

Freight Supplementary Strategy Document



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1. Introduction

This document sets out a freight strategy for Slough Borough Council. It draws on the national policy context and Slough's overarching transport objectives and is informed by two previous freight studies¹ carried out for Slough Borough Council and the Slough Local Transport Plan 2006-2011.

1.1 Purpose of the Strategy

The purpose of the freight strategy is to co-ordinate all policies and programmes of action which will assist in promoting and managing freight as part of Slough Borough Council's Transport objectives.

The strategy is intended to form the basis for consultation on freight issues in Slough and provide an action plan for delivery of the related schemes and initiatives to be taken forward.

The key to a successful freight strategy is balancing needs against impacts. Customers want goods and services to be provided at acceptable cost, at convenient times and places, and with the flexibility to meet needs which may vary widely at short notice. Operators want to be able to plan their work with a reasonable degree of certainty, and to make the most efficient use of assets. All those who live and do business in Slough want the environmental and congestion impacts of road freight, which are currently responsible for a disproportionate amount of emissions of air pollutants and noise, to be minimised.

1.2 Local Transport Plan and the Freight Strategy

The Transport Act 2000 (amended 2008) introduced a statutory requirement for all local transport authorities to produce a Local Transport Plan (LTP). Prior to the 2008 Act, Plans were required to be renewed at least every 5 years. Recent amendments now allow local transport authorities to replace their plans as they wish.

Slough's current Local Transport Plan runs to April 2011, by which time the Council must have a new plan in place.

Department for Transport (DfT) Guidance on LTPs² states that they must contain:

- **Policies** - or '**core strategy**'; and
- **Implementation Plans** – a Detailed Business Plan that set out the proposals for delivery of the policies. To maximise the effectiveness of the core strategy and implementation plan and to help ensure that the Plan itself is concise

In considering this duty authorities should ensure that their LTP covers all policies and delivery plans relating to transport, explaining how these will contribute to the wider local agenda.

LTPs should consider the transport needs of both people and of freight and whilst setting out possible enhancements and improvements to transport services also consider the maintenance, operation, management and best use of the assets necessary for transport delivery, within the context of tightening environmental constraints.

To maximise the effectiveness of the core strategy and implementation aspects of the LTP, and to help ensure that the Plan itself is concise, authorities can support the LTP with a number of Supplementary Strategy Documents (SSDs), for example explaining how the Plan covers particular policy areas, such as walking, cycling, accessibility, parking, freight, buses, road safety and traffic reduction.

¹ Slough Commercial Routing Strategy, August 2003, Babbie Group Ltd and Slough Draft Freight Strategy 2001 – 2006, October 2000, Babbie Group Ltd

² Department for Transport, Guidance on Local Transport Plans, July 2009.

This is Slough's SSD for freight which will support the LTP3 in which Slough has chosen to set out the transport strategy for the 15 year period up to 2026.

1.3 Structure of the Remaining Strategy

Following this introduction the remainder of this strategy is structure as follows:

- **Section 2** - sets out the context for the strategy, including relevant national and local policy;
- **Section 3** – sets out the challenges and options relating to freight and provides a summary of the local issues; and
- **Section 4** – presents the aims, vision and objectives of the freight strategy and shows how these align with the LTP3 objectives;

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2. Context

2.1 National Picture

The movement of goods, by road, rail, water, air, and pipeline is essential to sustaining and developing national and local economies. The necessities of life such as food, warmth and shelter depend on the movement of goods. Raw materials and finished goods cannot realise their value until they have been transported from their point of extraction or production to their destination.

The expectations of people at the beginning of the 21st century are such that we expect our distribution services to be rapid, flexible and keenly priced. However in order to achieve this and maintain our quality of life, there is also a need to reduce noise and pollution from vehicles, reduce congestion, minimise empty running and make better use of our railways and waterways.

Changes in working methods, for example “Just in Time” deliveries and an increase in permitted lorry size to 44 tonnes, has encouraged a switch to road haulage as smaller consignments may be easier and cheaper to move by road. Increases in road traffic, coupled with the slowing of the road building programme in the late 1990s, have led to mounting problems of road congestion and subsequent environmental impact.

The vehicles used to distribute goods and services now range from light vans to 44 tonne articulated vehicles, from one dedicated supplier to a number of independent suppliers. The 1990’s has actually seen a shift in freight traffic from medium sized vehicles to light vans, with light vans being projected to be the fastest growing category, although the number of larger HGVs are also increasing.

It is expected that with growing increase of e-commerce, the 24 hour life-style and increasing consumer sophistication that the variety of distribution services will also increase.

The delay to deliveries and service vehicles caused by traffic congestion is costly and has a knock-on effect on the wider economy. Congestion, air pollution, noise, and vibration are the main environmental impacts of road freight, together with damage to social and physical structures, including roads and buildings. All of which are exacerbated by congestion.

The desirability of achieving modal transfer of freight away from road to less environmentally damaging forms of transport such as water and rail has been a key objective of successive government plans for many decades.

2.2 National Policy

This Supplementary Strategy Document (SSD) has been prepared in the context of national and local policies as set out in White Papers, PPGs and local development plans. The desirability of achieving modal transfer of freight away from road to less environmentally damaging forms of transport such as water and rail has been a key objective of successive government for decades and is included in a wide range of strategic planning policy documents.

The overall approach of national policy to freight is to:

- **Encourage a sustainable approach to freight movements;**
- **Improve the efficiency of road freight distribution;**
- **Consider alternatives to road freight, and**
- **Improve interchange between modes.**

More recently, the **Eddington Transport Study**³ gave a clear focus to economic development, by identifying that transport investment should be on existing networks to underpin economic growth. It identified congestion and reliability as key challenges threatening sustainable economic growth. Whilst the **Stern Review**⁴ concluded that action is required to reduce carbon emissions to avoid climate change.

In response to the Eddington Study and Stern Review, the Government set out its long-term transport strategy in the publication, "Towards a Sustainable Transport System"(TaSTS)⁵. The draft proposals were further refined into a delivery document - "**Delivering a Sustainable Transport System**" (**DaSTS**)⁶ which was published in 2008 and outlined DfT's approach to long term transport planning.

It explains how DfT will action the recommendations made in TaSTS, by making better use of the existing network. It contains the DfT goals and objectives for transport under five main objectives focusing on the challenge of delivering strong economic growth, whilst at the same time reducing greenhouse gas emissions reflecting the findings of the Eddington Transport Study and Stern Review.

The document outlined the **DfT's five goals for transport**:

- To **support** national **economic** competitiveness and **growth**, by delivering reliable and efficient transport networks
- To reduce transport's emissions of carbon dioxide (CO₂) and other greenhouse gases, with the desired outcome of **tackling climate change**
- To **contribute to better safety, security and health** and longer life-expectancy by reducing the risk of death, injury or illness arising from transport and by promoting travel modes that are beneficial to health
- To **promote** greater **equality of opportunity** for all citizens, with the desired outcome of achieving a fairer society;
- To **improve quality of life** for transport users and non-transport users, and to promote a **healthy natural environment**

These goals focus on the challenge of delivering strong economic growth whilst at the same time reducing greenhouse gas emissions.

The relevance of these goals and how they link to efficient freight operation are briefly outlined below.

Support economic growth

The Eddington study demonstrated that there 'has been a compelling link between the transport system and prosperity throughout history'. Transport's key economic role for the future is to support UK success and enable the efficient movement of goods and people.

Despite good basic connectivity, congestion and unreliability on the UK transport network (at certain places at certain times of the day) hampers and restrains economic growth.

Reliability is important to all transport users, for businesses and freight as much as for commuters and leisure journeys. For business improving journey reliability will have economic benefits through the reduction in lost productive time.

³ HMSO (2006) Eddington Transport Study

⁴ HMSO (2006) Stern Review on the economics of climate change

⁵ DfT (2007) Towards a Sustainable Transport System (TaSTS)

⁶ DfT (2008) Delivering a Sustainable Transport System (DaSTS)

Tackle climate change

The previous Government committed to achieving at least an 80% reduction in green house gases on 1990 levels by 2050. The new Coalition Government would like to see the European Union (EU) achieve a 30% reduction on 1990 levels by 2020.

The majority of domestic transport emissions come from road transport with 34% of these emissions generated by LGVs and HGVs, 14.8% and 19.2% respectively.

Contribute to better safety, security and health

Transport policy can contribute to better health and longer life expectancy by reducing the risk of death, injury or illnesses arising from transport.

Despite the risk of death from all transport modes falling over the last 10 years the cost of road deaths and injuries are estimated to cost £19 billion p.a.

Although there is scope to further reduce accidents across all modes emphasis will be placed tackling deaths and injuries from road accidents.

Promote equality of opportunity

Promotion of greater equality of opportunity will help to achieve a fairer society. The Government aims to ensure that the transport system not only promotes economic growth, but also provides everyone with access to good and services.

To ensure a fairer arrangement for UK hauliers despite budgetary cuts the new Coalition Government is considering the introduction of HGV road user charges.

Improve quality of life and a healthy natural environment

Transport can make a strong contribution to the quality of people's lives bringing benefits of access to the natural environment and a huge range of goods and services.

However, there is sometimes tension between the benefits enjoyed and the costs transport can impose for people living near to roads and railways, ports and airports and the natural environment.

Other key national policy and guidance documents relevant to freight are outlined below:

Transport related policies and initiatives

- **Department for Transport (DfT) Freight Best Practice Programme;**
- **Freight Best Practice – Local Authority Freight Management Guide (2007);**
- **Network Rail: Freight Route Utilisation Strategy (RUS) (2007);**
- **DaSTS: The Logistics Perspective (2008); and**
- **Draft National Policy Statement for Ports (2009).**
- **Network Rail: Great Western Main Line Route Utilisation Strategy (2010)**

Planning related policies and initiatives

- **Planning Policy Guidance 13 (PPG13) – Transport (2001);**
- **Planning Policy Statement 12 (PPS12) - Local Spatial Planning (2000); and**
- **Planning for Freight on Inland Waterways (2004).**

Government policy recommends the development of “**quality partnerships**” for freight between the road haulage industry, local authorities and business. The main aim of which is to develop an understanding of distribution issues and problems at the local level and to promote constructive solutions which reconcile the need for access for goods and services with local environmental and social concerns.

2.3 Local Development Framework (LDF) Core Strategy

The Slough Local Development Framework (LDF), Adopted Core Strategy, 2006 - 2026⁷, sets out a spatial vision, strategic objectives, a spatial strategy and core policies, which between them set out a clear strategic vision and framework for guiding future development in Slough.

The strategy states that the number of jobs in Slough could increase by 12,000 by 2016, with a similar growth after this. Of these 10,000 are anticipated to be in new office jobs in the town centre in order to enable the town to fulfil its role as a regional hub and maintain its position as an important regional shopping, employment and transport centre, as set out in the spatial vision.

This will have important implications for the amount and management of freight, both in terms of construction traffic and servicing of future development.

The Strategy contains 12 Core Policies, although none have direct reference to supporting freight initiatives the two which are most directly relevant to freight are:

- **Core Policy 5 – Employment:** Major warehousing will be located in the eastern part of the Borough and in existing business areas that have good access to the strategic road and rail network, and
- **Core Policy 7 – Transport:** All new development should be sustainable and located in the most accessible locations, thereby reducing the need to travel and development proposals will have make contributions to, or provision for Improvements to key transport corridors to Heathrow, including a new direct rail link.

All new developments proposed in the Borough will need to be in line with the LDF Core Strategy and any impacts on freight movements will need to be managed through this strategy.

2.4 Slough Trading Estate (SEGRO) Masterplan

SEGRO has developed and published a Masterplan for the Slough Trading Estate which sets out a proposed new hub within the heart of the estate containing new buildings, public squares, recreational spaces, more cafes, a hotel, conference facilities and a skills and training centre.

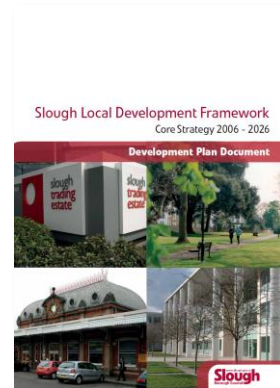
Although the Masterplan contains no specific proposals for freight improvements, a proposed new bridge over the railway line, allowing HGV access north to south through the Estate, may have implications for any proposed HGV advisory route network.

In addition, the creation of the new transport hub will contribute to addressing reliance on the private car. This move towards more sustainable modes together is coupled with a request for a reduction in available car parking spaces, through the introduction of additional on-street parking restrictions and closure of surplus car parks. It may be possible, if the latter are deemed suitable, for their conversion for use as dedicated HGV parking.

2.5 Traffic Management Act 2004

The Traffic Management Act now places a network management duty (NMD) on all local authorities to keep traffic flowing and to manage traffic more efficiently. A better managed transport network will help achieve more reliable and free-flowing service on the road network for both personal travel and freight.

SBC have prepared a Network Management Plan which summarises their NMD and includes the provision of a number of management strategies to assist with this duty, of which the Freight Strategy is one.



⁷ Adopted 16 Dec 2008

The NMD requires regular reviews of existing processes and strategies to ensure that they remain current and reflect any changes over time and to ensure that all strategies complement and work with each other to ensure the efficient operation of the network.

Proposals or initiatives within the borough must recognise the needs of freight and manage its impact on the highway network, including reducing delays and reduce vehicle delays, particularly in areas with existing poor air quality.

2.6 Slough Local Transport Plan (2006 – 2011)

Slough Transport Strategy

Slough's Second Local Transport Plan (LTP2) set out the Council's transport strategy for 2006 – 2011 and described how the Council proposed to maintain and improve Slough's transport networks and services. It addresses all surface modes of transport, including freight.

Freight Management was outlined as one of the strategy components available to the Council in its toolbox of measures to deliver the LTP2 transport priorities and objectives.

The LTP2 saw the development of a Freight Strategy as an opportunity for Slough to enhance transports' contribution to wider objectives, such as those set out in the Sustainable Community Strategy, Local Area Agreement and Corporate Plan.

Town centre regeneration and improved access to the Slough Trading Estate and Heathrow have contributed to the Freight Management theme.

This SSD forms the basis of a Slough Freight Strategy.

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3. Challenges and Options

3.1 LTP3 Transport Objectives and Outcomes

The LTP3 contains twelve transport objectives that have been strongly influenced by the desire to reflect the DfT five goals for transport and the objectives of other delivery partners in the LTP area.

They draw heavily on the council's wider corporate objectives, including the five themes in the councils Sustainable Community Strategy (SCS), 'Proud to be Slough', a 20 year vision for the town and its residents. The links between the SCS themes and the DfT goals are set out in Table 3.1.

Table 3.1 – Links between DfT Goals and the Themes of the Slough Sustainable Community Strategy

DfT Goals	Sloughs SCS Themes
Equality of opportunity	Community in Cohesion
Better safety, security and health	Health and wellbeing Community safety
Tackling Climate Change Quality of life and a healthy natural environment	Environment
Supporting economic growth	Economy and skills

The five SCS themes described in Table 3.1 have been taken into account in the identification of twelve LTP3 objectives and nine LTP3 outcomes that are listed in Table 3.2.

As part of the LTP3 development a number of desired outcomes have been identified as emerging from the LTP3 objectives, those most relevant to freight are:

Environment

LTP3 OBJECTIVE: to reduce transport's CO₂ emissions and make the transport network resilient to the effects of climate change

- Less unnecessary movement of people and goods; and
- Stop/ start traffic conditions minimised and journey times more reliable for all modes, including freight

LTP3 OBJECTIVE: to mitigate the effects of travel and the transport system on the natural environment, heritage and landscape

- Less unnecessary movement of people and goods; and
- Reduce impacts of travel on our natural environment and heritage.

Community Safety

LTP3 OBJECTIVE: to reduce the number of traffic accidents involving death or injury

- Less unnecessary movement of people and goods; and
- Safer roads, walking and cycling and public transport

LTP3 OBJECTIVE: to minimise the opportunity for crime, anti-social behaviour and terrorism and maximise personal safety on the transport network

- Safer roads, walking and cycling and public transport

Health and Wellbeing

LTP3 OBJECTIVE: to minimise the noise generated by the transport network, and its impacts

- Reduce impacts of travel on our natural environment and heritage

LTP3 OBJECTIVE: to protect and improve personal health

- Less unnecessary movement of people and goods;
- Stop/ start traffic conditions minimised and journey times more reliable for all modes, including freight; and
- Safer roads, walking and cycling and public transport

Economy and Skills

LTP3 OBJECTIVE: to ensure the transport system helps Slough sustain its economic competitiveness and retain its positions as an economic hub of the South East

- Less unnecessary movement of people and goods; and
- Stop/ start traffic conditions minimised and journey times more reliable for all modes, including freight
- Safer roads, walking and cycling and public transport

LTP3 OBJECTIVE: to facilitate the development of new housing in accordance with the LDF

Less unnecessary movement of people and goods; and

- Reduce impact of travel on our communities

Table 3.2 set out the links between LTP3 Objectives and Outcomes and Contribution of Freight Initiatives

From this, and by looking at the LTP3 objectives which freight relates most strongly to, we have developed a series of freight objectives.

Table 3.2 – LTP3 Objectives and Outcomes and Contribution of Freight Initiatives

Slough SCS Theme	LTP3 Objectives	LTP3 Outcomes								
		Less unnecessary movement of people and goods	Travel by sustainable modes is more attractive than travel by private car	Stop/start traffic conditions minimised and more reliable journey times	Better public transport connectivity to jobs and services	Public transport more accessible to disadvantaged people	An integrated, high, quality, public transport network	Safer roads, walking and cycling and public transport	Reduced impacts of travel on our communities	Reduced impacts of travel on our natural environment and heritage
Environment	to reduce transport's CO ₂ emissions and make the transport network resilient to the effects of climate change	✓	✓	✓	✓	✓	✓			
	To mitigate effects of travel and the transport system on the natural, heritage and environment	✓								✓
Community Safety	To reduce the number of road traffic accidents involving death or injury	✓						✓		
	to minimise the opportunity for crime, anti-social behaviour and terrorism and maximise personal safety on the transport network							✓		
Health and Wellbeing	to minimise the noise generated by the transport network, and its impacts								✓	
	To protect and improve personal health	✓	✓	✓				✓		
	To achieve better links between neighbourhoods and access to the natural environment		✓	✓	✓	✓		✓		
	To improve the journey experience of transport users across Slough's transport networks					✓	✓			
Economy and Skills	To ensure the transport system helps Slough sustain its economic competitiveness and retain its positions as an economic hub of the South East	✓		✓	✓		✓	✓		
	to facilitate the development of new housing in accordance with the LDF	✓	✓	✓	✓				✓	
Community Cohesion	to make sustainable transport options accessible to all					✓		✓		
	To enhance social inclusion and regeneration of deprived areas				✓	✓			✓	
	Contribution from freight initiatives	✓								

Table 3.3 shows the links between the LTP3 goals and objectives and the freight challenges and opportunities in Slough including the types of interventions to address the identified problems/issues.

Table 3.3 utilises headline information from the freight technical report contained in Appendix A outlined in this section – a summary of which is set out in the remainder of this section.

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Table 3.3 - Challenges and Opportunities for Freight in Slough

Slough SCS Theme	LTP3 Objectives	Problems/ Issues facing freight	Interventions to address freight problems/ issues
Environment	<p>to reduce transport's CO₂ emissions and make the transport network resilient to the effects of climate change</p>	<p>Between 10 – 20% of vehicles on Sloughs road network are commercial vehicles. A third of these are HGVs and their contribution to emissions is disproportionately high. SBC's Air Quality Further Assessment (2004) noted that HGVs contribute to 33% of the total emissions in Slough. Within the M4 Air Quality Management Area (AQMA) this figure rises to 69%. Carbon Dioxide (CO₂) emissions from road hauliers increased by more than a third between 1990 and 2002. Road freight now accounts for 8% of UK CO₂emissions Idling engines in traffic congested streets result in CO₂ and NO₂ emissions.</p>	<p>Set up Freight Quality Partnership to work with operators, including bus operators and the freight industry to:</p> <ul style="list-style-type: none"> • upgrade to cleaner vehicles • investigate alternative fuels i.e. change to biodiesel, compressed natural gas, electricity to reduce emissions CNG (Compressed natural gas) • fitting of particulate traps etc <p>UCCs – Urban Freight Consolidation Centres</p> <p>Management of Council's own vehicle fleet</p>
	<p>To mitigate the effects of travel and the transport system on the natural environment, heritage and landscape.</p>	<p>Freight fly tipping Lack of official HGV parking lacking Vibration damage to property New roads and severance of communities Gravel HGVs in Colnbrook</p>	<ul style="list-style-type: none"> • Work with the freight industry on advisory routes and delivery routes • Develop an advisory HGV map • Additional sites for dedicated HGV parking • Parking controls and management for HGV's • Weight and height restrictions to divert HGVs away from residential and potentially sensitive areas

Slough SCS Theme	LTP3 Objectives	Problems/ Issues facing freight	Interventions to address freight problems/ issues
Community Safety	<p>To reduce the number of traffic accidents involving death or injury</p>	<p>Commercial vehicles account for between 10 - 20% of traffic on the main roads in Slough with one third of these being HGVs.</p> <p>Pedestrians are among the most vulnerable road users and accidents where pedestrians are hit by larger and heavier vehicles tend to result in more serious outcomes.</p> <p>12% of accidents between HGVs and pedestrians result in a fatality, compared with just 2% of all accidents.</p> <p>Over the three year period 2007 – 2010 SBC recorded a total of 147 accidents involving HGVs – 9 serious and 138 slight.</p> <p>Most occurred on the primary route network or minor roads leading to industrial locations.</p> <p>Analysis of accidents in residential areas showed that a reduction in speeding is key to improving safety.</p>	<ul style="list-style-type: none"> • Segregation of pedestrians and road traffic • Lowers speeds in residential areas • Transfer of freight onto rail and other modes away from road • Improved signing and Route maps to avoid bridge strikes • Creation of a Freight Quality Partnership (FQP) for Slough • Use of roadside VMS to managed the network • Identify accident hotspots and causes relating to freight • Driver training
	<p>to minimise the opportunity for crime, anti-social behaviour and terrorism and maximise personal safety on the transport network</p>	<p>Concentration of industry:</p> <ul style="list-style-type: none"> • SEGRO • Industrial estates on edge of Borough in Poyle/Colnbrook towards Heathrow <p>Continued incursion of HGVs into residential areas during throughout the day.</p>	<ul style="list-style-type: none"> • Creation of advisory HGV route network away from pedestrians & residential areas • Development of Freight Map • Provision of dedicated secure HGV parking

Slough SCS Theme	LTP3 Objectives	Problems/ Issues facing freight	Interventions to address freight problems/ issues
Health and Wellbeing	to minimise the noise generated by the transport network, and its impacts	<p>Noise pollution from road traffic is the most widespread source of noise nuisance and one of the most difficult to control. Surveys show that 23% of the population are bothered by noise from road traffic.</p> <p>Traffic growth for rigid HGVs is forecast to rise by 14% between 2005 and 2020.</p> <p>Urban areas like Slough rely on the delivery of goods and services 24 hours a day 7 days a week.</p> <p>According to the FTA 'Urban Freight Agenda' lorries are quieter than they used to be due to reduced levels of engine noise, better brakes improving manoeuvrability and reduced body noise due to improved suspension. However, noise from idling engines and early morning deliveries is a problem.</p>	<p>To set up Freight Quality Partnership to work with operators the noise impact of freight vehicles; including</p> <ul style="list-style-type: none"> • air brake silencers, automatic cut-offs for cabs; • radio, engine and reversing alarm, low noise wheels on roll cages • noise management of deliveries • LPG or natural gas powered refrigeration units rather than diesel • driver training – non aggressive driving - care over speed humps, turn off radios.
	To protect and improve personal health.	<p>Freight fly-tipping.</p> <p>Insanitary conditions in lay bys along the A4 used as unofficial HGV parking.</p> <p>Pollution from HGV's</p>	<ul style="list-style-type: none"> • Provision of dedicated secure HGV parking • Improvements to emissions from HGV's; including Council's own fleet
	To achieve better links between neighbourhoods and access to the natural environment.	N/A	N/A
	To improve the journey experience of transport users across Slough's transport networks.	N/A	N/A

Slough SCS Theme	LTP3 Objectives	Problems/ Issues facing freight	Interventions to address freight problems/ issues
Economy and Skills	To ensure that the transport system helps Slough sustain its economic competitiveness and retain its position as an economic hub of the South East.	<p>SERGO and other smaller industrial zones towards the east of the town contribute have contributed to Slough’s success. Despite the recession, Slough continues to be an economic hub, with a strong culture of enterprise and entrepreneurship. A recent economic assessment reports that the economy of Slough contributes close to £7.5 billion to the national Gross Domestic Product and up to £700 million of manufacturing output. This makes Slough the third most productive town outside of London</p> <p>The movement of freight, including goods and services in both HGVs and LGV’s provide a vital service to the local economy. However these journey and can contribute to traffic congestion and pollution and it is important that they are managed to retain Slough’s competitive position.</p>	<ul style="list-style-type: none"> • Identification of congestion hotspots, particularly where related to freight traffic • Management of freight deliveries through Delivery and Service Plans (DSP) for new development • Sergo Masterplan: <ul style="list-style-type: none"> ○ proposed new hub within the heart of the estate containing new buildings, public squares, recreational spaces, more cafes, a hotel, conference facilities and a skills and training centre • Use of ITS to provide access control for deliveries • Set up FQP and work with freight industry to improve facilities and minimise the impact of freight including investigating ways to provide information on routing etc • Review of strategic traffic signing • Work with neighbouring authorities to manage impact of freight • Develop links with other FQPs
	to facilitate the development of new housing in accordance with the LDF	New housing developments will require freight either in the form of construction or delivery traffic, which can add led to the unnecessary movement of goods and services and impact of noise and pollution on communities.	Construction and Delivery and Service Plans should be produced as part of the planning permission for all new development to reduce the impact of the delivery of goods and services.
	To enhance social inclusion and regeneration of deprived areas	<p>Industry in Slough is concentrated in discrete areas, predominantly in SEGRO and in Poyle and Colnbrook.</p> <p>It may not be appropriate to encourage freight within deprived areas of Slough – Chalvey Regeneration</p>	<ul style="list-style-type: none"> • Better use of canal, if wharves available, to transport goods by water • Disused rail lines in Colnbrook / Poyle • SIFE – possible transfer of road freight to rail

3.2 Local Picture – Evidence Base

Background

Slough is situated in the east of Berkshire. It covers an area of only 32.5 km² and is one of the smallest unitary authorities in the UK. It is a thriving multicultural town with both Heathrow airport and London to the east.

Slough is a successful commercial centre with excellent transport and communication links. It is buoyant economically, with low unemployment. It's economic strength dates back to the development of the Slough Trading Estate (now known as SEGRO) after world war one, and its location on the main A4 trunk road between London and the west.

SEGRO is the largest trading estate in single ownership in Europe, containing an array of modern office blocks along the Bath Road, large parts of which are within a simplified planning zone (SPZ).

The growth of the town is largely due to the estate, which was initially a manufacturing cluster until the late 1970s when the employment opportunities began to shift towards the hi-tech, service and distribution sectors. In more recent times Heathrow airport, the M4, M40, M25 motorways and rail links to London and the west have all added to the attraction of Slough as a business location.

Set out below is a summary of the main issues relating to freight in the Borough and Appendix A of this report is a further detailed technical report to this strategy which contains further evidence and background information relating to freight issues., including a plan showing the location of all trading/industrial estates in the Borough and further detailed information on accidents etc.

The Strategic Road Network (SRN)

Slough's main road network is dominated by the A4 which runs east-west through the centre of Slough, and the M4, which runs east-west to the south of the town. Although the M4 is mainly used by long-distance traffic, it also acts as the 'Slough Bypass' in that journeys from east to west Slough can be quicker via the M4 rather than through the town centre.

Traffic leaving or joining the M4 regularly causes queuing and congestion on the local road network during peak periods. Occasionally, heavy congestion or an incident on the M4 can bring traffic in Slough to a virtual standstill as traffic diverts off the motorway.

There are also several key north-south links which serve as routes for through traffic as well as for access to Slough. These include the A355 Farnham Road and A412 Uxbridge Road which provide routes to the M40 corridor. The A412 also offers an alternative route to the northern section of the M25 (via the M40) avoiding the M4/M25 junction, whilst the B416 also acts as an important route for more local journeys to the north .

Proportion of HGVs

Commercial vehicles account for 10 - 20% of traffic on main roads in Slough, approximately one third of which are heavy goods vehicles (HGVs). The locations with the highest proportion of HGVs are on A4 at Colnbrook, the town centre and at the Slough Trading Estate (SEGRO).

Appendix B of the technical report to this strategy contains plans showing the HGV traffic flows on the main road in the Borough.

Environmental Issues

Excessive numbers of commercial vehicles and particularly HGVs can be problematic on narrow or residential roads. Their contribution to emissions is disproportionately high. Assessments have shown that HGVs contribute 33% of total emissions in Slough and as noted in the Slough Borough Council (2004) Air Quality Further Assessment, in the M4 Air Quality Management Area (AQMA) this rises to 69%.

HGVs can also cause vibration damage, excessive noise and can be a road safety hazard.

Safety Issues

Analysis of accident data for the period 2007 – 2010 has identified 9 serious and 138 slight accidents involving HGV's in the Borough. This is an increase from 2 serious and 63 slight in the period 2005 – 2007.

Of these 40% occurred on the M4, whilst of the remaining 60%, over half of these occurred on Slough's primary route network (PRN). The final 30% occurred on minor roads, many of which provide access to industrial locations such as those leading to SEGRO or other areas of known industrial use such as the industrial estates in Colnbrook, Poyle and Langley. However, some accidents were identified in residential areas and a review of the contributory factors showed that reducing speed on the highway network; particularly in residential areas was a key to improving safety. (need to check if still correct)

The occurrence of bridge strikes has also been noted and highlights a lack of signing to discourage HGVs from using unsuitable roads such as Station Road in Burnham.

Light Vans

As highlighted above, the vehicles used to distribute goods and services range from light vans to 44 tonne articulated vehicles and in recent years there has been a shift in freight traffic from medium sized vehicles to light vans, with light vans being the fastest growing category potentially creating loading issues in the town centre and commercial areas.

HGV Parking

Slough's proximity to Heathrow airport and the high number of trading estates in the Borough creates a high demand for lorry parking, which is not matched by supply.

Facilities are currently limited and consist of a single official site at Malton Avenue, with only 6 spaces. Incidences of HGVs parking in residential areas overnight are a common occurrence.

The provision of dedicated lorry parking is however only suitable at specific locations, such as those close to industrial sites and strategic road connections, as lorry parking requires a lot of land and can cause disturbance to local residents. There is therefore limited scope to improve lorry parking provision in a compact urban Borough with little available space.

In the short term, signing to the existing facility should be improved and all instances of lorries parking in residential areas should be reported to the South East and Metropolitan Area Traffic Office, which is responsible for issuing vehicle operating licences (the nominated operating centre where a vehicle should be kept overnight) in the Borough.

In the long term, if suitable sites can be identified, within or adjacent to industrial land-uses, and with good access to the primary distributor road network, the council will consider licensing commercially operated lorry parking within the Borough.

Rail Issues

The principal rail route passing through Slough is the Great Western Main line between London Paddington, Reading, Bristol and the West.

The Borough is well placed to the West of London as a key distribution area. There are good main line rail links to important UK regions for the generation or receipt of freight traffic and rail facilities could be developed further which support the Borough's policies to relieve traffic congestion and promote sustainable transport initiatives

As well as being a key passenger route, the line is a very important freight link, especially for aggregates and construction traffic from the Mendips to London and the South East and for imported intermodal container traffic especially from the major port of Southampton. West of Reading the line carries bulk coal traffic to Didcot power station.

There are a number of operational and existing rail terminals in the Borough areas, including a former coal and oil terminal at Slough and an oil terminal at Langley. These terminals are currently not handling any rail traffic, although an aggregates terminal at Thorney Mill on the

freight branch line to Colnbrook is in operational use. There is also an oil terminal, currently not used, at the end of this branch line.

Other rail links within the Borough are the branch-line from Slough to Windsor and Eton Central and the link from Staines to Windsor and Eton Central, neither of which has any rail freight facilities.

Network Rail Route Utilisation Strategies (RUSs)

Network Rail has a programme for producing Route Utilisation Strategies (RUSs) in conjunction with rail industry partners and wider stakeholders for the whole of the rail network that seek to balance capacity, passenger & freight demand, operational performance and cost, to address the requirements of funders and stakeholders. They are used to help inform the allocation of capacity on the network.

Network Rail's Route Utilisation Strategy (RUS) for Freight and Cross London makes no specific references to freight developments in the Slough area, although it is recognised that the route is constrained with available capacity for any additional services because of heavy demand in the Thames Valley and the plans for additional Cross Rail Services.

The Great Western Route Utilisation Strategy (GWRUS) sets out the strategic vision for the future for this vital part of the rail network. Although focusing primarily on the period to 2019, it also considers the implications of the growth of demand. It acknowledges that the Great Western Main Line is currently the second busiest freight corridor into London with the busiest part of the network between Reading and Acton via Slough. It states that nearly all freight trains require access to and from the Acton yard via a single lead connection crossing relief lines around Slough. Usage on this route is expected to increase substantially in connection with the transport of aggregates in connection with house building in the South-East, the Olympics and Crossrail construction.

Slough Intermodal Freight Exchange (SIFE)

A planning application for a London International Freight Exchange (LIFE) on land north of Colnbrook bypass has previously been refused by the Council and was upheld by the Secretary of State following a public inquiry. A similar scheme has since been promoted known as the Slough Intermodal Freight Exchange (SIFE) through the LDF Core Strategy and Site Allocations DPD and a planning application was submitted to Slough Borough Council on this site in September 2010.

The Council has previously made it clear it does not support SIFE and has set out in the Core Strategy the key criteria that any proposal would have to meet; including the need to demonstrate:

- A national or regional need for such as a development and very special circumstances sufficient to overcome Green Belt and other strategic planning objections;
- There would not be any unacceptable environmental impacts and that the facility could be accommodated upon the existing road and railway network.
- Safeguarding capacity for both Crossrail and the proposed Western Connection passenger link to Heathrow.
- A high level of rail use of the warehousing would have to be guaranteed in order to ensure that the proposed benefits of the Freight Exchange are actually delivered.

However, in the light of Government's recent refusal to approve a similar development in Hertfordshire and Transport for London's (TfLs) statement that a rail freight distribution site beside the M4/M25 intersection would have significant benefits for rail freight in and around London, as a result the council is currently considering its position in relation to this site.

Planning permission has been granted for a number of rail linked developments on the West Drayton to Staines line, east of Lakeside Road. Any further rail freight facilities at Colnbrook would have to demonstrate a national or regional need for such a development and very special circumstances sufficient to overcome Green Belt and other strategic planning objections.

3.3 Key Issues and Challenges

From analysis of the evidence base it is clear that the key issues and challenges facing the borough in relation to freight include:

- The movement of goods is an essential part of everyone's life and key thread in practically every aspect of the built and natural environment;
- Freight includes a wide range of functions from delivery of consumer goods, supplies to hospitals, postal services and removal of waste and goods to and from construction sites;
- Every home, business and other organisation required freight transport services of one form or another to function;
- Slough has a buoyant economy which generates large amounts of freight traffic;
- The economy of Slough contributes close to £7.5 billion to the national GDP and up to £700 million of manufacturing output;
- The borough contains large industrial estates; including SEGRO which generates significant freight traffic;
- Freight and logistics are important employers in the Slough area;
- Freight contributes to traffic congestion in the borough;
- Slough has close links to the national motorway network and Heathrow which generate freight traffic through the borough;
- The M4, runs east-west to the south of the town and although mainly used by long-distance traffic, it also acts as the 'Slough Bypass' in that journeys from east to west Slough can be quicker via the M4 rather than through the town centre;
- Accident related to freight traffic;
- Freight traffic contributes to air quality issues in the borough;
- Commercial vehicles account for 10 - 20% of traffic on main roads in Slough, approximately one third of which are heavy goods vehicles;
- HGVs contribute 33% of total emissions;
- In the period 2007 – 2010 there were 9 serious and 138 slight accidents involving HGV's in the Borough;
- Over half of freight related accidents occurred on Slough's primary route network (PRN);
- Bridge strikes from HGV's occur due to lack of signing;
- Slough's proximity to Heathrow airport and the high number of trading estates in the Borough creates a high demand for lorry parking, which is not matched by supply;
- The Borough is well placed to the West of London as a key distribution area; and
- There are good main line rail links to important UK regions for the generation or receipt of freight traffic

4. Freight Strategy

4.1 Aims and Vision

SBC’s draft Freight Strategy, produced in 2004, set out the overall aims of a freight strategy:

“To improve the efficiency of freight operations within Slough and to reduce the negative impacts of the operations in order to support a strong local economy, but not at the expense of the future needs of the society and environment”.

It is considered that these aims are still appropriate to meet the themes and objectives of the LTP3 and should be adopted for this new Freight strategy.

The strategy vision is: ***“To ensure effective movement and co-ordination of freight traffic through partnership working with key stakeholders and local business groups.”***

4.2 Freight Objectives

To best achieve the LTP3 themes and objectives, given the challenges identified in the previous chapter, four key objectives have been developed that will form the basis of the freight strategy. These objectives are:

- **Freight Objective 1 – To reduce the environmental impact of freight traffic to help tackle climate change**
- **Freight Objective 2 – To ensure the efficient movement of freight traffic to support economic growth**
- **Freight Objective 3 – To reduce the number of accidents involving goods vehicles; and**
- **Freight Objective 4 – To influence land use planning**

Table 4.1 shows how these objectives link to the LTP3 themes and objectives.

Table 4.1 - Linkage of Slough SCS Themes, LTP3 Objectives and Freight Strategy Objectives

Slough SCS Theme				
Environment	Community Safety	Health and Wellbeing	Economy and Skills	Community Cohesion
LTP3 OBJECTIVES				
to reduce transport’s CO ₂ emissions and make the transport network resilient to the effects of climate change To mitigate the effects of travel and the transport system on the natural environment, heritage and landscape	To reduce the number of traffic accidents involving death or injury to minimise the opportunity for crime, anti-social behaviour and terrorism and maximise personal safety on the transport network	to minimise the noise generated by the transport network, and its impacts To protect and improve personal health	To ensure the transport system helps Slough sustain its economic competitiveness and retain its position as an economic hub of the South East to facilitate the development of new housing in accordance with the LDF	to make sustainable transport options accessible to all To enhance social inclusion and regeneration of deprived areas
SLOUGH FREIGHT STRATEGY OBJECTIVES				
To reduce the environmental impact of freight traffic to help tackle climate change To ensure efficient movement of freight traffic	To reduce the number of accidents involving goods vehicles	To reduce the environmental impact of freight traffic to help tackle climate change To ensure efficient movement of freight traffic	To ensure efficient movement of freight to support economic growth To influence land use planning	To ensure efficient movement of freight to support economic growth To influence land use planning

The remainder of this section details the proposed strategy measure that will be developed further as part of the action plan to deliver the freight strategy over the short (1-2 years), medium (2-4 years) and longer term (5-10 years) in more detail.

The strategy measures fall under the following activities:

- Enforcement;
- Engagement;
- Engineering; and
- Education

Enforcement

Compliance with traffic regulations by all road users, including freight vehicles is essential for the safe and free flowing movement of all vehicles on the road network for both personal travel and freight. Enforcement will therefore be a key to implementation of the strategy.

Issues to be covered include:

- Improve enforcement of parking restrictions, particularly to ensure that delivery bays are protected for their intended use;
- Working with the police and VOSA to increase vehicle checks / enforcement;
- Improve enforcement of parking restrictions, particularly to ensure that delivery bays are protected for their intended use;
- Working with the traffic commissioner on licensing of operating centres; and
- Enforcement against unsafe, polluting and noisy vehicles and operating practices.

Engagement

The issues and challenges relating to freight cover a wide range of topics from enforcement through to the use of greener vehicles, lorry routing, parking enforcement, and loading provision. A key approach to the delivery of the proposals and initiatives will be engagement and involvement with a wide range of organisations.

Freight Quality Partnership

A Freight Quality Partnership (FQP) comprising of representatives from the Council, the freight industry, environmental groups, local businesses, the police and other interested bodies will help develop an understanding of local freight distribution issues and problems.

This understanding will enable the promotion of constructive solutions which reconcile the need for access for goods and services in Slough with local economic, environmental, safety and social concerns.

Members of the FQP will work together, through a series of workshops and meetings, to develop initiatives to implement the key partnership objectives.

SBC will be the lead partner of the FQP and membership will include representatives from the following:

- Internal partners:
 - Various SBC Departments including :
 - Transport Planning;
 - Highways;
 - Parking;

- Planning;
 - Trading Standards;
 - Legal Services; and
 - Environmental Services.
- External partners:
 - SEGRO, other local businesses and freight operators;
 - Chamber of Commerce;
 - Road Haulage Association (RHA);
 - Freight Transport Association (FTA);
 - Emergency Services - Thames Valley Police (TVP), Royal Berkshire Fire and Ambulance;
 - Local community and environmental groups;
 - Neighbouring local authorities;
 - Highways Agency; and
 - Satellite Navigation Companies.

Key initiatives as part of the FQP will include:

- Development of a freight map showing:
 - Advisory HGV route network;
 - Height, weight and width restrictions;
 - Servicing restrictions by times of day;
 - Lorry parking location; and
 - Detailed two centre map showing key freight origin and destinations.

Engineering

The successful managed of freight issues will involve a number wide range of engineering measures, including:

- Where necessary revise and standardise lorry restrictions and improve enforcement;
- Sign Audit; including:
 - Removal of incorrect signing;
 - Provision of adequate consistent signing to clearly show designated routes;
 - Confirmation of diversionary signing arrangements; and
 - Provision of additional signing on road leading to and leaving the Slough Trading Estate.
- Implementation of appropriates calming techniques to support advisory route network;
- Revision of loading and waiting restriction;
- Provision of lorry parking and overnight facilities at suitable locations;
- Where appropriate:
 - Road narrowing;
 - Traffic calming; and

- Roadside VMS.
- Accident remedial scheme programme.

Education

It is important that as part of the development of the strategy the awareness of freight issues including both the negative and positive impact and the contribution that freight can make to the local economy is raised amongst local stakeholders.

This will assist the local authority, developers and operators in understanding how they can contribute to ensuring the effective movement and co-ordination of freight.

Promotion of Sustainable Modes

The council will continue to promote sustainable modes of transport via LTP3 policies and the work of the Road Safety officer and Bike It officer with a focus on the impact of freight vehicles.

Through the FQP guidance will be produced on freight best practice; including:

- Anti-idling;
- Fuel tips;
- Fleet management; and
- Transport Operators pack.

Awareness Raising Initiatives

- Rail Freight Grants; and
- Sustainable distribution fund.

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