



York Civic Trust

## **A Strategy for Managing Freight Transport in York Final Version**

**14<sup>th</sup> February 2022**

### **1 The need for a holistic strategy**

York's current Local Transport Plan was drafted in 2011 and sets out a long-term strategy for the city's transport system for the period from 2011 to 2031, and a more detailed programme over the period to 2016. There is broad agreement that a new Local Transport Plan is needed, and that work should start soon in the context of the draft Local Plan, which is currently being examined.

We have already prepared a document with recommendations for an overall transport strategy for York, and this is one of seven reports offering proposals for individual modes and policies. Our vision is of a city which respects its environment while enhancing quality of life, social justice and economic vitality. York's new Local Transport Plan should be designed to contribute to that vision. It needs to address the city's needs over the next two decades, while identifying steps which can be taken now. For this to happen, political consensus will be essential to ensure that policies are not reversed each time the Council's political control changes.

In achieving our vision, the new Local Transport Plan should be designed to meet a number of interconnected objectives for the city. Of these, the most important are ensuring that the transport system is efficient, generates substantially less pollution and results in far lower levels of carbon emissions.

At the same time, the Plan must be designed to achieve the objectives of ensuring safety, supporting public health, increasing equality of access, increasing liveability, and protecting public space and heritage. A Plan which successfully addresses all of these will also help to strengthen the sustainability and economy of the city.

In meeting these objectives, the Plan needs to adopt a holistic, bold and visionary strategy which achieves significant changes in travel behaviour in the immediate future. The transport strategy should be designed to make effective use of the full range of potential

policy measures and to combine them to ensure that the strategy is acceptable, affordable and effective. In doing so it should seek to emulate the best examples in the UK and continental Europe of integrated, sustainable transport planning.

Since population growth is likely to exacerbate York's transport problems, the key elements of the strategy will be measures to enhance public transport, walking and cycling and, at the same time, to reduce car travel, especially in congested and sensitive areas of the city, and to reduce the need to travel longer distances, particularly through the design of sustainable communities. This combination of "carrots" and "sticks" will help make the strategy both more effective and more acceptable to the public and the business community. It should be reinforced by adopting a "hearts and minds" approach, in which incentives are designed to encourage users to change their travel habits and to respect the needs of others.

To reinforce this core strategy, action is needed to improve the operation of the road network, by reallocating road space and using it more efficiently and to improve freight and delivery operations.

## **2 The focus of this report**

The previous Local Transport Plan did not cover freight, although a Freight Improvement Study was commissioned by the Council in 2013 particularly looking at City Centre deliveries and the potential for a transshipment facility to serve it<sup>1</sup>. However, few of its proposals have been implemented.

In this report, which takes the 2013 study into account, we consider the need for changes in the ways in which freight transport is managed. There are close links between it and our companion report on managing the road network, but this report specifically considers freight vehicles, and extends to matters related to dispatch, logistics and consolidation. It includes the use of bicycles for freight, and thus has links with our companion report on improving cycling.

Freight is a derived demand and is driven by customers' and ultimately individual consumers' demand. The road haulage market is low margin. Hauliers have engaged in a "race to the bottom on price" which has been enthusiastically encouraged by customers. While some major customers operate their own freight vehicles, the majority of freight movements are by specialist freight operators. There are many small and medium size operators whose ability to invest in their fleets is very limited.

For Business to Business (B2B) transactions goods are typically sold on a "delivered price" basis, with the supplier responsible for procuring the delivery. In certain markets the customer (or receiver) has a powerful commercial position in discussions over how the product is delivered.

Much freight is in small parcels which are easily handled. Some businesses require goods to be delivered on pallets and moved by forklift vehicles. More detail is needed on the amounts of freight covered by each category.

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<sup>1</sup> JMP, 2013. York Freight Improvements Study

There is a tendency for public discussion about freight in York to focus on the city centre, and the image of commercial vehicles parked precariously in ancient streets, blocking pavements, and causing damage to old buildings. In practice there are pockets of industrial, commercial and retail activity across the city that generate significant freight deliveries, and these can be sources of local concerns about inappropriate vehicle size, routing, and parking. These include:

- manufacturing, such as Nestle and Portakabin;
- the approaches to Clifton Moor and Monk's Cross;
- the vicinity of the York Lorry Park;
- major employers such as the hospital and universities;
- light industrial, including waste processing;
- waste collection, both commercial and residential; and
- retail, particularly in suburban and district shopping centres and for smaller local shops in the middle of residential areas.

The delivery of parcels to private homes, and the delivery of stock and consumables to small shops and businesses, takes place throughout the city and has been growing rapidly with the increase in online shopping<sup>2</sup>. In addition to these on-going freight activities, construction projects and events in the city will generate shorter term freight demand. A freight strategy for the city must deal with the base demand yet be flexible enough to manage peaks from construction and other projects.

York's road network includes areas with very different characteristics. The city centre has a network of largely mediaeval narrow streets ill-suited to any but the smallest commercial vehicles. Much of the inner city has streets laid out in the 19<sup>th</sup> century with widths which constrain capacity and terraced frontages sensitive to noise and pollution. This network is largely radial, with the rivers, rail lines and strays acting as barriers to orbital movement, and the few orbital secondary distributors often being residential roads. The central and radial road network is extensively signalised with most signals and CCTV cameras linked to the Council's traffic control centre. Further out the radial roads are wider, and the residential areas between them are more frequently cul-de-sacs. The outer ring road and some parts of these outer radials are the only local roads in the network purpose-built and suitable for the largest heavy goods vehicles. Use of other roads within the city by articulated HGVs and other large rigid vehicles, and the difficulty in manoeuvring large vehicles in confined road spaces, contribute to a real and perceived threat to cyclists and pedestrians.

Large goods vehicles are slower to accelerate and brake than other traffic leading to congestion and a loss of network capacity. Larger vehicles can obstruct vision and freight vehicles parked up to allow deliveries / collection in inappropriate locations can be a significant traffic obstruction. These in turn will drive an increase in harmful emissions from other road vehicles.

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<sup>2</sup> <https://www.statista.com/topics/871/online-shopping/#dossierKeyfigures>

HGVs and refrigerated wagons in particular consume a lot of energy, and consequently have a particularly heavy carbon footprint, as well as emitting significant pollution. The sheer volume of smaller vans and trips means they are large contributors to CO<sub>2</sub>.

There is a lack of government guidance on the measures suitable for promoting efficient freight transport and logistics. Other sources identify measures under the following broad headings:

- information and incentivisation
- physical changes, including transshipment and consolidation facilities
- regulatory measures related to location and time of access, vehicle size and emissions
- promotion of other modes, including cargo cycles, rail and potentially water
- new technology for vehicles
- pricing and fiscal incentives.

The remaining sections of this report consider in turn:

3. how managing freight transport contributes to our objectives in Section 1
4. current trends in freight operation and the problems to be addressed
5. the targets which we propose for doing so
6. the measures which might be used
7. the ways in which we propose that they should be applied
8. our recommendations for different areas of York
9. our recommendations for different groups of users
10. the barriers to implementing these measures, and ways in which they might be overcome
11. the implications for each of our other six modal strategies.

### **3 The contribution to our objectives of managing freight transport**

Freight transport is essential in supporting the economy of the city. But the way in which freight operates can contribute to congestion and delays, carbon emissions, pollution and danger, as well as potentially disrupting the operation of public transport. There are also the particular issues of intrusion and conflicts in the City Centre pedestrian area.

Thus, while a well-designed freight transport operation can contribute to our objectives of improving **access** and the **economy**, as well as improved **efficiency**, it should also support reductions in **air pollution** and **carbon emissions**, as well as improvements to **public health**, **road safety** and **liveability**.

### **4 Current trends and problems**

Although the number of HGVs currently using UK roads has remained constant at around 500,000, the number of LGVs has grown significantly in the last 10 years from approximately 3million to 4.5million<sup>3</sup>. In urban areas the fastest growing vehicle types are vans and LGVs<sup>4</sup>. This can be explained by the growth of household deliveries, but their proliferation is the

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<sup>3</sup> Department for Transport. 2021. Transport Statistics.

<sup>4</sup> Independent Transport Commission. 2017. <https://fncdn.blob.core.windows.net/web/2/cf-files/itcurbandistribution2017.pdf>

cause of additional congestion, pollution and intrusion. There will be timescale and cost issues involved in the change from using diesel engines to more sustainable propulsion systems.

The use of alternative modes of freight transport has declined but there are signs of renewed interest in the use of rail for the movement of certain goods<sup>5</sup>. The other future trend worth considering is the opportunity for parcel freight to be carried by cargo cycles such as the Greenlinks and IndieGo Couriers currently operating in the city<sup>6</sup>.

#### 4.1 Traffic flows

The recent shift to purchasing goods on-line has created an additional source of business activity, the door-step parcel delivery van. Although it can be argued that each van making over 100 deliveries is better than 100 car journeys, this phenomenon does however require to be managed as many vehicles duplicate deliveries to the same areas of the city throughout the day.

One day 12-hour two-way classified counts have been recorded since 1991 on the old city council boundary, which lies just inside the outer ring road. In 2020 this recorded 14415 lights goods vehicles entering and leaving the city, which was 30% higher than the 1991 count, but slightly lower than that in 2011. For heavy goods vehicles the count was 3256, which was 40% lower than in 1991, but 30% higher than in 2011.

The Council also has 38 automatic classified count sites distributed throughout the network but does not regularly collate and interpret the data. In addition, thought should be given to establishing ANPR devices on designated 'Commercial Routes' in the city. If it is possible to identify cargo cycle activity, this should also be measured as this is an indication of policy gains.

#### 4.2 Freight activity

Measuring the size and weight of deliveries throughout the city is an impossible task as such data will only exist in the manifests of the freight company or the company doing its own deliveries.

The use of commercial vehicles on the road network is largely unregulated and unmanaged leading to many journeys being undertaken on a 'milk round' principle without consideration for local requirements, and potentially encouraging drivers to speed and park in inappropriate locations. Bulk goods which are usually palletised require additional handling and better identification and regulation. The delivery of easily handled parcels by larger vehicles requires better control. One exception is construction traffic, which is regulated to a limited extent in planning permissions.

#### 4.3 Congestion

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<sup>5</sup> <https://dataportal.orr.gov.uk/media/2040/freight-rail-usage-and-performance-2021-22-q2.pdf>

<sup>6</sup> <https://green-link.co.uk/home/york/>

Congestion for private vehicles is regarded as an irritant, but for commercial journeys it has a cost<sup>7</sup>. Unfortunately, the Council has no regularly recorded data on levels of congestion, and relies in the main on satnav providers for data.

#### 4.4 Loading and unloading

Across the city inappropriate, inconsiderate and in some cases dangerous parking is a problem for pedestrians, cyclists and other road users. It is a particular problem within the pedestrianised foot streets area in the morning delivery window before 10:30, but problems occur elsewhere throughout the day. Some of this occurs because of lack of unloading spaces and poor logistical management. To be able to make policy suggestions it is necessary to construct better data on the type and frequency of deliveries. This may become apparent from the study being undertaken by AECOM<sup>8</sup>.

#### 4.5 Environmental impact

Freight delivery vehicles in York with internal combustion engines are significant contributors to emissions. These emissions comprise carbon (and other greenhouse gases) - which drives climate change, and oxides of nitrogen and particulates - including soot from fuel combustion, particles from tyre wear and brake dust. The latter impact on local air quality, and pose a health risk to pedestrians, cyclists and local residents. The contribution to these emissions made by freight deliveries is not currently known, but it has been calculated elsewhere to be up to 25% of atmospheric pollutants. The City of York Council has received funding from DEFRA's Air Quality grant which will be used to address delivery of light goods by HGVs and LGVs, aiming to reduce emissions of oxides of nitrogen, particulate matter and carbon dioxide associated with delivery vehicles<sup>9</sup>. Part of this funding has been used to commission the feasibility study from AECOM which will give a better estimate of the total amount of current pollution and thereby the means to establish values that can be monitored and targeted for future reference. While rarely measured, noise and vibration also arise from heavy goods vehicle movements. Noise is now known to cause physical and mental health problems, while vibration can also lead to structural damage.

#### 4.6 Intimidation and casualties

In our 2019<sup>10</sup> survey 62% of residents and 52% of commuters considered large commercial vehicles to be a serious or very serious problem. In 2011 there were 547 casualties on York's roads, of which 58 were serious or fatal. By 2019 that figure had fallen by 20% to 433, although there were still 52 serious or fatal casualties<sup>11</sup>. The current number of road vehicle accidents involving commercial vehicles will be contained within this data. By reducing the frequency of movements, it should be a target to reduce these incidents. Also, further driver training and the addition of warning safety devices should be a norm in the

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<sup>7</sup> FTA 2017. Logistics Report p8

<sup>8</sup> CYC 2020. York Air Quality and Freight Movements Feasibility Study

<sup>9</sup>[https://democracy.york.gov.uk/\(S\(er5fig3cbkjmjx55ekdxrgfc\)\)/documents/s149776/Reducing%20emissions%20for%20first%20and%20last%20mile%20light%20goods%20deliveries%20Exec%20May%202021.html?CT=2#\\_ftn1](https://democracy.york.gov.uk/(S(er5fig3cbkjmjx55ekdxrgfc))/documents/s149776/Reducing%20emissions%20for%20first%20and%20last%20mile%20light%20goods%20deliveries%20Exec%20May%202021.html?CT=2#_ftn1)

<sup>10</sup> York Civic Trust, 2019. York Transport Local Consultation - Key Findings Report - Residents and Commuters

<sup>11</sup> North Yorkshire Police, 2021. Stats 19 data (provisional)

industry particularly as future vehicles may be quieter and less easy to detect for pedestrians and cyclists.

#### 4.7 Structural damage

The physical damage to the infrastructure of the city is borne out by the amount of road and pavement damage. The impact of a vehicle axle is proportional to the 4th power of the axle (a 10T axle creates 10,000 times the damage of a 1T axle). Many larger goods vehicles have a lifting axle, which can be raised when the vehicle is empty or only partially laden, to reduce tyre wear. This has the effect of increasing the axle load on the remaining axles and increasing the damage to the city's roads. Instances of vehicles causing damage to buildings, pavements and roadways should be properly recorded and monitored.

### 5 Proposed targets for managing freight transport

Target	Baseline	Measurement
<b>Reduction in number of goods vehicles over 7.5T using roads other than designated routes: 50% by 2027; 90% by 2037</b>	2019 level [which will need to be estimated]	Automated classified counts [need to check that these distinguish this weight threshold]
<b>Increase in deliveries by ULEV: 15% by 2027; 50% by 2037</b>	2019 < 1%	[Need to determine a data source; presumably ANPR]
<b>Increase in deliveries by ULEV on and within the Inner Ring Road: 50% by 2027; 100% by 2037</b>	2019 < 1%	[Need to determine a data source; presumably ANPR]
<b>Reduction in the number of separate deliveries made on and within the Inner Ring Road: 10% by 2027; 25% by 2037</b>	2019 level [which will need to be estimated]	[Need to determine a data source; presumably ANPR]

<b>Reduction in number of deliveries on and within the Inner Ring Road made by motorised vehicle: 25% by 2027; 50% by 2037</b>	2019 level [ <b>which will need to be estimated</b> ]	<b>[Need to determine a data source; presumably ANPR]</b>
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### 5.1 Reduction in goods vehicles over 7.5 tonnes

Freight deliveries support the city’s economy and help meet the needs of residents. Commercial vehicles are thus rightly given priority over cars in the Council’s hierarchy. However, there is a requirement to match the vehicle to the road to reduce pavement damage and the risk to the safety of other road users caused by the use of the secondary and local roads by HGV and other large vehicles. The Trust advocates a ban on vehicles >7.5 tonnes within the city centre<sup>12</sup>, with a limit of 3.5 tonnes for vehicles delivering within the foot streets area. We also propose, below, establishing a designated network to which most such vehicles should be limited, and which can be designed to meet their needs.

### 5.2 Increase in number of deliveries by Ultra Low Emission Vehicles

Internal combustion powered freight vehicles, predominantly diesel, make a significant contribution to poor air quality and ill health in the city through emission of NO<sub>2</sub> and particulates. Globally the emission of CO<sub>2</sub> contributes to climate change. Decreasing the number of IC vehicles, and their replacement by either electric vehicles or cargo bikes, will significantly improve local air quality and support national targets for decarbonising transport. Targets are proposed for the City of York Council area and, at a higher level, for the area bounded by the Inner Ring Road to reflect the disproportionate impact of poor air quality in the narrower more confined city centre streets and the need to protect pedestrian movement.

### 5.3 Reduction in number of deliveries on and within the Inner Ring Road

The foot streets area of the city centre is characterised by narrow streets hemmed in by historic buildings, with constrained junctions, on alignments dating to the Middle Ages and, in some cases, to the Romans. The dedication of the foot streets to pedestrians between 10:30 and 19:00 daily has led to a chaotic situation prior to 10:30 as many freight vehicles attempt to make deliveries in the city centre. Very few of these vehicles make full load deliveries. Some make part load deliveries to a number of city centre locations; others make small deliveries in the city centre as part of a longer delivery circuit. Reducing the number of delivery vehicles by more effective and efficient consolidation of these smaller deliveries would reduce congestion, pavement parking and create an improved, safer environment for other road users.

### 5.4 Reduction in the number of deliveries on and within the Inner Ring Road made by motorised vehicle

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<sup>12</sup> York Civic Trust 2020. A Strategy for Managing York’s Road Network



Many deliveries within the city centre are relatively small, often a single pallet or parcel. Cargo cycles are already in use for deliveries within the city centre and are far better suited to delivering in the narrower streets in the foot streets area than four wheeled vehicles. We propose targets for reduction in the number of deliveries which use motorised transport.

## **6 The range of policy measures**

There is a serious lack of national guidance on good practice in freight and logistics management. However, there are now several documents available which suggest the basis for a possible freight strategy for York. In particular, we have reviewed a report on urban freight transport planning<sup>13</sup>, two recent reports from the European Commission<sup>14,15</sup>, an action plan from Transport for London<sup>16</sup> and recent guidance from the Urban Transport Group<sup>17</sup>. We have drawn on these to identify the following list of possible measures.

### **6.1 Information provision and behavioural stimuli**

- Real time information and direction signs (covered in our companion report on Managing the Road Network)
- In-vehicle guidance (covered in our companion report on Managing the Road Network)
- Company travel plans (covered in our companion report on Managing Car Use, but to include revised timing of deliveries)
- Logistics company travel plans
- Driver training
- Driver procurement
- Incentivisation programmes to encourage better practice
- A Logistics Manager, potentially funded jointly by the Council and industry

### **6.2 Physical measures**

- New loading bays and facilities
- Freight Consolidation Centres
- Micro-consolidation Centres
- Delivery hubs and parcel drop off points
- Lorry parks

### **6.3 Regulatory measures**

- Access restrictions
- Timed access restrictions
- Management of parking and loading
- Emissions restrictions
- Noise and vibration restrictions
- Freight corridors
- Freight traffic flow management
- Real time freight traffic management

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<sup>13</sup> Ballantyne EEF, Lindholm M and Whiteing A (2013). A comparative study of urban freight transport planning: addressing stakeholder needs. J Transport Geography 32 pp 93-101

<sup>14</sup> European Commission, 2015. Making urban freight logistics more sustainable

<sup>15</sup> European Commission, 2019. Sustainable urban logistics planning

<sup>16</sup> Transport for London, 2019. Freight and servicing action plan

<sup>17</sup> Urban Transport Group, 2022. Delivering a greener future

- Enforcement
  - Planning approvals for major developments
- 6.4 Other modes
- Cargo cycles
  - Portering
  - Rail freight
  - Water
  - Drones
- 6.5 Technology
- Electric vehicles
  - Bio-fuels
  - Hydrogen
  - Smart traffic management systems
  - Collision avoidance systems in vehicles
- 6.6 Pricing
- Parking charges (covered in our companion report on Managing Car Use)
  - Workplace parking levies (covered in our companion report on Managing Car Use)
  - Road pricing (covered in our companion report on Managing the Road Network)
  - Charging clean air zones (covered in our companion report on Managing the Road Network)
  - Incentives to purchase improved vehicles (including cargo cycles)
  - Incentives to manage deliveries.

## **7 The ways in which each measure might be used**

### 7.1 Information provision and behavioural stimuli

7.1.1 Company travel plans We consider these in our companion report on Managing Car Use, but they typically focus on personal travel rather than freight. The 2013 JMP report<sup>18</sup> advocated Delivery and Servicing Plans (DSPs), and proposed developing them for the two universities, the Council itself and a specific sample street such as Stonegate. To the best of our knowledge, none of these has been taken further. TfL has advocated DSPs as one of the four key projects for increasing freight sustainability in London<sup>19</sup>. Key outputs from individual sites might include reducing the number of freight trips, avoiding congested and sensitive times, specifying designated routes, encouraging safe loading and reducing emissions. For a street or area, there might be the additional benefit of sharing movements, such as for waste removal. There would be a benefit in developing DSPs for businesses across York, and for considering area-wide ones within and close to the city centre and in the major out of town centres. The Freight Forum is of the view that if such plans improved loading and unloading efficiencies it would benefit industry. Construction Site Servicing Plans (CSSPs) should also be developed for all new construction contracts.

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<sup>18</sup> JMP, 2013. York Freight Improvements Study

<sup>19</sup> TfL 2007. London Freight Plan

They should incorporate a requirement to commit to meeting the CLOCS standard<sup>20</sup> to improve construction traffic safety.

7.1.2 Logistics company travel plans These are a logical complement to Delivery and Service Plans but focus on the companies which deliver freight to and within York for others. The aims and potential benefits would be similar. We are unaware of any focus on such plans elsewhere. However, the 2013 JMP study<sup>21</sup> reported on interviews with 12 logistics and supply companies serving York, and these might offer a useful starting point.

7.1.3 Driver training Driver training could usefully reinforce the approaches adopted in Company Travel Plans, thus helping to ensure that loads are delivered efficiently, and that freight activity does not cause unnecessary disruption. In addition, attention could be focused on safe driving and collision avoidance.

7.1.4 Driver procurement It is clear from the Freight Forum that availability of qualified drivers is a major constraint on efficient freight operation at present, and it seems likely that staffing levels will remain unpredictable for some considerable time. There may be a case for the Council offering support to industry and business in promoting driving as a career and York as a desirable location in which to work.

7.1.5 Incentivisation programmes We discuss a number of general incentivisation measures in our report on Managing Car Use, some of which, such as carbon reduction campaigns, are relevant to freight as well. In addition, the 2013 JMP study refers to Transport for London's highly successful road freight management programme aimed at ensuring business continuity during the 2012 Olympic Games<sup>22</sup>. This focused on the four Rs: Reduce, Re-time, Re-route and Revise mode, all of which could be promoted on a continuing basis in York.

7.1.6 A Logistics Manager The City of York Council lacks expertise in freight and logistics, which may help explain the lack of consideration of freight in the 2011 Local Transport Plan. If the Council is to develop and oversee a new freight and logistics strategy, it will be essential to have access to the specialist skills needed. Were that individual also to have lead responsibility for the Council's own Delivery and Servicing Plan, it should assist in enabling the Council to lead by example. We suggest that this post might be jointly funded by the Council and industry.

## 7.2 Physical measures

7.2.1 New loading bays and facilities The 2013 JMP study recommended a kerbside audit in the city centre to record current loading activity, identify areas where loading was disruptive, and seek locations for providing new loading bays aligned with access routes. There is a strong case for conducting such an audit now in connection with the other measures proposed in this report, extending it to other district centres and business parks,

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<sup>20</sup> [www.clocs.org.uk](http://www.clocs.org.uk)

<sup>21</sup> JMP, 2013. York Freight Improvements Study

<sup>22</sup> TfL 2012. Keep on running, Managing deliveries during the Games

and allocating capital funding to providing new facilities in priority locations. The audit should also look at means to improve portering for final delivery.

7.2.2 Freight Consolidation Centres Much of the 2013 JMP study<sup>23</sup> focused on the development of a single Freight Consolidation Centre (FCC) for York, which was then seen as the most significant initiative which the Council might take. It referred to examples in Bristol, London, Newcastle, Perth and Sheffield. The focus was to be on supplies to the city centre for both retail and business, with additional facilities for stock storage designed to assist those businesses with limited storage space. The most appropriate locations were suggested as close to the Askham Bar and Designer Outlet junctions on the A64. Onward travel to the city centre was to be by low emission 7.5T vehicles, with an estimated saving of up to 250,000 veh-km per year. A significant benefit of a freight consolidation centre would be to improve the utilisation of HGVs and their drivers, by reducing the mileage travelled on congested city centre roads. Were an FCC still to be considered an affordable option, it seems sensible to develop it based on these recommendations, using zero emission vehicles.

7.2.3 Micro-Consolidation Centres As an alternative or complement to a single FCC, it would be possible to consider a series of micro-consolidation facilities closer to the city centre, which could focus on servicing a specific area, specific types of goods or on receiving supplies delivered along a given corridor. One advantage of having such facilities close to the centre would be the potential for onward travel by courier bike, as Yorkshire Distribution and Logistics already does with Greenlink Couriers. The funding granted to the City of York Council under DEFRA's Air Quality Grant Scheme<sup>24</sup> will support a pilot project to test a micro-consolidation centre model for commercial light goods. Any such centres would need to be managed on behalf of users. We suggest that this might be a role for our proposed Freight and Logistics Manager.

7.2.4 Parcel delivery hubs One result of the growth in online shopping has been an increase in light van deliveries in residential areas<sup>25</sup>, which may need to be duplicated if residents are unavailable. Some online suppliers such as Amazon are already providing delivery hubs in residential areas<sup>26</sup> which allow residents to collect their parcels when convenient; the Post Office offers a similar facility. These will help reduce travel by light vans, and in particular limit traffic in residential streets. We see a case for the Council ensuring that such a facility is provided in each community, and that it is open to all suppliers.

7.2.4 Lorry parks Night-time lorry parking is a problem in some residential areas, and to counter it the Council has invested in a lorry park at York Auction Centre, Murton<sup>27</sup>. It would be helpful to assess how effective this has been and, if problems arise elsewhere, to seek additional locations.

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<sup>23</sup> JMP, 2013. York Freight Improvements Study

<sup>24</sup> CYC 2020. York Air Quality and Freight Movements Feasibility Study

<sup>25</sup> York Civic Trust 2021. A Strategy for Reducing Travel

<sup>26</sup> [https://www.amazon.co.uk/ulp/view?ref=hub\\_uk\\_gw\\_evr\\_003](https://www.amazon.co.uk/ulp/view?ref=hub_uk_gw_evr_003)

<sup>27</sup> <https://www.york.gov.uk/LorryPark>

### 7.3 Regulatory measures

7.3.1 Access restrictions These limit the movement of vehicles above a given weight, or in some cases length. They help avoid intrusion into environmentally unsuitable streets, and damage to bridges, road surfaces and buildings. However, they need to be designed to avoid restricting access for essential freight or adding significantly to operating costs. They are only used selectively in York at present, with the most widely used measure being bans on vehicles of over 7.5T except for access on roads such as Water Lane. Their further application was not discussed in the 2013 JMP report. We suggest that it would be appropriate for the Council now to develop, with the freight industry, an agreed network which vehicles of over 7.5T would be expected to use, except for local access. This network would need to link all key destinations to the outer ring road but would not need to be fully connected within the urban area. For example, we do not envisage it including all sections of the inner ring road. Where appropriate, destinations away from the network could be serviced by a Micro-Consolidation Centre. Designation of such a network would help ensure that appropriate signing, road layout and surfacing was provided for larger vehicles on the dedicated network. The Trust has further proposed limiting access to the footstreet network to vehicles under 3.5T to reduce pavement damage and intimidation of pedestrians<sup>28</sup>. Any such restriction would need to be carefully coordinated with plans for one or more Micro-Consolidation Centres.

7.3.2 Timed access restrictions The main purpose of such restrictions is to free retail and leisure areas for use by pedestrians and by frontage premises and, in some cases, to avoid night-time noise. They need to be designed to ensure that servicing can still take place efficiently both within the affected area and in other local destinations served by the same vehicles. They are currently used principally in the footstreet area of the city centre, and have recently been extended, both in area and by time of day. Freight Forum discussions have highlighted some problems with the extended hours, both for those delivering and those receiving deliveries, but it appears that these problems can be fairly readily resolved, and the Council now intends to regulate to make the 1030 to 1900 restricted period permanent. The Trust proposes that the Council develops proposals for pedestrian streets in other shopping areas<sup>29</sup>. If it is to do so, we suggest that it uses the same hours of operation. The 2013 JMP report<sup>30</sup> recommended that the Council adopt a city-wide policy of promoting out-of-hours deliveries to businesses where the supply chain can be altered accordingly, given the potential benefits for congestion relief, and the environment. We suspect that this has not happened but consider it still to be appropriate.

7.3.3 Management of parking and loading Parking regulations cover on-street parking restrictions; on-street loading and servicing restrictions; pavement parking; and off-street parking restrictions. With the exception of pavement parking in locations where there are no parking restrictions, these are all subject to civil enforcement by the Council, and we assume that the Council will continue to employ sufficient staff to achieve acceptable compliance levels and will cover the cost of doing so from the combination of charges and fines levied. We assume that the Council will continue to restrict parking in locations where it is hazardous or causes congestion. There is also a growing need to ban

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<sup>28</sup> York Civic Trust 2021. A Strategy for Managing York's Road Network

<sup>29</sup> York Civic Trust, 2021. A Walking Strategy for York

<sup>30</sup> JMP, 2013. York Freight Improvements Study

parking and loading or unloading on marked cycle lanes; where space is needed, the road layout should be redesigned to provide loading bays and parking spaces separated from cycle lanes by buffer strips. The Trust has recommended that the Council should take advantage of the anticipated legislation on pavement parking<sup>31</sup> and adopt a default position that parking or loading and unloading on pavements will be prohibited, except where there is little alternative and at least a 1.8m footway can be retained alongside parked vehicles<sup>32</sup>.

**7.3.4 Emissions restrictions** Controls on levels of particulates and oxides of nitrogen emitted are principally used on public health grounds. The main measure is the use of Clean Air Zones, but anti-idling restrictions are also relevant. There is a separate issue of carbon emissions and their impact on climate change; this is principally tackled by choice of motive power, as discussed in Section 7.5. The 2013 JMP report discussed Clean Air Zones in some detail, but their assessment is now somewhat dated. The government has since introduced standard requirements for Clean Air Zones, and specified four categories, of which Classes B, C and D include freight vehicles<sup>33</sup>. It identified a number of local authority areas for which such zones were required, but York was not included, because the government's database fails to record the high levels of emissions experienced in the city. However, the Council has introduced, on its own initiative, a Clean Air Zone for buses, covering all roads within the inner ring road<sup>34</sup>. The Trust has recommended that the scope of the zone be expanded to include cars and commercial vehicles<sup>35</sup>. Anti-idling restrictions are already in place throughout York<sup>36</sup> but are poorly enforced and hence poorly observed.

**7.3.5 Noise and vibration restrictions** Noise from heavier commercial vehicles is a concern in several areas of the city and is a potential health hazard. Vibration can cause alarm and disturbance and, on occasion, structural damage. However, attribution is often difficult to establish, and area-wide solutions difficult to provide. Instead, the most appropriate measure is to limit use by vehicles likely to cause these impacts, and our proposals for a network of access controls, in 7.3.1 above, is designed to this end. It is a common misunderstanding that multi-axle vehicles cause less damage than dual axle ones. Increased tyre resistance forces increase damage caused by these journeys.

**7.3.6 Freight corridors** The Freight Forum has raised the possibility of establishing designated, well signed and managed corridors to enable freight to access the city centre and other key destinations from the outer ring road. Our proposals in 7.3.1 for an agreed road network for vehicles of over 7.5T would contribute towards this. The Trust has advocated gating of general traffic as a way of managing traffic flows to the city centre<sup>37</sup>. This would involve identifying a location on each radial road where traffic would be held when demand exceeded the capacity of the inner-city road network, with buses and taxis permitted to bypass the queues. Such a scheme already operates on the Tadcaster Road

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<sup>31</sup> Department for Transport, 2020. Pavement parking: options for change

<sup>32</sup> York Civic Trust, 2021. A Walking Strategy for York

<sup>33</sup> <https://www.gov.uk/guidance/driving-in-a-clean-air-zone>

<sup>34</sup> <https://www.local.gov.uk/case-studies/city-york-caz>

<sup>35</sup> York Civic Trust, 2021. A Strategy for Managing Car Use in York

<sup>36</sup> <https://www.york.gov.uk/EngineOff>

<sup>37</sup> York Civic Trust, 2021. A Strategy for Managing York's Road Network

and The Mount and, to a limited extent, on Boroughbridge Road, Malton Road and Hull Road. It would be sensible to allow designated zero emission vehicles from any Freight Consolidation Centre to bypass the queues. Depending on the demand, it may be possible also to allow other freight vehicles to do so on the designated freight corridors.

7.3.7 Freight traffic flow management The management of freight flows is a task shared between suppliers, customers, logistics companies and the Council, and is thus difficult to coordinate. The proposals for Delivery and Servicing Plans and Logistics Company Plans in 7.1.1 and 7.1.2 above should help, particularly if the Council and the proposed Logistics Manager (7.1.5) are directly involved. The Council is also able to assist through its traffic control and management facilities, which manage traffic signals throughout the city. The default position is that traffic signal settings are optimised for general traffic, which predominantly involves private cars, though some priority is given to buses. We recommend that, as part of the approach of developing a freight network (7.3.1) and freight corridors (7.3.6) traffic signal settings on these routes are designed to give greater weight to the larger freight flows.

7.3.8 Real time freight traffic management Logistics companies will already manage their freight and vehicle movements in real time. The Council is now pioneering a real time approach to managing traffic, using smartphone location and camera data as input, a real time traffic model and traffic signal settings and variable message signs as output. Again, the default position is that signals and signs are optimised for general traffic, which predominantly involves private cars. We recommend that consideration be given to giving greater weight to freight flows.

7.3.9 Enforcement Many of the management measures in this section are critically dependent on effective enforcement. However, evidence suggests that enforcement, particularly of commercial vehicles remaining in footstreets during footstreet hours, and of loading in restricted locations or on pavements, is less than effective. This in turn discourages other drivers from obeying the regulations and penalises those who do. Enforcement responsibilities are divided between the Council and the police, but government is proposing transferring some responsibility for moving vehicle offences from the police to local authorities. The Council thus needs to ensure that it employs sufficient staff to provide effective and fair enforcement, and to use revenues from fines accruing to the Council to help finance it in doing so.

7.3.10 Freight planning for developments Site plans should be designed to reduce the amount of commercial vehicle traffic to a minimum<sup>38</sup> [ref]. New developments should actively consider the delivery of parcels and other goods to the site by incorporating community parcel drop facilities. These can be either a block of lockers or the use of a retail premises. On larger developments the potential for a micro consolidation point should be accommodated by including unloading bays in the design. These may be constructed by simply utilising an area of road space or involve a specially purposed building. Last mile deliveries could then be undertaken by cargo-bikes or pedestrian porters.

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<sup>38</sup> Urban Transport Group, 2022. Delivering a greener future. Pages 29-31.

## 7.4 Other modes

7.4.1 Cargo cycles Three types of cycle are used in York for carrying cargo. Food delivery couriers carry merchandise on their backs, with typical loads of up to 5kg; two wheeled cargo cycles can carry up to 40kg in a basket between the rider and the front wheel; three wheeled cargo cycles can carry up to 200kg in a hold behind the rider. Food delivery couriers are not likely to have a major impact on freight movement and are not considered further here. The two types of cargo cycle are valuable for last mile deliveries and are increasingly being promoted for this purpose. Two logistics companies already use three wheeled cargo cycles for distribution within the city walls, and the DEFRA study is investigating the potential for their wider use. We envisage them being used for a significant proportion of deliveries from micro-consolidation centres (7.2.3) to the city centre, and potentially in pedestrian areas in district centres and from delivery hubs (7.2.4). In our report on Improving Cycling, we recommend that they (but not courier cycles) be permitted to access the wider city centre footstreets during restricted hours.

7.4.2 Portering Porters with trolleys offer a traditional form of delivery within the city centre and continue to be used in the narrower streets such as the Shambles. They could be used more widely from any nearby transshipment centres. In addition, it would be possible to limit servicing vehicles, during permitted hours, to the wider footstreets, and require portering from them to premises on narrower streets. There may be a case for the Council investing in a fleet of trolleys, and in storage areas for them, to avoid smaller businesses having to purchase and store their own.

7.4.3 Rail freight The opportunities for bulk freight movement in York by rail appear limited, given the limited demand for bulk deliveries. However, there is renewed interest in the development of a rail-based parcel and pallet distribution service. Network Rail and the logistics company Orion recently demonstrated the use of converted passenger trains to carry freight in the same roll cages often used by lorries delivering to retailers<sup>39</sup>. The Freight Forum has raised the potential for establishing a Consolidation Centre at York station, with one or more trains from a major consolidation hub calling at a number of stations including York to unload roll cages of parcels. From the station parcels would be delivered within the city by electric vehicle or cargo cycles. We recommend that the Council explores this possibility further within the DEFRA study. It would offer a much more sustainable use of the space around the station than does the currently proposed multi-storey car park.

7.4.4 Water Many continental cities make extensive use of their waterway networks for the distribution of bulk freight; commonly carried loads include beer for city centre bars and waste disposal. Unfortunately, the potential in York is limited by the lack of commercial frontages, the dangers of flooding, the little used lock at Castle Mills and the distance to the nearest freight handling facility in Goole. It seems probable that water-based freight opportunities will be limited to one-off applications such as the recent reconstruction of the Guildhall using Queen's Staith.

7.4.5 Drones Drones have been developed over the last decade as a means of delivering smaller payloads in areas which are otherwise difficult to access. The distribution

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<sup>39</sup> <https://orion.railopsgroup.co.uk/news>



of medicines to remote communities in Africa has demonstrated their wider potential. However, drone use in denser built-up areas in the UK is limited by the regulatory environment imposed by the Civil Aviation Authority<sup>40</sup>. It is possible that drones may become a relevant option during the life of the new Local Transport Plan, and we recommend that the Council, through its proposed Logistics Manager (7.1.5) should retain a watching brief on their development.

## 7.5 Technology

7.5.1 Electric vehicles Rapid advances are being made in battery and charging technology and there are a number of smaller, battery powered, vehicles now available on the market, including cargo cycles and light delivery vehicles (LDV). Problems of battery size and weight currently limit payload and range for HGVs. Although trials have started with an electric HGV on short distance trips<sup>41</sup>, a more general solution may be some years away. As battery powered vehicles become more widely available the key enabler of greater use within the city is the provision of adequate charging capacity, as it is for electric cars and buses.

Key requirements of any electric vehicle charging point include adequate capacity on the local electric distribution network to supply electric vehicle charging; a mix of fast and standard chargers to cater for customers' varying requirements; universal plug technology so any vehicle can use any charger; and payment by charge, debit or credit card rather than a subscription model.

Within York the Council has a critical role as a facilitator who can bring industry partners together to leverage the economies of scale and avoid costly duplication of charging facilities. As planning authority, it can use existing powers to promote the construction of charging facilities. As a major fleet operator in its own right it should commit to a defined programme to replacing its internal combustion fleet of freight and service vehicles with battery vehicles.

The government has commissioned a trial of eHighway in which HGVs equipped with a pantograph to draw power from electric lines running above the road<sup>42</sup>. The eHighway system is envisaged for installation only on the trunk road network, with vehicles using battery or "range extending" diesel engines for travel off the trunk road network. It is not expected that eHighway is appropriate for the City of York.

7.5.2 Bio-fuels Bio-fuels can be used as partial or complete replacement for conventional diesel or petrol, reducing greenhouse gas emissions from transport although not reducing other emissions. A blend of a small quantity of bio-fuel with conventional fuel can be used without modification to vehicle engines. Legislation recently increased the bio-

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<sup>40</sup> <https://www.caa.co.uk/consumers/remotely-piloted-aircraft/>

<sup>41</sup> <https://www.tescopl.com/news/2021/tesco-powers-into-the-new-year-with-the-uk-s-first-commercial-electric-articulated-hgvs/>

<sup>42</sup> <https://www.theguardian.com/environment/2021/jul/27/uk-government-backs-scheme-for-motorway-cables-to-power-lorries>

ethanol content of petrol to 10%<sup>43</sup>, diesel in use in UK contains c 7% bio- diesel. Bio-fuels may have a place to play as an interim solution for larger freight vehicles whilst battery technology is developed to give range and payload capability for the largest vehicles. Blends of diesel with a greater percentage of bio-diesel are possible and would deliver greater reductions of greenhouse gas, however these are better suited to those operators who buy fuel in bulk and operate their own fuelling facilities<sup>44</sup>.

For York, freight vehicle operators with the largest fleets should be encouraged to adopt a higher blend of bio-fuels as an interim step on the path to zero carbon vehicles. The Council should commit to convert its larger vehicles which cannot be replaced with electric vehicles to a higher blend of bio-diesel. Businesses in York that buy transport and delivery services, for example Nestle, Portakabin and supermarkets, should use their commercial leverage to incentivise operators to adopt high blend fuels.

7.5.3 Hydrogen Hydrogen can be used in freight vehicles either as a fuel for an internal combustion engine or to power a fuel cell to generate electricity to power an electric motor<sup>45</sup>. This can deliver a 100% reduction in greenhouse gas emissions, provided the hydrogen is “green”, in being produced using electricity from a renewable source. However, it is produced, hydrogen is a relatively inefficient fuel source, in which only 23% of the energy input is available at the wheel. The use of hydrogen as a transport fuel for freight vehicles requires significant investment in vehicles, hydrogen generation and distribution. In light of the inefficiency of the hydrogen cycle and the question mark over how hydrogen is produced it is not recommended as a transport fuel for use in York.

7.5.4 Smart traffic management systems In order to make delivery plans work effectively it will be necessary to install a vehicle monitoring system using either cab transponders (similar to those used on buses) or vehicle number plate recognition cameras. The need to generate permits to load/unload in the city will provide a possible income stream which could be used to finance the enforcement network.

7.5.5 Collision avoidance systems The emerging driving technologies using all-round cameras and Lidar provide increasing opportunities to protect more vulnerable road users. All-round camera provision should be a minimum requirement for vehicles servicing the city. Application could start in the city centre and subsequently be extended to the rest of the city. Any requirement should be updated further as technology develops.

## 7.6 Pricing

7.6.1 Incentives to purchase improved vehicles The government has recently launched competitions to bid for financial support for low emission freight vehicles<sup>46</sup>. Cities which have introduced charged Clean Air Zones, including Birmingham and London, have also offered support for scrapping non-complaint vehicles. While the Council is unlikely to be able to offer such support itself, it could usefully work with the Freight Forum to identify

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<sup>43</sup> The Motor Fuel (Composition and Content) and Biofuel (Labelling) Amendment Regulations 2021

<sup>44</sup>[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/97482/2/targeting-net-zero-rtfo.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/97482/2/targeting-net-zero-rtfo.pdf)

<sup>45</sup> <https://www.daf.co.uk/en-gb/trucks/alternative-fuels-and-drivelines/hydrogen>

<sup>46</sup> Innovate UK OLEV Low Emission Freight Demonstration

options which could form the basis of future bids to government. There is a greater potential for the Council to offer support for the much lower cost of purchasing cargo cycles, and we recommend that this option be investigated.

**7.6.2 Incentives to manage deliveries** Opportunities for more efficient and sustainable management of deliveries should be identified through Delivery and Servicing Plans (7.1.1) and logistics company travel plans (7.1.2). In many cases, however, they will benefit from agreements between businesses in a given area, or between businesses, their suppliers and shippers. We recommend that the Council, working with our proposed Logistics Manager (7.1.5) identifies opportunities for using financial support for securing such agreements and sets aside a budget for doing so.

## **8 The proposed policy measures by area**

**8.1 Network-wide applications** The Council should encourage the joint appointment, with industry, of a logistics manager. He or she might oversee the Council's own logistics policy and to work with businesses and logistics companies in developing Delivery and Servicing Plans. It should support these with an information and incentivisation programme based on the four Rs: Reduce, Re-time, Re-route and Revise mode. It should offer targeted financial support for purchasing low emission vehicles and cargo cycles, and for priority actions identified in Delivery and Servicing Plans. It should also consider promoting a city-wide programme for driver training and recruitment.

We would like to see the Council work with industry to develop an agreed network which vehicles of over 7.5T would be expected to use, except for local access. This network would need to link all key destinations to the outer ring road but would not need to be fully connected within the urban area. Use of the network should be supported by signing, maintenance, and traffic signal control and real time control designed to give priority to freight movements. On other roads enforcement should be used to manage adherence with the specified weight limits, and to ensure that loading does not take place on cycle or bus lanes or on pavements. Designated loading bays should be provided where appropriate, and a delivery hub should be provided for each community.

We propose that the potential for a Freight Consolidation Centre (FCC) be assessed to support and complement the implementation of freight vehicle network. It could be integrated with a series of support measures including, but not limited to:

- establishment of a series of freight corridors;
- use of 7.5 tonne electric vehicles for onward delivery from the FCC;
- enabling such vehicles to use bus lanes;
- establishing city centre micro-consolidation facilities for final delivery by cargo cycle
- otherwise limiting the foot streets to vehicles of under 3.5 tonnes; and
- emissions restrictions in the current bus-based Clean Air Zone, to be extended, when possible, to other areas of the city.

We include these proposals as appropriate in the sections below.

**8.2 The city centre** We anticipate that the restricted hours for loading will be retained as 1030 to 1900 but would like to see the weight limit in the footstreets reduced to 3.5T, the Clean Air Zone applied to commercial vehicles, and cargo cycles permitted access at least to all the wider footstreets. These measures would need to be reinforced by a series of small transshipment facilities surrounding the city centre. The current provision of loading bays should be audited, and consideration should be given to investing in new loading bays to enable loading to take place where it is less disruptive of other movements.

**8.3 Inner York** Sites for the micro-consolidation centres will be needed in the immediate vicinity of the city centre, with direct access from any freight consolidation centre provided in outer York. We would like to see a parcels and pallets transshipment facility provided at the station, giving access to rail-based national delivery services. These micro-consolidation centres may simply be a drop off point where cargo cycles or hand deliveries may be picked up from the roadside using an LDV.

**8.4 Outer York** The case for a freight consolidation centre in the proximity of either Askham Bar or the Designer Outlet should be reassessed. If it is judged to be cost-effective, it should use 7.5T electric vehicles to access the areas of the city remote from the designated heavy goods vehicle network, and the inner-city micro-consolidation points. These vehicles should be permitted to use all bus priority lanes and appropriate bus gates. The effectiveness of the current Murton night time lorry park should be assessed, and the possibility considered of a second lorry park to the west of the city.

**8.6 Local centres** An audit should be made of current loading bays in all district centres and business parks, with targeted investment where new loading bays are needed. Any local and district centres which introduce pedestrian streets or access restrictions should adhere to the same time limits on loading bans as in the city centre.

## **9 The implications for each user type**

In our companion strategy reports, this section focuses on the needs of different groups of individuals as users. The freight strategy needs to adopt the same approach for different types of commodities, including business supplies, construction, retail sales, servicing and waste disposal. It also needs to consider separately the needs of own account operators, freight and logistics companies, specialist operators and cargo cycle businesses. Different enterprises need different solutions but there is a constant need to improve efficiency and reduce pollution and other negative aspects of commercial vehicle journeys. The communities that may be affected the most are customers used to the convenience of goods delivered to the doorstep the next day. Consolidating loads and transshipping to appropriate vehicles may impact delivery times and cost so benefits in terms of reduced pollution and congestion will need to be visible.

## **10 The barriers to be overcome**

**10.1 Political and public acceptability** The public is less likely to oppose measures which restrict the movement of freight; indeed much of the pressure to do so arises from public concern about the impacts of such traffic. The designation of a heavy vehicle

network may prove controversial, but it seems likely that it would be limited to roads where heavy vehicles are a common experience. Political support seems likely in this case to be aligned to public support, except where there is clear evidence of economic dis-benefit from the measures proposed. Care should be taken to avoid this happening.

**10.2 Governance** Freight policy is complicated by the large number of actors involved, and the fact that they range from national and international logistics providers to individual owner operators. It will be sensible for the Council to retain the Freight Forum as a means of enhancing the understanding of the needs of industry and of society, and of seeking consensus on solutions. In parallel, the Council should use its regulatory, traffic management and highways powers, and the sources of finance available to it, to support policies for freight which contribute to its overarching policy objectives.

**10.3 Finance** There are fewer sources of finance to support freight policies than there are for passenger transport, but at the same time the revenue costs of providing for freight are much lower than those for public transport. The Council should consider using revenues from its transport charging regimes to provide targeted support for the operational measures recommended in this report and bid for capital funding from government for new investment in facilities and low emission vehicles.

**10.5 Enforcement** Enforcement is critical both for parked and for moving vehicle offences. We recommend that the Council takes advantage of the planned new powers to make pavement parking and moving traffic violations civil offences, and to staff a civil enforcement team large enough to encourage high levels of compliance. We also recommend a review, with North Yorkshire Police, other agencies and volunteer groups, of other means of supporting enforcement activity.

**10.6 Skills** It is a common experience in local government that skills in freight transport planning are much more limited than for passenger transport, and that the two elements of transport are treated independently. Our recommendation that the Council and industry jointly appoint a logistics manager is designed to tackle this problem. Whoever is appointed should either already possess a detailed understanding of the complexities of the freight and logistics industry, or be provided with the detailed training needed, perhaps through secondment. He or she should then work closely with the Council's head of sustainable transport to ensure that freight and passenger transport are considered together.

## **11 The implications for other modal strategies**

**11.1 Reducing travel** Policies designed to reduce person travel should help to reduce congestion and hence improve operating conditions for freight. Two of the recommended approaches involve encouraging working from home and enhancing local centres, both of which may increase the need for deliveries to local centres. A third, encouraging online shopping, will lead, as it already has, to an increase in light van traffic. The recommendations in this document for the provision of community delivery hubs will be important in avoiding excessive growth in local light van movements.

11.2 Managing car use The strategy for managing car use, and hence encouraging a switch to other modes and a reduction in private car traffic, should support freight movements by reducing congestion. Among the measures proposed or considered, parking controls and road pricing (for which we recommend a study of possible options) could apply to freight vehicles also and will need to be planned accordingly.

11.3 Public transport Improvements to public transport offer an important means of encouraging a reduction in car use, and, hence reducing congestion. However, it is important that buses themselves are protected from congestion. The proposals in this report for restrictions on loading will be important in this regard. We have also suggested that the dedicated 7.5T vehicles which might distribute goods from any Freight Consolidation Centre should be able to use bus lanes. Care will be needed to ensure that such permits do not result in extra delay for buses.

11.4 Cycling Improvements to cycling also offer an important means of encouraging a reduction in car use, and hence reducing congestion. However, cyclists need to feel safe if they are to be encouraged to transfer from car use, and the sharing of road space with freight vehicles is a significant source of intimidation, as well as cyclist casualties. This makes it more important that cycle routes are segregated from freight vehicles, with protection from turning vehicles and removal of parking and unloading/loading activities from cycle lanes. Cycling also offers an alternative mode for freight distribution, and we make several recommendations for cargo cycles in this report. Such provision needs to be designed to complement that for passenger cycling.

11.5 Walking Walking is the most common mode of travel but is very much influenced by the environment in which people can walk. All of the measures in this report for reducing the environmental impacts of freight traffic are critical in supporting walking. Pedestrians and freight vehicles interact particularly in foot streets, and the proposals in this report are designed to reduce these conflicts where possible.

11.6 Managing the road network The way in which the road network is managed is fundamental to the efficient management of freight. Our proposals in this report for a dedicated network for heavier freight vehicles are designed to complement those in our report on Managing the Road Network which relate to the reduction of congestion and the allocation of traffic to different parts of the network.