

**SOUTH EAST ENGLAND REGIONAL ASSEMBLY  
REGIONAL PLANNING COMMITTEE**

Date: 27 September 2006

Subject: **Freight Policy Statement**

Report of: Planning Implementation Director

**Recommendation:**

That the Committee agree that the Assembly's submission to the Examination in Public recommends the proposed changes to policies set out in Annex I of this report.

**Purpose of Report:**

To set out the proposed changes to policies in the Draft South East Plan relating to freight movements.

**Key Issues:**

Paragraph 1.33 of the Draft South East Plan identifies the fact that the policies relating to freight movements are likely to be the subject of a further submission to the Examination in Public. The proposed changes improve the clarity of the policy framework. The revised version of the Implementation Plan provides the basis for identifying specific investments that deliver the policy framework.

## **I. Context**

- 1.1 In preparing the transport policies set out in the Draft South East Plan there was a recognition that the freight policies would need to be the subject of further consideration. This work, which has been undertaken with support from the Freight Transport Association, has also given consideration to broader (non-spatial) issues associated with freight and the logistics industry. These issues will in turn be developed further as part of the on going work to prepare a Regional Freight Strategy.
- 1.2 A major constraint throughout the process has been the lack of a robust evidence base in concerning freight movements and demand in the region until very recently. One example of this emerging evidence base is the Ports Policy Review, published in May 2006 which has provided a context for understanding port-related freight movements. More recently the publication of the national Freight Route Utilisation Strategy ("Freight RUS") gives a more complete picture of how rail freight services on the network are likely to develop to 2015, while the publication of MDS Transmodal forecasts for Heavy Goods Vehicle movements to 2015 gives a better understanding of potential growth in road haulage services.
- 1.3 The supporting text in the Draft South East Plan notes that the freight policies are likely to be the subject of a submission to the Examination in Public. This report forms the basis of such a submission.

## **2. Freight Policies in the Draft South East Plan**

- 2.1 The review suggests that the freight policies set out in the Draft South East Plan are largely fit for purpose in terms of defining the spatial planning context for freight in the region. This is not surprising given that the policies are themselves an evolution of the policies developed through the partial review of the Regional Transport Strategy.
- 2.2 However, it is recommended that the Assembly's submission to the Examination in Public should suggest a number of limited changes to the freight policies. These are set out in Annex I and are discussed in more detail below.
- 2.3 Parking Provision for commercial vehicles
  - 2.3.1 It is recommended that reference is made to the need to provide secure parking and stop over facilities for commercial vehicles on the strategic road network. Although the location of such facilities is a matter more appropriately considered at the local level, it is important that a strategic policy context for such facilities is provided in the South East Plan. The region's role as a gateway to the rest of the UK makes such provision particularly important and an issue of regional significance.

## 2.4 Ports and Short Sea Shipping

2.4.1 The review of freight policies has provided an opportunity to review the wording of the policy on ports. The Assembly's response to the recent review of the national ports policy framework emphasised the importance of the region's gateway ports preparing Masterplans that shape the future of the individual port. A key part of the Masterplans is the consideration of the landside infrastructure requirements that provide the freight connections essential to enabling a port to operate efficiently. Accordingly it is recommended that the wording of Policy T10 in the Draft South East Plan is extended to pick up this issue.

## 2.5 Freight Intermodal Gateways

2.5.1 There are currently two policies in the Draft South East Plan that deal with the provision of intermodal facilities. The wording of the current Policy T11 on freight facilities appears to provide an appropriate level of guidance for ensuring the safeguarding of specific sites within Local Development Frameworks. It is therefore considered appropriate to retain the wording in its current form. However it is proposed that the Assembly should recommend to the Examination in Public that Policy T13 should be deleted. The justification for this is two-fold.

2.5.2 Firstly the attempt to provide some indication of the locational criteria to be taken into consideration in identifying potential sites for an intermodal facility are in fact fully covered in the wording of Policy T11. Indeed the broader focus of Policy T11 is arguably more helpful in securing the mixture of freight facilities that are required to support the logistics industry in the region. Secondly, the Implementation Plan is now the most appropriate way of identifying specific infrastructure requirements necessary to support intermodal facilities that are of regional significance.

## 2.6 Development of Town Centres

2.6.1 Consideration of some of the broader issues associated with freight movements serves to emphasise the importance of ensuring that due account is given to the importance of access for deliveries within town centres. An explicit reference to this effect within Policy TCI would emphasise the importance of this issue.

## 3. Next Steps

2.7 Annex I sets out the proposed changes to the freight policies in the Draft South East Plan that it is recommended the Assembly should promote at the Examination in Public.

2.8 As noted elsewhere in this report there remains the need to develop a broader understanding of the role of the logistics and distribution industry in the region, particularly in relation to issues such as employment, skills, environmental sustainability and the structure of the industry itself, which has

been the subject of consolidation and technological change in recent years. It remains the intention to address the need through the preparation of a Regional Freight Strategy. All regions within England, along with Wales and Scotland, have prepared or are in the process of preparing such documents, which are considered good practice by the Government. While such documents are not part of the statutory planning framework they add value to the planning process by ensuring that consideration of planning issues takes place within a wider context. This Committee will receive a further report on the proposed Regional Freight Strategy at a future meeting.

**Martin Tugwell**  
**Planning Implementation Director**  
18 September 2006

Contact: Andy Mak, Regional Planner  
T: 01483 555215 E: [andymak@southeast-ra.gov.uk](mailto:andymak@southeast-ra.gov.uk)

**Proposed Revisions to South East Plan**

**POLICY T7: PARKING**

Current Policy Wording	Proposed Changes	Reason for Change
<p>Local Development Documents and Local Transport Plans should, in combination:</p> <ul style="list-style-type: none"> <li>i Adopt restraint-based maximum levels of parking provision for non-residential developments, linked to an integrated programme of public transport and accessibility improvements</li> <li>ii Set maximum parking standards for BI land uses within the range 1:30 m<sup>2</sup> and 1:100m<sup>2</sup></li> <li>iii Set maximum parking standards for other non-residential land uses in line with PPG13, reducing provision below this in locations with good public transport</li> <li>iv Include policies and proposals for the management of the total parking stock within regional hubs that are consistent with these limits</li> <li>v Apply guidance set out in PPG3 on residential parking standards, reflecting local circumstances</li> <li>vi Support an increase in the provision in parking at rail stations where appropriate</li> <li>vii Ensure the provision of sufficient cycle parking at new developments including secure cycle storage for new flats and houses which lack garages.</li> </ul>	<p>Add new sub-paragraph:</p> <p><b><u>viii Ensure the provision of secured parking and stopover facilities for commercial vehicles at appropriate locations on the trunk road and motorway network.</u></b></p>	<p>Policy T7 does not currently make reference to parking facilities for commercial vehicles. The strategy needs to consider the growing need for lorry parking that is consistent with safety and security. There are a number of policy drivers, including implementation of the Working Time Directive.</p>

## POLICY T10: PORTS AND SHORT SEA SHIPPING

Current Policy Wording	Proposed Changes	Reason for Change
<p>Relevant regional strategies, Local Development Documents and Local Transport Plans will include policies and proposals for land side infrastructure that maintains and enhances the role of the following ports:</p> <p>i Ro-ro – Dover, Channel Tunnel, Portsmouth, Newhaven, Ramsgate and Southampton</p> <p>ii ‘Niche’ markets – Southampton, Portsmouth, Shoreham, Newhaven, Dover and the Medway Ports</p> <p>iii Deep-sea containers – Southampton and Thamesport.</p> <p>Encouragement should be given to investment in landside infrastructure that supports short sea shipping connections linking the region into the wider European network via these ports.</p>	<p>Relevant regional strategies, Local Development Documents and Local Transport Plans will include policies and proposals for land side infrastructure that maintains and enhances the role of the following ports:</p> <p><b><del>i Ro-ro – Dover, Channel Tunnel, Portsmouth, Newhaven, Ramsgate and Southampton</del></b></p> <p><b><del>ii ‘Niche’ markets – Southampton, Portsmouth, Shoreham, Newhaven, Dover and the Medway Ports</del></b></p> <p><b><del>iii Deep-sea containers – Southampton and Thamesport.</del></b></p> <p><b><u>i Gateway Ports – Dover, Southampton, Portsmouth, Medway (Sheerness), Medway (Thamesport) and Port of London;</u></b></p> <p><b><u>ii Regionally Significant Ports – Newhaven, Ramsgate and Shoreham.</u></b></p> <p><b>The Gateway Ports should give priority to the preparation of Port Masterplans as a means of identifying future landside infrastructure requirements</b></p> <p>Encouragement should be given to investment in landside infrastructure that supports short sea shipping connections linking the region into the wider European network via these ports.</p>	<p>To provide clarity on the role of Port Masterplans in as a means of identifying infrastructure requirements that supports the efficient operation of gateway ports.</p>

## POLICY T1 I: FREIGHT INTERMODAL GATEWAYS AND SITE SAFEGUARDING

Current Policy Wording	Proposed Changes	Reason for Change
<p>Relevant regional strategies, Local Development Documents and Local Transport Plans should include policies and proposals that:</p> <ul style="list-style-type: none"> <li>i Safeguard wharves, depots and other sites that are, or could be, critical in developing the capability of the transport system to move freight, particularly by rail or water</li> <li>ii Safeguard and promote sites adjacent to railways, ports and rivers for developments, particularly new intermodal facilities and rail connected industry and warehousing, that are likely to maximise freight movement by rail or water</li> <li>iii Encourage development with a high generation of freight and/or commercial movements to be located close to intermodal facilities, rail freight facilities, or ports and wharves.</li> </ul>	<p>No change proposed</p>	<p>The spatial and modal criteria set out within the existing policy provide an appropriate level of detail for the identification of regionally significant freight intermodal gateways.</p>

## POLICY T12: RAIL FREIGHT

Current Policy Wording	Proposed Changes	Reason for Change
<p>The railway system should be developed to carry an increasing share of freight movements. Priority should be given in other relevant regional strategies, Local Development Documents, and Local Transport Plans, providing enhanced capacity for the movement of freight by rail on the following corridors:</p> <ul style="list-style-type: none"> <li>i Southampton to West Midlands</li> <li>ii Dover / Channel Tunnel to and through/around London</li> <li>iii Great Western Main Line</li> <li>iv Portsmouth to Southampton / West Midlands.</li> </ul>	<p>No change proposed</p>	

## POLICY T13: INTER-MODAL INTERCHANGES

Current Policy Wording	Proposed Changes	Reason for Change
<p>The Regional Assembly should work jointly with DFT Rail and Network Rail, Strategic Rail Authority, Highways Agency, Freight Transport Association, and local authorities, to identify broad locations within the region for up to three intermodal interchange facilities. These facilities should be well related to:</p> <ul style="list-style-type: none"> <li>i Located in proximity to rail and road corridors capable of accommodating the anticipated level of freight movements;</li> <li>ii The proposed markets;</li> <li>iii London.</li> </ul>	<p>To be deleted</p>	<p>The spatial and modal criteria set out within Policy T11 provide an appropriate level of detail for the identification of regionally significant freight inter modal gateways.</p>

## POLICY TCI: DEVELOPMENT OF TOWN CENTRES

Current Policy Wording	Proposed Changes	Reason for Change
<p>Accessible, attractive and vibrant town centres are fundamental to the sustainable development of South East England and will continue to be the focal point for development of a mixture of uses including leisure, services, retail, residential and commercial. A network of town centres will be promoted to create a sustainable distribution of facilities across the region. In appropriate cases, LDDs will seek to promote good quality development where it is desirable to regenerate and renew town centres. They will ensure that centres are accessible by public transport.</p>	<p>Accessible, attractive and vibrant town centres are fundamental to the sustainable development of South East England and will continue to be the focal point for development of a mixture of uses including leisure, services, retail, residential and commercial. A network of town centres will be promoted to create a sustainable distribution of facilities across the region. In appropriate cases, LDDs will seek to promote good quality development where it is desirable to regenerate and renew town centres. They will ensure that centres are accessible by public transport. <b><u>and designated freight traffic for deliveries to businesses.</u></b></p>	<p>The role of freight in supporting the economic health of Town Centres should be made explicit.</p>