



PRE-DRAFT



**REGIONAL SPATIAL STRATEGY
(RSS)**



TOPIC PAPER 5a:



FREIGHT



**Consultation
Winter 2004/05**



Foreword

The Yorkshire and Humber Assembly has reached another crucial stage in the development of 'PLANet Yorkshire and Humber' - the new Regional Spatial Strategy (RSS). A draft of the new RSS is to be submitted to Government by the end of April 2005.

In preparing the new draft RSS the Assembly is committed to involving as wide a range of organisations and individuals as possible. The preparation process for the new draft RSS therefore provides for two specific periods of public consultation *before* a new draft RSS is prepared and submitted to Government. This is in addition to the continual involvement of many partners in the technical work for the new RSS.

The first consultation document - 'Draft Spatial Vision and Strategic Approach' (July 2004) - considered the overall approach that should guide the preparation of the new RSS (particularly the role of sub-areas), key issues facing different parts of the region and possible responses to these issues.

We have now reached the second stage of consultation. This is based on the need to consider in more detail how we can develop a clear spatial strategy for the region that takes into account all of the issues identified in the RSS Project Plan ('Shaping the Future', January 2004). This second stage of consultation is therefore structured around a series of 'topic papers', of which this is one. The full list of topic papers is:

Topic paper 1:	Introduction to Pre-Draft RSS
Topic paper 2:	Spatial Options
Topic paper 3:	Housing
Topic paper 4:	Economy
Topic paper 5a:	Freight
Topic paper 5b:	Strategic Public Transport
Topic paper 5c:	Public Transport Accessibility
Topic paper 5d:	Demand Management
Topic paper 5e:	Aviation
Topic paper 5f:	Transport Investment Priorities
Topic paper 6:	CAP reform
Topic paper 7:	Energy
Topic paper 8:	Water
Topic paper 9:	Sustainable Tourism
Topic paper 10:	Forestry
Topic paper 11:	Biodiversity
Topic paper 12:	Culture
Topic paper 13:	Health
Topic paper 14:	Education
Topic paper 15:	Minerals
Topic paper 16:	Sustainable Waste Management
Topic paper 17:	Retail and Leisure
Topic paper 18:	Monitoring

Please bear in mind that these topic papers are raising many challenges that policies in the new RSS will need to address. The topic papers do not include draft policies and there will need to be a great deal of integration across topic areas before the policies are drafted. The purpose of this stage of consultation is to receive feedback on what direction you think RSS policy should take.

Please note that these topic papers have not been endorsed by the Assembly, or its advisory body the Regional Planning and Infrastructure Commission. They do not represent Assembly policy but give an important opportunity for a wide range of stakeholders to feed in to the further development of the new RSS for the Yorkshire and Humber region.

Your comments

We would like your comments on these topic papers. You can answer the questions that we ask in the papers or you can send us your general comments.

We need to hear from you by **Friday 25 February 2005** so that your views and ideas can be taken into account as we prepare the new draft RSS to submit to Government.

Please send your comments to

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Or email them to: emma.hunt@yhassembly.gov.uk

All the topic papers and accompanying documents can be found at www.yhassembly.gov.uk

Strategic Environmental Assessment/Sustainability Appraisal

At each stage of the development of the new RSS, a Strategic Environmental Assessment/Sustainability Appraisal (SEA/SA) is being carried out. At this stage, this appraisal has particularly concentrated on Topic Paper 2 – Spatial Options. The report of this appraisal is also available from the Assembly.

Any queries

If you have any queries about the topic papers, or any aspect of RSS, please call the Regional Planning and Transport team on 01924 331590.

Topic Paper 5a - Freight

Introduction

1. The Government's Planning Policy Statement on Regional Spatial Strategies (PPS11) requires RSSs to:
 - include a strategic steer on the future development of airports and ports in the region (and the development of inland waterways) consistent with national policy, and
 - provide advice on the promotion of sustainable freight distribution, where there is an appropriate regional or sub-regional dimension.
2. To inform this process a Regional Freight Strategy (RFS) was developed by the Assembly during 2004, and in line with PPS11 this provides "advice on the promotion of sustainable freight distribution". But the Freight Strategy also presents a clear understanding of the broader range of issues, opportunities and problems facing sustainable distribution and freight in the Yorkshire and Humber region, together with an action plan to take sustainable distribution forward over the next 15-20 years. Although the spatial and transport elements of the RFS are to be delivered via the RSS, the intention was to cover other issues such as skills shortages and the implications of the working time directive which were more clearly linked to the Regional Economic Strategy (RES).

Background and Process

3. Freight was an issue included in Regional Planning Guidance for Yorkshire and the Humber (RG12, published in October 2001). Within it reference was made to the Transport White Paper's 'daughter document' "Sustainable Distribution: A Strategy" (March 1999), as well as Freight Quality Partnerships. There was also support for the Government's Ten-year Transport Plan Target of an 80% increase in rail freight by 2010, as well as passing references to Freight Facilities Grants, modal shift and air freight. However, many felt that the specific policy approach in RPG was fairly generic and lacking in specific regional 'Yorkshire and Humber flavour'.
4. The work needed to improve this policy was viewed as being too onerous to be included within the selective review of RPG12 and, accordingly, the selective review did not address freight as a specific issue. It was felt more appropriate to develop a more thorough-going Regional Freight Strategy to inform the new RSS and revisions to the Regional Economic Strategy, due in 2005.
5. Work to develop the Regional Freight Strategy commenced in 2003. The Regional Transport Forum approved a final version of the Strategy at its meeting in July 2004 and subsequently it was approved by the Assembly on the 25th November 2004. It was recognised that the specifically

'spatial' elements of the Strategy would need to be taken forward through the RSS preparation process.

Key Issues arising from the Regional Freight Strategy for RSS

6. The following paragraphs necessarily represents only a very brief summary of 'spatial' issues that arise from the Regional Freight Strategy for consideration in the RSS. Consultees are invited to read the full Freight Strategy document for detail and further explanation. The full Strategy was a thorough piece of work, developed with considerable involvement and input from regional stakeholders and includes a much fuller analysis of freight issues and presentation of conclusions, together with a policy and action plan. Copies of the full Strategy (or of the summary policy and action plan) are available from the Assembly or may be inspected on the Assembly's web-site.
7. Perhaps the key background concept arising from the Strategy is that freight and freight movement are demand-led; nobody moves commodities around for the sake of it. This leads to a natural tendency within the freight industry to be efficient, but these efficiencies can be undermined by the desire by retailers in particular, to control the supply chain. However, if because of global economics it becomes cheaper to produce goods in China, then the logistics and freight industry will respond and move the goods from the producer to the market in as an efficient manner as possible. It is the role of the Regional Freight Strategy, Regional Transport Strategy and RSS to facilitate the sustainable movement of goods within the Yorkshire and Humber region and whilst the Regional Freight Strategy encourages opportunities for local sourcing it cannot influence the global economy and consumers' desires for a greater range and cheaper selection of goods.
8. Government guidance on RSSs (PPS 11) provides two main aims that the Regional Transport Strategy element of the RSS should achieve that are directly related to freight:
 - 1) A strategic steer on the future development of airports and ports in the region consistent with national policy and the development of inland waterways and
 - 2) Advice on the promotion of sustainable freight distribution where there is an appropriate regional or sub-regional dimension
9. The Humber sub-region contains Britain's busiest port complex, but links inland by road, rail and water all require additional investment, particularly if the projected growth in the ports becomes a reality. Crucially, however, is the ability to unload goods further inland and there is a requirement to ensure there are sufficient multi-modal terminals, goods yards, warehouses, distribution centres etc that are well connected in the key industrial and retail centres in South and West Yorkshire. Old collieries would appear to be good sites for multi modal terminals, particularly where transport infrastructure and rail connections already exist.

- 10.** Freight at a local level is often perceived as a problem, particularly Heavy Goods Vehicle (HGV) movements off the motorway and Primary Route Network. Restricting HGVs through weight limits and curfews is often used, but when applied non-strategically this approach can cause serious difficulties to logistics operators and local business and can have the 'knock on' consequence of pushing trucks into narrow delivery slots during the morning peak.
- 11.** There is an apparent shortage of lorry rest-areas within the region, with associated problems of theft and nuisance HGV parking as a result. In particular, motorway service areas appear to be at capacity very early in the evening. The working time directive will make this situation worse.
- 12.** Air quality and global warming are ongoing problems, with congestion and stop/start traffic adding to them at an increasing rate. It is estimated that HGVs in the region produce 1.6 million tonnes of carbon dioxide (CO₂) and 16,000 tonnes of nitrous oxides (NOX) per year.
- 13.** As the economy grows and manufacturing in the region declines, the volumes of imported goods, especially in containers, will continue to grow. The Humber ports are well located to attract this growth but a challenge for the region is one of adding value to these goods and not just being the point of entry, suffering social and environmental problems but gaining little economic benefit.
- 14.** Pipelines can provide an extremely sustainable form of transport, for certain goods, once the initial infrastructure is provided. However, construction can be disruptive and cause environmental damage.

Questions for Consultation

1. *Are the key issues identified above (and within the full Regional Freight Strategy) the right issues for developing a freight policy within the new RSS? Has anything been missed?*
2. *What role can the RSS play in capturing the benefits to the region that sustainable freight movement can provide?*
3. *Should greater weight be given to freight not just as a transport issue but also as a key economic driver?*
4. *How can the RSS ensure that freight is moved up the agendas of Local Transport Plans and Local Development Frameworks but also more widely across the region?*
5. *The market drives freight movement: customers demand certain goods to be where they want them, when they want them. However, to the public at large, freight has no value until it is loaded into the boot of their car. This paradox leads to local decisions on freight being made that, from a strategic perspective, appear to lead to lorries being on the roads at times that are not necessarily the most efficient or sustainable. Can the RSS provide a better steer on this issue and lead to a more co-ordinated approach to freight issues? How prescriptive should it be in terms of identifying a lorry routeing strategy, the need for consolidation centres on the edge of urban areas and the creation of freight travel plans?*
6. *Should water and rail connected sites be wholly protected for future freight uses? Do old collieries with existing rail connections provide ideal locations for future intermodal transfer stations?*
7. *With an identified need for additional lorry parking across the region, what role has the RSS to play in providing locational guidance for the siting of such facilities?*
8. *The RSS should have a greater level of specificity, to what level of detail should it go in terms of identifying sites for the expansion of or future development of freight facilities, warehousing/distribution?*
9. *Is there a role for RSS to provide a policy steer that provides for an assumption in favour of pipeline construction, given the sustainable credentials of this mode of transport?*

References/ Documents

Government Guidance on Regional Spatial Strategies (PPS 11) is available on the Office of the Deputy Prime Minister web-site (www.odpm.gov.uk)

The following documents relate to the Assembly's Regional Freight Strategy:

Consultants' brief for work on Regional Freight Strategy

Regional Freight Strategy (July 2004)

Regional Freight Strategy Baseline Report (July 2004)

Regional Freight Strategy Lorry Parking Audit

These are all available in the Planning & Transport Library on the Assembly's web-site (www.yhassembly.gov.uk) or from the Planning Team