Northamptonshire Road Freight Strategy

Fit for Purpose

December 2013
Northamptonshire Freight Strategy

Contacts and Further Information

This is Northamptonshire County Council’s Road Freight Strategy. It sets out the overarching vision for road freight within Northamptonshire and our strategy to achieve it.

This strategy is one of a series of thematic daughter documents to the Northamptonshire Transportation Plan that was adopted in April 2012.

Consultation on strategy took place in September and October 2013. A summary of the consultation responses can be found on our website at:


If you have any problems accessing Northamptonshire County Council’s website or do not have access to the internet, please contact us using the details below.

This strategy was approved and adopted by Northamptonshire County Council’s Cabinet in December 2013.

This strategy, together with the other daughter documents and the Northamptonshire Transportation Plan itself can be viewed on the County Council’s website at:


Should you have any queries regarding this strategy, please contact the Transport Planning Team.

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Northamptonshire Transportation Plan: Fit for Purpose

Transportation is not an end in itself. The movement of people and goods takes place not for its own sake, but to fulfil the diverse needs and desires of the public. Therefore the County Council’s transport policies are similarly promoted for their effect on other specific goals, priorities and objectives, rather than as an end in themselves.

Northamptonshire Transportation Plan Vision:

For Transport and Travel to contribute towards making Northamptonshire a great place to live and work, through creating tangible transport options to satisfy individual needs and to encourage more sustainable travel. The transport system will provide fast and efficient movement of people and goods, and will be accessible for all. Expanding networks and capacity of networks in Northamptonshire will be fully integrated into new developments and regeneration areas to support more sustainable communities.

Economic growth and prosperity is a top priority for Northamptonshire and connectivity has a vital role to play in encouraging businesses to locate to the area, and getting people to work and services such as education and health, as well as to leisure activities and for shopping. Improved technology and local accessibility will reduce the need to travel, whilst supporting economic growth, within a low carbon environment and Northamptonshire will become an exemplar for the latest developments in information technology, fuel technology, and new forms of transport.

The county council will work in partnership with all stakeholders and the wider community to deliver this transport vision and strategy.

This transportation plan needs to be both aspirational and realistic at the same time. Current economic climates mean that transport is certainly in a more austere time than in the last 15 to 20 years and this plan needs to reflect that but at the same time still plan for future growth.

The overall aim for this Transportation Plan is:

‘Northamptonshire Transportation - Fit for..... Purpose’

The aim ‘fit for purpose’ means creating a network that delivers exactly what Northamptonshire needs to be able to function plus what it needs to be able to grow, no more and no less.
This overarching aim can then be broken down into six objectives that have been chosen to guide this Transportation Plan. These objectives have been drawn up to reflect the issues which have been identified as locally important through consultation, while at the same time reflecting wider national and local policy context. These objectives have been deliberately chosen to reflect the main impacts that transport can have on the wider community, rather than being linked to particular schemes or measures. They form the basis upon which the policies and programmes contained in this Plan have been developed.

1. **Fit for the Future** – creating a transport system that supports and encourages growth and plans for the future impacts of growth, whilst successfully providing benefits for the County.

2. **Fit for the Community** – through the transport system help to maintain and create safe, successful, strong, cohesive and sustainable communities where people are actively involved in shaping the places where they live.

3. **Fit to Choose** – ensuring that the people of Northamptonshire have the information and the options available to them to be able to choose the best form of transport for each journey that they make.

4. **Fit for Economic Growth** – creating a transport system that supports economic growth, regeneration and a thriving local economy and successfully provides for population and business growth.

5. **Fit for the Environment** – to deliver a transport system that minimises and wherever possible reduces the effect of travel on the built, natural and historic environment.

6. **Fit for Best Value** - being clear about our priorities for investment and focusing on value for money by prioritising what we spend money on and how it can be beneficial for the county as a whole and search for alternative sources of funding.
Daughter Documents

This Strategy is the part of a series of documents which will eventually form the Northamptonshire Transportation Plan ‘suite of documents’. This suite of documents will include strategies or plans covering a range of transport themes and also detailed geographic strategies or plans for the Northamptonshire’s main towns.

Thematic strategies or plans that will be developed as daughter documents to the Northamptonshire Transportation Plan, of which the Road Freight Strategy.

The Northamptonshire Transportation Plan fits in with the Northamptonshire Arc, helps to deliver the Core Spatial Strategies in West and North Northamptonshire and supports the work of the Local Enterprise Partnerships, namely Northamptonshire Enterprise Partnership (NEP) and South East Midlands Local Enterprise Partnership (SEMLEP).
Road Freight Strategy

The following table shows how the Road Freight Strategy ties in with the six over-arching Northamptonshire Transportation Plan objectives:

<table>
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<th>Northamptonshire Transportation Plan Overarching Objectives</th>
<th>Fit for..... the Future</th>
<th>Fit for..... the Community</th>
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<th>Fit for..... Economic Growth</th>
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<td>Road Freight Strategy</td>
<td>The strategy will tackle issues for road freight that will be exacerbated as both road freight and general traffic levels grow in future.</td>
<td>The strategy will include appropriate actions to tackle the impact of road freight on local communities.</td>
<td>We will aim to increase the options available to freight companies when moving goods and encourage a shift to rail and water.</td>
<td>Improving the efficiency of the road freight is critical to Northants continued position at the heart of the national freight industry.</td>
<td>The strategy aims to reduce the impact that freight movements have on the local environment by managing rat-running and village intrusion.</td>
<td>The strategy aims to improve the transport network for the freight sector within the constraints of our budget.</td>
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Tension between Transport Objectives

Achieving the transport objectives of the Northamptonshire Transportation Plan is essential to the delivery of the vision, but in developing the daughter documents to deliver them we had to be aware of certain tensions between the objectives.

These tensions will, in some cases, limit what can be achieved in support of single objectives in respect of their negative effects on others. For example, there is always an inherent tension between the safety and congestion objectives in dealing with junction sites where safety can be improved only at the expense of traffic throughput.

These tensions always need to be taken into account when developing any transport strategy or policy.
1. Introduction

Northamptonshire is well located, at the crossroads of the national road and rail network and with strong international links: five international airports within 1.5 hours drive, three hours to the Port of Liverpool and Haven Ports, mainland Europe accessible in two hours via Eurostar. We have excellent road connections with the rest of the UK, including London, Birmingham and Manchester, via the M1, M6, M40 and A14 and direct access to the Midland Main Line, the West Coast Main Line and the Chiltern Line, as well as being home to the Daventry International Rail Freight Terminal which links Britain to mainland Europe.

We are at the heart of Europe’s largest concentration of logistics and distributions operations: the ‘Golden Triangle’, with a significant concentration of skills and knowledge in the freight and logistics sectors existing in the area. We are keen to develop this competitive advantage further and create an additional 5,000 logistics jobs locally by 2020.

This detailed Road Freight Strategy for Northamptonshire sets out a framework for road freight and freight related issues within the County and also looks at freight in a wider regional and national context. Its shows why we need a freight strategy, what went into creating the strategy, what is the vision, objectives and purpose of the strategy, and what are the mechanisms we have identified to deliver the strategy.

Why do we need a Freight Strategy?

On most roads, Heavy Goods Vehicles account for a relatively small proportion of the traffic flow – typically 10% or less – but their effect on the road network, people’s lives and the environment is far greater than this statistic implies. In rural communities, this impact is exacerbated by vehicles using unsuitable routes for their size and weight.
Lorry movements are also a major source of congestion. The need for frequent maintenance resulting from the wear on roads and underground utilities, the servicing of shops in towns and the slower manoeuvrability of lorries all contribute to congestion. Incidents involving lorries affect traffic flow to a greater degree and for longer than those involving smaller vehicles.

However, without the flexibility and efficiency road haulage brings to the supply chain, consumers would not enjoy the variety or the lower prices of goods currently available to them.

We need to formally recognise that, given the position of Northamptonshire at the heart of the national distribution industry, the impact of freight transport on the county is an important issue that needs to be given the appropriate priority in the vision and ambitions for the development of the county.

What is the Vision for Northamptonshire?

To encourage the sustainable distribution of goods through minimising road based travel and the associated environmental impacts of road haulage, whilst maintaining economic efficiency and helping to improve the quality of life for the residents of Northamptonshire.

What are the Objectives?

1. To mitigate measures related to growing demand;
2. To address the problems caused by HGV traffic in both urban and rural locations and to reduce the impact of HGV’s on local communities, especially concerning overnight lorry parking.
3. To influence movement patterns and encourage sustainable distribution within the county;
4. To encourage commercial and economic growth;
5. To reduce the environmental impact of freight movement and reduce the impact of HGV’s on inappropriate routes e.g. rural areas, areas in Air Quality Management Areas (AQMAs), and areas with weight restrictions; and
6. To manage the network to provide ease of movement through the county and to reduce the impacts of congestion and ‘lost productive time’.
Issues and Challenges

Understanding the importance of the distribution industry to the local economy

In Northamptonshire distribution is significant in size and is a relatively secure activity - due to the geography; however this creates negative impacts in terms of highway pressures, which therefore questions the relative value of the employment produced.

Understanding the planning pressures

There are some issues surrounding how the planned growth in Northamptonshire will be catered for, in terms of HGV movements and in respect of the freight business itself as a target sector for employment growth. The location of new facilities will be critical to whether the latter issue will be accepted by affected communities. The development of the Local Development Frameworks and the Northamptonshire Transportation Plan will help to alleviate these issues.

For more information on spatial planning, development and transport assessment please refer to the Northamptonshire Development Management Strategy, which can be found on the County Council’s website at: http://www.northamptonshire.gov.uk/en/councilservices/Transport/TP/Pages/local-transport-plan.aspx


For more information on the Department for Transport national freight policies please visit their website at: https://www.gov.uk/government/policies/providing-effective-regulation-of-freight-transport
Road Freight Strategy

- Enforcement – Policy 3
- Freight in Northamptonshire
- Lorry Parking – Policy 5
- Impacts of Growth
- Freight Management
- Traffic Management
- Providing Information – Policy 4
- Active Management
- Lorry Routes – Policy 1
- Restrictions - Policy 2
- Frequent Management in the Future - Policy 7
- Air Quality
- Reducing the Impacts
- Assessing Need
- Freight Consolidation Centres – Policy 6

Road Freight Strategy Diagram
2. Strategic Context

The continuing choice of Northamptonshire as a location for distribution activity is dependent on continuing good transport links. Congestion causes delay and leads to unreliability in journey times, which has far-reaching negative consequences for distribution operation. The performance of the strategic road network is therefore of critical consequence. If, or when, it becomes severely congested it poses a threat that could lead to companies re-locating elsewhere. It can also cause rat-running on to less suitable routes.
The importance of efficient freight movements to Northamptonshire’s economy reinforces the importance of having a quality core network for efficient freight movement and of investing in the major road improvements.

Freight distribution by road harms the environment in a number of ways:

- by affecting the lives of communities;
- consuming fossil fuels and adding to carbon dioxide emissions; and
- consuming a communal asset in the form of the road network.

On the other hand, freight distribution by road enhances the economy by:

- enabling efficiencies in manufacturing and retailing by reducing capital tied up in stocks, leading to lower prices and increased competitiveness;
- increasing consumer choice;
- allowing producers to access a wider market; and
- in Northamptonshire 8% of jobs are in distribution and the industry makes a significant contribution to the local economy.

A large proportion of Northamptonshire’s employment is currently reliant on manufacturing areas with 21.3% of the working population working in this sector. The distribution sector is also important with 19%, while 7.6% are employed in the transport sector. All of these sectors generate significant number of HGV trips.

The geographical location of Northamptonshire and the proximity of major north/south and east/west routes (the M1 and A14) means that freight traffic has been a noticeable feature of the roads in the county. In addition it is possible to reach 95% of the population of England and Wales within a drive time of 4 hours. Therefore Northamptonshire has proved to be a popular location for warehouses linked to the distribution industry.

Road transport dominates freight movements – carrying two-thirds of goods moved in the UK. One of the reasons for road’s high freight market share is the relatively short distances that much freight travels. Analysis of the origins and destinations of goods shows that, on average, around 70% of road freight has its origin and destination within the same region of the UK.

Concentrations of freight traffic on particular parts of the national road network clearly affects Northamptonshire, including the M1 (particularly south of Nottingham) and parts of the A14. The routes used by most rail freight services broadly follow the same spatial patterns. These key
routes are also important for commuting, business and leisure traffic. Across the road network as a whole there is an overall average of 16 cars and vans travelling for each HGV (that is, on average, 6% of traffic is HGVs).

Freight distribution is primarily a commercial, market-driven activity and investments are made by the private sector in accordance with commercial business criteria. The vehicles and distribution centres are owned and operated by companies seeking to meet market demand on a commercial basis.

The emergence of Northamptonshire as a logistics centre hub is the product of geography and transport developments over many years. The result of these economic and locational factors is likely to be high numbers of HGVs travelling to, from and through Northamptonshire together with the associated impacts on the highway network and local communities.

Central to those developments, Northamptonshire has seen the emergence over recent years of a significant “logistics hub” in the Daventry-Northampton area, at the point where north-south (M1) and east-west (A14/M6) flows intersect (this includes the Daventry International Rail Freight Terminal - DIRFT).

**Case Study**

**DIRFT**

Daventry International Rail Freight Terminal (DIRFT) is a rail-road intermodal freight terminal with an associated warehousing estate; the facility is located at the junctions between the M1 motorway, A5 and A428 roads with a rail connection from the Northampton loop of the West Coast Main Line. An expansion of the terminal (DIRFT 2) is currently under construction, and a further phase (DIRFT 3) is proposed to expand the site across the border into Warwickshire, involving the construction of replacement rail facilities.

**DIRFT 2**

In 2005 planning permission was granted for a rail connected 130 acres westward expansion of the original site with a built ground area of over 1,900,000 sq. ft. The DIRFT 2 expansion was designed for rail connected warehousing allowing transfer between sea or channel tunnel born rail-freight and road transport or warehouse storage.
Tesco acquired an 840,000 sq. ft. grocery distribution centre in 2011, constructed by VolkerFitzatrick (main contractor), construction work was completed in September 2011. As part of the development, a rail tunnel was built under the A5 road to connect DIRFT 2 to the rail network via the original DIRFT rail port.

DIRFT 3

A further 7.5 million sq. ft. extension, DIRFT 3, is proposed for construction on the former Rugby radio station site to the northwest of the current development. The proposal also included a large area 170 acres of green space, named Lilbourne Meadows. The development is a joint venture between ProLogis and Rugby Radio Station Limited Partnership. The DIRFT 3 site would also be rail connected, with over 7,500,000 sq. ft. of warehousing over 400 acres of land plus an 8.6 acre HGV parking site. A related development is the Sustainable Urban Extension (SUE) built to the west of DIRFT as a suburb of Rugby - with over 6000 homes planned.
The expansions at DIRFT will have an impact on freight in Northamptonshire, and all impacts will need to be mitigated through the planning process.

This links in with policy E4 within the West Northamptonshire Joint Core Strategy, which outlines that further rail and road infrastructure is supported, plus how this can be used to meet the overarching objectives in relation to reducing the impact of freight movements on the local environment and encouraging a shift to rail.

Policy C3 identifies that the enhancement of rail connections to Daventry International Freight Terminal to encourage the movement of good by rail and how this can lead to an economic advantage. This connects directly to objective 4 of the Freight Strategy to encourage commercial and economic growth.

For more information please see the West Northamptonshire Joint Planning Unit’s website: http://www.westnorthamptonshirejpu.org/connect.ti/website/view?objectId=2737424

Problems and Issues for Northamptonshire

The typical problems associated with road freight fall into broad categories, most of which have a strong environmental flavour, they are:

- Planning impact – the growth of the “development landscape” typically associated with distribution activities. This is dominated by individual large buildings, low density spread of estates over large areas, networks of distributor roads, high levels of night time illumination, 24-hour working, large cranes, external goods/container stacking areas, high external noise levels, relatively low employment density and high proportions of goods vehicle movements. It is a business monoculture which does not sit well within built up areas and is usually found in urban fringe or completely exurban locations.
- Associated issues are the location of operating centres (depots) and lorry parking areas (truck stops), both essential to the general functioning of the business.
- Highway maintenance - lorries are the primary cause of road deterioration.
- Operational impacts of lorry flows on the highway network movements. Lorries, unless present in large numbers, by themselves usually do not cause congestion except in localised areas - however high lorry flows can have an impact on link speeds, patterns and types of accident,
- Associated with the above is the use of unsuitable roads by lorries, either inadvertently or through the establishment of custom and practice over time. A commonly perceived problem exemplifying the above is the presence of lorries in rural villages.
- More localised problems also need consideration such as pick up and delivery impacts, parking, noise and vibration emission, bridge strikes and queuing to access delivery sites.
Benefits and Opportunities

The other side to the picture of possible negative impacts to be considered is the positive contribution that freight-related activities make to the economy and day to day way of life for the Northamptonshire community, which could not function without freight movement.

The logistics industry provides relatively secure jobs and has a positive impact on the economy of Northamptonshire. It provides viable businesses, supports the local tax base and helps underpin the general climate for businesses serving the community.

There are also benefits in land use. Logistics facilities often occupy areas of previously developed land (brownfield sites) in need of new productive use. Development of a concentration of businesses in one place may reduce their overall impacts compared to a more dispersed locational pattern and enables / sustains more effective environmental measures to offset what impacts there are.

Intermodal freight operations (that is both road and rail) have beneficial environmental impacts compared to a purely road-based operation. Development of the logistics hub has provided the necessary critical mass to facilitate provision of such capacity.

Policy Background

Northamptonshire Arc – October 2011

The Northamptonshire Arc is a prosperity plan that involves a new approach to spatial planning by bringing together transport, broadband, environmental issues, biodiversity, and economic regeneration.

It is underpinned by the pursuit of three high level outcomes. They are:

- transformed connectivity,
- a naturally resilient and low carbon Northamptonshire, and
- a stronger and greener economy.

Transformed connectivity means better mobility and accessibility. This is essential for economic growth and prosperity. By improving connectivity Northamptonshire can build the balanced dynamic economy that is essential for future prosperity. Improving connectivity involves optimising the use of the network, making it fit for purpose and ensuring it is safe, addressing infrastructure gaps, and lowering carbon emissions. It also involves improving accessibility for residents, visitors and businesses.
The ability to move freight by rail is crucial to the economy. This importance is likely to grow with the need to reduce congestion and lower carbon emissions. Northamptonshire is ideally based to capitalise on the growth of this and lead innovation in the logistics sector. The reason for this is its central location and proximity to national economic arteries, and the presence of a large cluster of leading logistics companies and operations. Northamptonshire is also home to two freight transfer terminals. These are Eurohub (at Corby) and the Daventry International Rail Freight Terminal (DIRFT) which is the country’s premier road and rail distribution hub with pathways to major ports, rail terminals and the channel tunnel.

The logistics and distribution sector is essential to the economy, but it also has a big impact on the road network and the environment. Activities will be identified which enable growth to be supported whilst reducing the number of vehicle journeys and reducing carbon emissions. This will include support for the concept of ‘freight consolidation centres’. These are distribution warehouses, situated close to town centres, shopping or construction sites, at which part loads are consolidated and delivered to the target area resulting in fewer journeys. Research from centres already in operation suggests that they can reduce journeys by about 80% and cut carbon emissions from freight by over 50%

**Northamptonshire’s 10 Point Plan – March 2013**

**Our Growth Offer and Ask of Government**
To Kickstart and Unleash Local Dynamism and Economic Potential

Northamptonshire’s approach to delivering growth is unique to other city deals. It is based on a Strategic Plan (the Northamptonshire ‘10 point plan’) for growth, similar to that advocated by Lord Heseltine in his report ‘No Stone Unturned in Pursuit of Growth’.

Key components of the plan include the establishment of a revolving infrastructure fund to release housing growth and create new jobs, investment in digital networks, support for innovation, enterprise and international trade targeted at SMEs and key sectors. Also proactive use of public sector assets and buildings to facilitate growth and a range of measures to tackle unemployment and increase skills which will reduce dependency on benefits, and boost GVA and the local economy.

Integral to the delivery of the plan is close working between NEP, the wider business community, the University, colleges, the county council, borough and district councils, and other stakeholders.

In this Plan, the county council commits to continuing with a progressive approach to stimulate growth and invest in the local economy. This includes proposals to establish a £100m plus Revolving Infrastructure Fund, investment in digital networks, expanding current plans for
University Technical Colleges and skills provision, utilising public assets, and continuing our innovative business rebate scheme (INVENT) which provides funding for SMEs.

The plans vision is that Northamptonshire will continue to build on the success stories of the past few years and place itself firmly on the national and international business map. We want to be the place of choice for ambitious small and medium-sized businesses looking to grow in an innovative and supportive environment. Also, for multinational companies looking to build their businesses in the UK and people wanting to settle and contribute to national economic prosperity.

The 10 key themes of our strategic plan are:
- Housing growth
- Digital economy
- Innovation
- High performance technology
- **Logistics and distribution**
- Public sector land and buildings
- International investment and trade
- Energy efficiency
- Civic infrastructure
- Skills and employment

Through this plan we want to help create 70,000 new jobs here in Northamptonshire over the next 15 years and provide the infrastructure which could potentially release over 80,000 new homes.

Northamptonshire is the largest single growth area outside London and has one of the fastest growing populations in England with a current population of about 700,000.

**10 Point Plan Logistics and Distribution**

‘Golden Triangle’ growth driver - Approach and Impact

The ‘Golden Triangle’ is a concept used to describe the largest concentration of major logistics and distribution operations in Europe. Much of this activity is clustered in the ‘Triangle’ formed by the M1/M6, A14 and A43/A45. In Northamptonshire alone 40,000 people are employed directly or indirectly in this sector.
The ‘Golden Triangle’ and ports, such as Felixstowe and the wider networks and supply chains, which connect them to suppliers and markets, are vital to the functioning of the national economy, international trade and future economic growth prospects. Northamptonshire Enterprise Partnership and Northamptonshire County Council are working to form a strategic alliance within the logistics sector, Freight Transport Association, the Port of Felixstowe and operators to support innovation and growth in the logistics sector, reduce congestion and create new jobs.

The target is to create an additional 5,000 logistics jobs locally in the sector by 2020.

Ask of Government:

- Government to fast-track planned improvements to the network and identify further upgrades to address bottlenecks on the strategic networks
- Government support to improve the A14 TEN-T route
- Government support for growth of the logistics sector and investment in new technologies

**Partnership Working**

The ability to move freight efficiently through Northamptonshire is vital to supporting economic growth in the county. Our geographical location puts Northamptonshire at the heart of the national distribution industry so it is essential that the county council and any partners that we work with recognise importance of the freight sector.

Northamptonshire County Council formally recognises that, given the position of Northamptonshire at the heart of the national distribution industry, the impact of freight transport on the county is an important issue that needs to be given the appropriate priority in the vision and ambitions for the development of the county.

The County Council is not the only organisation that is involved in managing freight movements in Northamptonshire, so it is important that we continue to work with partner organisations and local businesses to gain a better understanding of the requirements to develop more effective freight management. Current partnerships include: operators, the Highways Agency, Northamptonshire Police and the strategic planning units, but it also includes engaging with the freight industry to better understanding the issues facing local businesses and not view logistics simply as a series of traffic management problems.

**Partnerships in the Future**

For freight management partnerships to remain effective and continue to be useful tools it is vital that they continue to develop in the future and that they continue to use the most up to date information when making decisions. Especially using the high performance engineering businesses...
to develop the County as a home of innovation in freight handling and distribution, this will have
the dual benefits of reducing the adverse impacts of logistics and of creating high value jobs.

**CASE STUDY - A14 TEN Transport Consortium**

**What is the group?** The consortium brings together senior representatives from the strategic
localities along the route of the A14. It creates an opportunity to work together to ensure a co-
ordinated, high-level approach to Britain’s major east-west route for international trade (and part
of a wider TENs link) and to act as a key driver for the local economies along the route. It is
dedicated to activities and inventions which facilitate growth and improve the operation of the
A14 and feeder routes. It is not a talking shop.

**What are its objectives?**
- To enable economic growth;
- To ease congestion;
- To improve journey time reliability along the whole TENs route;
- To look at short and medium measures for delivery and to take a longer term strategic view
  over the next 20-30 years; and
- To ensure strategic buy-in from all areas along the route and key stakeholders.

**How will it work?**
- It will ensure that improvements are identified which will safeguarding and promoting the
  A14’s strategic role as part of the TENs network;
- It will collective make the case to secure wider support and investment for these
  improvements;
- It will take a multi-modal approach;
- It will utilise new technologies and innovative approaches;
- It will ensure that activities are co-ordinated, including by sharing information, and avoid
duplication of activity;
- It will liaise with other localities along the TENs route and the wider TENs network to share
  information and collaborate where it makes sense; and
- It will engage at
  a senior level
  with all key
  stakeholders
  and provide the
  key interface
  with
  government
  and EC officials.
3. Freight Operations

**Accommodating essential service traffic**

The continuing choice of Northamptonshire as a location for distribution activity is dependent on continuing good transport links. Congestion causes delay and leads to unreliability in journey times, which is anathema to the modern distribution operation. The performance of the strategic highway network is therefore of critical consequence. If, or when, it becomes severely congested it poses a threat that could lead to companies re-locating elsewhere.

On most roads, Heavy Goods Vehicles account for a relatively small proportion of the traffic flow – typically 10% or less – but their effect on the highway network, people’s lives and the environment is far greater than this statistic implies. In rural communities, this impact is exacerbated by vehicles using unsuitable routes for their size and weight.

Lorry movements are also a major source of congestion. The need for frequent maintenance resulting from the wear on roads and underground utilities, the servicing of shops in towns and the slower manoeuvrability of lorries all contribute to congestion. Incidents involving lorries affect traffic flow to a greater degree and for longer than those involving smaller vehicles.

However, without the flexibility and efficiency road haulage brings to the supply chain, consumers would not enjoy the variety or the lower prices of goods currently available to them.

We need to formally recognise that, given the position of Northamptonshire at the heart of the national distribution industry, the impact of freight transport on the county is an important issue that needs to be given the appropriate priority in the vision and ambitions for the development of the county.

**Lorry Routes**

Northamptonshire’s central location within the country and being at a crossroads of major freight routes, including the A14/M1/M6 and A43 south/A45 corridors, explains why for many years haulage growth in the county has expanded at twice the national average. These factors have resulted in a large number of national and regional distribution companies establishing centres in the county and these are likely to increase, leading to more heavy goods vehicles, using the highway network.
The unnecessary use of inappropriate roads by HGVs is an emotive issue leading to complaints from local communities and other road users as well as causing significant highway damage leading to increased maintenance costs. Satellite navigation systems have tended to exacerbate the problem due to incorrect information being entered into the systems or direct routes being identified, regardless of the nature of the roads in question. While it has to be accepted that access for HGVs loading and unloading has to be accommodating on lower category routes, through traffic needs to be directed to strategic routes thereby minimising congestion, pollution and the potential for accidents; improving the efficiency of distribution and speeding up delivery times.

Northamptonshire County Council has therefore developed a programme for improving traffic signs to direct HGV traffic on to the core road network together with advisory signing to dissuade the use of unsuitable routes as an alternative to introducing expensive and possibly ineffective AWRs, although such restrictions will still be employed where they are necessary.

**Freight Policy 1**
Where the majority of vehicle movements are local to the area, consideration to be given to advisory signing to take vehicles away from inappropriate roads together with liaison with companies involved.

A good quality signing strategy that efficiently directs HGVs along appropriate routes is vital to the efficient operation of the freight industry.

**Freight Policy 2**
An HGV positive signing scheme should be implemented across the county to direct lorries along suitable routes to their destinations. The information should be included within existing signs to clarify the routing as well as keeping sign numbers to a minimum.

**Freight Policy 3**
All low bridges and structural weight limits will be adequately signed from a reasonable distance away, preferably the nearest A or B road, and show units in metric as well as imperial.

**Amenity Weight Restrictions**

The potential for wear and tear on roads by heavy goods vehicles, (HGVs), has been calculated as being 30,000 times greater than that of the average car. New roads are built to withstand the loads imposed on them by HGVs, but for most of the road network, deterioration and the need for frequent maintenance is largely due to the passage of such vehicles.
The use of inappropriate minor roads by HGVs, as well as causing significant damage, also generates a considerable volume of complaints from the public both from other road users and people living in communities through which these roads pass. It is therefore important to manage the movement of freight to reduce the need for maintenance and improve the quality of life for communities, but at the same time, ensuring that the problem is not just transferred elsewhere.

Where the criteria are met, the appropriate introduction of an Amenity Weight Restriction, (AWR), can reduce the volume of HGV traffic passing through a community. However, such a restriction will still permit access for loading and unloading so where there are premises that are generating HGV movements, the introduction of an AWR will have a limited effect.

It should be noted that AWR orders can not be made on the Primary Road Network (PRN) and only in exceptional circumstances on other “A” roads.

**Freight Policy 4**

The introduction of an amenity weight restriction will be considered where most of the below criteria are present:

- A minimum reduction of 30 HGV movements per day, representing at least 50% of the observed movements, can be achieved.
- A restricted area can be defined which does not transfer the problem to other communities and has sensible and practicable terminal locations.
- An alternative route exists for diverting HGVs that does not pass through environmentally sensitive areas, does not create a major increase in distance for lorry operators, avoids dangerous junctions or other unsuitable locations and will not result in increased road maintenance costs.
- Structural damage to buildings, walls and vehicles occurs.
- The road that is to be the subject of the restriction is not part of the Primary Road Network (PRN) or, other than in exceptional circumstances, a non PRN “A” road.

For more information concerning weight restrictions please refer to Northamptonshire County Councils Highway Network Management Plan.

**Restrictions**

The management of weight restrictions is undertaken by the highway authority, in this case Northamptonshire County Council.

The justification for a weight restriction may be determined by necessity, such as weak bridges or
height restricted locations, or by the desire to improve local amenity in sensitive locations.

There are four types of control that can be put in place. These are:
- Lorry Barrier for example a point weight limit, width or height barrier;
- Blanket Weight Limit applied to all roads within a zone;
- Restricted core(s) of zone protecting sensitive areas; and
- Signing only backed by publicity.

Weight restrictions can be imposed for structural or for environmental reasons.

Drivers Working Period

In summary a driver’s working period must be such that when averaged over 17 weeks, the average must not exceed 48 hours/week. Similarly, the maximum in any one week is 60 hours.

The definition of “work” includes;
- driving,
- loading and unloading,
- training required as part of normal work,
- cleaning and maintenance of the vehicle, safety work and daily checks
- admin formalities and legal or regulatory obligations directly linked to the transport operation,
- time when the driver is in the cab awaiting work, and waiting periods of an unknown length.

Working Times

A driver is limited to a maximum of 9 hours driving in any 24 hour period. This figure can be extended to a maximum of 10 hours on a maximum of two day per week. This figure must be split by breaks. For example a driver must take a break of at least 45 minutes after a period of 4.5 hours driving. This is not 4.5 hours work but driving. This break can be split into two periods with the first of at least 15 minutes and the second of at least 30 minutes within the 4.5 hour driving time.

This 4.5 hour limit is important for Northamptonshire as it is about the time to get to the county from the south coast or east coast ports. This in turn points to the need for locations where a break can be taken.
Traffic Management

A highway authority’s responsibilities in respect of traffic management are covered by a number of Acts, the latest of which is the 2004 Traffic Management Act. This notes the responsibilities an authority has to facilitate the movement of traffic and does not place a stress on the rights to restrict it granted by other Acts. The thinking behind traffic management activities is about striking the appropriate balance in all cases, based on encouraging traffic to use the most appropriate road unless there is good reason not to.

Enforcement

In locations where freight management procedures prove to be unsuccessful on their own it will be necessary to introduce enforcement to ensure that restrictions are adhered to.

Freight Policy 5
Identify hotspots where enforcement is needed and use the information to influence the industry and the Police on education and enforcing restrictions.

Involve the local town or parish council in carrying out a survey to determine vehicle movements, registration numbers, company names or logos, date, time and direction of travel and encourage them to undertake their own enforcement through writing letters to the responsible companies.

Providing Information

The nature of the freight industry means that many of the HGV drivers travelling through Northamptonshire are visitors to the county who will be unfamiliar to the area. Information should be made available to these drivers about the facilities that are available in Northamptonshire. We will make literature available to drivers visiting the county to make them aware of the location of lorry routes to industrial areas and the location of safer lorry parks. This information will be available on the Northamptonshire County Council website.

Electronic information will be increasingly important and widespread in the future. We should work to ensure that the quality of information provided by devices such as satellite navigation is accurate and of a high quality.
**Freight Policy 6**
The County Council will encourage freight operators to use specialised Satellite Navigation systems that produce specialist information for HGV drivers, both UK and foreign, indicating low bridges, structural and amenity weight restrictions, and suitable routes for lorries to use and make the information freely available to them. Also make literature available to drivers visiting the county to make them aware of the location of lorry routes to industrial areas and the location of safe lorry parks.

**Active Management**

Monitoring is an important part of any freight management strategy in order to gain a better understanding of freight movements. Through this strategy we need to widen data collection and monitoring to provide a stronger evidence-base about lorry impacts on the county and use existing research or commission new research to develop a better understanding of the relationship between heavy goods vehicles movements and road maintenance costs, this leads to a systematic approach to monitoring the level of service and impact, and will be developed through a programme of formal route audits to capture a large volume of practical data.

For this freight strategy to be successful effective traffic management procedures should be put in place to encourage traffic to use appropriate routes in order to balance the needs of the freight industry and the impacts on local communities.
4. Freight in Northamptonshire

This chapter provides information gathered from various sources, on the scale of freight operations on Northamptonshire. This has involved looking at the level of HGV seen on the road network and some of the associated issues also arising from this.

Air Quality

Air Quality Legislation and Management – Due to its trans-boundary nature Air Quality is regulated at a European, National and Local Level. At the European level, the strategic framework is set out in the European Air Quality Framework, which is then broken down into directives. Directive 96/62/EC sets Europe-wide limit values for twelve key pollutants, based on a number of health based recommendations made by the World Health Organisation.

Within the UK the national policy on air quality is set out in the Air Quality Strategy for England, Scotland, Wales and Northern Ireland published in July 2007 and aims to ensure that European commitments are met in the UK. The AQS sets out a series of standards and objectives for the nine main air pollutants to protect health, vegetation and ecosystems. The air quality standards are concentrations limits which represent a negligible risk to health based on medical and scientific evidence. Many of the objectives in the national Air Quality Strategy have been made statutory in England with the Air Quality (England) Regulations 2000 and the Air Quality (England) (Amendment) Regulations 2002.

UK national policy also exists in terms of climate change and the emission of greenhouse gases. Following the Kyoto Protocol, the UK Government committed itself to reducing carbon dioxide emissions by 20% below 1990 levels by 2010, and to cut overall greenhouse gas emissions by 12.5% below 1990 levels by 2008 – 2012. The Government has now set a long term aim of reducing Carbon Dioxide levels by 80% by the year 2050. This Strategy and the wider proposals in the Northamptonshire Transportation Plan have a key role to play in meeting these targets.

At the local level, air quality is regulated by the Local Air Quality Management process. Part IV of the Environment Act 1995 requires local authorities to review and document local air quality within their area by way of staged appraisals with the aim of meeting the air quality objectives by the years defined in the Regulations. If a local authority finds any places where the objectives are not likely to be achieved, it must declare an Air Quality Management Area and put together a plan to improve the air quality - a Local Air Quality Action Plan.

Pollutant Emissions from Road Traffic - There are seven key pollutants (plus Ozone, which is considered at a national level) considered in the UK Air Quality Strategy, each of which has a specific threshold of concentrations in the air to protect human health. All of these substances are
present in the atmosphere at background levels. It is human activities that contribute to excess or elevated concentrations of these substances in quantities enough for them to become polluting.

The key pollutants of concern from road traffic are generally considered to be NOx (oxides of nitrogen), PM10 (particulates), CO (carbon monoxide) and C6H6 (benzene). Of these pollutants, emissions of NO2 and PM10 are most likely to result in exceedences of the relevant air quality standards or objectives.

The amount of pollutant emitted varies with vehicle type and fuel type and the operation of the vehicle including speed and variation of speed, road geometry, engine temperature and state of maintenance. Measurements have shown that high emissions tend to occur at low speeds (less than 15mph) such as in congested areas and at high speeds such as on motorways.

Source Apportionment work carried out by Northampton Borough Council shows that HGVs are the highest contributor of NOx emissions at the Bridge Street/Victoria Promenade junction in Victoria Promenade Air Quality Management Area. This is shown in the table below.

<table>
<thead>
<tr>
<th>Transport Mode</th>
<th>Car</th>
<th>LGV</th>
<th>Rigid HGV</th>
<th>Arctic HGV</th>
<th>Buses</th>
<th>Motorcycles</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Source Apportionment (%)</td>
<td>40.5</td>
<td>11.1</td>
<td>20.5</td>
<td>6.8</td>
<td>20.9</td>
<td>0.19</td>
<td>100</td>
</tr>
</tbody>
</table>

**NOx Contribution Summary, Bridge Street, Northampton**

Alternative fuel sources that will be more widely available for HGVs in the future include diesel/electric hybrid, electric, and fuel derived from anaerobic digestion. Emissions from HGVs powered by these fuel sources are considerably less than those from ageing diesel buses.

**Air Quality Management Areas** - The County of Northamptonshire is divided into seven Districts and Boroughs. The Local Planning Authority of each district or borough has undertaken the air quality review and assessment process to differing levels of detail.

There are currently (in December 2012) eight areas in Northamptonshire that have been declared as Air Quality Management Areas as a result of excess levels of Nitrogen Dioxide. In all of them the most important source of Nitrogen Dioxide is emissions from road vehicles. The declared areas are:

- **The M1 corridor** - between Junctions 15 and 16;
- **Victoria Promenade**, Northampton - a number of properties along Bridge Street, Victoria Promenade and Victoria Gardens;
- **St James**, Northampton - a number of properties along St James Road, Weedon Road, Harlestone Road and adjoining streets;
- **Harborough Road**, Northampton - roads and properties fronting parts of Kingsthorpe Grove, Harborough Road, Cranford Terrace, Alexandra Terrace and Boughton Green Road;
- **A45 London Road**, Northampton - a number of properties overlooking the northbound and southbound carriageways of the A45, extending from Woodland Road to the Queen Eleanor interchange;
- **Campbell Square**, Northampton - a number of properties located at the junction of Grafton Street, Campbell Street, Regent Square and Barrack Road;
- **St Michael's Road**, Northampton - all properties fronting St Michael's Road; and
- **A5 Watling Street**, through Towcester town centre.

The M1, the A5 and the affected part of the A45 are Highways Agency roads, so there are a total of five Air Quality Management Areas on Northamptonshire County Council roads.

Discussions with environmental health officers of the borough/district councils shows that the key issues in all of the existing AQMAs is the volume of traffic in close proximity to residents. It is believed that HGVs do not play a major part in the Air Quality issues reported. Instead it is the high volume of traffic and the location of the town centre car parks which are the major problem for the borough.

However discussions with South Northamptonshire Council environmental health officers indicate that the major issue within Towcester is the emissions of primary NO2. The results of the latest monitoring report indicate that approximately 60% of the primary NO2 emissions recorded in Towcester were related to HGV’s. The reasons for the high emissions from HGVs include the following;

- The stop start nature of the traffic through Towcester Town Centre due to unregulated on-street parking;
- Reductions in particulate emissions (in both HGV’s and cars) has led to an increase in primary NO2 emissions; and
- The “canyon” effect in the Town Centre prevents dispersion of emissions.

The result of this is that improvements to the Air Quality through Towcester can be achieved through the freeing up of traffic movements through either major improvements to the A5/A43 junction or through effective enforcement of parking in the Town Centre.

**Measuring the Economic Impact of Air Quality**

Air pollution harms human health and the environment. A conservative estimate for one type of pollution – particulates, is that it reduces average life expectancy in the UK by around six months is worth approximately £16 billion a year. HM Treasury has issued Green Book guidance to provide the framework for economic appraisal and evaluation of all Central Government policies,
programmes and projects. In line with its advice, air quality should impact in all decision-making wherever possible.

Reducing the Impacts of Freight

Freight movements can have a detrimental impact on local communities, as lorries travelling through an area can contribute to congestion, air quality and noise and vibration issues.

Lowering emissions from large commercial vehicles

Driving the Future Today - A strategy for ultra low emission vehicles in the UK – (September 2013, Office for Low Emission Vehicles, Page 55)

The take up of ultra low emission technologies for heavy goods vehicles (HGV) has been relatively low. Evidence suggests that high upfront costs, availability of refuelling infrastructure, uncertainty over long term running costs and residual payback periods are the major barriers to uptake by freight operators. But the Office for Low Emissions vehicles is working to take forward measures, such as proposals for a technology accreditation scheme to give operators information on the cost saving benefits of individual technologies, as well as the development of a strategy for switching larger freight vehicles to gas engines.

**Low carbon truck and infrastructure trial** The Office for Low Emission Vehicles has committed £6.5 million towards an £11.3 million Government trial of low carbon lorries and their supporting infrastructure. This aims to encourage the uptake of heavy goods vehicles whose CO2 emissions are at least 15% lower than those emitted by equivalent diesel vehicles. Over 300 low-carbon commercial vehicles will be involved in the demonstration programme, mostly using some form of gas power in dual fuel vehicles (diesel and gas). The programme also includes the launch of several gas refuelling points, which will be open access to help encourage other operators to consider using gas or dual-fuelled HGVs.

The new filling station at DIRFT provides a blend of biomethane and liquefied natural gas to HGVs and is the first filling station in the country that vehicles can just go along to and fill up.

Northamptonshire is committed to encouraging low emission commercial vehicles and will work with the freight industry to develop and utilise new infrastructure.
CASE STUDY
Leyland DAF Trucks started manufacturing the 12 tonne LF Hybrid model at its Leyland facility in Lancashire in December 2010 and was the first European manufacturer to enter serial production with a hybrid lorry. This followed a successful three-year field trial (in the UK and Netherlands) to demonstrate the benefits of the technology. This identified that a 24% fuel and carbon saving can be achieved when operating on a suitable stop/start duty cycle compared to an equivalent diesel truck. The trial also proved that the hybrid technology could meet the customers’ demanding operational requirements. DAF LF hybrid trucks are now operating in eight different countries around Europe. The DAF LF hybrid is a ‘parallel Hybrid configuration’ vehicle, with an electric motor installed between the engine and gearbox. The vehicle is fitted with a lithium ion battery, which allows up to 2 km of electric driving. This is recharged automatically when the vehicle is coasting or braking. The vehicle automatically decides which mode to drive in – either electric, blended electric and diesel power or diesel only modes – depending on the driving conditions.

Freight and Road Safety

Road safety and casualty prevention and reduction are of considerable Importance in Northamptonshire. Investment will be made in road safety, particularly where there are existing identified collision problems.

Collisions are constantly monitored and if there is evidence of unusual or increasing trends involving freight then further investigation will be undertaken and considered in the wider context of our road safety strategy.

When large freight vehicles are involved in collisions their size and weight can mean that the collisions are more severe than those involving cars alone, so Northamptonshire County Council is keen to work alongside all local hauliers and business to promote road safety initiatives.
Lorry Parking

While many lorry movements are associated with day to day deliveries around the county, others are related to delivery and collection of goods as well as through traffic and this often results in drivers needing to park up overnight before continuing their journey. Facilities for parking need to be safe and secure, especially as many lorries will be parking up fully loaded. Unfortunately, there is a shortage of lorry parks countywide and as a consequence, drivers are parking in residential streets and rural lay-bys, neither of which is secure or provide the necessary facilities. In residential streets, large, stationary lorries also present a hazard to other road users and pedestrians.

It is essential that proper provision for overnight parking with the necessary security and facilities is provided at suitable locations across the county. The provision of lorry parks is something which the borough and district councils can promote by encouraging developers of sites that will generate significant heavy goods vehicle, (HGV), movements to include parking facilities within the development site.

Northamptonshire County Council provides and maintains a location map of lorry parks throughout the county and encourages drivers to make full use of these facilities. The Police and parking attendants will issue fixed penalty tickets where HGVs are partly or wholly parked on a footway or verge, day or night and vehicles parked on the highway overnight may be reported to the Traffic Commission who issue the operating licences to the haulage companies.

**Freight policy 7**

Northamptonshire County Council will support borough and district councils in securing lorry parking facilities countywide and in encouraging developers to provide safe, secure lorry parks at strategic points across the county, especially along the strategic routes and in towns with a high generation of HGV traffic.

New parking areas also need to relate to Highways Agency roads, such as parking facilities linked to the A14, A45, A43 or A5. Therefore the Highways Agency needs to be involved in developing proposals along these strategic routes.
‘Secure’ Safety Standards
Parking facilities should be made to comply with parking safety standards and have police accreditation for safety. Northamptonshire Police will object to any planning applications where lorry parking does not comply with the guidance contained in the Secure Europe Trucking Parking Best Practice Handbook (SET POS). More details of this can be found at this website: http://www.setpos.eu/setposHandbook.htm


This guidance was developed jointly by Northamptonshire County Council, Northamptonshire Police and the District and Borough Councils of Northamptonshire and is a significant acknowledgement of the joint commitment across the county towards enhancing community safety. The guidance seeks to bring together emerging best practice in the field of community safety and design. It includes the road freight policies:

- Provide secure holding areas for HGV’s arriving on site prior to off loading to reduce prevalence of on street parking where loads are vulnerable to theft.
- Use CCTV to enhance security in HGV parking areas. Where possible, this should be real time monitored CCTV with automatic number plate recognition (ANPR).

Also, to avoid impacting the towns and villages lorry parks and lay-bys should be located close to industrial estates or extensions of existing parks off arterial roads.

Northamptonshire HGV Parking Study 2009

The County Council was sufficiently concerned about the impacts of parking that a study on the subject was commissioned in 2009. A summary of the main findings is provided below.

Assessing lorry parking needs
Northamptonshire has a central geographic location, with more than half the population of England and Wales within four hours drive of the area; this is also around the maximum time a driver can drive before needing to take a rest period. This makes the area a convenient stopping point for drivers whose journey may have originated at one of these major ports. Strategic distribution businesses within the County attract significant HGV traffic and generate a need for parking facilities, both overnight and for drivers awaiting their collection or delivery time slot. As the M1 has its own Motorway Service Area provision, the strategic need for HGV parking provision in Northamptonshire is related primarily to the A14, A45 and A5 and any County roads carrying strategic flows, plus the A1 that runs adjacent to the county.
We currently have 8 parking sites that can be used in and around Northamptonshire:

<table>
<thead>
<tr>
<th>Road</th>
<th>Location</th>
<th>Phone</th>
<th>Cost*</th>
<th>Capacity (Spaces)</th>
<th>Mon - Thur</th>
<th>Fri</th>
<th>Sat</th>
<th>Sun</th>
</tr>
</thead>
<tbody>
<tr>
<td>M1</td>
<td>Northampton Service Area Road Chef (J15A)</td>
<td>01604 831888</td>
<td>£22.00</td>
<td>18</td>
<td>24hrs.</td>
<td>24hrs.</td>
<td>24hrs.</td>
<td>24hrs.</td>
</tr>
<tr>
<td>M1</td>
<td>Watford Gap Service Area Road Chef</td>
<td>01327 879001</td>
<td>£22.00</td>
<td>18-20</td>
<td>24hrs.</td>
<td>24hrs.</td>
<td>24hrs.</td>
<td>24hrs.</td>
</tr>
<tr>
<td>A5</td>
<td>Jacks Hill Cafe</td>
<td>01327 851560</td>
<td>£10.00</td>
<td>48</td>
<td>06:00 - 21:30</td>
<td>06:00 - 20:30</td>
<td>06:00 - 15:00</td>
<td>07:00 - 14:30</td>
</tr>
<tr>
<td>A5</td>
<td>NT Truckstop Rugby</td>
<td>01788 535115</td>
<td>£18.50</td>
<td>280</td>
<td>24hrs</td>
<td>24hrs</td>
<td>Closed Midday</td>
<td>Opens 16:00</td>
</tr>
<tr>
<td>A5</td>
<td>The Super Sausage Cafe Potterspury</td>
<td>01908 542964</td>
<td>£1.00</td>
<td>8</td>
<td>07:00 - 17:00</td>
<td>07:00 - 17:00</td>
<td>08:00 - 15:00</td>
<td>08:00 - 15:00</td>
</tr>
<tr>
<td>A45</td>
<td>Scofflers Cafe</td>
<td>01604 764500</td>
<td>FREE</td>
<td>15</td>
<td>07:30 - 15:30</td>
<td>07:00 - 19:00</td>
<td>07:00 - 17:00</td>
<td>07:00 - 17:00</td>
</tr>
<tr>
<td>A45</td>
<td>Red Lion Cafe</td>
<td>01604 831914</td>
<td>£12.00</td>
<td>100</td>
<td>06:30 - 22:00</td>
<td>06:30 - 22:00</td>
<td>06:30 - 13:00</td>
<td>15:00 - 22:30</td>
</tr>
<tr>
<td>A4500</td>
<td>Super Sausage Cafe</td>
<td>01604 839090</td>
<td>£6.00</td>
<td>28</td>
<td>06:00 - 20:00</td>
<td>06:00 - 19:30</td>
<td>06:00 - 15:00</td>
<td>08:00 - 13:00</td>
</tr>
</tbody>
</table>

Please see Appendix 2 for a map showing the location of Lorry Parks in the County.

Research showed that although the volume of HGV traffic had increased dramatically the number of approved lorry parking spaces in or close to the County had reduced.

The study undertook a number of surveys. These included:
- Counts at the existing facilities of the numbers of HGVs parked up; and
- Interviews with drivers, operators and service providers as to the issues that currently exist.

The study highlights the shortage of parking and the general locations with potential for parking development around the strategic road network therefore the Council needs to work in partnership with haulage and large distribution companies in order to provide more secure off-road parking facilities for goods vehicles.
The 2009 HGV Parking Study did establish:
- an overall need for lorry parking,
- the broad locations where this need can best be fulfilled,
- the criteria that should be applied in identifying potential sites and
- the planning conditions that should be considered when granting approval to lorry park proposals.

From the baseline review of lorry trips in Northamptonshire, the existing lorry parking provision and the amount of lorries parking in lay bys and on street, the evidence has shown that up to three lorry parking facilities are urgently required to serve the need for lorry parking on the strategic route network in Northampton and to meet local needs associated with major freight generators. Information obtained from the driver questionnaires and indicated that over 45% of the drivers were not willing to travel more than 5km away from their route to find suitable parking.

**Lorry Parking Strategy Outcome**

It is important that adequate lorry parking facilities are available to serve strategic routes and freight attractors within the plan area to assist in achieving the efficient, safe and secure movement of freight. It is also important that lorry parking facilities are provided in a manner which minimises adverse environmental and community impacts.

The A14, A45 and A43 corridors provide the preferred locations for new designated truck stops. Truck stops may be located in other areas where a specific need for the facility can be demonstrated, including sites close to concentrations of distribution and industrial activities.

Proposals for truck stops should satisfy the following criteria:

- The truck stop should be located within 5kms of the Strategic Road Network or a major freight attractor;
- There is a proven need for the truck stop as evidenced by lorry parking studies and study updates endorsed by Northamptonshire County Council and/ or the Highways Agency;
- If new truck stops are to be located in the open countryside, it needs to be shown that the need for the facility outweighs the general presumption against development in the open countryside;
- It can be shown that the proposals would not have an unacceptable impact on the local and strategic road network, the environment, landscape character and local amenity;
- Any ancillary uses proposed are closely related to the main use of the site as a truck stop;
- The design and layout of the proposed truck stop is off high standard including security measures.

Research has shown that whilst the number of HGV movements in Northamptonshire is increasing, the number of lorry parking facilities has decreased. To support economic growth in the county we should work in partnership with all interested parties to develop adequate lorry
parking facilities that are accessible from the strategic freight network and secure for the lorries that use them. This will be pursued with District Councils, the Police, surrounding authorities, and Developers, especially along the strategic routes and in towns with a high generation of HGV traffic. Also, we will encourage developers to provide safe, secure lorry parks at strategic points across the county.

South Northamptonshire Heavy Goods Vehicle Study
South Northamptonshire Council recently completed a study of Heavy Goods Vehicle (HGV) traffic in rural parts of South Northamptonshire. The study was undertaken and completed in July 2012 and the analysis of the raw data and the reporting of the results are due to be completed shortly.

For more information please go to South Northamptonshire Councils website: http://www.southnorthants.gov.uk/index.htm
Freight Consolidation Centres

What are Freight Consolidation Centres?

We will support the concept of freight consolidation centres. These are distribution centres, situated close to town centres, shopping or construction sites, at which part loads are consolidated and from which a lower number of consolidated loads are delivered to the target area. They are increasingly proposed in local authority strategic plans and industry trade publications as a tool to help achieve improvements in local air quality and greater efficiency through the optimisation of land use, faster deliveries and in the case of the construction industry reduced material and time wastage.

Freight consolidation involves grouping individual consignments or part-loads that are destined for the same locality so that a smaller number of full loads are transported to their destination. Research from centres already in operation suggests that they can reduce journeys by about 80% and cut carbon emissions from freight by over 50%.

FROM.....
Examples & Evidence

The Freight Consolidation Centre concept has been introduced in the UK through a small number of high profile sites over the previous decade – Heathrow, Bristol Broadmead, Sheffield Meadowhall and the London Construction Consolidation Centre. Each has its own unique operating model and origins and currently many more have been / are being investigated.

Consolidation Centres can benefit society and local authorities by reducing within the ‘final mile’ of deliveries the:

- Emissions affecting air quality (reducing PM and NOx)
- CO2 emissions
• Traffic congestion
• Conflict between road users

Freight Consolidation Centres can also benefit wider business interests by:

• Maximising retail space and store staff
• Reducing the delivery cost of ‘the final mile’
• Increasing the delivery window, generating opportunity for efficiencies in the distribution chain
• Meeting corporate social responsibility targets
• For construction, helping to manage site congestion

**Freight Policy 8**

Growth is to be supported whilst reducing the number of vehicle journeys and reducing carbon emissions and other pollutants which can be directly detrimental to human health. This will include support for the concept of ‘secure freight consolidation centres’ as appropriate as Northamptonshire Grows, to mitigate any impacts of development or increased traffic growth.

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**A14 – Local, National and European Significance**

The A14 runs a distance of approximately 127 miles and is the main East-West strategic route between Ireland, the Midlands and northwards and the East coast ports that are the main focus for international container traffic. The A14 is an essential element of the Trans-European Network’s Project 13, being part of Euro-routes E24 and E30 and is managed by the Highways Agency.

The A14 is currently a dual 2-lane dual carriageway through Northamptonshire. All junctions are grade-separated or left-in – left-out accesses, with the exception of J14 (Titchmarsh) which is a priority junction. The connections from the A14 to the M1 and M6 at M1 junction 19 are sub-standard as they were designed to make use of an existing bridge, and congestion is regularly experienced at this junction.

Traffic on the A14 is considerably above what was forecast when the road was built. The section around Kettering experiences regularly congestion, and is to be widened to 3 lanes shortly.

As part of this strategy the county council aims to raise the profile of the A14 along the entire route, pushing forward the national economic significance and the need for integrated management as part of a wider network and where possible secure funding from Europeans sources. And then work closely with National and European governments in developing and delivering solutions to the identified challenges of the A14 and then undertake further research to
understand the full costs and benefits of the options so that we can make clear choices and use pooled resources with other stakeholders to help fund initiatives.

Highways Agency projects affecting the A14 in Northamptonshire are:

Committed schemes
- A14 Kettering Bypass J7-J9 Widening - Work on widening the A14 to 3 lanes in each direction between J7 and J9 is due to start in late 2013. The £37-50million project should be completed by 2015.
- M1 Junction 19

Schemes under development
- A14 J10/10a Improvements

The HA is currently considering a strategy for the A14 as a whole as part of its programme of Route Based Strategies which are intended to published in March 2015.
5. The Impacts of Growth

The importance of freight should be recognised by all of the local planning authorities. Freight partnerships can be used to ensure that representatives of the freight industry are consulted during the preparation of local planning documents.

Significant housing development and population growth is proposed in Northamptonshire and this will place pressures on the transport network. Strategies should be developed to ensure that this growth does not have any significant negative impact on the freight industry.

It is important that freight movement is considered at the early stages of any new development and that developers contribute towards freight management.

**Freight Policy 9**
Liaise with planning authorities to identify and investigate freight issues and bring together spatial planning, freight transport and transport planning interests. As part of this developers should be encouraged to contribute towards the actions included in the Road Freight Strategy.

**Freight Management in the Future**

Going forward, new and innovative techniques will be used to manage freight in Northamptonshire to facilitate growth of the local economy and manage the effects of population growth.

**Freight Policy 10**
We will seek funding from new and innovative sources and opportunities that complement our budget provision and help us deliver our priorities to develop a fit for purpose freight network that allows Northamptonshire to grow and prosper with due regard for a sense of well-being overall.
6. Delivering the Strategy

The previous section outlines the policies of the Road Freight Strategy. The table below demonstrates how these policies contribute to the objectives of the Northamptonshire Transportation Plan and the corresponding six objectives of the Road Freight Strategy.

<table>
<thead>
<tr>
<th>NTP Objectives</th>
<th>Road Freight Strategy Objectives</th>
<th>Policies</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fit for... the Future</td>
<td>To mitigate measures related to growing demand;</td>
<td>1, 6, 7, 8,</td>
</tr>
<tr>
<td></td>
<td>Fit for... the Community</td>
<td></td>
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<tr>
<td></td>
<td>To address the problems caused by HGV traffic in both urban and rural locations and to reduce the impact of HGV’s on local communities, especially concerning overnight lorry parking.</td>
<td>1, 2, 3, 4</td>
</tr>
<tr>
<td>Fit to... Choose</td>
<td>To influence and encourage movement patterns and transport choice within the county;</td>
<td>1, 2, 3, 4</td>
</tr>
<tr>
<td></td>
<td>Fit for... Economic Growth</td>
<td></td>
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<tr>
<td></td>
<td>To encourage commercial and economic growth;</td>
<td>5, 6, 7, 8</td>
</tr>
<tr>
<td>Fit for... the Environment</td>
<td>To reduce the environmental impact of freight movement and reduce the impact of HGV’s on inappropriate routes e.g. rural areas, areas in AQMA, areas with weight restrictions; and</td>
<td>1, 2, 3, 4</td>
</tr>
<tr>
<td></td>
<td>Fit for... Best Value</td>
<td></td>
</tr>
<tr>
<td></td>
<td>To manage the network to provide ease of movement through the county and to reduce the impacts of congestion and ‘lost productive time’.</td>
<td>1, 2, 3, 4</td>
</tr>
</tbody>
</table>
7. Scheme Funding

Funding for road freight comes from a number of different sources such as:

- The Integrated Transport Block (Northamptonshire Transportation Plan)
- Central government grants
- Section 106 Agreement contributions from developers
- Developer led Infrastructure delivery secured through Section 278 agreements
- Localism
- Match funding from the public sector
- New sources of grant funding from public bodies
- Community Infrastructure Levy
- Partnership with commercial operators

Reductions to the Integrated Transport Block means that there will be less funding available for all transport schemes specifically for highway management, but increases to the maintenance budget have directly benefitted highway management.

The Northamptonshire Arc, Local Enterprise Partnerships, and Regional Growth Fund could also offer real opportunities for the Council to take forward projects over the next few years.

With a series of independent funding sources, a coherent strategy is required to achieve the most equitable and efficient use of limited resources. One example of delivering best value is by joining smaller schemes together to gain economies of scale in terms of design and implementation.

With an increased pressure on resources, a clear method for prioritisation of schemes to be implemented is required. Prioritisation should be given to schemes to improve accident rates, deliver accessibility to education, healthcare and employment locations as well as to growth areas (sustainable urban extensions etc). Schemes should also always be considered from their ability to deliver utility trips, i.e. through generating the modal shift and the greatest cost-benefit ratios.

The following general prioritisation for schemes may be useful in determining between schemes:

1) New developments
2) Town centre
3) Intra-urban links
4) Inter-urban
5) Rural/Leisure

However, other aspects will need to be taken into account when assessing the prioritisation of schemes, such as need and economic impact of the scheme.
**Scheme Delivery**

This strategy will be delivered through county-wide initiatives and a policy framework that secures the importance of road freight in Northamptonshire both at a county and a local level.

The majority of the strategy will be delivered through other documents that make up part the Northamptonshire Transportation delivery strategy, including the Network Management Plan, the Highway Asset Management Plan and the Rights of Way Improvement Plan.
Appendix 1 – Summary of Policies

What is the Vision for Northamptonshire?
To encourage the sustainable distribution of goods through minimising road based travel and the associated environmental impacts of road haulage, whilst maintaining economic efficiency and helping to improve the quality of life for the residents of Northamptonshire.

What are the Objectives?
1. To mitigate measures related to growing demand;
2. To address the problems caused by HGV traffic in both urban and rural locations and to reduce the impact of HGV’s on local communities, especially concerning overnight lorry parking;
3. To influence and encourage movement patterns and transport choice within the county;
4. To encourage commercial and economic growth;
5. To reduce the environmental impact of freight movement and reduce the impact of HGV’s on inappropriate routes e.g. rural areas, areas in Air Quality Management Areas (AQMAs), and areas with weight restrictions; and
6. To manage the network to provide ease of movement through the county and to reduce the impacts of congestion and ‘lost productive time’.

Freight Policy 1
Where the majority of vehicle movements are local to the area, consideration to be given to advisory signing to take vehicles away from inappropriate roads together with liaison with companies involved.

Freight Policy 2
An HGV positive signing scheme should be implemented across the county to direct lorries along suitable routes to their destinations. The information should be included within existing signs to clarify the routing as well as keeping sign numbers to a minimum.

Freight Policy 3
All low bridges and structural weight limits will be adequately signed from a reasonable distance away, preferably the nearest A or B road, and show units in metric as well as imperial.

Freight Policy 4
The introduction of an amenity weight restriction will be considered where most of the below criteria are present:
- A minimum reduction of 30 HGV movements per day, representing at least 50% of the observed movements, can be achieved.
- A restricted area can be defined which does not transfer the problem to other communities and has sensible and practicable terminal locations.
• An alternative route exists for diverting HGVs that does not pass through environmentally sensitive areas, does not create a major increase in distance for lorry operators, avoids dangerous junctions or other unsuitable locations and will not result in increased road maintenance costs.
• Structural damage to buildings, walls and vehicles occurs.
• The road that is to be the subject of the restriction is not part of the Primary Road Network (PRN) or, other than in exceptional circumstances, a non PRN “A” road.

Freight Policy 5
Identify hotspots where enforcement is needed and use the information to influence the industry and the Police on education and enforcing restrictions.

Freight Policy 6
The County Council will encourage freight operators to use specialised Satellite Navigation systems that produce specialist information for HGV drivers, both UK and foreign, indicating low bridges, structural and amenity weight restrictions, and suitable routes for lorries to use and make the information freely available to them. Also make literature available to drivers visiting the county to make them aware of the location of lorry routes to industrial areas and the location of safe lorry parks.

Freight Policy 7
Northamptonshire County Council will support borough and district councils in securing lorry parking facilities countywide and in encouraging developers to provide safe, secure lorry parks at strategic points across the county, especially along the strategic routes and in towns with a high generation of HGV traffic.

Freight Policy 8
Growth is to be supported whilst reducing the number of vehicle journeys and reducing carbon emissions and other pollutants which can be directly detrimental to human health. This will include support for the concept of ‘secure freight consolidation centres’ as appropriate as Northamptonshire Grows, to mitigate any impacts of development or increased traffic growth.

Freight Policy 9
Liaise with planning authorities to identify and investigate freight issues and bring together spatial planning, freight transport and transport planning interests. As part of this developers should be encouraged to contribute towards the actions included in the Road Freight Strategy.

Freight Policy 10
We will seek funding from new and innovative sources and opportunities that complement our budget provision and help us deliver our priorities to develop a fit for purpose freight network that allows Northamptonshire to grow and prosper with due regard for a sense of well-being overall.
Appendix 2 – Location of Lorry Parks
Appendix 3 – Northamptonshire Lorry Route Maps
Northamptonshire Road Freight Strategy

For more information please contact
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