

# Local Development Framework Briefing Paper Freight



## Devon County Council's advice to Local Planning Authorities.

*This is one of a series of briefing papers prepared by Devon County Council to assist the preparation of Local Development Documents.*

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***Local Planning Authorities are requested to take the following matters into account in preparing their Local Development Frameworks and other documents:***

- 1. Recognise the Devon Strategic Road Network (SRN) as being the principle road network for road freight and identify the rail network and the shipping networks.***
- 2. Make provision for and promote opportunities for modal shift of freight to rail and ship when appropriate.***
- 3. Include proposals for the improvements to the road network, after consultation with the Highway Authorities, such as bottlenecks, capacity issues and address the needs for a second strategic route into Devon.***
- 4. Address environmental and climate change issues.***
- 5. Make provisions for the improvements to the rail network and facilities to accommodate modal shift to the rail network.***
- 6. Include proposals to maintain and develop port facilities and their associated infrastructure at Teignmouth as a commercial port, Bideford as a commercial port if appropriate.***
- 7. Make provision for Intermodal freight terminals at Exeter, currently advocated in East Devon to the north of Exeter International Airport and Plymouth***
- 8. Make provision for local rest areas, freight handling and transfer facilities which can help to reduce reliance on road based freight and the impact of goods vehicles - especially in urban areas and the Area Centres.***
- 9. Proposals for major freight generators should be located where they are well related to the rail network and existing ports and are easily accessed (subject to other strategic and environmental policies).***

### **Partnership Working**

***Devon County Council wishes to work in partnership with District Councils, in further developing the above policy areas with colleagues and other organisations and would wish to be fully involved in any discussion relating to them.***

## 1. Introduction

**The movement of freight** is usually associated with road, rail, shipping, and air. Nationally, nearly 90% of all inland freight movement is currently road based accounting for approximately 15% of total vehicle miles (derived from DFT Transport Statistics) The average length of road based freight movements has increased in recent years at a faster rate than the growth in the volume of goods. This means that freight is being transported over increasing distances.

**In Devon** the efficient and reliable movement of freight is of vital to the prosperity and economic well-being of Devon's economy. However the movement of freight, within Devon and through Devon, can have significant impacts on the transportation network and not all roads are suitable for carrying freight vehicles.

Current freight policy in the draft Regional Spatial Strategy (published June 2006) and the Devon Structure Plan (adopted October 2004) are summarised in Appendix 1 and includes Structure Plan diagrams of the Devon Strategic Road Network and Devon Rail Network.

**This Briefing Paper** sets out freight distribution and provision matters that need to set out within Local Development Document policies and proposals to accommodate current and future requirements of freight transport in Devon regarding:

- a) Determining a Freight Strategy for road, rail and shipping and defining improvement to the networks as necessary
- b) Identify HGV rest areas and break-bulk interchanges where appropriate
- c) Address freight related environmental and climate change issues

## 2. Vision / Strategy for the future

The general transport vision set out in the Devon Structure Plan is to:

*Develop and integrated and sustainable transport system, in conjunction with a land use strategy, able to meet the environmental, economic and social needs of Devon whilst reducing the need to travel.*

This general vision needs to be developed through the identification of key freight transport aims that need to be addressed over the next 20 to 30 years to improve the efficiency of freight sector, whilst improving journey times and reducing emissions and removing the impact that freight has on congestion and the environment.

The current arrangement are to work partnership with local authorities, the freight industry, environmental groups, local businesses, the police and other interested bodies to understand freight distribution issues and to promote constructive solutions for access for goods and services and environmental and social concerns. Such an initiatives need to be advised thought the introduction of a range of principles to encourage and develop opportunities for an integrated and sustainable freight solutions

### 3. Issues to be addressed

**Integrated and Sustainable development** *in conjunction with a land use strategy, able to meet the environmental, economic and social needs of Devon whilst reducing the need to travel.*

**The predominance of road based freight** over other, more sustainable, modes of freight movement also raises issues about pollution, the use of resources, and other environmental impacts. These impacts can, however, be mitigated by

- Increasing the role of rail and water based freight haulage
- Managing existing road based freight movement more effectively
- Targeting infrastructure improvements such as rest area, bottlenecks, capacity and congestion issues and address the needs of a second strategic route into Devon
- Addressing the environmental issues
- Minimising the effects on climate change
- Addressing freight needs and concerns in both rural and urban areas

In addition care is being taken in the design of the new communities at Cranbrook, and Sherford to ensure that the impact of service and freight vehicles is minimised.

The environmental effects of freight vehicles should be minimised and this may in urban areas be achieved by restricting the hours that retail premises are serviced.

**The rail network** is an under-utilised resource for freight movement, and there is scope for the expansion of long distance rail freight services. The current Regional Transport Strategy identifies the need to upgrade the gauge on the Great Western main line via Bristol for freight movement. The draft RSS also proposes additional passing loops between Salisbury and Exeter and appropriate engineering measures to secure the long term future of the Great Western route through Dawlish. The Trans European Rail Freight Network (TERFN) now includes the main Penzance to Bristol line and all rail lines should be fully integrated with the rest of the operational network by March 2008.

**Sea transport** is very efficient in the use of energy and, while the opportunities to expand the role of water based freight haulage are limited, the increased use of coastal and European shipping and ferry links for both freight and passenger traffic will be promoted and encouraged. The Devon Structure Plan includes proposals to maintain and develop port facilities and their associated infrastructure at Teignmouth as a commercial port, Bideford as a commercial port

**Multi-modal freight terminals** can play an important role in encouraging the use of rail rather than road based freight networks. It is considered that the strategic priorities for such terminals in Devon, in terms of their importance to the local economy and their ability to influence modal choice, are at Exeter and Plymouth.

Elsewhere there is considerable scope for local freight handling and transfer facilities which can help to reduce reliance on road based freight and the impact of goods vehicles - especially in urban areas and the Area Centres. Proposals for major freight generators should be located where they are well related to the rail network and existing ports.

### 5. Partnership Working

Devon County Council wishes to work in partnership with District Councils, in further developing the above policy areas with colleagues and other organisations and would wish to be fully involved in any discussion relating to them.

## Summary of current policy

The draft **Regional Spatial Strategy** (published June 2006) sets out a Regional Freight Map based largely on flow data (see Regional Freight Map in Appendix 1). The draft RSS recognises that there is some inconsistency between freight route hierarchy and the National Primary Route Network (PRN) (see RSS, paragraph 5.6.3) and a review of PRN signing policy is needed to reflect the work carried out the region. To support more sustainable distribution of freight in the South West the draft RSS document indicates that:

### a) Road Freight

- A review of the PRN signing is needed to reflect the work carried out in the region. *(The review also needs to be consistent with the Devon Strategic Road Network (SRN) set out in the Devon Structure Plan and Local Transport Plan (see para below))*
- LA should review rest areas for HGV traffic for all routes shown on the Freight Map having regard to the Working Time Directive
- Assess the scope for 'break-bulk' interchanges to serve major urban areas
- Encourage the development of local supply chains to minimise need for long distance freight movements
- Ensure that developments that which generate high volumes of freight movements should be located close to appropriate rail or water freight facilities
- Give priority for strategic routes in determination for road maintenance

### B) Rail Freight

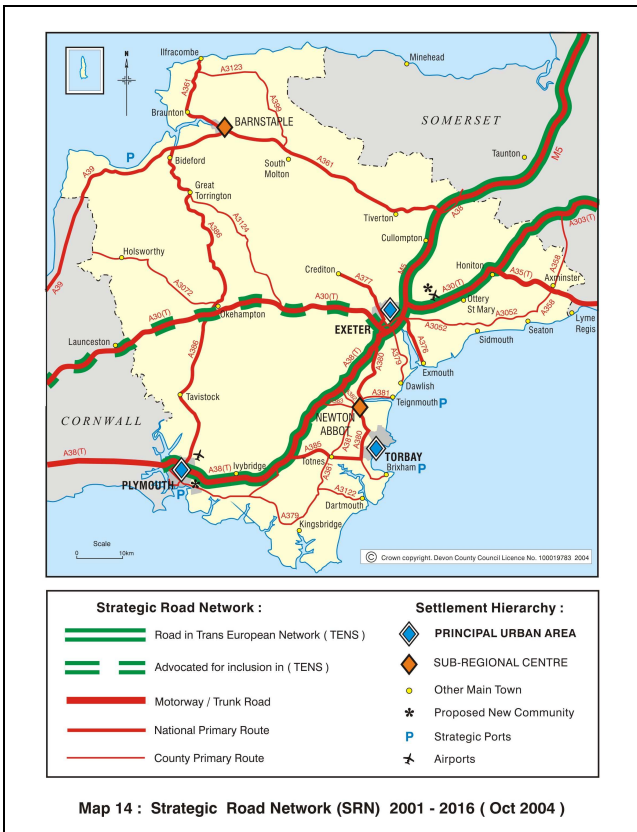
- Sites for rail freight interchange facilities should be identified and safeguarded in LDD for East Devon and other locations in the region subject to viability.

**The Devon Structure Plan (adopted October 2004)** identifies the Devon Strategic Road Network (SRN) as having a primary role in accommodating road based freight movements (including port and airport access). In performing this role, the identification of the SRN helps to reduce the overall impact of freight movement by concentrating such traffic onto those parts of the network most able to accommodate it. (See Devon Strategic Road Diagram below). ***The mismatch between the RSS Regional Freight Map and the Devon SRN need to be resolved.*** The Structure Plan also seeks to:

- Reduce the impact of large vehicles on there environment through traffic management measures and Freight Quality Partnerships whilst maintaining access for the delivery of goods.
- To maintain and develop port facilities and their associated infrastructure at Teignmouth as a commercial port, Bideford as a commercial port

**Relevant matters in the Structure Plan are:**

- A) Vision / High Level Policy Aims 6 (page 20)
- B) Policy ST1 - Sustainable Development (page 25)
- C) Policy ST2 - Self sufficiency (page 26)
- D) Policy ST4 - Infrastructure Provision (page 26)
- F) Policy ST5 - Development Priority (page 30)
- G) Policy ST6 - Plymouth PUA (page 31)
- H) Policy ST10 - Exeter PUA (page 34)
- I) Policy WM1 - Waste (page 76)
- J) Policy TR13 - Ports (page 96)
- K) Policy TR14 - Airports (page 97)
- L) Policy TR15 Freight Distribution Network
- M) Policy TR 10 - Strategic Road Network (page 95)
- N) Policy TR16 - Travel Investment Priorities (page 100)



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