



Report to Leader (Transport portfolio)

Decision Date:	18 August 2022
Reference number:	TR25.22
Title:	Ivinghoe Freight Strategy - Weight Restriction
Cabinet Member(s):	Councillor Steve Broadbent
Contact officer:	John Pateman – Design Services Team Leader John.Pateman@buckinghamshire.gov.uk
Ward(s) affected:	Aston Clinton, Aston Clinton & Bierton; Ivinghoe; Wing;
Recommendations:	<ol style="list-style-type: none">a. That the Leader of the Council authorises the implementation of the Heavy Goods Vehicles Weight Restriction Zone (or Ivinghoe Area Freight Zone), as presented in the Statutory Consultation. b. To implement the Weight Restriction detailed in this report, that the Leader of the Council authorises the making of the relevant Traffic Regulation Order (TRO).

Reason for decision:

The decision to implement an area-wide 7.5 tonne environmental weight limit across the Ivinghoe area (the Ivinghoe Area Freight Zone) is recommended as 47% of Heavy Goods Vehicles (HGV) currently travelling within the area are merely rat-running through. The inappropriate use, by HGVs, of roads and villages is causing negative impacts on the local communities (i.e. properties, environment, safety, noise etc.). HGV issues in the area were identified within the 2018 Buckinghamshire Freight Strategy and there is a clear need to ensure that HGVs that have no genuine access needs in the area keep to the most appropriate routes (i.e. the A roads and suitable B roads), whilst ensuring that local business can continue to operate. If the area-wide 7.5 tonne environmental weight limit is introduced, HGVs will only be permitted to use the local network for access. There is significant local support for this zone which is reflected in the vast majority of

respondents to the Statutory Consultation being in favour of the proposal to implement the area-wide weight restriction.

1. Executive summary

Village communities in the Ivinghoe area of east Buckinghamshire (east of the A418 and north of the A41) are being negatively affected by heavy goods vehicles (HGVs) passing through. They are concerned about the effect on their homes and on other buildings in the area, and also about impacts on road safety and air quality. Following a detailed review of vehicles travelling in the Ivinghoe area, it is apparent that a proportion of HGVs are merely passing through (rat-running through unsuitable roads) and therefore, have no specific access needs to be there. To help ensure that HGVs keep to the most appropriate routes (i.e. the A roads and suitable B roads), this proposal is to introduce an area-wide 7.5 tonne environmental weight limit (the Ivinghoe Area Freight Zone) so that HGVs will only be permitted to use the local network for access. This will help reduce local impacts by removing unnecessary through-traffic whilst ensuring that local business can continue to operate (with buses, farm traffic and public service access retained).

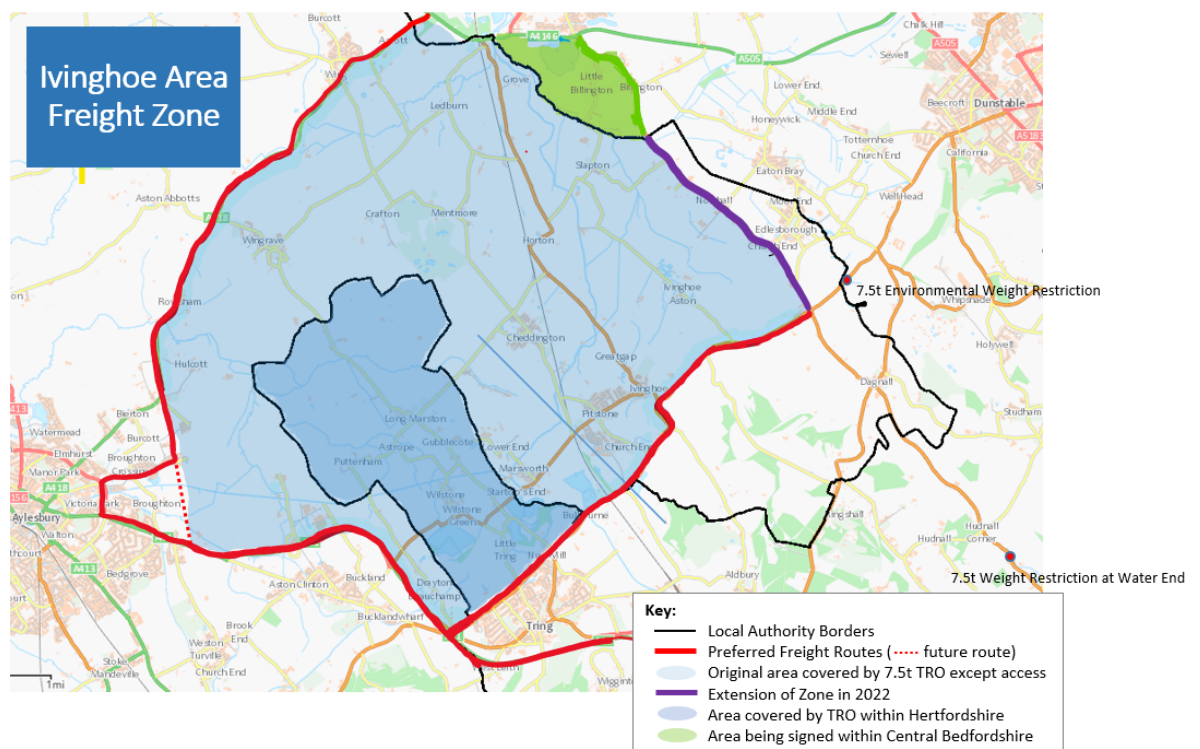
2. Content of report

- 2.1 Ivinghoe was identified in the 2018 Freight Strategy as one of 4 priority locations (or 'hot spots') within Buckinghamshire requiring interventions to help alleviate HGV issues. These locations were selected based upon: a comprehensive survey of traffic flows across the county; enquires received from communities and businesses; and feedback from the Strategy's Statutory Consultation. The main issue identified across the Ivinghoe area was HGVs rat running through inappropriate roads and villages and the impact of this on properties, environment, safety, noise etc. Further data analysis identified that 47% of HGV traffic within the area (covering Ivinghoe, Cheddington and Mentmore) was vehicles simply passing through without stopping for a business need.
- 2.2 In previous years, the implementation of the A5/M1 link had led to Central Bedfordshire Council introducing blanket HGV bans and Hertfordshire County Council changing their road hierarchy, both of which fuelled concerns from residents of HGVs being pushed onto Buckinghamshire's unsuitable rural roads. On review of the issues and data, Buckinghamshire Council decided to pursue an environmental 7.5 tonne weight restricted zone for the area with exceptions for local access. This aims to ensure that HGVs are kept to the most appropriate routes (i.e. the A roads and suitable B roads), whilst ensuring local business needs aren't affected.
- 2.3 A proposed weight limit restriction was put to Statutory Consultation (running from 7 May 2021 until 3 June 2021), the first ever area-wide restriction to be considered for

Buckinghamshire. The original Ivinghoe Area Freight Zone proposal map (Appendix A) shows the zone where a 7.5 tonne weight restriction was originally proposed, giving access for local needs. There was a substantial response to the consultation from consultees, whilst many agreed with the proposal presented, many responses disagreed with the proposed weight restriction area. A large percentage of those who disagreed with the proposed weight restriction area suggested that the eastern part of the proposed zone be extended to include the B440.

2.4 A section of the B440 is already subject to a weight limit in Hertfordshire to the south and Bedfordshire County Council had indicated they may consider a similar weight limit on the B440 to the north. The B440 therefore was considered by respondents as not a suitable B road route for HGVs and amendments were subsequently made to the proposal, extending the zone eastwards to include the B440 in Buckinghamshire. These amendments were supported by the overwhelming majority of response requests in the initial Statutory Consultation. Once cooperation from neighbouring highway authorities in Hertfordshire and Central Bedfordshire had been received, these amended proposals were then put to further Statutory Consultation. The amended Ivinghoe Area Freight Zone proposal map (Appendix A) shows the extended area proposed for the 7.5 tonne weight restriction on HGVs (the area to be covered by the TRO).

Map 1 – Ivinghoe Area Freight Zone (larger version in Appendix A)



2.5 The amended proposals were put to Statutory Consultation, undertaken between 19 January and 22 February 2022.

2.6 A notice of the proposal was submitted and published in the relevant local press and notices were erected on centrally located lamp columns in the affected towns and villages.

2.7 The reasons given for implementing the proposals detailed in this report are:

- For avoiding danger to persons or other traffic using the road or any other road or for preventing the likelihood of any such danger arising.
- For preserving or improving the amenities of the area through which the road runs.

2.8 A total of 851 responses were received with regards to the proposed weight restriction area. The responses are broken down into categories of Support, Not Sure and Opposed to the proposal in the table below:

Support	696	82%
Not Sure	14	2%
Opposed	139	16%
	Total: 851	

2.9 The comments received **in support** of the proposed weight restriction area are summarised below:

- Those happy to support the scheme now that B440, Edlesborough and Northall are included in the restricted zone.
- Benefits to the villages included in the zone including pollution and congestion reduction.
- The properties in the villages within the zone (such as Northall, Ivinghoe and Edlesborough) are old and close to the main roads passing through the villages. Therefore, residents have stated in the consultation that the noise from HGVs can be intrusive as well as the passing HGVs often shaking their properties. So would welcome the proposed HGV restriction.
- The village roads are narrow and old therefore not suitable for the HGV traffic they currently have passing through. There were also a lot of comments that state they have witnessed 2 HGVs struggling to pass each other due to the road width.
- It would, in theory, be easier for pedestrians to navigate the narrow footpaths and walk through their relevant villages with restrictions on HGV traffic. There were further comments received stating that the elderly, children and vulnerable have been at risk due to the speed HGVs are travelling through some of the villages.
- This proposal/restriction has been a long time coming.
- HGVs are causing damage to these old historic villages, carriageways, and verges (where there is not enough space to pass).
- References to the canal bridge in Ivinghoe being ill-equipped for the traffic it gets and fears for its future if this HGV restriction proposed is not implemented.

2.10 The comments received **opposed** to the proposed weight restriction area are summarised below:

- The roads are narrow and the traffic already heavy in Wing, so directing more HGV traffic through there via A418 would be detrimental to the village.
- Some responses thought the proposal was a good idea, however, also think that some of the HGV traffic will cut through Aston Abbots and Weedon to join the A413 and vice versa to the A418, so responded negatively to the proposal.
- There were also a lot of comments from residents in the Kingsbrook area who stated their disapproval of the proposal including impacts on Mike Griffin Way and Bellingham Way (due to be the diverted A418). Many comments were worried about the proximity of the school and playgrounds to the carriageway and the speeds that motorists already reach on the carriageway. It was also noted that Mike Griffin Way & Bellingham way do not have sufficient traffic calming measures in place at the moment.
 - There were some comments from residents in Bierton who wanted more done to prevent HGV traffic travelling through Bierton on the A418. There were also comments that stated their happiness that Mike Griffin Way/Bellingham Way was included so some HGV traffic can be sent down that route.
 - Other comments received from residents in the Kingsbrook area wrongly believed that the HGV restriction included Bierton and that all HGV traffic that currently travels through Bierton will now be passing through the Kingsbrook area.

The main opposition for the scheme came from the residents of Wing and Kingsbrook (both situated along the A418). The residents of Wing are generally concerned with HGVs passing through the village, however due to its location on the A418 (the main strategic route between Aylesbury and Milton Keynes), this is the most appropriate route for HGVs to currently use. Analysis has been completed of HGV usage across the area, which indicates that the likely increase of HGVs through Wing (along the A418) as a result of the Ivinghoe Area Freight Zone equates to around 2 per hour based on a 12-hour day (124 HGVs per week – 25 per day). Whilst HGV numbers along the A418 are a concern locally, the proposed scheme will have minimal impact on HGV existing numbers using the A418.

Kingsbrook is a new development, however it has always been intended that the development would provide a new, more suitable, road which would replace the old A418 through Bierton. Unfortunately the local community are already concerned about the A418 being diverted through the development (although this has always been the intention), therefore the statutory consultation just added to their existing concerns. As noted above, the Ivinghoe Area Freight Zone will be adding minimal additional HGV traffic onto the A418.

If the Ivinghoe Area Freight Zone goes ahead it is intended that the impacts of the scheme will be monitored, with post-implementation surveys likely to take place towards the end of 2022 (to coincide with the pre-survey dates for consistency).

2.11 Comments received that could be classed as **observations or suggestions** are listed below:

- Suggestions were made to include other areas within the HGV restricted zone. The areas suggested were Bierton, Aston Abbots, Weedon and Kingsbrook area.
- There were suggestions that a by-pass is required for the Wing area.
- There was advice that the advance warning signage of the HGV restrictions will have to be clear so the HGV drivers can see where the restrictions start well in advance of the zone and are given the opportunity to find an alternative route.
- Suggestions were made to implement lower speed limits and possibly some traffic calming along Bellingham Way and Mike Griffin Way.

3. Other options considered

3.1 A previous Statutory Consultation was undertaken between 7 May and 3 June 2021. This was the original proposal for the weight restriction area and the majority of responses received requested that the B440 was included within the restricted area. The details for the original proposal and Statutory Consultation can be found using the following link:

[Ivinghoe Area Freight Zone Traffic Regulation Order consultation – Your Voice Bucks – Citizen Space](#)

3.2 Two other options that have been considered are:

- Do nothing – with the vast majority of the public and local Members in support of the revised scheme it is considered that this would not be a favourable option.
- Change the proposed area for a second time – the scheme area could be considered again, however with the primary opposition coming from communities along the A418 (the main strategic route between Aylesbury and Milton Keynes) it will not be possible to restrict HGVs from using this route.

4. Legal and financial implications

- 4.1 Section 122 of the Road Traffic Act 1984 places a duty on Buckinghamshire Council to secure the expeditious, convenient, and safe movement of vehicular and other traffic (including pedestrians).
- 4.2 A legal agreement has been signed with Hertfordshire County Council in order for the TRO to cover the section of the Ivinghoe Area Freight Zone within their Local Authority area (see further detail in section below and Appendix A for the map).
- 4.3 No immediate enforcement is proposed for the Ivinghoe Area Freight Zone (see detail in section below).
- 4.4 The cost for implementing the Ivinghoe Area Freight Zone is £44k. This funding is allocated from within the Buckinghamshire Freight Strategy's capital budget. Implementation is due to take place in Autumn 2022 (pending final decision).
- 4.5 Post-implementation surveys will also be covered by the Freight Strategy capital budget.

5. Corporate implications

- 5.1 The amended proposal for the 7.5 tonne Heavy Goods Weight Restriction extends into the Central Bedfordshire and Hertfordshire highway networks. Therefore, cooperation with their Highway Authorities is required to fully implement the proposed weight restriction area in its entirety.

Hertfordshire County Council have worked closely with Buckinghamshire on the proposal and agreed for the weight restriction to be extended across Hertfordshire to the west of the B488. A legal agreement has been signed so that the TRO covers their administrative area within the proposed Ivinghoe Area Freight Zone, ensuring consistency across the zone to help encourage more HGVs to keep to the appropriate routes.

Whilst the TRO does not extend into Central Bedfordshire, it is essential that signage to cover the Ivinghoe Area Freight Zone is installed at appropriate locations across the border to provide advanced warning of the restrictions and therefore encourage HGVs to use the appropriate routes. Central Bedfordshire Council have committed to working with us on any signage requirements within their area.

- 5.2 The police and Trading Standards have powers to enforce the 7.5t freight zone under criminal proceedings.

Powers for enforcing Moving Traffic Offences have only recently been delegated to Local Authorities outside of London, with Buckinghamshire Council having recently attained new legal powers. The Council can now (in addition to the police and Trading Standards) enforce under the civil enforcement procedure. There can be no double

jeopardy for the same contravention between any criminal proceedings by the police and civil proceedings by the local authority [The Civil Enforcement of Road Traffic Contraventions (Approved Devices, Charging Guidelines and General Provisions) (England) Regulations 2022, Regulation 8(2)].

- 5.3 Due to the large area covered and complexities involved in setting up the enforcement, there will be no immediate enforcement in place for the Ivinghoe Area Freight Zone, however reported breaches will be monitored.

We understand from Central Bedfordshire Council that the implementation of weight restrictions within their area has resulted in a majority reduction (up to 80%) of unnecessary HGV traffic using the area without the need for formal enforcement (following pre-implementation survey work). This was partly due to proactive communications being circulated to HGV operators to inform them of the scheme. A similar approach will be taken in Buckinghamshire, with informal letters sent out to any HGVs that breach the restrictions (if noted by local residents/Parish Councils etc., similar to the Community Speedwatch programme). If reported breaches continue to become an issue then further enforcement will be considered (as per section 5.2).

- 5.4 As previously mentioned, it is intended that the area-wide weight restriction will be implemented in Autumn 2022 (pending final decision), with post-implementation surveys taking place a couple of months later in order to help understand impact.

6. Local councillors & community boards consultation & views

- 6.1 The local councillors were communicated with prior, during and after the Statutory Consultation. Councillors were invited to send in their comments regarding the proposals in their ward. Their views are summarised below (detailed comments in Appendix E):

- 8 out of 9 responses were received.
- 7 of the Councillors supported the proposal.
- 1 Councillor opposed the proposal (due to concerns over impacts on Wing).
 - HGV counts have been undertaken across the proposal area and analysed. Figures indicate that the likely increase of HGVs through Wing (along the A418) equates to around 2 per hour based on a 12-hour day (*124 HGVs per week – 25 per day*).

- 6.2 The relevant Parish Councils were also contacted regarding the proposals put forward during this Statutory Consultation and their responses are summarised below:

- Billington Parish Council, Edlesborough Parish Council and Cheddington Parish Council provided responses in support of the HGV restrictions.
- Kingsbrook Parish Council provided a response opposed to the HGV restriction proposal.
- The Head of Service covering Highways for Central Bedfordshire Council provided the following comments: “Central Bedfordshire Council support the updated weight ban zone, which now includes the B440 through Billington. CBC look forward to working with the authority for signage and delivery of the scheme if approved”.

7. Communication, engagement & further consultation

- 7.1 The **Police, Fire and Ambulance services** were approached during the Statutory Consultation. However, no responses were received with regards to the proposals put forward. Emergency and Critical Service vehicles are identified as having permitted access within the Draft Order.
- 7.2 A response received from a representative of the **Road Haulage Association** did not support the scheme nor raise a formal objection, however stated the following points:
- The route is taken by vehicles as a resistance route if other routes are closed.
 - The B440 is used by many HGV businesses in the area and this regulation order will cause additional mileage to these businesses.
 - The additional mileage has detrimental environmental impacts and financial impacts to the businesses in question.
 - The use of other routes will disperse HGV vehicles into other neighbouring villages rather than them being able to use a route which is suitable for them.

8. Next steps and review

- 8.1 All consultees and responders to the Statutory Consultation will be contacted by either email or letter and will be informed of the decision taken and where they can find further detail. This report will be published on the Council’s web site.
- 8.2 Pending final decision, the area-wide weight restriction will be implemented in Autumn 2022, with post-implementation surveys being completed a couple of months later in order to help understand impact.

9. Background papers

Appendix A – Ivinghoe Area Freight Zone Map.

Appendix B – Draft Amendment Order.

Appendix C – emailed, online and written responses **in support** of the Statutory Consultation.

Appendix D – emailed, online and written responses **opposed to or not sure** of the Statutory Consultation.

10. Your questions and views (for key decisions)

- 10.1 If you have any questions about the matters contained in this report, please get in touch with the author of this report. If you have any views that you would like the Cabinet Member to consider, please inform the Democratic Services team. This can be done by telephone 01296 382343 or email democracy@buckinghamshire.gov.uk.

