information collection is required to capture a fuller appreciation of the underlying make-up and issues surrounding freight movement.

Whilst there is no prescribed methodology for collecting the required information, it will most likely involve consultation with the freight industry and interested parties in order to capture an up-to-date picture of local issues and also improve the interface with the local authority. This could potentially lead to freight forecasting at a local level. In general, the information sources that may be used include:

- ➡ Freight operating companies (across all modes)
- ➡ Major freight generators or receivers (including major retail centres, manufacturing, raw materials production, agriculture, ports and interchanges)
- ➡ Freight representative bodies such as the freight transport association (FTA), road haulage association (RHA), the Rail Freight Group, and Sea and Water
- ➡ Community and environmental representatives such as the transport activist round tables and the Council for the Protection of Rural England

An example of how this might be achieved is provided by the following case study on Tyne and Wear.

Case Study 1: Tyne and Wear - Nature of Freight

Introduction

Consultants were commissioned to undertake a study into the nature of freight as a prerequisite to the development of a freight strategy in Tyne and Wear for LTP 2 (2006-2011). The study aimed to provide a detailed snapshot of the freight movements in the area.

Approach

To ascertain the required level of information, the following tasks were undertaken:

- ➡ Specialised goods vehicle counts
- ➡ HGV driver interviews
- ➡ Operator consultation

Together, the three surveys provided a sound base of knowledge which would be presented in such a way to form a platform for the development of a freight strategy for Tyne and Wear.

Specialised Goods Vehicle Counts

These counts were undertaken in order to provide high quality information on the composition of freight traffic. The counts observed goods traffic at 26 locations across Tyne and Wear and recorded information relating to vehicle age, direction of travel, vehicle type, body type and industry type. The knowledge of the average age of heavy goods vehicles allows an assessment of the impact of vehicles on the environment, in terms of both noise and emissions. Vehicle size information can be used to assess the impact of visual intrusion and wear and tear on the road surface. The awareness of vehicle body type and industry type can also help in establishing the stakeholder groups that have a vested interest in using particular roads.

HGV Driver Interviews

Driver interviews were undertaken at ten sites throughout Tyne and Wear (two sites in each local authority area). A variety of site types were surveyed, covering truck stops, town centre delivery points, industrial estates, Newcastle Airport and seaports. The interviews were conducted using a questionnaire designed to focus discussions, yet leaving the interview open to maximise the information gained. The interviews collected standard information, including journey purpose, journey frequency and trip origin/destination/next stop, but also included:

- ➡ Vehicle and company details
- ➡ Lorry park usage patterns
- ➡ Route information
- ➡ Truck facilities
- ➡ Opinions on parking facilities
- ➡ Navigational tools (e.g. map, GPS)
- ➡ Percentage of empty running

Operator Consultation

During each of the specialised vehicle counts, company names and contact details were logged, where possible, to allow operators to be consulted by means of a telephone interview. The interviews were open-ended in order to maximise the individual response, but also sought to ascertain key information relating to the fleet and nature of the operation, engine standards and vehicle replacement policy, routing and scheduling methods, and problems and constraints in the area.

Outcomes

See Case Study 10 which shows how output from this work has informed an action plan, which is being progressed as part of the Tyne and Wear Freight Partnership.



Once you know how, when and where freight moves, you can begin to develop solutions to the problems identified

5.5 Outline Solutions

Conducting a thorough review of the nature of freight, as described throughout this chapter, will reveal a wealth of information that will enable you to start to develop a long list of possible solutions or actions. It may be that you could include these outline ideas in the consultation process described in Section 5.4 Stage 2.

What is most important is that your initial thoughts and ideas should not be constrained at this stage, at least for internal purposes. It might be useful to sub-divide actions by:

- ➡ Mode of transport
- ➡ Scale of cost
- ➡ Geography
- ➡ Timescale for delivery
- ➡ Likely benefits

At this stage, the sorting of actions is a useful tool in advance of a thorough assessment.

5.6 Summary

The process of researching and understanding the nature of freight should aim to produce sufficient reliable information for a set of draft actions to be produced. Further scrutiny should seek to establish what effect each proposed action will have in relation to the objectives of sustainable freight distribution and the wider policy objectives of the authority. Chapter 6 offers guidance on how this assessment can be achieved in a balanced and evidence-based manner.

A yellow and blue truck is positioned at a port, with a large grey container being lifted by a crane. The truck has 'ENF' on the front. The background shows the complex steel structure of the port's gantry crane system.

Judging the Impacts of Freight Management

6 Strategy Development and Evaluation

6 Strategy Development and Evaluation

Action Points

A realistic and practical assessment should take place that where possible draws on evidence and factual observations. Planned actions must be evaluated to determine if they have met the key objectives. This will enable a sustainable future. The evaluation framework could comprise of the following:

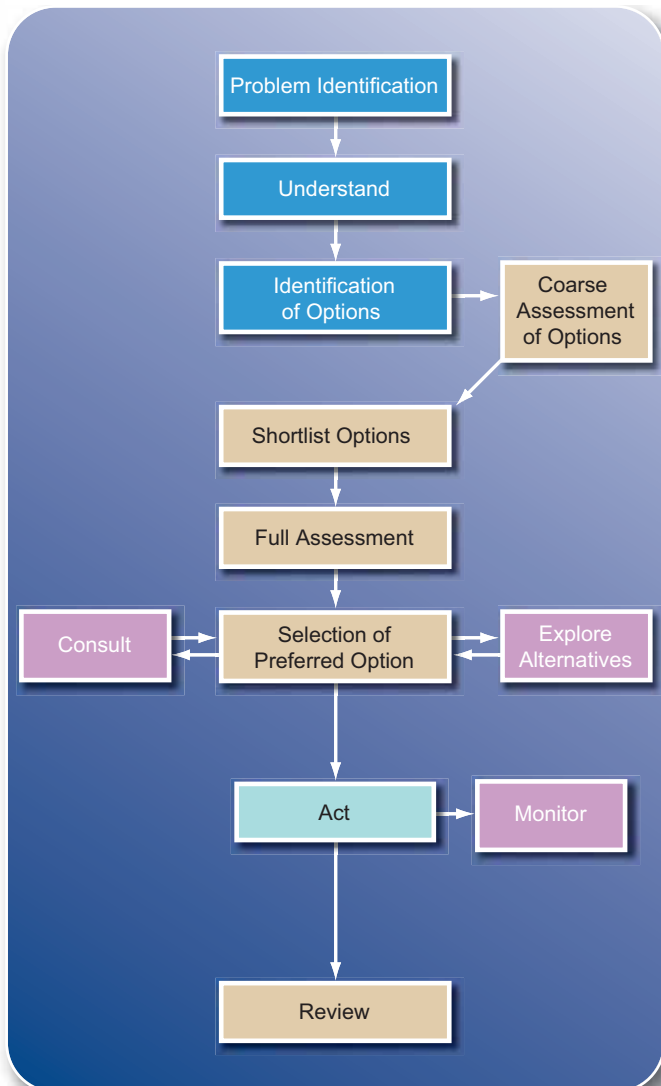
- ➡ An initial assessment - Wide-ranging issues leading to a coarse strategic assessment
- ➡ A full assessment - Short-listed options built around economy, environment and society
- ➡ A monitoring assessment - The preferred option must be comprehensively monitored, enabling a 'before' and 'after' comparison

6.1 Introduction

It is important to test the extent to which any planned action really addresses the stated objectives. In order to encourage a more informed approach, this chapter sets out a way forward that aims to quantify the advantages and disadvantages of a potential action.

The assessment of freight-related problems and issues cannot always be carried out in advance of an action without some element of subjectivity; however, a transparent and structured appraisal should support the decision-making process. The process described could be used for a relatively complex and costly action; however, where the actions are modest it may be sensible to circumnavigate this formal process.

Figure 6.1 Assessment Framework



The evaluation framework consists of three elements:

- ➡ Initial assessment
- ➡ Full assessment
- ➡ Monitoring assessment

6.2 Stage 1: Initial Assessment

The identification of options should be wide ranging and draw from the knowledge of stakeholders, as well as the expertise of local authority officers. In particular, they will result from the primary research phase of the understanding of the freight processes outlined in the previous chapter. Given the resource constraints and need for targeted assessments, options should then undergo a coarse strategic assessment with a view to short-listing options for a fuller assessment. It is recommended that an assessment of strategic fit should be carried out against the aims and objectives set out in the following:

- ➡ 2004 White Paper (The Future of Transport: A Network for 2030)
- ➡ Sustainable Distribution: A Strategy
- ➡ Regional Transport Strategies
- ➡ Local Transport Plans

A broad framework can be applied to a range of freight-related problems and in the assessment of

potential interventions, including the case for HGV restrictions. The framework (outlined in Figure 6.1) shows the importance of understanding the issues and background to the problem identified prior to the identification of potential options. This has close linkages with the principles outlined in the previous chapter in terms of understanding the nature of freight at a local level.

More details on the above are provided in Chapter 4 - Freight Policy Context. It should be noted that some schemes, particularly those of smaller scale, may not have a direct fit with some of the broader objectives set out by national and regional policies.

6.3 Stage 2: Full Assessment

Following the identification of a short list of options, the next stage is to build upon the coarse assessment (against aims and objectives) with a more detailed assessment. The 2004 Government White Paper 'The Future of Transport: A Network for 2030' outlines the Government's role of providing a policy which complements the decisions taken by the logistics industry, whilst minimising the negative impacts of freight movement on safety, the environment and congestion. Importantly, it stresses that policies should not be guided to particular forms of transport, but by the approach that delivers the best outcomes for the economy, environment and society.

This assessment process is therefore built around the three themes of economy, society and environment, with deliverability an additional test. Deliverability is added as an action and must inevitably be linked to available finance. Whilst a scheme requiring considerable infrastructure changes may be of most benefit, the timescale for implementation may make it unattractive and a more modest scheme may offer better value for money (a key theme in the guidance on Local Transport Plans (DfT, 2004)). Equally, the acceptability of a particular action to stakeholders is important in terms of overall scheme delivery, and should be incorporated within the assessment.

Table 6.1 shows the indicators that could be used to assess each of the identified themes. The DfT's Transport Analysis Guidance contains detailed (but not exhaustive) advice on how some of the indicators (e.g. Severance, Landscape and Townscape) can be assessed within a multi-modal context. The DfT's Transport Analysis Guidance can be accessed via the web link: www.webtag.org.uk. It is recognised that some investigations may not warrant such a thorough assessment, but the impacts should be quantified

where possible, as ratings may reflect the priority of a given area. As a minimum, each indicator should be assessed on the following seven-point scale:

- ➡ Large adverse
- ➡ Moderate adverse
- ➡ Slight adverse
- ➡ Neutral
- ➡ Slight beneficial
- ➡ Moderate beneficial
- ➡ Large beneficial

Table 6.1 Assessment Themes and Indicators

Theme	Indicator
Economy	Goods Vehicle Miles
	Access to Markets
	Jobs
Environment	Local Air Quality
	Greenhouse Gases
	Landscape
	Townscape
Society	Severance
	Accidents
	Delivery Access
	Noise/Disruption
Deliverability	Cost
	Acceptability

In parallel with the assessment should be a process of consultation and identification of lower-cost alternatives. The consultation should be appropriate to the size of the problem and the potential schemes being investigated. For many investigations consultation will be a key aspect throughout the assessment framework process, but it is cited specifically within this section as it is key for views to be incorporated in the assessment process.

It is important where possible to make the assessment as realistic as possible and, although the suggested assessment table is useful, where facts and figures can be used to support any of the assessment criteria they should be. For example, anticipated changes in HGV miles (positive or negative) can be valued under 'sensitive lorry miles' (SLMs) used in the Freight

Facilities Grant process. This can be converted into actual HGV running costs and emissions produced. In the case of emissions, the value may offer a positive actual value for local air quality (along the route from which HGVs would be restricted), with the additional miles run on a detour counting as negative in the greenhouse gas assessment.

It is also important to ensure that impacts outside the authority's area are identified separately. For example, this may be in terms of improving a section of road or a specific junction that forms part of a wider regional preferred lorry routing network. Alternatively, restricting HGV movements may result in increased goods vehicle flows in a neighbouring area.

Inevitably, the resultant qualitative and quantitative assessment process will assist and not predetermine decision-making. However, it could be used in support of a related funding bid, for instance, through the LTP process.

6.4 Stage 3: Monitoring Assessment

Following the identification of a preferred option, the implementation process can begin. It is important that a strategy for monitoring is conceived at an early stage in order to be able to compare 'before' and 'after' results. Thorough and robust monitoring is of fundamental importance in ascertaining the success or otherwise of measures and interventions, and also important for informing key decisions about future freight policy and actions.

'The full Guidance on Local Transport Plans' (DfT, December 2004) states that the Government expects authorities to monitor and set targets for most of the current Best Value Performance Indicators (BVPIs) in addition to a number of mandatory LTP indicators. These include a number of indicators that are of relevance to, but not specific to freight. Relevant indicators include the condition of roads, accident statistics, changes in road traffic mileage, changes in traffic flows to urban centres, congestion and air quality.

Whilst these mandatory indicators are valuable for monitoring the environment within which freight moves, they do not enable the specific impacts of a particular intervention to be ascertained. There is therefore the opportunity to undertake additional monitoring, which could relate to the following areas:

- ➡ Actions implemented to improve the efficiency of freight (e.g. 'no car' lanes or freight routing agreements)

- ➡ Actions implemented to mitigate the environmental impact of the movement of freight
- ➡ Amount of freight handled at key facilities (such as ports and distribution centres), where actions of the freight strategy were intended to promote increased volumes
- ➡ Other positive outcomes arising from freight partnerships, following the bringing together of key players and agreeing actions

One specific example - 'no car' lanes - could be monitored by analysing traffic flow data before and after the scheme implementation. Figures on the number and composition of vehicles using the 'no car' lane and the general traffic lane(s) could be used to quantify the response to such a scheme. Parallel analysis of the journey times for both HGVs and other vehicles should also be undertaken. In instances where a bus lane is converted to a 'no car' lane, the impacts on buses should also be measured.

As pictured in Figure 6.1, monitoring results should then feed through to a review stage, which should take place once the impacts of a scheme have settled down. This provides an opportunity for the monitored data to be distilled and for decisions to be informed regarding future action. The implications could be location specific, or there may be wider, more strategic implications across the authority.

6.5 Summary

Whatever the method, a realistic and practical assessment should take place that draws, where possible, on evidence and factual observations. The guide provides guidance on the process for understanding the nature of freight, assessing the impacts of proposed actions and reviewing and reporting on the results. Chapters 7 and onwards deal in more detail with some of the practical issues that could apply in an area, together with examples of how others have dealt with such issues.

→ Road Freight Management

- 7 Lorry Routing
- 8 Traffic Management
- 9 Effective Management of Deliveries
- 10 Managing Freight in Rural Areas
- 11 Driver Rest Facilities and Lorry Parking
- 12 Public Sector Fleet Operations

7 Lorry Routing

Action Points

In reviewing routing, the following actions should be carried out:

- ➡ Assess the need to establish or review the road freight network
- ➡ Set up a working group to establish or review the road freight network
- ➡ Consider designing a map as a means of communicating the freight network
- ➡ Undertake a review of signage relevant to HGVs with respect to key destinations
- ➡ Consider the opportunities and benefits of setting up information boards and electronic way finders



7.1 Introduction

Agreeing and communicating a lorry routing strategy with the road freight industry is important. Establishing general routing principles is especially relevant for cross-boundary road freight movements. Regional authorities, particularly regional assemblies, have a strong co-ordinating role to play. It involves close consideration of the suitability of routes across a region and provides long-term strategic guidance for signage and agreed HGV routing within the freight industry.

7.2 The Need for a Lorry Routing Strategy

A routing strategy is necessary to provide an essential balance between the legitimate needs of the freight industry and the rights of residents suffering unacceptable noise and disturbance from goods vehicles. The proposed routes should be routes that goods vehicle drivers would choose to use, apart from when they need to depart from this preferred route to allow access or egress from their origin or destination.

A positive HGV routing strategy should be considered alongside the circumstances where a more restrictive

approach to the movement of goods vehicles is required, but the case for such restrictions should be reviewed on a regular basis rather than retained merely for historical reasons. A routing strategy should therefore be developed alongside key route decisions (e.g. the imposition or relaxation of lorry bans). However, many routes have necessary restrictions for weight or height due to the nature of various routes, and such restrictions need to be effectively communicated.

7.3 A Practical Approach to Development of a Routing Strategy

In each authority area the motorway and trunk road network managed by the Highways Agency forms the highest level of the preferred lorry routing network. Much of the HGV miles run in England are indeed confined to this network, however, there is a need for HGVs to operate away from this network for part of the journey and the next level down within the road hierarchy is the Primary Route Network (PRN). So when creating an HGV routing strategy a sensible way to begin is to document the motorway, trunk road and PRN.

A second process must then begin, firstly identifying sections of the PRN that are not suitable, for instance, those with height or weight restrictions. There are also likely to be roads that are not part of the PRN but do offer access to important freight generating sites. Particular care should be taken when alternative routes are available to a single site to choose the most suitable route, ideally for both goods vehicle operators and residents and communities along the routes. More precise routing may be relevant depending on the purpose and format of the routing strategy.



Incorporating road freight signage can help reduce wasted mileage when drivers have lost their way

7.4 Communicating a Routing Strategy

Communicating a routing strategy may be achieved by using a number of methods:

Industry Publications

An effective vehicular signing system is one of the most important tools in effectively communicating with people who are both familiar and unfamiliar with an area. It can also shape the first impressions of an area and help to generate a positive impression. Signage that is appropriate to freight is clearly important in facilitating the efficient movement of goods traffic in an area. Signage is also important in encouraging HGV drivers to use the most appropriate or preferred route, as identified by the freight routing strategy.

One of the most important supplementary tools to go with the route mapping measures mentioned is that of specific freight signage, which continuously sign by name the preferred freight routes to industrial estates or delivery areas. In the UK, these road signs are usually distinguished by the use of a black background with white text. Whilst these can act as a powerful tool in encouraging freight traffic to use the most appropriate routes, more freight-specific signage has the potential to increase overload. This can result in road safety issues and reduce the effectiveness of the essential information that road signs can provide. The introduction of new freight-specific signage therefore needs to be sufficiently well justified. Equally, there may be scope for rationalising the amount of information - for example, ports are often signed with a symbol rather than using text.

Freight Maps

In the UK, many local authorities have already produced a series of freight-specific driver maps. The freight maps can show the best routes for freight traffic to access key destinations, and roads where lorries may be restricted by height or weight. The maps also help to direct lorries away from residential or built-up areas.

In developing a map there are a number of key issues to be considered:

- ➡ Objectives (need to clarify purpose of the map)
- ➡ Scale of the map and level of detail/information shown
- ➡ Mechanism for political approval
- ➡ Circulation strategy

In terms of objectives, it is important to clearly identify the function of the map at an early planning stage. The majority of freight maps produced to date are clearly targeted at assisting drivers in terms of route finding, but others may focus more on providing a tool to assist the planning of freight across the network.

The function of the map will also impact on the required scale and level of detail to be shown. Some freight maps focus very much on individual town or city centres, whereas others may cover an entire metropolitan area. A town or city centre map will be able to show the local road network in a significant amount of detail, as well as depicting more destinations within a given area. At a minimum it is suggested that all maps should show the following (if applicable):

- ➡ Designated freight routes
- ➡ Town centres
- ➡ Retail parks
- ➡ Industrial estates
- ➡ Ports
- ➡ Rail freight terminals
- ➡ Height and weight restrictions
- ➡ Motorway services
- ➡ Lorry parks
- ➡ Restricted motorway junctions

A further measure that can be set up and communicated through maps is the creation of colour co-ordinated delivery quadrants for town and city centres. These can assist by encouraging drivers to use the most appropriate radial route, or a ring road. These schemes can help to reduce the amount of conflict with other road users in central locations. An ideal accompanying strategy would include the colour zones or quadrants on signage, directing traffic the shortest way around the ring road until the primary radial road for the destination zone was reached.

Since the designation of routes for a given purpose can be a politically sensitive issue, local authorities should also consider from the outset what approval process the map is to be subject to. An appropriate way forward may be to establish a sub-group of members representing the relevant Local Authorities or wards.

Effective circulation of freight maps is key to ensuring that their potential is maximised. If the map is targeted at drivers, local authorities should liaise with the FTA and RHA at an early stage to agree how the map can best be circulated to operators. There may also be opportunities for providing copies of maps at lorry parks and motorway service stations, as well as other important freight destinations.

Information Boards

Information boards and points can provide an important role in facilitating effective way-finding for goods vehicles. In particular, they are useful in clearly depicting the layout and key locations in an area and are often sited on approaches to towns and industrial estates.



High quality information boards can play an important role in raising awareness of facilities

Electronic Way-finders at Lorry Parks

Within lorry parks, there is an opportunity to give information to drivers in the form of a computerised way-finder, whereby a driver could key in delivery or street address information, and receive a print-out of the best route. These way-finders are increasingly common aids to tourists on train stations, but could be adapted for freight destinations.

Actions within the overall development of a regional routing strategy should consider the role of roads being or recently de-trunked and cross-boundary road maintenance, ensuring consistent road standards for goods vehicles on preferred routes.

Case Study 2: Greater Manchester Drivers' Freight Map

Background and Purpose

The Greater Manchester Joint Transport Team has produced a drivers' freight map as part of the sustainable distribution element of the Local Transport Plan. In 2002 a FQP was established between local authorities, operators, the FTA, RHA and Highways Agency (HA). The FQP drew up a Greater Manchester Freight Strategy. Within this, it identified the production of a map as a short-term action with the objective of improving driver awareness of the most appropriate road network for freight traffic in accessing key destinations.

Establishing the Network

In establishing a draft Greater Manchester Freight Road Network, a set of criteria relating to goods vehicle traffic flows was applied. Routes were included if traffic data showed there to be more than 1,000 OGVs (Other Goods Vehicles) over a 24-hour period, or where OGVs comprised 5% or more of the total traffic flow.

In order to maximise consensus, relevant officers at each authority were given the opportunity to provide comments on the draft network, which allowed some routes to be removed, whilst a number of others were added.

Map Representation

The map highlights:

- ➔ Motorways and the agreed PRN as the freight network, but also identifies other primary routes that are not part of that freight network
- ➔ Some non-primary routes, B roads and other roads are represented as well. The other routes are shown for locational purposes to help give a clearer geographical representation

- ➔ The locations of key freight destinations in relation to the network
- ➔ Height and weight restrictions
- ➔ Motorway service areas and lorry parks

An effective balance needed to be sought between showing a useful number of destinations and not generating a cluttered map.

The reverse of the map includes a location finder key and information on access restrictions in town centres, in addition to some 'added value' information on aspects such as fuel saving tips, driver fatigue, improving air quality and abnormal load routing procedures.

Circulation

The map was launched in April 2005 and 30,000 copies were printed. It was circulated through the FTA and RHA and also to some key sites, including motorway service areas in the North West, for example, Lymm Truck Stop, and motorway services in the South East closest to the Channel Tunnel and ports. A number of operators requested additional copies for their drivers. This has been an important tool in demonstrating and communicating the value of the map. It is intended that a revised edition will be produced and circulated in two years' time, using a circulation list drawn up from operators requesting additional copies.



8 Traffic Management

Action Points

- ➡ Carry out reviews of goods vehicle restrictions
- ➡ Review the role and function of routes if routes are to be de-trunked
- ➡ Review signage that is applicable to goods vehicles
- ➡ Examine the case for implementing 'no car' lanes
- ➡ Explore linkages with driver training programmes



Road signage can enable drivers to manage themselves and their time effectively, within legal constraints

condition of bridges and congestion delays. A number of goods vehicle restrictions have been implemented on sections of the PRN, often when a relatively low standard route passes through a built-up area. In the majority of cases, lorry bans can be well justified, but it is important to regularly review the bans that are in place. The benefits in terms of reduced disturbance to the local community need to be set against the impact of increased journey times for freight operators, additional lorry miles and associated impact on emissions. An overarching mechanism for undertaking an assessment is set out in Chapter 6.

8.1 Introduction

This section provides advice on where and how it might be appropriate for local authorities to intervene by implementing a range of freight-related traffic management measures. This includes assessment of the case for measures such as lorry bans and providing specific HGV (vehicles over 3.5 tonnes) related signage. There is advice on how HGV-related accidents can be investigated and the most appropriate remedial measures. The potential opportunities arising from the de-trunking of the highway network are also discussed. The section also looks at the case for the implementation of goods vehicle priority lanes including 'no car' lanes, which allow goods vehicles the same level of priority as is offered to buses.

8.2 Lorry Bans

Freight movement by road is dependent on the efficient operation of the motorway, trunk road and primary route network (PRN). Even-handed management of this network is of great importance to the road freight industry, especially issues such as lorry routing,

8.3 Road Signage

The impact of HGVs lost or at least unsure of their route can be significant. They may cause disruption to traffic flow, damage to road furniture or kerbs when vehicles attempt U turns and can have self-evident risks to road safety. This highlights the importance of freight-specific signage where necessary. Signage may have been changed in a piecemeal fashion as the road network has been modified and freight-specific signage may also have become dated and inaccurate. Reviewing of signage for goods vehicles can therefore form a useful component of any freight strategy. 'Added value' from reviewing signage can also be achieved by contributing the road details to satellite navigation companies. A more comprehensive understanding of the network enables freight operations to run more efficiently and reliably.

Road signs can designate routes into major freight destinations (e.g. shopping centres and industrial estates), out from the town to the major inter-urban road network and, if through traffic is inevitable, through routes. The provision of up-to-date and consistent directional signage can make a significant

contribution to the safe and efficient operation of the road network. Better signage and delivery information may reduce delivery times and therefore costs, and so may cut pollution and disturbance by reducing unnecessary mileage.

8.4 Intelligent Transport Systems

Active traffic management can be implemented by local authorities through the use of intelligent transport systems (ITS). This can directly relate to the management of freight operations, but also relates to the active management of the network as a whole. A number of benefits for freight can be achieved through ITS (see DfT Traffic Advisory Leaflet ITS 1/05), these include:

- ➡ HGV Routing Management - offering proactive information on routing to HGVs can help to minimise environmental impacts
- ➡ Town Centre Access Control - controlling access by time of day and/or type of vehicle can reduce pedestrian/vehicle conflicts, enhancing the environment of an area
- ➡ HGV Priority - where HGVs justify priority treatment, ITS can facilitate smoother and more efficient journeys
- ➡ Urban City Logistics - using information to share vehicle resources can offer substantial benefits to vehicle operators and to the towns and cities in which they deliver
- ➡ Computerised Vehicle Routing and Scheduling - efficient planning by vehicle operators can save 10% to 15% of transport costs
- ➡ In Cab Communications - the ability to monitor vehicle location and driver performance in real time allows timely and efficient decision-making, and aids vehicle and load security
- ➡ Informing Freight Quality Partnerships - information from ITS brings knowledge, and knowledge gives the confidence to act. The sharing of data between local authorities, organisations and agencies is intrinsic for building up a comprehensive 'mesh' of information.

It is important for local authorities to assess the business case for investment in ITS and identify how best to use ITS to meet their own, local challenges.

Advances in information technology are now such that ITS offer real possibilities for authorities to meet these challenges by monitoring what is going on, predicting what might happen in the future and providing the means to manage transport proactively and on an area-wide basis.

Local authorities can receive more information from the ITS Assist Unit www.its-assist.org.uk

This is a Department for Transport initiative to promote the use of ITS in local government.

8.5 Improving Road Safety

Authorities can carry out an HGV-specific road accident review in order to identify accident black spots for goods vehicles. It may be that separating HGV accidents from other traffic accidents will highlight specific locations that can lead to remedial action that would not be easy to identify as part of overall accident statistics.

Local authorities face a raft of issues surrounding HGV road safety; a good example is bridge strikes. These are hard to quantify as they can go unreported, although the local authorities should try to identify them wherever possible. Network Rail owns many of the affected bridges and it should be able to provide not only details of the number and severity of strikes but also the number of minutes of train delay arising from such incidents. It should be noted that vehicles from mainland Europe, which are mainly left-hand drive, can face difficulties due to blind spots; a number of incidents relating to this have been recorded in Kent.



8.6 De-trunking

When sections of road are de-trunked, they would normally be retained as part of the PRN for which Government allocates funds to the highway authority for maintenance of the road, but funds are not ring-fenced and can place a burden on authorities.

It is of national interest that the role of the PRN is protected. However, some measures such as weight restrictions have been applied to sections of the PRN. Policies on lorry routing and weight restrictions should take account of their potential economic contribution as well as environmental impact. Local authorities are encouraged to adopt a route management strategy to review the role and function of routes, leading to better efficiency.

8.7 'No Car' Lanes

Bus priority measures are now a familiar sight across most towns and cities and play a major role in objectives relating to enhancing the efficiency of public transport. 'No car' lanes give priority for the movement of goods as well as people in congested urban areas and are much less familiar nationally. They have the potential to increase road capacity by improving lane utilisation, and also by segregating wider vehicles from standard vehicle lanes. Such lanes can also be effective in encouraging lorries to use a higher

standard route and thereby discourage use of routes that are inappropriate for heavy goods vehicles. However, there are some concerns relating to 'no car' lanes, such as their impact on bus journey times, increased instance of lane contravention, difficulty of enforcement, maintenance and amount of signage clutter, and road safety implications.

Whilst there has been a significant amount of research, monitoring and evaluation of bus lanes, 'no car' lanes is an area that has been very much under-researched nationally. The issues outlined above need to be better understood in order to guide the decision-making process.



No car lanes in Newcastle City Centre can assist efficient freight deliveries

Case Study 3: 'No Car' Lanes in Tyne and Wear

Over recent years, 'no car' lanes have been implemented on a number of streets in Newcastle City centre and more recently on the A690 in Sunderland. The introduction followed monitoring of traffic levels and behaviour so as to allow accurate monitoring of the effects of the new regulation.

Given the lack of information on their operation and performance, the Tyne and Wear LTP team considers that an improved understanding of 'no car' lanes is key to informing policy development across the conurbation. It is particularly important for decision-makers to have knowledge of the relative benefits and disbenefits in reviewing the network.

Assessment work is currently underway, incorporating the following tasks:

1. Ascertain the impact of 'no car' lanes on journey times for the following vehicle types:
 - ➡ Goods vehicles
 - ➡ Buses
 - ➡ Cars/Taxis
2. Assess the impact of 'no car' lanes on road safety (particularly in relation to cyclists)
3. Comparative assessment of the levels of lane contravention (relative to bus lanes)
4. Review utilisation of 'no car' lanes, relative to bus lanes
5. Ascertain any changes in traffic composition (i.e. do the lanes attract more traffic to a given route?)
6. Assess driver perceptions of the operation and performance of 'no car' lanes
7. Undertake a stakeholder consultation
8. Evaluation of enforcement (including consultation with traffic police)

9 Effective Management of Deliveries

Action Points

In looking to enable effective management of deliveries, the following actions can be carried out:

- ➡ Investigate opportunities for the relaxation of delivery curfews
- ➡ Review the provision of loading facilities
- ➡ Assess the potential benefits that could be delivered through an Urban Consolidation Centre



Implementing solutions for loading/unloading in East Grinstead will reduce congestion

9.1 Introduction

Recognising the competing requirements of providing efficient delivery vehicle access whilst maintaining and improving the environment of town centres, this section provides advice with reference to key decision areas such as access restrictions and delivery curfews, as well as parking and loading control. The opportunities of improved enforcement through decriminalised parking are explained, and ways of encouraging the use of smaller and fewer delivery vehicles in town centres through the promotion of Transhipment and Consolidation Centres are also profiled.

9.2 Urban Access Restrictions and Curfews

In some locations, access restrictions by vehicle weight, or by time, have been implemented in order to protect the urban environment and keep large vehicles away from sensitive areas and people. This results in difficulties serving some key generators and attractors of freight in urban areas.

Restrictive policies may be historical rather than actively considered appropriate today and there may

be occasions where delivery access restrictions could be relaxed. A number of retailers have claimed that less restrictive policies for delivery access could generate substantial economic benefits for companies delivering to urban areas. The challenge is to find the right balance between allowing freight access to commercial centres whilst ensuring a safe and pleasant environment for local residents.

In some cases, timed delivery restrictions can have a major impact on efficient deliveries when overnight deliveries would be welcomed by a retail store or supermarket, but are prevented by environmental and planning restrictions. The Delivery Curfews Initiative has been set up to understand the processes by which restrictions are applied and to investigate the scope for relaxation of restrictions. The Department for Transport has published a guide ('Delivering the Goods: Guidance on Delivery Instructions and in conjunction the FTA has produced Delivering the Goods: A Toolkit for Improving Deliveries.' These can be found on the websites www.dft.gov.uk and www.fta.co.uk respectively) which has the aim of assisting the retail and logistics industries, local authorities and central government to arrive at mutually acceptable arrangements to address and relax restrictions to local retail sites.

In many situations the only way in which delivery arrangements in urban areas can be adequately addressed is at the design phase, ideally through purpose-built service areas. However, small-scale measures to establish dedicated loading bays can make a useful contribution to easing the conflict between delivery vehicles, other road users and pedestrians.

9.3 Parking and Loading Control

Where only front delivery access is possible to commercial premises, authorities should consider what loading/unloading arrangements or restrictions are in



Careful design and management of unloading facilities can minimise disruption, improve safety and customer service

place. There is often intense competition for kerbside space from either passing traffic, including buses, shoppers, businesses or local residents requiring parking, and goods vehicle deliveries.

There can be no 'one size fits all' solution for such high street dilemmas, but authorities may conduct reviews to find a best-fit solution to minimise the time goods vehicles spend delivering to such locations. This may include the provision of dedicated loading bays in appropriate locations.

9.4 Decriminalised Parking Enforcement (DPE)

Illegal parking by cars or commercial vehicles staying beyond the time required to conduct a delivery presents a real problem of obstructing or preventing access to premises for deliveries or collections.

Decriminalised parking enforcement (DPE) is a Government initiative that allows local authorities to enforce parking restrictions. The 1991 Road Traffic Act permits highway authorities to apply to the Secretary of State to become a special parking area (SPA). The power to enforce parking, loading and waiting restrictions passes from the police to the local council. The enforcement can only be carried out where there are existing parking controls, shown by formal signs, marked bays and/or yellow lines. Authorities can therefore review existing parking arrangements, where appropriate, and consider whether decriminalisation enforcement would be a beneficial tool. It is acknowledged that where parking enforcement is not a significant issue, retention of the existing system may represent the best way forward.

9.5 Urban Consolidation Centres (UCC)

An urban consolidation centre (UCC) is a place of transshipment from long-distance traffic to short-distance (urban) traffic where consignments can be sorted and bundled. The key purpose of a UCC is the avoidance of the need for vehicles to deliver part loads into urban areas. The ability to consolidate the delivery of goods in fewer and smaller vehicles increases efficiency of distribution to areas of the city. Consequently, environmental impacts such as congestion, noise and pollution are decreased.

A review of urban freight consolidation centres (mainly in Europe) by the University of Westminster (July 2005) found that UCCs are most likely to be successful in the following situations:

- ➔ Specific and clearly defined geographical areas suffering from delivery-related problems
- ➔ Town centres that are undergoing a 'retailing renaissance'
- ➔ Historic town centres and districts that are suffering from delivery traffic congestion
- ➔ New and large retail or commercial developments (both in and out of town)
- ➔ Major construction sites

Requirements for Success

The study also considered that UCCs have the greatest prospect of success when the following apply:

- ➔ Availability of funding
- ➔ Strong public sector involvement in encouraging (or forcing) their use through the regulatory framework
- ➔ Significant existing congestion/pollution problems within the area to be served
- ➔ Bottom-up pressure from local interests (e.g. retailers' associations)
- ➔ Resolving logistics problems associated with a site that has a single manager/landlord

The study considered that the traditional concept of a transshipment centre, with loads transferred into smaller vehicles, has generally not succeeded and that recent developments, with the focus being on improving vehicle utilisation and integrating the operation into the supply chain, offer more potential.

There is also a need for schemes to be set up on the basis of hard facts, rather than just intuition. As a basis this could include a detailed understanding and analysis of the traffic flows into and away from the designated area.

For UCCs to be attractive it is important that they are led and operated by several key commercial players that have identified the potential benefits of being involved. The availability of funding is undoubtedly a key issue as there is no strong evidence that any truly self-financing schemes yet exist that involve voluntary participation by retailers. The Bristol scheme was initially EU-funded, but there is a limit to the number of

schemes that would expect to be financed through this source.

Local authorities have a practical role to play in promoting such operations. For example, the local authority may own or operate shopping centres or employ city centre managers, who could fulfil a co-ordinating role. It is important that the process leading to the establishment of a UCC trial will also have the involvement of other organisations. These would include local government representatives, potential UCC operators, trade associations, local logistics companies, police authorities and occupiers of premises.

Case Study 4: Bristol Freight Consolidation Scheme

In Bristol the number of deliveries to retailers in the Broadmead shopping centre are being reduced through a consolidation centre. The scheme's primary objective is to reduce the number of delivery vehicles operating in the city centre and, in turn, improve air quality. The scheme also aims to improve the delivery service to retailers, reduce conflict between vehicles in loading areas and those in delivery bays, and provide value-added services to retailers such as packaging collection and remote stock storage.

The scheme, the first city centre-based scheme in the UK, started in May 2004 and has now been successfully operating for two years. Fifty-one retail outlets currently receive consolidated deliveries,

resulting in a reduction of delivery movements of some 68% amongst those participating, equating to 73,500 vehicle kilometres saved. This has led to significant environmental benefits, with improved air quality through reduced NOx and PM10 emissions.

A retailer satisfaction survey carried out showed that 94% would recommend the service to other retailers, and many retailers have also identified time savings for deliveries and being able to spend more time with customers. There has also been no loss or damage of stock to date.

The scheme has now been extended until November 2006 and is being re-tendered for a further two years of operation. A key element of the extension is income generation through negotiating contributions from retailers for the consolidation service and value added services, which it is anticipated will move the scheme to a sustainable financial model.

Case Study 5: Managing Deliveries in East Grinstead (West Sussex County Council)

West Sussex County Council developed an effective traffic calming scheme in conjunction with measures to facilitate deliveries in the town of East Grinstead. The A22 is a busy primary route that passes through the centre of the town. After a long-standing proposal for a relief road had not been progressed, a decision was taken to implement a scheme to help prevent 'rat running' in the absence of the relief road.

In developing a restricted access 20 mph scheme,

one option considered was to implement delivery restrictions (before 10am and after 4pm). The preferred scheme involved construction of new loading bays to address delivery problems, and restrictions were not implemented as it was considered that they could worsen congestion problems.

This approach was identified in close consultation with a partnership which included local businesses, delivery companies and the public. A steering group was also set up to oversee the effective running of the scheme. A haulage company is represented on the steering group.

10 Managing Freight in Rural Areas

Action Points

In looking to effectively manage freight in rural areas the following actions can be considered:

- ➡ Build up an understanding of freight movements across the rural area
- ➡ Implementation of 30 mph speed limits through villages
- ➡ Development of functional road hierarchy for freight, with associated signage improvements
- ➡ Consider the potential role of a partnership in addressing rural issues



Freight in rural areas can be significantly affected by severe weather conditions

10.1 Introduction

Rural areas contain approximately 10% of households in Britain and the rate of traffic growth is generally higher than in urban areas. As with the economy in general, the rural economy is increasingly dependent on regional, national and global business links. Goods vehicles travelling into rural areas often face difficulties, as deliveries are made to a set of dispersed destinations along roads that are sometimes unsuitable. Rural areas are particularly vulnerable to the impact of road-based freight transport, with many parts of the rural road network neither of a standard nor wide enough to accommodate large vehicles.

It is important to note that light van traffic is on the increase. Between 1993 and 2004 light van traffic grew by 46%, outstripping the growth of other vehicle types by a significant margin. There are now over 2.5 million vans registered in the UK, comprising 8% of all registered vehicles, and this shows how dramatic the increase has been. The rise of the Internet can account for part of the increase, and means there is a greater impact on the rural environment than on the urban, due

to the demand for improved deliverability. This does mean better product availability for rural areas, enhancing choice and ultimately standards of life. However, there are also the associated impacts of increased van traffic. These could be noise, ground-borne vibrations, polluting emissions, visual intrusions, and road safety issues.

This section advises on the most effective approach to the management of freight in rural areas, including developing a functional road hierarchy that directs traffic onto the most appropriate routes. It also explores the benefits of the local authority working with industry and the local community, and addresses the issue of road safety and traffic in villages and towns.

10.2 The Issues

In rural areas, freight traffic is often required to move around a network of lanes between scattered market towns and villages. However, vehicular activity relating to agriculture, industry, retail, quarrying, forestry and the military brings substantial employment and economic benefits that are vital to the sustainability of rural communities.

In drawing the balance between helping and managing goods vehicle movements, authorities can consider a range of perceived negative impacts on rural areas by large goods vehicles, including:

- ➡ Erosion of hedgerows, verges, stone walls and damage to tree canopies caused by large vehicles on narrow lanes
- ➡ Damage to historic buildings and other structures through vibration caused by regular heavy goods vehicle movements
- ➡ Reduction in the tranquillity through vehicle noise and night-time deliveries

- ➡ Dust and pollution in narrow village streets
- ➡ The size and speed of vehicles can give an increased perception of danger to pedestrians, cyclists and horse riders
- ➡ HGV traffic increasing the incidence of platooning (groups of vehicles travelling together with no speed separation)
- ➡ Regular movement of HGVs through village centres can lead to community severance and loss of amenity value of the surrounding area
- ➡ HGVs using inappropriate narrow rural roads as 'rat runs' to avoid congestion on primary roads
- ➡ Increased maintenance costs for rural roads regularly used by HGVs

10.3 Interventions

A constructive way forward in developing a freight strategy in rural areas involves building a close understanding of existing freight movements, their origins, destination and volumes. This understanding should be complemented by a strong partnership between the local authority, rural businesses and communities.

In rural areas, minor roads are the predominant means of access to individual destinations. It is on these roads that particular conflicts arise between goods vehicles, other traffic, cyclists, pedestrians and the local community. It is important that, where possible, new roads are designed to standards that safely accommodate the vehicles that will use them. In some cases, specialised industries (e.g. forestry, quarrying) require access by the largest goods vehicles, and this should be taken into consideration.

Speeds

Speed can be a major factor in the severance of local rural communities. Reasonable steps should therefore be taken to ensure the safe operation of goods vehicles to safeguard quality of life. Rural roads are predominantly single carriageways on which larger goods vehicles (above 7.5 tonnes) are restricted to 40 mph. The Government's new guidance on setting local speed limits encourages traffic authorities to adopt a two-tier hierarchical approach which differentiates between single carriageway roads with a strategic or local access function. Within this it is recommended that higher speed limits should be restricted to 'upper tier' or high quality, strategic single carriageway roads,

whilst lower speed limits would be appropriate on 'lower tier' single carriageway roads passing through a local community, or having a local access or recreational function.

Road Hierarchy for Freight

Within the above framework and their traffic management duties, local authorities should seek to develop a functional road hierarchy, which signs and directs HGVs onto the most suitable routes. Goods vehicle operators prefer to travel on roads of the highest standard available, however, with trips that end in rural areas, this can often be difficult. Well thought out signage can discourage the use of unsuitable minor roads and can benefit goods vehicles as well as the roads and communities.

Analysis of Freight Movement

A common problem for many local authorities is the absence of reliable data on freight movements. LTPs could consider providing a map showing patterns of freight movement across the authority and include a commitment to building a database of freight flows.

Community Consultation

Finding out the views of local people in rural communities on the impact that HGVs are having on the local road network, and the transport and delivery requirements of local rural businesses is vital in ensuring that appropriate solutions are devised in managing rural freight transport.

Communication and Partnership

The nature of some rural areas and the businesses within them can mean that relatively few companies can cause a substantial proportion of goods vehicle traffic in a locality. This can offer the opportunity of individual agreements between authorities and businesses that could offer substantial benefits to both. Guidance on how to run an effective partnership is provided in Chapter 15.

11 Driver Rest Facilities and Lorry Parking

Action Points

The following actions should be taken in order to assist in the delivery of effective driver rest facilities and lorry parking:

- ➡ Review the demand for lorry parking facilities with respect to supply
- ➡ Consult with interested parties (including the FTA and RHA)
- ➡ Assess lorry parking facility requirements (through driver interviews)
- ➡ If additional parking is required, begin a site selection process against criteria and seek private sector interest
- ➡ Work in partnership to address the social and environmental problems at basic sites
- ➡ Assist in the promotion of the facilities on offer at the higher quality lorry parks



Lorry parking provision is key to the effective management of HGVs at night, minimising unauthorised and illegal parking

11.1 Introduction

Over recent years, HGV driver rest facilities and lorry parking have become increasingly prominent issues facing local authorities. This section sets out the need and case for local authorities to review the provision of lorry parking facilities and the contribution of such facilities with respect to aspects such as safety, the economy and to communities. There is guidance on how to assess the requirements, the criteria to be applied to the selection of potential sites and how local authorities can determine the type of facilities required.

11.2 The Need for Lorry Parking

Areas for goods vehicles to stop and park when away from base play a vital role for freight operators to enable their drivers to refresh themselves and maintain their vehicles. Driver rest facilities and lorry parking provide an important support service to road freight, particularly for freight companies based outside the

region. Lorry drivers are required to take both daily driving breaks and overnight rest by the European Union Driver Hours Directive 3820/85. In addition to the health, safety and welfare of drivers, inadequate lorry parking provision can have an adverse impact upon other road users, and poor security can put cargo at risk.

Over recent years, lorry park sites have been under pressure from urban development. In these cases it is important to focus on providing effective replacement facilities - alternative sites can often become isolated from food and other facilities needed by visiting drivers.

11.3 Wider Benefits

Well designed and strategically located lorry parks can play a significant role in reducing the mileage run by visiting lorries, promoting driver well-being, helping with efficient deliveries and minimising disruption to communities. It is preferable for lorries to be parked at a managed site that offers safe entry and egress and encourages goods vehicles to park in a formal and well designed location, rather than parked in roadside lay-bys or on or adjacent to minor roads. Such facilities also provide drivers with food and proper rest facilities which help compliance with drivers' hours regulations, and also contribute towards road safety.

11.4 Assessing the Requirements

In order to identify what facilities are required, a two-fold approach can be adopted. Firstly, a survey of drivers parked at a range of locations (both authorised and unauthorised) should be undertaken in order to review the demand and supply of lorry parking. This

can also incorporate driver interviews in order to provide a sound understanding from the user's perspective. The interviews could usefully examine the following:

- ➡ Origins and destinations of freight traffic in the area
- ➡ How often they visit the area
- ➡ Why they chose to park at their current location
- ➡ If they are aware of other parking sites in the area and, if so, why they may not use them (particularly useful for unauthorised parking)

Secondly, a wider consultation with the FTA and RHA and the FQP will also provide a strategic input.

It is important to understand the decision-making process of a driver in deciding where to stop. For the most part, daily driving breaks will be guided by proximity to route, and access to good quality and good value food. Short-stay parking in either lay-bys or more formal facilities is normally free of charge. For overnight rest the process is more complex - parking at formal facilities can be prompted by:

- ➡ Vehicle insurance requirement for secure overnight parking
- ➡ Company instruction with regard to secure or formal parking locations
- ➡ Reimbursement of receipted expenses
- ➡ Wish to socialise, access to good food and toilet/shower facilities

However, many drivers are not willing or able to pay for high quality facilities and therefore seek more basic and lower cost options. In order to meet the likely various needs and prevent inappropriate parking it is often necessary to develop several different types of facility. The different types of facility can be labelled under three categories:

Basic

- ➡ Free or very low price, parking on lay-by, industrial estate or rough ground, with no security
- ➡ May or may not have toilet block and/or caravan selling hot food
- ➡ There would be no other facilities provided; drivers would have most of what they need in the cab

Intermediate

- ➡ Site with toilet block and shower facilities
- ➡ A café selling 'good value for money' meals
- ➡ There would be some facilities for entertainment, possibly a shop and TV lounge
- ➡ The parking area would normally be lit and reasonably surfaced but may not have many security measures

Premium

- ➡ Good facilities particularly geared to companies wanting vehicles parked at approved, secure places
- ➡ Lighting, CCTV, security patrols, site barrier and perimeter fencing are all important
- ➡ The meals and driver facilities would be of reasonable quality

11.5 Site Selection Criteria

Common difficulties faced by local authorities are the need to identify agreed sites and the lack of available funding. Many authorities have also sold or allowed a change of use of authority-owned land previously used for lorry parking. Where an authority is intending to take such action, consideration should be given to how the parking capacity lost can be replaced.

It is recommended that the following should be taken into consideration:

- ➡ Availability of location
- ➡ Proximity to area of demand
- ➡ Proximity to the strategic road network, and substantial volumes of traffic
- ➡ Good access and egress between the site and the adjacent road network, and to the strategic road network
- ➡ Sufficient available area for parking and development of facilities
- ➡ Available space for expansion (should demand increase)
- ➡ Provision of or proximity to appropriate basic facilities

- ➡ Sufficient immediate separation from other land uses (such as residential)
- ➡ Consistency with land use policy (e.g. Unitary Development Plans)

11.6 Attracting Private Sector Investment

Once the need for facilities has been established and a suitable site(s) identified, the local planning authority needs to encourage private sector investment in this area. Therefore, if the Local Development Frameworks or the Local Plans show areas of land that have been identified as suitable for lorry parking and driver rest areas, this would give private sector investors confidence that their planning applications are more likely to succeed.

11.7 Operation

Basic parking provisions require little in terms of operational requirements and only a basic level of maintenance is needed. It is important to monitor the

level of use of basic sites on an on-going basis. Environmental and even social problems can occur on lay-bys, industrial estates and vacant land used intensively for overnight parking. It is necessary to work in partnership with traffic enforcers and the police to address these problems. Simple steps, such as ensuring that basic sites are well lit and have bins, may increase day-to-day maintenance costs, but can help to control problems that often occur at these types of areas.

The intermediate and premium facility lorry parks would typically be run by private sector partners, but local authorities can help with the promotion and marketing of such facilities. Promotion of sites by investing in clear and comprehensive signage can be useful. Some sites can struggle to generate business simply because drivers do not know where they are. This is particularly the case for foreign drivers and UK drivers on long distance work.

Case Study 6: Priory Park Truckstop (Hull City Council)

Hull City Council operates a purpose-built lorry park at Priory Park on the western outskirts of Hull. This is a fine example of how resources can be shared between two different uses, as the lorry park was constructed as part of a Park & Ride facility. The Park & Ride bus control building doubles up as the lorry park security office and also includes wash and shower facilities for the drivers. The facility has a very high level of security, with CCTV, floodlights, security fencing, 24-hour on-site security guard and an entry gate. The gate is locked at night, but drivers

are able to enter/exit using an electronic key card. The site also has the advantage of being located close to other facilities, including a supermarket.

The British Parking Association (BPA) developed a 'Secure by Design' award status for car and lorry parks that met various guidelines in terms of fencing, CCTV, electronic gates, help points etc. The concept is a joint venture between the police crime reduction unit and the BPA. The facility at Priory Park was the first lorry park approved to this status in the Yorkshire and Humber region. The concept has also won approval from insurance companies, given the much lower risk of theft or damage resulting from overnight parking in a secure area.

Case Study 7: Yorkshire and Humber Driver Rest Facility and Lorry Parking Audit

Concerns were expressed regarding the quantity and quality of lorry parking in the Yorkshire and Humber region. A first step to addressing the problem is having accurate and up-to-date information on the existing situation. This audit explored the extent to which the capacity and usage of current facilities met the needs of the road freight industry within the region. It also provided comprehensive information regarding the extent of services available at each facility.

Some of the headline findings of the audit were as follows:

- ➔ The region has facilities capable of accommodating up to 8,000 goods vehicles during the day and 1,600 overnight
- ➔ Around a third of daytime spaces are used, but almost three quarters of night-time spaces are taken

- ➔ Motorway service areas are the most capacity constrained, followed by independent truck stops, with local authority facilities being least well used
- ➔ Some private facilities offering a good value for money service are regularly over-subscribed

The audit put forward a number of recommendations including:

- ➔ Production of a Regional Lorry Parking Guide
- ➔ Better signage of lorry parks from the motorway and trunk road network. This has proved to significantly increase usage
- ➔ Potential for coach parking at motorway services to be released at night for trucks, as utilisation by coaches was very low
- ➔ Introduction of foreign language information and signage

12 Public Sector Fleet Operations

Action Points

Local authorities have an opportunity to lead by example and set best practice within an area. This can be done by the following:

- ➡ Identify and understand specific fleet efficiency issues
- ➡ Carry out measures targeted at reducing fuel consumption, through measures such as

developing a fuel management programme and implementing driver training

- ➡ Implement initiatives targeted at maximising vehicle use, utilising tools such as telematics, and computerised vehicle routing and scheduling, and measuring performance through KPIs



Local authorities operate many goods vehicles in the course of delivering services

12.1 Introduction

As well as facilitating the movement of freight, local authorities also have a significant role to play as an operator in the delivery of public services. This includes refuse collection vehicles for cleansing services and grounds maintenance. This section of the guide provides practical advice on how local authorities can lead by example in promoting efficient operations.

In 2005, the guide 'Efficient Public Sector Fleet Operations' was launched as part of the Freight Best Practice programme. The guide is aimed at helping fleet operations and strategic managers in the public sector to improve the efficiency and reduce the environmental impact of their operations.

12.2 Understanding Public Sector Fleet Operations

In order to optimise service delivery and minimise costs, public sector fleets play a supporting role and great scope exists to carry out fleet operations effectively. In doing this, the environmental impact of fleet operations can be minimised and, at the same time, the wider social obligations and policy objectives of the public sector can be met.

The range of commercial vehicle fleets operated by the public sector is extremely broad. However, the main characteristics of many public sector fleets include:

- ➡ Vehicles in the public sector are often driven by staff not specifically employed as drivers
- ➡ Vehicles in the public sector are often employed on specialised operations with limited interoperability across activities
- ➡ Vehicles tend to be run for relatively low average annual mileages and are frequently confined to specific geographical areas
- ➡ Owing to the specialised nature of equipment, vehicles tend to be kept in service for long periods



The essential operational stages, operational tools and a checklist for good practice are discussed in more detail in the guide **Efficient Public Sector Fleet Operations**.

This is available from the website **www.freightbestpractice.org.uk** or obtain a copy by calling the Hotline **0845 877 0 877**.

12.3 Reviewing the Operation

Reviewing fleet operations can lead to better operational design and more cost-effective management of an organisation's fleet. Better vehicle specification will lead to improved service provision and lower operating costs. It has already been noted that some of the defining characteristics of fleets in the public sector are that they are often complex, support the provision of a variety of different essential services and often involve many different types of specialised vehicle. It is therefore essential to:

- ➡ Break down your operations into their basic components
- ➡ Understand the features that make your fleet different to others
- ➡ Identify and understand your own specific fleet efficiency issues
- ➡ Develop actions to support and improve the efficiency of your operations

Table 2 The 'Efficient Public Sector Fleet Operations' Guide Provides More In-depth Information Regarding:

Risk management
Insurance
Managing operations 'in-house' or outsourcing
Managing outsourced operations
Legal considerations
Vehicle financing
Vehicle specification
Vehicle procurement and choice of suppliers
Vehicle disposal



It then covers the following practical ways of improving efficiency.

Table 3 Operational Tool 1: Reducing Fuel Consumption

Developing a fuel management plan
Appointing a fuel champion
Fuel selection
Fuel purchase and storage
Stock control and issue
Driver training
Vehicle maintenance
Aerodynamics
Monitoring fuel use, targeting and review

Table 4 Operational Tool 2: Maximising Vehicle Use

Use of information
Communications
Use of appropriate communications technology can improve the effectiveness of your operations Telematics
Computerised vehicle routing and scheduling
Improving the operation
Keeping your operation fit and healthy
Measuring performance
Monitoring and reviewing



Reviewing fleet operations can lead to better operational design

Case Study 8 Hull's Environmental Fleet Operation

Hull City Council describes its green fleet agenda by being committed in the pursuit of realisable excellence within the field of environmental transport logistics and reduction of vehicle life-cycle emissions. The council's own in-house vehicle fleet was awarded first prize in the environmental category of the 2002 Motor Transport Awards. Hull Council was the only authority to make the awards short list, alongside national companies. Hull's fleet of 810 vehicles are mostly owned or leased. Ninety-three per cent of the fleet runs on bio-diesel supplied locally by RIX, 6% are electric vehicles and 1% petrol.

Research and Improvement

Hull City Council carries out extensive research into the cost and best value analysis associated with the operation of a green vehicle fleet strategy that takes into account environmental (for example, fuel delivery infrastructure), operational (weights/volumes) and financial (for example, insurance, residuals, maintenance) considerations.

Alternative Fuels

The authority uses vehicles fuelled by bio-diesel, LPG, CNG, LNG, Common Rail Green Diesel and electricity. The use of bio-diesel is not only slightly better for the environment but it conserves oil stocks as 5% is from renewable sources, i.e. vegetable matter. The authority has Britain's largest electric fleet of 50 cars and vans. In the past three years, the fleet has won manufacturing awards from Eminox,

the Green Fleet Manager of the Year award, Fleet News Environmental Manager of the Year award and the European Environmental Transport Award from Dinex.

Fleet Specification

The council's latest acquisition is a Mobile Library that has solar panels fitted into its roof in order to generate power to run the on-board computers and systems whilst the vehicle is stationary awaiting custom. The vehicle has batteries that can be charged at night if there is insufficient power for the next day.

Retrofit

The company retrofitted special Eminox exhaust treatment systems a number of years ago to help improve air quality. Another development is the use of electric exhaust emission control which ionises the particulates, preventing them from being emitted to the atmosphere. Vehicle tracking and telemetry technologies have been fitted on core vehicles, which are providing better understanding of movements and operational utilisation. Vehicles are also subject to a full recycling process at the end of their operational lives.

The Future

It is anticipated that the number of green vehicles in the fleet will continue to be expanded, thereby eliminating virtually all of the emissions that internal combustion counterparts would have produced. The council will invest extensively towards fulfilling its obligation in the protection of its economic, social and environmental future.



Other Modes



13 Non-road Modes



14 Improving Access to Seaports
and Airports

13 Non-road Modes

Action Points

This section seeks to demonstrate how local authorities can assist in the delivery of rail freight schemes. The key actions can be identified as follows:

- ➔ Understand the role that rail freight plays in the movement of goods within an area and how it can support the supply chain of local industries
- ➔ Liaise with rail operators and industry to determine the opportunities for rail freight schemes
- ➔ Ensure that rail operators and industry are made aware of the mitigation measures that may be required to bring forward a rail freight scheme, and ensure that measures are appropriate for the size and use of the scheme



Moving to rail freight can reduce lorry miles and still deliver a high level of customer service

13.1 Introduction

Modal shift from road to rail freight serves the public interest where it reduces road congestion and provides environmental improvements without compromising continued economic growth and prosperity. Rail freight can also play a significant role in supporting key local industries by providing them with cost-effective access to main markets. Although the delivery of rail freight is dependent on a number of organisations, almost all of them in the private sector, local authorities can play a key role in facilitating its delivery. This section explains what local authorities can do to promote rail freight. This includes areas such as safeguarding land for interchanges and ensuring that the planning system does not unduly inhibit the use of rail for freight.

13.2 The Contribution of Rail Freight

Rail freight has traditionally involved the transport of bulk materials such as coal, aggregates or steel to and from purpose-built facilities. Over recent years significant growth in container traffic has been achieved. Mostly this has been to and from our major deep-sea ports, but it also includes the trunk haul of

long haul domestic freight.

Over the past decade the investment in rail freight has been considerable. The product offered by the rail freight operators has become more efficient and competitive, with improving productivity and performance. Rail freight companies offer a package of efficient, cost-effective services which have become more customer-focused in order to compete with other rail freight operators and other modes of transport.

However, it is important that it is understood that rail freight cannot address all markets. There are markets where it has natural competitive advantages, but there are other markets where rail has no role to play. If in doubt when considering a project, it is recommended that the advice of one or more appropriate rail freight operating company is sought to determine if there is a potential role for rail freight.

Chapter 2 showed that rail freight has grown by 66% between 1995/6 and 2005/6. Rail freight's share of the growing land-based transport market is around 11.7% (National Rail Trends Yearbook 2005/06). In 2005/6, rail freight moved the equivalent of 1.22 billion kilometres of lorry traffic (National Rail Trends Yearbook 2005/06).

13.3 Rail Freight Facilities

Growth and changes in demand from traditional rail markets will require additional and replacement facilities at quarries, steel stockholding points, open-cast sites, major manufacturing sites and at key centres of distribution. To increase the use of rail freight, an increase in the proportion of warehousing that is rail connected is also required, along with some growth in inter-modal handling capacity to serve major centres.

Local authorities are in a position to facilitate the development of terminals by safeguarding suitable sites in the planning process and developing the road networks that service them. In order for freight to transfer from road to rail, there is a need for appropriate interchange facilities of the right size, in the right logistical location and with appropriate access to both the rail and trunk road network. Such facilities will normally be brought forward, and funded, by private sector interests, and will be subject to the usual requirements of the planning process.

Larger, regional and strategic rail freight interchanges will require good road access (close to motorways), but may also need to be sited away from land uses which are sensitive to noise and movement (e.g. residential areas). Activities of this size should be in harmony with regional policies and included as specific elements of regional transport strategies and regional planning guidance. In order to keep road access journey lengths short, and for the national rail freight network to be effective, a 'critical mass' of rail freight interchanges is needed. This means that decisions on one interchange will have implications for the viability of other interchanges in the region, hence decisions for larger strategic sites need to be considered on at least a regional basis.

However, it is important to note that not all rail terminals are large, high-impact facilities. There are often requirements for smaller single function or even temporary terminals. Some terminals will only be required to serve local and sub-regional markets. A rail connection into a factory or other centre of production can lead to a direct replacement of distribution by road

with distribution by rail, or may result in increased production without imposing a greater burden on the local, regional or national road system.

Rail can provide economic accessibility to markets for many industries. Interchanges are only one part of the picture; many industries make effective use of rail to support production and distribution processes. Extractive industries such as quarries and mines, factories, distribution centres, and waste disposal authorities all can find rail an essential element when deciding where to invest and locate.

It is therefore important to consider the impact of rail-based developments on a case-by-case basis. Mitigations of negative local impacts, where these occur, need to be considered carefully. They should be appropriate for the size and use of the facility. Consideration also needs to be given to the wider positive impacts as well as the negative ones. In addition to transport impacts, issues such as employment opportunity and employment diversity may be considered.

13.4 Local Authority Role

A key role in the planning process is protection of sites suitable for the use of rail. It may also be appropriate to insist that rail connection and use are stipulated in a planning consent. Assessment of impact mitigations is important. Many modern facilities can have effective dust, noise and light suppression measures put in place. It is important to discuss with developers and rail freight operators as to what are appropriate and realistically deliverable measures.

Case Study 9: Sharpness Dock (Gloucestershire County Council)

Gloucestershire County Council and the Victoria Group (Sharpness Docks operator), working through the Gloucestershire Freight Quality Partnership and with Victra Railfreight, have shown that using rail freight can be a low-cost option, thereby making it easier to switch freight traffic from road to rail.

The rail freight option is not as daunting as it may at first appear. Quite simply, it is suggested that authorities should start small, be practical, look for easily achievable solutions, assess potential volume and commodities, and possibly work with a developer. There are solutions using lorry-mounted

cranes to tranship containers/goods on a small scale rather than needing to invest in expensive handling equipment. Swap bodies match with a 13.6 metre road trailer.

An example is at Sharpness where it is planned that a portion of the disused dock sidings will be refurbished and brought back into use at the modest cost of £60,000. Funding of 75% has come from the Local Authority Highways budget and 25% has come from the port.

Several traffic options are also being developed and as soon as contracts have been signed, funding will be released. The sidings could be operational in as little as two months after that.

Action Points

For many areas, inland waterways may only have a very minor, if any, role in the movement of freight. Where applicable, it is recommended that the following action points be considered:

- ➔ Understand the role that water freight plays in the movement of goods within an area and how it can be used to support the supply chain of local industries
- ➔ In partnership with stakeholders, identify schemes that have potential to transfer goods vehicle traffic to inland waterways
- ➔ Consider the role of planning policy in facilitating the future movement of freight by inland waterways
- ➔ Look at the scope for the movement of waste and recyclable materials by inland waterways



For more information on Road to Rail see the Freight Best Practice publication case study **Road to Rail: Open Access Intermodal Gateway to the UK - TDG European Chemicals.**

13.5 Inland Waterways Introduction

The movement of goods by water is still a significant provider for freight in terms of domestic movements in the UK. All types of waterway have some potential for use in freight transport, but the level varies significantly. Generally, the large waterways with access to ports and the coast will have the greatest potential for carrying significant volumes of freight. Inland waterways and narrow canals are less suitable but can be used for localised specialist markets. This section focuses on how local authorities can help to facilitate and promote the development of inland waterways by protecting existing wharves and facilities, promoting new wharves and facilities and encouraging waterside development that can make use of water transport.



13.6 Potential of Waterborne Freight

There are approximately 5,100 km of fully navigable waterways in England and Wales. Currently, most of the freight traffic carried on inland waterways is 'traditional', i.e. high-bulk, low-value, and non-urgent. Examples include coal, fuel oil, aggregates, steel, timber, grain and waste.

Most of the larger waterways have significant capacity for freight and can make a contribution to reducing the growth of heavy goods vehicle movements at a local and regional level. Where inland waterways are accessible to sea-going vessels, modal shift for longer domestic journeys may also be possible.

13.7 Effective Planning for Freight Transport Using Inland Waterways

Protecting and promoting inland waterway freight requires wider development to be targeted in such a way that the ability of waterways to carry freight is not impaired, and the markets that may be served by waterways are located where waterways can be effective. Planning can influence the following key elements:

- ➔ The protection of existing wharves and freight traffic facilities
- ➔ The promotion of new wharves and facilities
- ➔ Encouragement for new land uses requiring planning permission to make use of water transport
- ➔ Ensuring that waterside sites with real potential for water freight are not used by businesses or land uses that do not benefit from access to water transport

- ➡ Promotion of the development corridor concept along the length of a waterway with potential for freight use
- ➡ The availability of dry docks

➡ The Freight Best Practice programme's guide **Planning for Freight on Inland Waterways** describes the policy and practical issues that can be implemented to encourage freight transport by water. This includes the following:

- ➡ Effective policy formation
- ➡ Effective development control
- ➡ Partnerships
- ➡ Public sector use of water transport

These are developed further below.

Policy

In terms of policy formation, the national Planning Policy Guidance (PPG) includes policies on protecting and promoting freight traffic on inland waterways. All English regions have an estuary, tidal river or a large non-tidal navigation within their area. It is therefore important for the RSS to give a strong lead on the role of inland waterways within each region. This could include the identification of strategic waterway corridors, or giving a lead to development plans on land allocations that promote water transport (e.g. protection of operational wharves).

Development Control

It is also important that development control decisions reflect policy. In relation to waterside sites, the views of the navigation authority and freight operators should be sought with regard to whether sites could have potential for freight use. Planning permissions can also be given with a condition to secure access by water.

Partnerships

Government grants are available to assist with the extra costs that may be associated with the movement of freight by water. Freight Facilities Grants can be used to provide funding for freight handling facilities. See Chapters 15 and 16 for more information.

Public Sector Use of Water Transport

In encouraging sustainable distribution through the development of water transport, local authorities are often able to lead by example. There are particular opportunities for this in the movement of waste and recyclable materials, as whilst much of the waste disposal is managed by the private sector, the entire industry is public sector-led and, as a result, subject to influence and direction. Waste and recyclables can be suitable for water transport and fulfil the high-bulk and low-value criteria. Movement of waste by water currently takes place in London and there are many opportunities for other local authorities to follow.



Railfreight can be a low cost option, making it easier to switch freight from road to rail



14 Improving Access to Seaports and Airports

Action Points

The following actions are suggested as a way forward in maximising the potential of seaports and airports for the movement of freight:

- ➡ Work with seaports and airports in developing a high-quality and integrated surface access strategy appropriate to the needs of each location

- ➡ Involve a variety of stakeholders to arrive at agreed outcomes
- ➡ Include port and airport representatives in freight partnerships



including where new development is justified. The policy also aims to enhance environmental and operational performance by encouraging the provision of multi-modal access to markets.

The 2004 Government White Paper 'The Future of Transport: A Network for 2030' states that there is a need to take stock of how the ports industry is to meet the country's overall needs in the longer term. Chapters 4 and 5 of the discussion document for the ports policy review (May 2006) starts to address a number of issues relating to the sustainable future of the logistics sector.

The broader impacts of port activity are tackled in Chapter 4 of the document, with reference to the national and local scales. The key issues to consider are:

- ➡ The importance of ports to international trade and economic development, including the Government's strategic interests in competition and resilience
- ➡ The importance of ports to regional development, examining transport and wider arguments for Government involvement, with questions on the nature and scope of possible interventions and their justification
- ➡ The Government's role in respect of smaller ports, again with questions about the case and criteria for possible interventions

The connectivity of ports to road, rail and inland waterway networks is examined in Chapter 5 of the discussion document, including their funding. Again, these issues cover a range of scales. The key questions raised are:

- ➡ Should more be done to encourage short sea shipping?

14.1 Introduction

The ability of local road and rail networks to provide effective access to airports and seaports is something that local authorities can help to monitor and improve. This can be achieved either through developing linkages between LTP strategy and development plans, or by relating them to programmed infrastructure improvements and transport initiatives.

Of all freight traffic, 95% passes through seaports and the volumes of airfreight are also increasing. It is therefore important to recognise that the ability of ports and airports to handle freight quickly and efficiently is influenced not only by their handling capacity or docking capabilities, but also by the ease and speed with which freight is delivered to the port and dispatched to end-users.

14.2 National Freight Policy

Ports

Government policy is to promote high environmental standards in the design and operation of ports,

- ➡ Are the external impacts of ports adequately dealt with through regulation, development funding and by other means?
- ➡ How far can or should port developers fund inland transport networks, which necessarily offer open access by other means?
- ➡ Are port development issues sufficiently taken into account in network providers' investment criteria and priorities?
- ➡ The consultation closed on 1st September 2006 and the Government is aiming to complete the review during the first half of 2007. Updated information can be found on www.dft.gov.uk

Airports

The Government has made it clear that airports are part of our national infrastructure and need to be planned and developed in that context. Transport delivery agencies, regional bodies, local authorities and the devolved administrations will need to take account of likely future airport development when drawing up transport plans.

The speed of delivery that air freight can offer is an increasingly important factor for many modern businesses, especially where just-in-time practices and high-value commodities are concerned. Air freight is particularly competitive for low weight goods and tends to involve the overnight delivery of parts/equipment for production lines, resolving potentially bigger impacts. The Air Transport White Paper expressed the Government's wish to accommodate the anticipated growth in the demand for air freight, subject to the satisfactory resolution of environmental concerns. The ability to meet the worldwide rapid delivery and logistics requirements of modern businesses is an important factor in assuring the future competitiveness of both the UK and regional economies.

14.3 Role of the Local Authority

Ports

The majority of municipal ports are owned and operated by the local authority. However, a small proportion lease the port to private operators and this, of course, confers specific responsibilities to meet the sustainable and environmental needs laid out in Government policy.

In May 2006, alongside the discussion document 'Ports Policy - Your Views Invited', the Department for Transport, together with DCLG and the Welsh Assembly Government, published its review of municipal ports in England and Wales, 'Opportunities for Ports in Local Authority Ownership'. This set out a range of findings and recommendations relating to governance, planning, financing and accountability. The recommendations include the formation of harbour management committees (HMCs) along the lines previously recommended for trust ports, and the use of 'assured accounts' to help keep port finances distinct and support borrowing to fund worthwhile capital investment.

Turning to the role of local authorities in relation to ports more generally, many of the key access links to major ports are controlled by the Highways Agency and Network Rail. Although these links are outside the operational remit of local authorities, local authority roads may also be critical, and the duties of local planning authorities within the RSS/RTS framework as discussed earlier.

It is also advised that local authorities should encourage industry/warehousing to locate on rail-connected sites. However, if the sites chosen are not well connected to the transport network there should be sufficient investment from the promoter. This will encourage wider benefits, such as improved links to inland logistics centres.

Authorities should liaise with ports, in addition to other key logistics companies, on issues relating to sustainable, efficient and reliable access. This is important as surface access strategies look to embrace wider issues and can be important in the case of large ports that are both traffic generators and key economic and social drivers. As such, they can attract related 'spin-off' logistics developments that create a further



demand for efficient surface access. Value can be added from utilising rail infrastructure, as non-port related road/rail interchanges in addition to sea/rail will also benefit.

Airports

High-quality and well-integrated surface access provision is of fundamental importance in supporting future airport development. Development proposals supported in the 2003 White Paper will have significant medium to long-term implications for all the main surface transport modes. It is a well-established principle that airport operators are expected to meet the full costs of connection, maintenance and any other enhancements needed to accommodate the resulting traffic. However, local authorities have an important role in facilitating the delivery of the required improvements. The development of a long-term surface access strategy to accompany airport master plans is important and requires effective collaboration between airports and local authorities.

The process of option identification and selection of preferred options is also one which should include a variety of stakeholders in order to arrive at agreed outcomes. Finally, there is a need for the strategies and plans to be well integrated within development plans in order to provide a context and steering for subsequent planning applications.

14.4 Strategic Surface Access Arrangements

Roads within the responsibilities of the Highways Agency or rail lines under the responsibility of the Department for Transport often form the most substantial contribution to the efficient operation of ports or airports. Where this is the case, the local authority's role may be limited to lobbying through the regional planning body, regional development agency and, indeed, direct with the Highways Agency or Department for Transport.



Air freight surface access is just as important as runway capacity in ensuring an efficient supply chain



Solution Process



15 Communication and Partnership



16 Funding



15 Communication and Partnership

Action Points

In looking to develop partnership links, it is important to establish and validate the need for a partnership and decide on the issues it will address.

If sufficient support can be established, the next steps are to:

- ➡ Explore funding opportunities for setting up a partnership
- ➡ Explore funding opportunities for setting up a partnership
- ➡ Set the objectives for the partnership and decide who to involve

- ➡ Establish the problems and issues that are pertinent to the partnership
- ➡ Draw up an action plan to address the identified problems and issues that can be implemented over an identifiable time span, comprising of short, medium and long-term actions
- ➡ Focus on maintaining momentum through delivery of the action plan and effectively communicate the achievements of the partnership



efficient freight transport. They provide a forum for industry and local and regional government to work together to realise this aim. Partnerships can also provide local authorities with the means to formalise the consultation and development work undertaken through their freight strategy.

15.1 Introduction

Effective communication across stakeholder groups is key to the successful planning and management of freight. A mechanism of ensuring this is to set up a partnership between industry, local government, local businesses, the local community, environmental groups and other interested stakeholders. Officers who have particular experience of an issue are encouraged to communicate with officers in other areas to share knowledge. Partnerships (often known as FQPs) aim to provide an understanding of freight transport issues and problems, and promote constructive solutions which reconcile the need for access to goods and services with local environmental and social concerns.

15.2 Aims of Freight Partnerships

Freight partnerships aim to encourage best practice, reducing the adverse effects of freight on the environment and implementing economical, safe and

15.3 Types of Partnership

Although partnerships can take any form endorsed by those involved, they can usually be categorised into these five types of partnership:

- ➡ Regional strategic partnerships
- ➡ Local transport plan area wide
- ➡ Town or district wide
- ➡ Company or location specific
- ➡ Issue specific



For further details see the Freight Best Practice guides on **Profit through Partnership** and **Freight Quality Partnerships**.

15.4 Benefits of Partnerships

The real value of a partnership is that it brings together stakeholders to work out the best practical solutions to specific freight problems. Some key benefits that a partnership can be part of delivering are:

- ➡ Enhancing understanding
- ➡ Increasing knowledge
- ➡ Stimulating best practice
- ➡ Increasing freight efficiency

Local authorities can foster these benefits if they focus on practical deliverables that link into the promotion of sustainable actions. These include:

- ➡ Environmental benefits - lower vehicle emissions and reduced noise levels which help to lighten the congestion burden and can create a more urban friendly environment
- ➡ Economic benefits - economic growth and regeneration, reduced costs for businesses, and better conditions for lorry drivers
- ➡ Societal benefits - reduced nuisance, increased safety, and promotion of social inclusion

The clear evidence to date is that only active management and determination on behalf of mainly local authorities and, to a lesser extent, support from the freight industry will ensure tangible and worthwhile outputs. Local authorities can bring effective land use planning and traffic management, whilst the freight industry can bring efficient vehicle utilisation, driver training and urban-friendly vehicles.

15.5 Establishing a Partnership

The format of partnerships should be appropriate to the scale and type of perceived problems, from region-wide to partnership with an individual authority. Before establishing a partnership, it is important to know what the main issues it will address are and how the partnership will help to address these issues, which in turn will define the objectives. Objectives should be SMART (Specific, Measurable, Achievable, Realistic and Timed).

The participants should suit the objectives and each one should be able to make a contribution. It can be beneficial for the authority to appoint a freight champion or single focal point to take overall responsibility of the partnership and indeed the wider

freight strategy within the LTP. It may be appropriate to explore possibilities for obtaining funding at this stage.

15.6 Partnership Action Plans

An early priority should be to develop a detailed action plan that sets out the specific initiatives that the partnership will undertake. The process for developing an action plan could involve:

- ➡ Identifying specific issues and problems
- ➡ Agreeing upon solutions
- ➡ Implementing the action plan

15.7 Maintaining Momentum

Sustaining the interest of members and maintaining a broad base of involvement are important for the success and effectiveness of a partnership. Involving businesses and freight industry partners and altering the frequency and timing of meetings will help to maintain the viability of the group. In addition, publicising the existence of the partnership is important for increasing its influence and raising its profile amongst all stakeholders. It is important for local authorities to allocate specific responsibility to individual officers in order to maintain momentum to achieve a successful partnership.

Whatever the type of partnership, the important characteristic is that it provides a mechanism for the freight industry, local businesses, the local community and local government to work together in partnership to produce tangible solutions to real freight transport problems. The case study, on page 52, highlights the actions identified as part of the Tyne and Wear Freight Action Plan.



Case Study 10: Tyne and Wear Freight Partnership Action Plan

The Tyne and Wear Freight Partnership was set up following the completion of the Nature of Freight Study. The partnership has identified a number of actions under 'Do Now' and 'Do Soon', with 'Do Now' actions including the development of a lorry routing strategy, reviewing signage and driver information, and forming a freight partnership to oversee the implementation of the action plan.

Elements of the action plan identified under 'Do Soon' included:

- ➡ Air quality - monitoring and modelling at agreed locations in the area
- ➡ Congestion points - liaise with highway authorities regarding improved operation of the network
- ➡ Priority for goods vehicles - undertake 'before' and 'after' monitoring of the 'no car' lanes implemented in Tyne and Wear
- ➡ Highway design and maintenance - liaise with highway authorities to ensure HGV requirements are covered in design considerations
- ➡ Address urban town centre delivery problems - review urban centres to identify potential improvements
- ➡ Vans and home shopping deliveries - further investigate the nature of van use
- ➡ Driver facilities - investigate the impact of facilities' shortages and consider measures for improvement
- ➡ Driver shortages - review public sector support for driver training programmes and consider opportunities for improved co-ordination between authorities and other agencies
- ➡ Foreign vehicles - locate foreign language information boards and create multilingual information leaflets
- ➡ Consolidation centres - approach retailers with a view to trialling a consolidation centre

16 Funding

Action Points

There are a number of available sources of funding, which include:

- ➡ Local Transport Plans - need to demonstrate benefits for shared priorities
- ➡ Freight Grants - need to be aware of what is available for freight generators
- ➡ Transport Innovation Fund - focus on demand management, but can fit freight into an application
- ➡ Section 106 - Freight can be considered within the agreement with the developer
- ➡ European Regional Development Fund - deployed in freight-related developments which have spin-offs such as job creation, enhanced infrastructure in deprived areas etc



Local transport plans aim to reduce congestion, which will help to improve air quality and road safety

16.1 Overview

The LTP is likely to provide the primary source of funding for the measures and interventions identified within this guide. There are further opportunities identified within this section which relate to Freight Grants to support modal shift from road to rail or water, the Transport Innovation Fund, Section 106 of the Town and Country Planning Act 1990 and the European Regional Development Fund.

16.2 Local Transport Plans

The Local Transport Plan Guidance (DfT, December 2004) recommends that authorities demonstrate the benefits of their local transport programmes and policies in sections reflecting the four shared priorities (i.e. accessibility, congestion, air quality and road safety). It also states that all modes, including freight, are important to the delivery of two or more of the four

shared priorities. The guide has established strong links between freight and the priorities of congestion, air quality and road safety.

Whilst there are limits to funding available through the LTP settlement, it does represent the largest single source of funding for the type of measures identified within this guide. The potential of these measures to assist in the delivery of the four shared priorities should therefore be considered in the allocation of available resources.

16.3 Freight Grants to Support Mode Shift (Rail and Water)

Assessment of the case for funding of any proposal focuses on measurable outcomes, in order for the funding to be directed where it secures best value for money. Funding will be prioritised to those proposals which provide the best value for money. For rail and water modal shift schemes, assessment is based upon the use of Sensitive Lorry Miles (SLMs place a value for every lorry mile removed from the road network).

Freight Facility Grants (FFG)

These were introduced to promote the transfer of goods from road to rail or water, by providing financial support for the purchase of assets and facilities necessary for the carriage of freight by rail or water. There is a role for local authorities in advising on applications for grants, in particular, handling the associated planning requirements, if required. Further information about FFGs can be obtained from the Freight Logistics section of the Department for Transport website www.dft.gov.uk.

Operating Support

It is possible for a company to obtain operating support for traffic moving by rail or water where there is an economic and environmental case for support. The fundamental principle of the schemes is that rail or water is used to procure the environmental benefit of taking lorries off the road system (as measured by SLMs). Further information about the schemes available to support the movement of freight by rail and water can also be obtained from the Freight Logistics section of the Department for Transport website www.dft.gov.uk.

16.4 Transport Innovation Fund

'The Future of Transport: A Network for 2030' White Paper (July 2004) sets out the Government's intention to establish a Transport Innovation Fund to provide partners with incentives to develop and deploy smarter, innovative, local and regional transport strategies. The fund will:

- ➔ Support the costs of smarter, innovative local transport packages that combine demand management measures such as road pricing with modal shift and better bus services
- ➔ Support innovative mechanisms which raise new funds locally
- ➔ Support the funding of regional and local schemes that are beneficial to national productivity

Although there is a focus on demand management and 'harder edged' measures such as road user charging, workplace parking levy or innovative parking controls, authorities can consider the scope for incorporating freight within an application.

A limited number of authorities are to be offered 'pump priming' financial assistance with scheme development in advance of decisions on substantive TIF funding. This will be available for 2005/06 until 2007/08. It is intended that the DfT contribution would be around 50%. This will include a process for assessing the productivity of impacts as key criteria when the funding becomes available in 2008/09. For more information refer to 'Transport Innovation Fund Pump Priming Round 1 Criteria' (DfT, July 2005).

16.5 Section 106

Section 106 of the Town and Country Planning Act 1990 allows a LPA to enter into a legally binding agreement or planning obligation with a land developer over a related issue. The obligation is sometimes termed as a 'Section 106 Agreement'. Such agreements can cover almost any relevant issue and can include sums of money, or implementing measures, in conjunction with the development, that minimise the impacts on the local community or provide local benefits.

16.6 European Regional Development Fund

The European regional development fund (ERDF) is aimed at reducing regional imbalances and assisting disadvantaged regions, particularly run-down areas facing restructuring problems and industrial decline, and rural areas. The ERDF could be applied to freight-related development (e.g. a freight terminal) as it will support activity which leads to job creation through investment in infrastructure, businesses, the environment, tourism, and community economic development



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Saving Fuel



Fuel Management Guide

This is the definitive guide to improving the fuel performance of your fleet. It gives step-by-step explanations of the key elements of fuel management, how to measure performance and how to implement an effective improvement programme.

Operational Efficiency



Home Delivery: Meeting the Needs of Customers and the Environment

Describes a trial performed in Nottingham by Royal Mail Group plc that offers an innovative, environmentally friendly solution to address the problem of failed deliveries.

Developing Skills



Proactive Driver Performance Management Keeps Fuel Efficiency on Track

This case study shows how Thorntons implemented a highly effective driver incentive scheme combining in-cab driver monitoring, service delivery levels and accident rates.

Performance Management



Fleet Performance Management Tool

This PC-based spreadsheet tool has been designed to help fleet operators improve their operational efficiency using key performance indicators to measure and manage performance. The KPIs include costs, operational, service, compliance and maintenance.

Equipment and Systems



Concise Guide to Computerised Vehicle Routing and Scheduling (CVRS)

This quick guide shows the latest routing and scheduling software products and developments.

Public Sector



Freight Quality Partnership Guide

This guide provides step-by-step guidance on how to set up and run an effective Freight Quality Partnership.

