

LONDON LORRY CONTROL SCHEME – PETITION TO SECURE COMPLIANCE

Cabinet Member	Councillor Keith Burrows
Cabinet Portfolio	Cabinet Member for Planning, Transportation and Recycling
Report Author	Alan Tilly Planning, Environment, Education and Community Services
Papers with report	Appendix A Classified Traffic Surveys B472 Joel Street Feb. 2012

HEADLINE INFORMATION

Purpose of report	To advise the Cabinet Member that a petition has been submitted asking the Council ' <i>to implement effective enforcement arrangements to secure compliance with the London Lorry Control Scheme that places restrictions on the movement of Heavy Goods Vehicles (over 18 tonnes) during the hours of 9pm – 7am on the majority of residential roads in the Borough.</i> '
Contribution to our plans and strategies	The petition will be considered within the context of the Council's Sustainable Community Strategy and the transport strategy set out in the Local Implementation Plan.
Financial Cost	None at this stage.
Relevant Policy Overview Committee	Residents' and Environmental Services.
Ward(s) affected	All.

RECOMMENDATION

That the Cabinet Member:

- 1. Meets and discusses with petitioners their concerns regarding early morning noise intrusion caused by lorry movements along the B472 Joel Street, between Eastcote Village and Northwood Hills;**
- 2. Notes the results of traffic surveys already carried out;**
- 3. Notes the Borough's previous experience of participation in the London Lorry Control Scheme and instructs officers to review the costs and benefits of rejoining the Scheme taking into account evidence from petitioners, and to report back to him;**

- Instructs officers to carry out further investigation to establish whether the same heavy lorry is passing between 05:00 and 06:00 hours on a regular basis and its identity and to report back to him.**

INFORMATION

Reasons for recommendation

The petitioners' complaints and the results of the traffic survey indicate a need for the periodic monitoring of traffic along the B472 to ensure the volume and time that heavy vehicles pass does not unreasonably detract from residential amenity in a built up area. There may be a case to review membership of the London Lorry Control Scheme taking into account both the issues raised in the petition and how membership may conceivably be of wider benefit to the Council.

Alternative options considered

None at this stage.

Comments of Policy Overview Committee(s)

None at this stage.

Supporting Information

- In December 2011 an electronic ePetition with 49 signatures and a paper hard copy petition with 30 further signatures (79 in total) were submitted to the Council under the following terms:

We the undersigned petition the council to implement effective enforcement arrangements to secure compliance with the London Lorry Control Scheme that places restrictions on the movement of Heavy Goods Vehicles (over 18 tonnes) during the hours of 9pm - 7am on the majority of residential roads in the Borough.

- The note accompanying the ePetition on the Council's website states:
Many residents in Northwood, Northwood Hills, Eastcote and South Ruislip are currently having their quality of life undermined (sleep disturbed) as a result of the regular movements of 40 tonne articulated lorries travelling between the Watford area and South Ruislip at 5am. These journeys are illegal and both the operator could receive a £550 penalty charge notice and the driver £130 for each journey contravention.

How many other residents, in other parts of the borough, are also suffering from similar noise issues during anti-social hours?

The LB of Hillingdon has opted out of the pan London enforcement agreement yet failed to implement a viable enforcement alternative.

- Under the Greater London (Restriction of Goods Vehicles) Traffic Order the London Lorry Control Scheme regulates the movement of heavy goods vehicles over 18 tonnes

maximum gross weight on weekdays between 9pm and 7am and also over weekends from 1pm Saturday to 7am on Monday. The Traffic Order is designed to ensure that goods vehicles over 18 tonnes cannot use roads controlled by the Order during these times without prior permission. The aim is to help minimise noise pollution in residential areas during unsocial hours.

4. The Order also specifies a network of roads, usually main roads and access roads to industrial estates that are excluded from the Order, known as the 'Excluded Route Network' (ERN). During the prescribed hours goods vehicles with prior permission must travel along the ERN to the closest point to their destination then follow the shortest route along non ERN roads. Hauliers without permission cannot use non ERN roads at all. Decriminalised enforcement started in April 2004 and under the civil regime scheme, offenders receive Penalty Charge Notices (PCN) which are currently £550 for hauliers and £130 for drivers.
5. The order applies in all 33 London boroughs. Under the London Lorry Control Scheme 29 boroughs currently allow London Councils to manage and enforce the scheme on their behalf. London Boroughs taking part in the scheme must pay an annual fee calculated on a pro rata basis, the most recent cost quoted was £10,268.
6. The London Borough of Hillingdon is not a member of the scheme; this creates enforcement issues as the Council does not have details of those vehicles with permission to use non ERN roads. Without this information the Council is unable to enforce the Order since it can not distinguish between vehicles with and without permission to use non ERN roads. Barnet, Redbridge and Havering, all three of which like Hillingdon are outer London Boroughs are similarly not members of the scheme.
7. The Council was initially a member of the scheme but the then Transportation Sub Committee took the decision on 13 November 2001 to leave as it was dissatisfied with the management of the lorry ban and the value for money received, especially as the levels of enforcement appeared to be low and more heavily concentrated within boroughs further inside the GLA boundary.
8. The Cabinet Member for Planning and Transportation at the time reviewed this decision on 17 February 2003 and decided to remain withdrawn from the scheme. Apart from the petition currently under consideration the Council has not received many complaints regarding HGV movements, and therefore it has not been considered necessary to dedicate significant resources to this issue.
9. The petitioners' concerns are however a legitimate matter for the Council to address given that the police no longer have the powers to enforce restrictions on HGV traffic. The relevant report, decision (13 November 2001 Item 4) and Cabinet Member decision (17 February 2003) are attached to this report. The associated Cabinet Member report is available online through:

http://www.hillingdon.gov.uk/ctteedocs/old_executive_decisions/cab_planning/rep_cab_planning_31jan03.pdf.

10. To understand further the nature of the complaint the Cabinet Member will recall authorising automatic traffic counts which were carried out between 4 and 14 February 2012. The results are shown in Appendix A.
11. The findings appear to confirm the petitioners' assertion that heavy goods vehicles are travelling along Joel Street in the early morning, although their proportion of all traffic is very small. However it is still possible that even a single vehicle may cause sleep disturbance if it is moving at a time when background ambient noise levels are low. The complaints from residents and the initial investigations confirm this situation should be monitored and the Cabinet Member may decide that the Council's position regarding membership of the London Lorry Control Scheme reviewed.
12. It is therefore recommended that the Cabinet Member meets with the petitioners and listens to their evidence and on the basis of this considers authorising officers to undertake a more detailed assessment and to prepare a further report for his consideration on options for future undertakings.

Financial Implications

There are none associated with the recommendations to this report.

EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendation?

It would allow officers to monitor the petitioners concerns and respond to any changes in the current situation. If at any point interventions are considered necessary, officers would have a good appreciation of the merits of joining the London Lorry Control Scheme in response.

Consultation Carried Out or Required

None at this stage.

CORPORATE IMPLICATIONS

Legal

There are no special legal implications for the proposal, which amounts to an informal consultation. A meeting with the petitioners is perfectly legitimate as part of a listening exercise, especially where consideration of the policy and factual issues are still at a formative stage. Fairness and natural justice requires that there must be no predetermination of a decision in advance of any wider non-statutory consultation.

Accordingly, the Council must balance the concerns of the objectors with its statutory duty to secure the expeditious, convenient and safe movement of vehicular and other traffic. The decision maker must be satisfied that responses from the public are conscientiously taken into account.

Should the outcome of the informal discussions with petitioners require that Officers include the Petitioners request in a subsequent review of possible options under the Council's Sustainable

Community Strategy and transport strategy and a consultation be carried out when resources permit there will need to be consideration of the Road Traffic Regulation Act 1984, the Traffic Signs Regulations and General Directions 2002, which govern road traffic orders, traffic signs and road markings. If specific advice is required in relation to the exercise of individual powers Legal Services should be instructed.

Officers must ensure there is a full note of the main points discussed at the meeting with the petitioners.

Corporate Property & Construction

Corporate Property and Construction is in support of the recommendations in this report.

BACKGROUND PAPERS

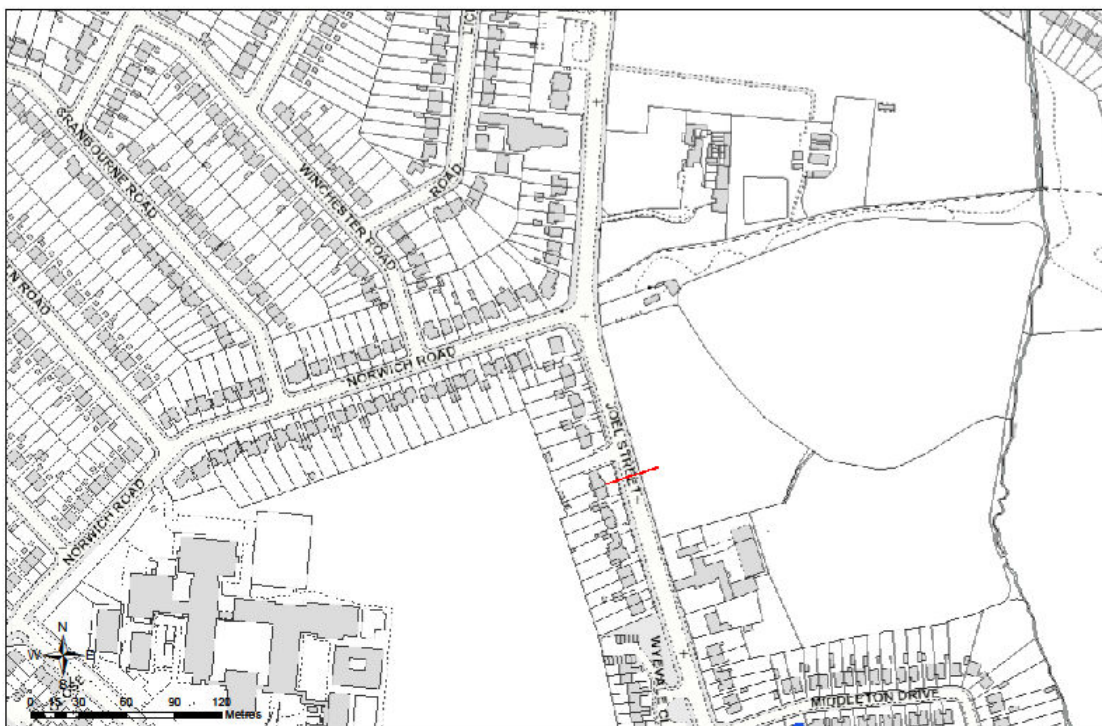
Transport Sub-Committee Decision List 13 November 2001

Cabinet Member Decision List - 17 February 2003

Classified Traffic Surveys B472 Joel Street February 2012

Background

Automatic 24 hour speed and class traffic surveys were carried out between 4 and 14 February 2012 on the A472 Joel Street at the location shown in the figure below.



Map Notes













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Over the period 5 February to 8 February the weather conditions on site were snowy and icy. Validation of the data revealed that this may have affected traffic flows and the results could not be considered representative, reliable data was however collected 9 to 13 February. The data presented in the tables and bar graphs below are the flows for this 5 day period averaged to represent a typical day.

The vehicle classifications used in the survey are shown in the table below.

ARX Classification Scheme

ARX is a modification of AustRoads94. It removes class 12, moves all other classes up by one, and inserts a cycle class as class 1.

Level 1	Level 2		Level 3	ARX Classification			
Length	Axles and Groups		Vehicle Type	Class	Parameters	Dominant Vehicle	
Type	Axles	Groups	Description				
Short up to 5.5m	Light Vehicles						
	2	1 or 2	Very Short Bicycle or Motorcycle	MC	1	$d(1) < 1.7m$ and axles = 2	
	2	1 or 2	Short Sedan, Wagon, 4WD, Utility, Light Van, Bicycle, Motorcycle, etc.	SV	2	$d(1) \geq 1.7m$, $d(1) \leq 3.2m$ and axles = 2	
Medium 5.5m to 14.5m	3, 4 or 5	3	Short - Towing Trailer, Caravan, Boat, etc.	SVT	3	groups = 3, $d(1) > 2.1m$, $d(1) \leq 3.2m$, $d(2) \geq 2.1m$ and axles = 3,4,5	
	Heavy Vehicles						
	2	2	Two Axle Truck or Bus	TB2	4	$d(1) > 3.2m$ and axles = 2	
	3	2	Three Axle Truck or Bus	TB3	5	axles = 3 and groups = 2	
	> 3	2	Four Axle Truck	T4	6	axles > 3 and groups = 2	
Long 11.5m to 19.0m	3	3	Three Axle Articulated Three axle articulated vehicle or Rigid vehicle and trailer	ART3	7	$d(1) > 3.2m$, axles = 3 and groups = 3	
	4	> 2	Four Axle Articulated Four axle articulated vehicle or Rigid vehicle and trailer	ART4	8	$d(2) < 2.1m$ or $d(1) < 2.1m$ or $d(1) > 3.2m$ axles = 4 and groups > 2	
	5	> 2	Five Axle Articulated Five axle articulated vehicle or Rigid vehicle and trailer	ART5	9	$d(2) < 2.1m$ or $d(1) < 2.1m$ or $d(1) > 3.2m$ axles = 5 and groups > 2	
	≥ 6	> 2	Six Axle Articulated Six (or more) axle articulated vehicle or Rigid vehicle and trailer	ART6	10	axles = 6 and groups > 2 or axles > 6 and groups = 3	
Medium and Long Combination Over 17.5m	> 6	4	B Double B Double or Heavy truck and trailer	BD	11	groups = 4 and axles > 6	
	> 6	≥ 5	Double or Triple Road Train Double road train or Heavy truck and two trailers	DRT	12	groups = 5 or 6 and axles > 6	
Ungrouped Classes							
			Unclassifiable Vehicle		13		
			Unclassifiable Axle Event		0		

Group: Axle group, where adjacent axles are less than 2.1m apart

Groups: Number of axle groups

Axles: Number of axles (maximum axle spacing of 10.0m)

d(1): Distance between first and second axle

d(2): Distance between second and third axle

Analysis

To allow the data to be interpreted, vehicle classes 1 to 4 have been combined and defined as light vehicles, all other vehicle classes (5 to 12) are referred to as heavy vehicles. Heavy vehicles are more likely to be the source of complaint passing through residential areas.

Over the 5 day survey period 13,746 vehicles were counted, of which 81 or 0.6% of all traffic were heavy vehicles.

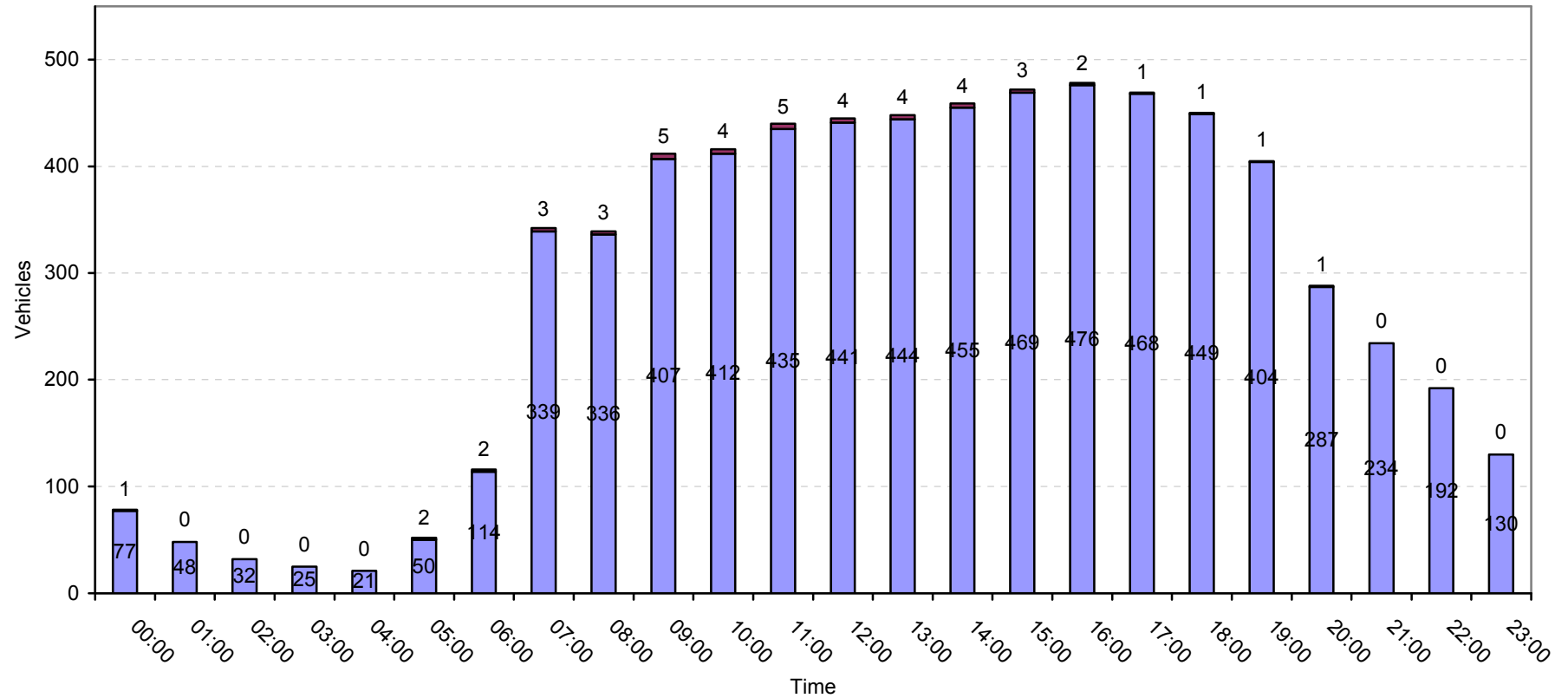
Noise disturbance from road traffic is perceived to be greater at night time when background ambient noise levels are lower. Over the period 19:00 to 07:00 hours, a combined total of 19 heavy vehicles passed, of which 12 were travelling southbound and 7 northbound. This represents 0.6% of all traffic passing at this time. Two heavy vehicles passed in either direction between 05:00 and 06:00 hours.

Time	Northbound		Southbound		Combined 2 way flow	
	Light vehicles	Heavy vehicles	Light vehicles	Heavy vehicles	Light vehicles	Heavy vehicles
00:00	77	1	73	1	150	1
01:00	48	0	44	0	92	0
02:00	32	0	32	0	63	0
03:00	25	0	22	0	47	0
04:00	21	0	24	2	45	2
05:00	50	2	59	2	109	4
06:00	114	2	173	2	288	4
07:00	339	3	290	1	629	4
08:00	336	3	399	4	735	7
09:00	407	5	385	2	792	7
10:00	412	4	411	3	823	7
11:00	435	5	443	2	878	7
12:00	441	4	482	3	923	7
13:00	444	4	458	3	902	7
14:00	455	4	437	3	892	6
15:00	469	3	511	1	979	4
16:00	476	2	498	2	974	3
17:00	468	1	493	0	961	2
18:00	449	1	464	1	913	2
19:00	404	1	391	1	795	2
20:00	287	1	292	1	579	2
21:00	234	0	231	1	464	1

22:00	192	0	185	0	377	1
23:00	130	0	124	2	254	

The findings of the survey do confirm some occasional instances of heavy vehicles travelling along the B472 during the evening and early morning, however the number doing so as a proportion of all traffic is considered very small.

Volume and classification northbound

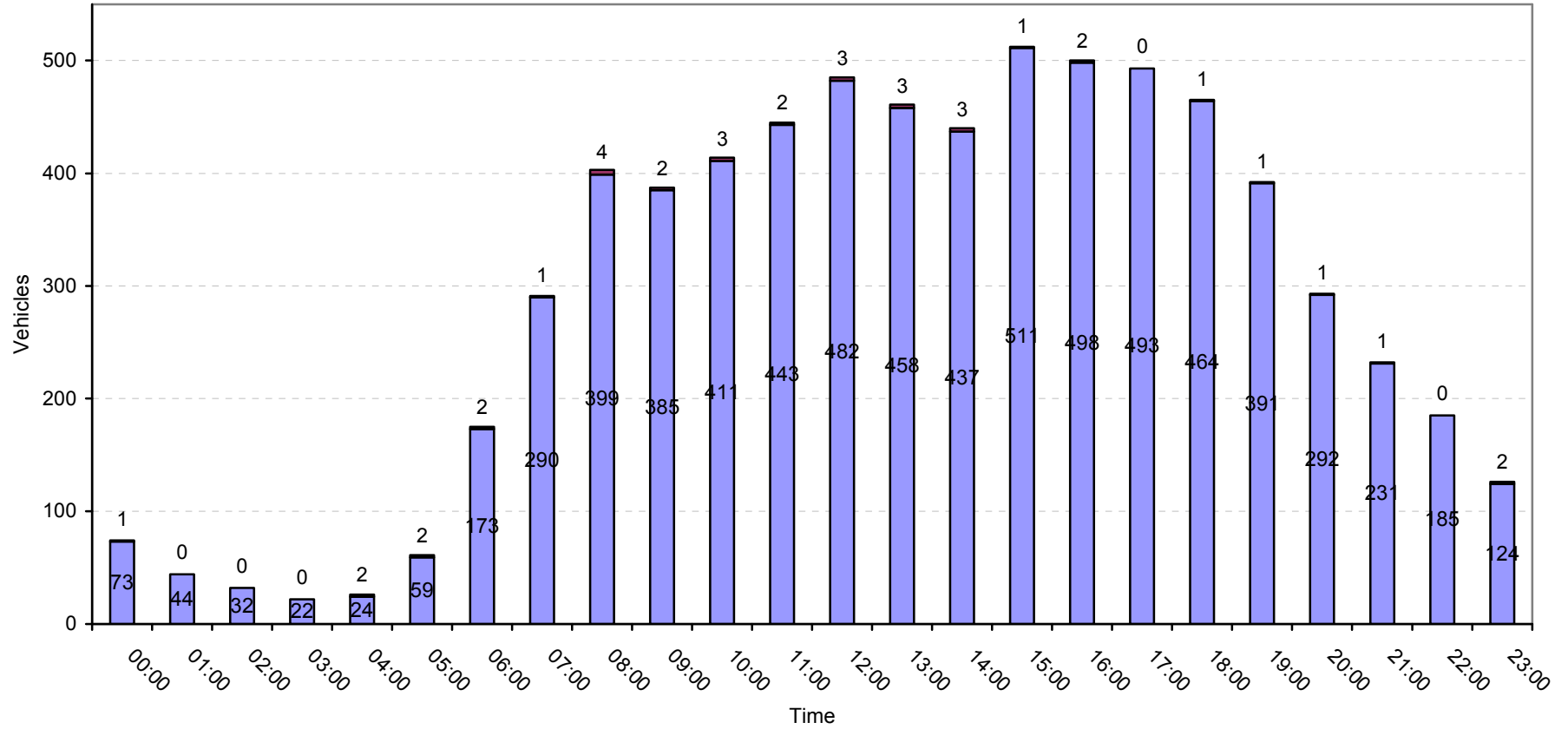


PART 1 – MEMBERS, PUBLIC AND PRESS

Light vehicles northbound Heavy vehicles northbound

Cabinet Member meeting with Petitioners – 19 April 2012

Volume and classification southbound

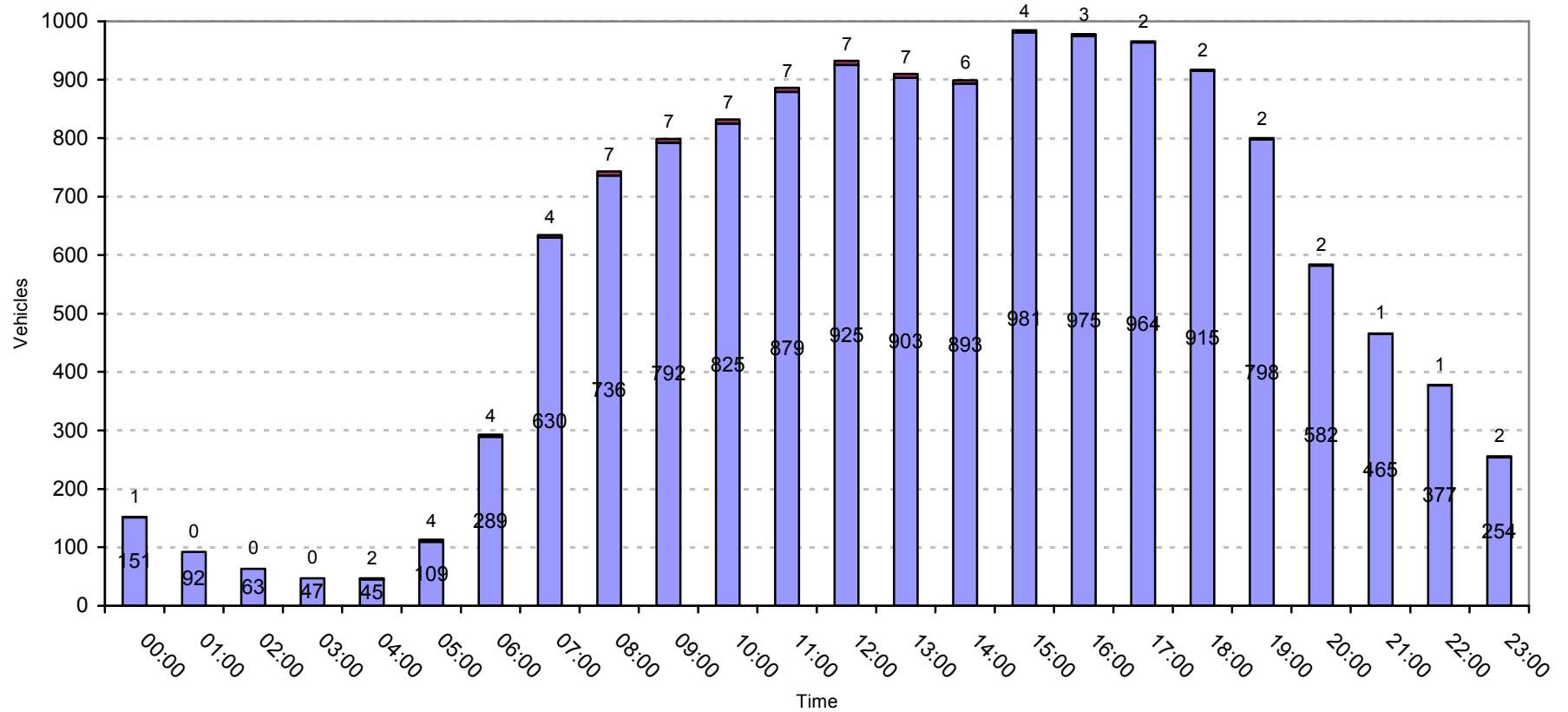


PART 1 – MEMBERS, PUBLIC AND PRESS

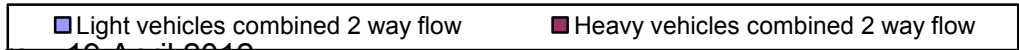
Light vehicles southbound Heavy vehicles southbound

Cabinet Member meeting with Petitioners – 19 April 2012

Volume and classification combined 2 way flow



PART 1 – MEMBERS, PUBLIC AND PRESS



Cabinet Member meeting with Petitioners – 19 April 2012