

7th December 2017

Agenda Item: 5

REPORT OF DIRECTOR OF PLACE DEPARTMENT**REVIEW OF THE NOTTINGHAMSHIRE COUNTY COUNCIL (A1133,
NOTTINGHAMSHIRE) (WEIGHT RESTRICTION) EXPERIMENTAL ORDER
2016 (3237)****Purpose of the Report**

1. The purpose of this report is to undertake an analysis of the data collected to determine the effectiveness of the experimental traffic regulation order (TRO) on the A1133 between its junction with Girton Lane, Girton to and including its junction with Sand Lane, Spalford in restricting the use of the A1133 by heavy goods vehicles (HGVs) over 7.5tonnes in weight during the hours of 7.00pm to 7.00am daily. The report also considers the impacts of displaced HGVs along routes adjacent to the A1133 in the county.

Scheme Description

2. The Nottinghamshire County Council (A1133, Nottinghamshire) (Weight Restriction) Experimental Order 2016 (3237) restricted the use of the A1133 by HGVs weighing 7.5tonnes or more during the hours of 7pm to 7am daily between its junction with Girton Lane, Girton to and including its junction with Sand Lane, Spalford. The restriction also includes the unclassified roads which are accessed from this section of the A1133. The extent of the Order is shown on the attached drawing number 47074367.401.

Information and Advice

1. The A1133 is a non-primary single carriageway 'A' road that is rural in nature. The road connects the primary routes of the A46 at Winthorpe near Newark and the A156 at Torksey Lock in Lincolnshire and passes through a number of small villages of which Collingham is the largest. The route is an active HGV route for local farmers and haulage companies travelling north and southbound into and out of Nottinghamshire. It also provides access for vehicles to a number of local businesses and industrial premises.
2. For the majority of the route the width of the carriageway is consistent with a road of this classification and nature; although near the centre of Collingham village the road narrows to such an extent that only a single lane is available. This narrowing occurs where local distributor roads join the A1133 from the east and west and traffic signals are present to control the flow of traffic through the crossroads.

3. The national speed limit applies along the A1133 outside the village areas, however, within the village areas lower speed limits of 40mph in Langford, 30mph in Collingham and 40mph in Besthorpe are in force. Footways are present on one or both sides of the carriageway through the built-up areas; and rural footways are present intermittently along the section of the route to the south of Tinker's Lane, Girton. Where footways are not present there is, in the majority of locations, a relatively flat grass verge.
4. Improvements to the A46 and junctions along the A1 have resulted in these routes becoming more suitable and attractive routes for long-distance haulage. The use of these strategic routes does not, however, remove HGV traffic requiring access to local businesses located along or close to the A1133. The nature of the A1133 route through Collingham with properties close to the carriageway concentrated around the traffic signal controlled crossroads, has resulted in reports of noise pollution and adverse impact in terms of road safety and environment from local residents and the local County Council elected member, Maureen Dobson. In order to address these concerns Councillor Dobson requested an environmental weight limit.
5. As the route is a non-primary 'A' road removing HGV access during normal hours of business operation would have significant negative impact on Nottinghamshire business' operations and costs. An overnight restriction between 7pm and 7am was therefore proposed as this would help reduce the level of noise pollution during this period but not restrict the use of the route to businesses during daytime hours.
6. The extent of the environmental weight restriction was also considered so as to minimise its impact on local businesses, maximise the benefit for local residents, and also enable effective enforcement. The weight restriction was therefore introduced on a short section of the A1133 north of Collingham, between Girton and Spalford. By introducing the restriction north of the village it offers protection and severs the through route along the A1133 bringing relief to Collingham. Journeys by HGVs travelling through the restriction are prohibited but HGVs are able to access local businesses (or premises) within the environmental weight restriction area. This extent of the environmental weight restriction was selected as the relatively small number of businesses which may require legitimate access should enable more robust enforcement to be carried out. It was considered that a wider restriction would reduce the impact due to a greater number of businesses being permitted to access the area included in the weight restriction.
7. A number of risks were identified with introducing such a weight restriction (which are considered in more detail below in paragraphs 9 to 30 below) and therefore an experimental, rather than a permanent environmental weight restriction order was introduced in April 2017, as this offered the opportunity to assess the impact of the restriction on traffic movements in the area. The risks identified were:
 - i. The proposed overnight weight restriction may not meet local expectations as it may not significantly reduce HGVs travelling along the A1133 through Collingham between 7pm and 7am – initial surveys indicated that it was likely that almost 60% of the existing HGV traffic would legitimately continue to travel through Collingham on the A1133 during the hours of the experimental EWL. The surveys indicated that after the introduction of the EWL, an HGV would legitimately travel on the A1133 through Collingham on average every 12 minutes between 7pm and 7am

- ii. The restriction could cause HGVs to re-route onto minor roads (which was highlighted in both the police's and Lincolnshire County Council's response to the proposed weight restriction). This could lead to increases of HGVs on adjacent routes in Nottinghamshire and/or neighbouring Lincolnshire and could impact on a larger number of Nottinghamshire (and/or Lincolnshire) residents than those living in Collingham. As a result, the County Council could be open to complaints from residents negatively impacted by the A1133 EWL proposal
 - iii. Given the rural, unfamiliar nature, of some of the roads that HGVs may travel along to avoid the A1133 EWL, the re-routing of HGVs raised safety concerns which could in the worst case scenario result in road casualties (as highlighted in Nottinghamshire Police's objection to the proposal).
8. Transport & Highways Committee considered the proposals (including the potential risks and objections to the scheme) at the 17th November 2016 Committee meeting and approved the introduction of the experimental TRO for a period of up to 18 months with the potential for review on expiry of the six month objection period. As the experimental TRO has now been in place for six months (from April 2017), a review of the effectiveness of the scheme and its impacts on neighbouring areas in the county has been undertaken to determine if the experimental TRO should be made permanent, extended or removed.

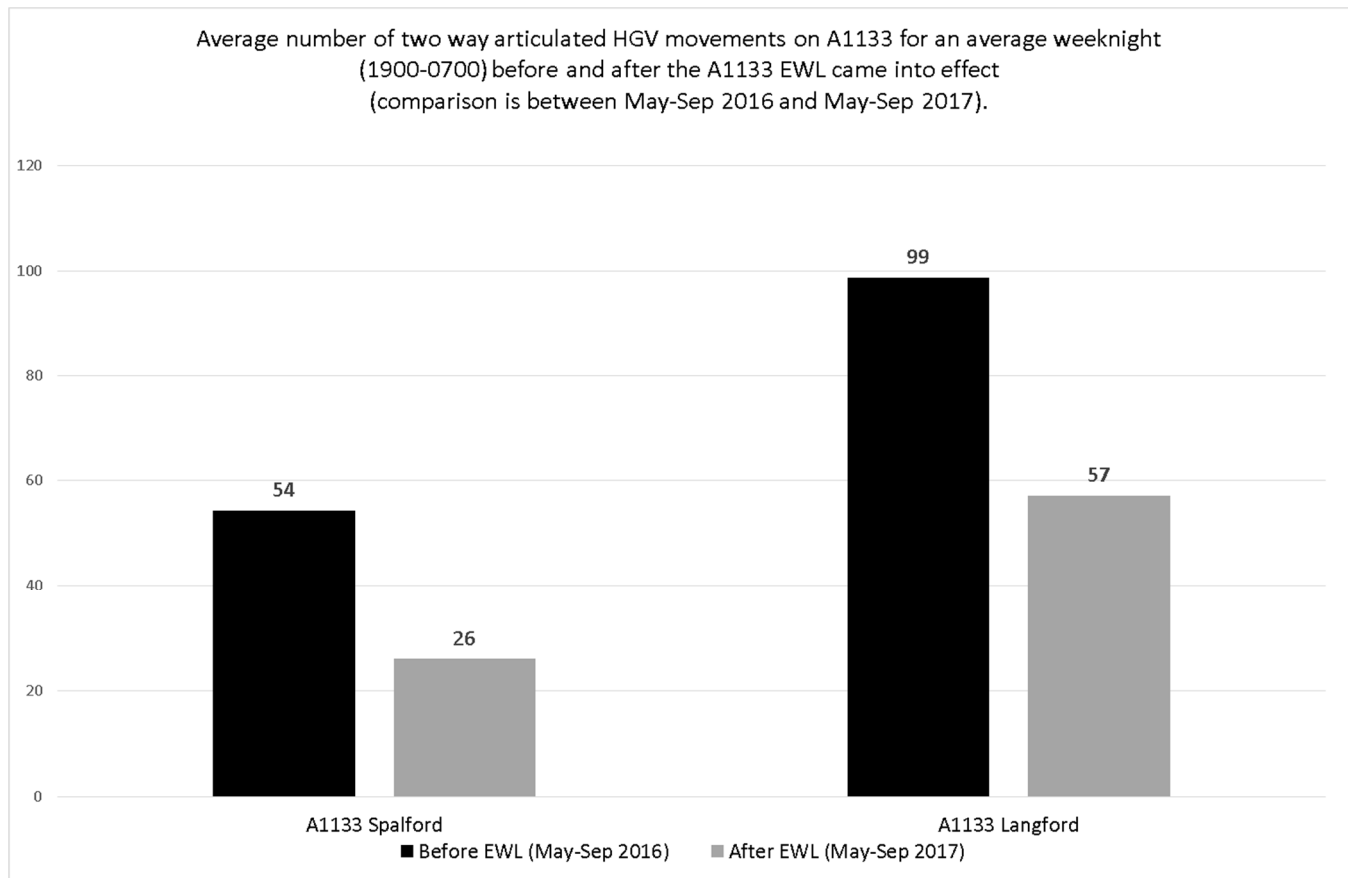
Analysis of survey data

9. Traffic surveys have been undertaken to help determine the impacts of the experimental order, on both the A1133 as well as on adjoining roads and adjacent routes, including the following surveys:
- Permanent traffic counters operating continuously throughout the year recording all traffic and can identify the numbers of articulated HGVs (the locations of the counters are shown in Appendix 1; and the results of the surveys are shown in Appendix 2)
 - Temporary automatic traffic counters installed for limited periods of time operating continuously throughout the period they are installed
 - Traffic cameras installed to allow the tracking of HGV movements between locations and to determine if HGVs are contravening the prohibition.

HGV traffic volumes on A1133 during 7pm-7am (the hours of operation of the weight restriction)

10. There are permanent traffic counters on the A1133 at Langford and Spalford which have enabled the comparison of HGV traffic flows between 7pm and 7am before and after the introduction of the experimental TRO; and this data is shown in the chart below. The data shows that the number of articulated HGVs travelling on the A1133 between 7pm and 7am at both Spalford and Langford has reduced since the introduction of the experimental TRO.
11. Traffic cameras were used to track HGV movements along the A1133 to determine if the HGVs travelling along the A1133 during 7pm to 7am were doing so legitimately. The camera surveys identified that on average only five of the 57 articulated HGVs travelling through A1133 at Langford were contravening the prohibition; the remainder were travelling legitimately to access businesses/premises.

12. It is therefore considered that the existing experimental TRO has been successful in reducing the numbers of articulated HGVs travelling along the A1133 during the hours of its operation. Given the low numbers of articulated HGVs contravening the experimental TRO it is not considered necessary to implement any further measures to enforce it.

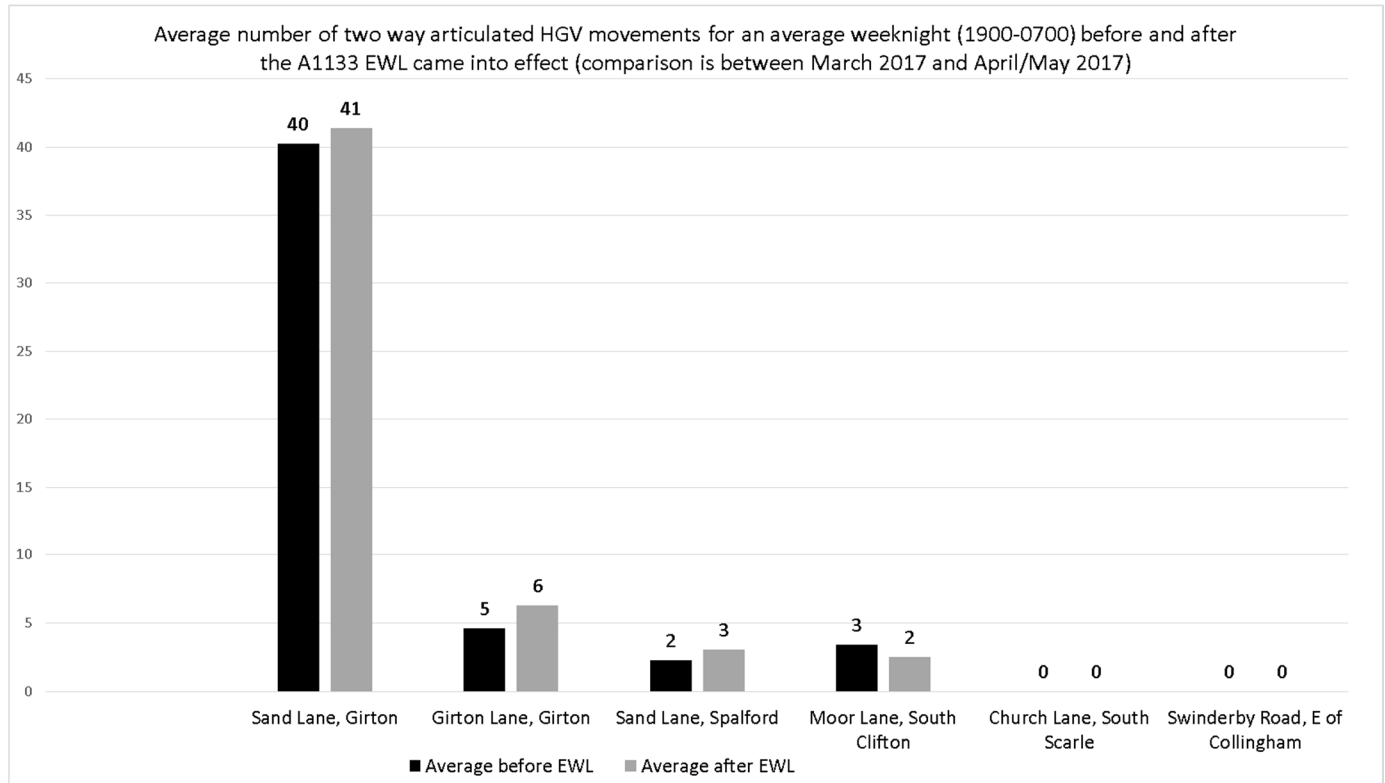


13. Whilst the numbers of articulated HGVs travelling along the A1133 between 7pm and 7am have decreased, it is important that the benefits this has delivered in the villages along the A1133 are not to the detriment of other county residents. Therefore the potential impacts of the experimental TRO on the local roads adjoining the A1133, as well as on routes in the county adjacent to the A1133 have also been considered.

HGV traffic volumes on local roads adjoining the A1133 during 7pm-7am (the hours of operation of the weight restriction)

14. Temporary automatic traffic counters were installed at six locations to monitor the impacts of the experimental TRO on the roads adjoining the A1133. These locations were:
- Sand Lane, Girton
 - Girton Lane, Girton
 - Sand Lane, Spalford
 - Moor Lane, South Clifton
 - Church Lane, South Scarle
 - Swinderby Road, east of Collingham.
15. These surveys were undertaken for the three weeks before the introduction of the experimental TRO and for six weeks after its introduction. The results of the surveys (detailed in the chart

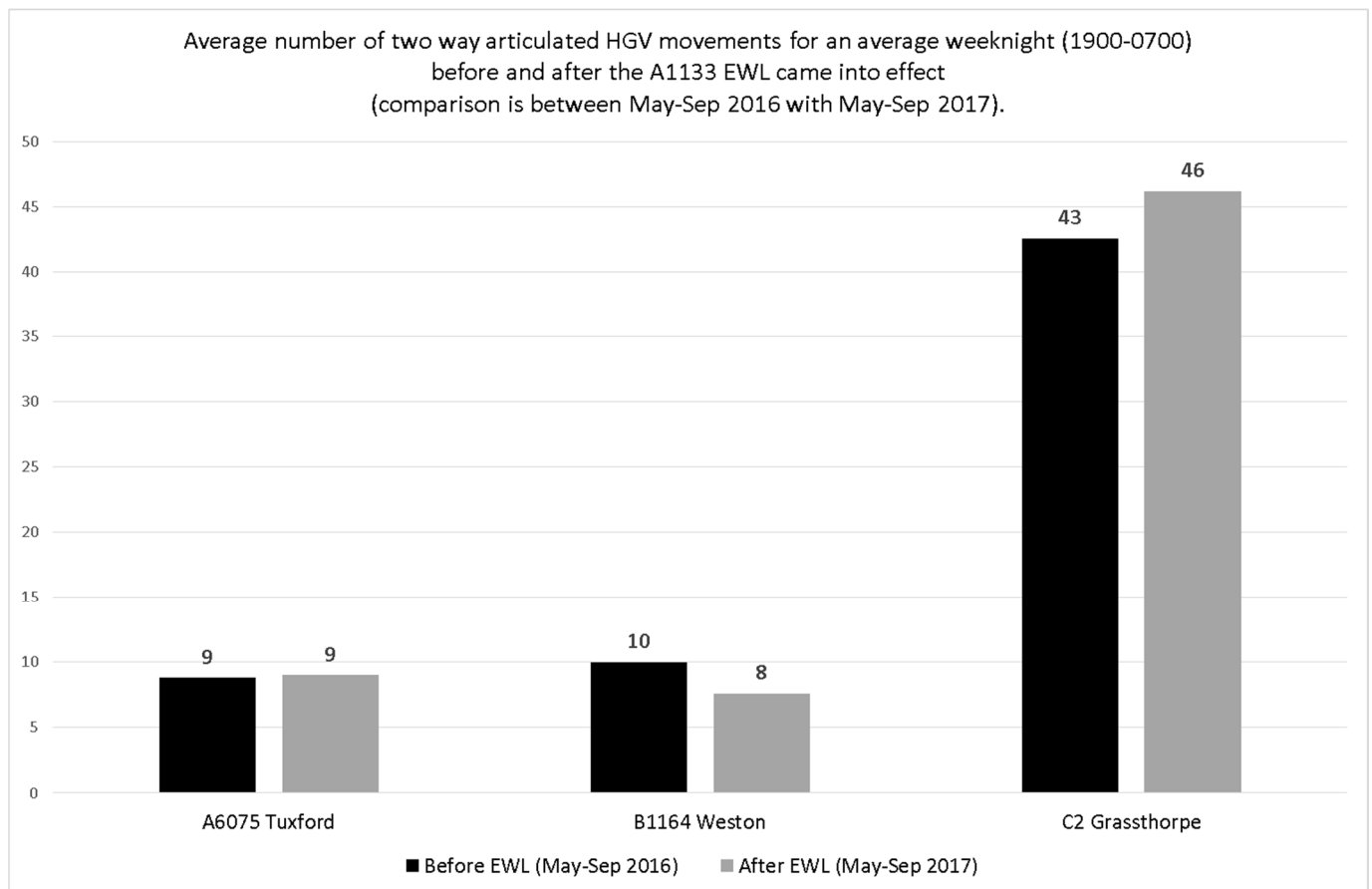
below) show that the numbers of articulated HGVs using these roads has not altered by more than one vehicle before and after the introduction of the experimental TRO (Sand Lane, Girton is the main road to Noble Foods and therefore the numbers using this route are understandably higher than others). The traffic data therefore indicates that the experimental TRO has not resulted in articulated HGVs re-routing onto any of the adjoining roads surveyed.



HGV traffic volumes on routes in Nottinghamshire adjacent to the A1133 during 7pm-7am (the hours of operation of the weight restriction)

16. Permanent traffic counters located on the A6075 at Tuxford, B1164 at Weston, and C2 at Grassthorne were used to monitor HGV traffic volumes at these locations to determine if articulated HGVs had re-routed from the A1133 to any of these routes during the hours of operation of the experimental TRO. The data from these traffic counters is shown in the chart below and shows that since the introduction of the experimental TRO on the A1133 the numbers of articulated HGVs travelling between 7pm and 7am along the:

- A6075 at Tuxford have remained the same
- B1164 at Weston have decreased
- C2 Grassthorne have increased by three (but this increase does not result from the experimental TRO – see paragraph 17 below).



17. Traffic camera surveys were also undertaken along the C2 during September 2017 following a request from the local County Council elected member for a weight restriction on the C2. Data from the traffic camera surveys corresponds with the data obtained from the permanent traffic counters; in that they recorded 49 HGVs travelling along the C2 between 7pm and 7am (the hours of operation of the experimental TRO). The cameras also identified that all but three of these 49 HGVs were accessing J G Pears (a local business). The three HGVs not accessing JG Pears were all vehicles from the same company travelling south along the C2 (from north of the A57 to the A1) and would also not have been displaced from the A1133.
18. The experimental TRO has not therefore caused articulated HGVs to re-route through the villages on A6075 (including Tuxford), the B1164 (including Weston), or the C2 (including Grassthorpe, Sutton and Ragnall).

Reported road traffic collisions

19. The police objected to the A1133 experimental TRO on the basis that HGVs may re-route onto less suitable roads and, given the unfamiliar nature of some of these roads, could result in road traffic collisions and casualties.
20. The casualty data for the whole area bounded by the A57 to the north; the county boundary to the east; the A46 to the south and the A1 to the west has been investigated. In the three years prior to the introduction of the experimental TRO there had been no reported road traffic collisions involving an HGV that resulted in casualties within this area. During the period April 2017 to June 2017 (the latest reported data available) there has been one reported road traffic collisions involving an HGV that resulted in casualties within this area. The collision, however,

occurred on the A1133 and did not occur during the hours of operation of the experimental TRO.

21. The police were subsequently asked for their observations on the experimental TRO based on the reported traffic collisions and considering their previous objection to the scheme. The response received from the police in October 2017 states *"If there has been no incidents in the vicinity then it somewhat lessens the concerns raised.... In relation to the sole RTC involving a HGV, having reviewed the accident card and associated investigation, I do not think it could be said to support an issue with HGV's in this area."*

Other considerations

22. During the six months since the experimental TRO was introduced comments have been received from members of the public, parish councils and County Council elected members.

23. As part of the review of the experimental TRO on the A1133 the local County Council elected members were also asked whether they support or object to the TRO being made permanent; and the following comments have been received:

- Councillor Maureen Dobson, who represents the villages along the A1133, has stated that she *"would most definitely support a permanent TRO with some slight alterations which could prove useful for a large amount of our villages"*
- Whilst the evidence indicates that there has been no displacement of articulated HGVs from the A1133 through other villages in the county, both Councillors Bruce Laughton and John Ogle have raised concerns about the amount of HGVs passing through a number of villages within their electoral divisions and would like further investigation into these concerns.

24. Similarly, as part of the review of the experimental TRO on the A1133 the local parish councils situated along the A1133, A6075, B1164 and C2 were asked whether they support or object to the TRO being made permanent; and the following comments have been received:

- Collingham Parish Council (situated on the A1133) stated that *"The Parish Council discussed this matter at their meeting on the 26th October and would like to make the following comments:*
 - *The restriction has been supported, especially by residents of the High Street*
 - *Initially the introduction of the restriction had greater benefits than now, but this is felt possibly to be due to lack of enforcement and incorrect placement of signing*
 - *Requests have been made for this restriction to be for a longer period time (24hours) each day, which the Parish Council appreciate is probably not possible*

Therefore, overall there has been a benefit to the community in reducing the number of lorries, especially overnight, along the High Street and it would be very disappointing if this were not made a permanent restriction."

- Grassthorpe Parish (situated on the C2) stated that *"At our meeting held on 17th October 2017 residents expressed dissatisfaction about the current Experimental Weight Restriction on the A1133 through Collingham. This has increased night-time HGV transport through our village causing sleep disturbance for residents close to the road... We ask that the night-time Weight Restriction through Collingham be discontinued."* The Parish Meeting went on to state that they have previously asked for a weight restriction in their village which was refused.
- Weston Parish Council (situated on the B1164) stated that it wished *"to register its concerns and objections to any potential permanent weight restriction order being approved"*. The

Parish Council complained that they were not directly consulted prior to the experimental TRO being introduced and goes on to say that “...whilst the Council is sympathetic with the residents of Collingham and understands why such a weight limit has been requested, the impact on other, significantly more rural areas does not appear to have been given adequate consideration. It has been highlighted locally that the number of heavy vehicles using the roads around Weston, which includes traffic from Tuxford and Grassthorne, has increased significantly over the last few months. The impact of this on small communities is significant, especially through the summer months when the roads are busier due to increased levels of agricultural machinery, much of which moves during the hours when this restriction was in place.”

25. County Councillors Laughton and Ogle have received reports that the experimental TRO has caused the numbers of HGVs to increase through villages along the C2 and at Tuxford and Weston between 7pm and 7am; and the representations from the parishes of Grassthorne and Weston have also stated the same. This is not, however, supported by the traffic survey data collected which shows that the HGV flows have not increased in Tuxford or Weston during the hours of operation of the experimental weight restriction (as detailed in paragraphs 16 and 17 above). The tables below also give a comparison of the total numbers of articulated HGVs travelling on the A6075 at Tuxford and the B1164 at Weston for each month between May and September in both 2016 (before the experimental TRO was introduced) and in 2017 (after the experimental TRO was introduced), as well as a more detailed breakdown showing the numbers during operation of the experimental TRO (expanding on paragraphs 16 and 17 above). The tables similarly show that the numbers of articulated HGVs travelling on the A6075 at Tuxford or the A1133 at Weston following the introduction of the experimental TRO on the A1133 are consistent with the numbers prior to the introduction of the experimental TRO.

No. of articulated HGVs recorded on an average weekday (24 hours) on A6075 at Tuxford					
	May	June	July	August	September
2016	67	79	81	78	87
2017	74	77	81	67	73
No. of articulated HGVs recorded on an average weekday (7pm to 7am) on A6075 at Tuxford					
	May	June	July	August	September
2016	8	7	12	9	8
2017	7	8	12	8	10

No. of articulated HGVs recorded on an average weekday (24 hours) on B1164 at Weston					
	May	June	July	August	September
2016	67	72	64	74	58
2017	58	64	67	70	59
No. of articulated HGVs recorded on an average weekday (7pm to 7am) on B1164 at Weston					
	May	June	July	August	September
2016	8	15	11	10	6
2017	7	7	8	11	5

26. As stated by Grassthorpe Parish Meeting, requests for a HGV weight restriction on the C2 at Grassthorpe have been considered previously but have not been progressed as the introduction of a weight restriction would not reduce the number of HGVs passing through the village. This is because almost all of the HGVs travelling along the C2 at this point are accessing local businesses/premises (see paragraphs 16 and 17 above); and would therefore legally be able to continue to do so even if a weight restriction was introduced.
27. The HGV traffic surveys also do not support Collingham Parish Council's comment that the experimental TRO was more successful when it was first introduced and that the numbers of HGVs travelling on the A1133 between 7pm and 7am has increased since it was first introduced. The table below shows that the number of articulated HGVs travelling along the A1133 in September 2017 is very similar to the number in April 2017 when the scheme was first introduced (it should also be noted that there will always be fluctuations in the numbers of HGVs travelling along the route).

No. of articulated HGVs recorded on an average weekday (7pm to 7am) on A1133						
	April	May	June	July	August	September
Langford	61	53	55	59	60	59
Spalford	26	26	26	26	27	25

28. A weight restriction on Rabbithill Lane, Spalford (as shown in Appendix 3) was revoked when the experimental TRO on the A1133 was introduced. Subsequently a request was made to reintroduce the restriction as it is claimed that the number of HGVs travelling along the road has increased since the revocation of the weight restriction. Traffic surveys on Rabbithill Lane recorded only one articulated HGV travelling along the road during the daytime period and therefore it is not considered necessary to re-introduce the weight limit. Periodic traffic surveys should, however, be undertaken on Rabbithill Lane to review the number of HGVs travelling along the road.
29. Noble Foods (located in North Scarle) was granted an exemption to travel through the experimental TRO on the A1133. The exemption was granted as it was able to make a business case for the exemption and because its vehicles are clearly liveried they would be easily identifiable for enforcement purposes. A number of local businesses located just outside the boundaries of the experimental TRO (including Shoecroft, Athay Transport Ltd, Flying Hire Ltd and Moor Farm) have requested similar exemptions on the grounds that it has impacted on their business costs due to the additional mileage required to avoid the weight restriction. The issuing of such exemptions would potentially result in more HGVs travelling through the weight restriction during its hours of operation but such requests will be considered on an individual basis in accordance with standard procedure.
30. There were also comments that the weight restriction is not well signposted for HGVs travelling west from Lincolnshire. This is because Lincolnshire County Council objected to the introduction of the experimental TRO. If Committee resolves to make the TRO permanent, officers will be asked to approach Lincolnshire County Council to request permission for Nottinghamshire County Council to install warning signs on the appropriate locations in Lincolnshire.

Other Options Considered

31. The three options below were considered and the reasons for the selected option are set out within this report and set out in paragraph 31 below:

- i. Make the experimental TRO permanent
- ii. Extend the trial period of the experimental TRO
- iii. Revoke and remove the experimental TRO.

Reason/s for Recommendation/s

32. Based on the analysis of the data (as set out in this report), the experimental TRO has been successful in reducing the number of articulated HGVs in line with the 17th November 2016 'The Nottinghamshire County Council (A1133, Nottinghamshire) (Weight Restriction) Experimental Order 2016 (3237) Consideration of Objections' Transport & Highways Committee Report. The data also indicates that articulated HGVs have not re-routed onto other local roads, nor has it increased the numbers of articulated HGVs travelling through villages on A6075, B1164 or C2.

Statutory and Policy Implications

33. This report has been compiled after consideration of implications in respect of crime and disorder, data protection and information governance, finance, human resources, human rights, the NHS Constitution (public health services), the public sector equality duty, safeguarding of children and adults at risk, service users, smarter working, sustainability and the environment and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

Crime and Disorder Implications

34. Nottinghamshire Police, whilst objecting to the scheme before it was introduced, has stated that *"If there has been no incidents in the vicinity then it somewhat lessens the concerns raised.* It is important, however, that reported road traffic collisions continue to be monitored and the weight restriction be revised or revoked should a pattern of road traffic collisions involving HGVs occur, that could be attributable to the weight restriction, on the A1133, or nearby, between 7pm and 7am.

Financial Implications

35. There are no specific financial implications of this decision as the costs associated with the delivery of the scheme have already been made; and there are no recommendations to amend the scheme or the infrastructure associated with the scheme. Should any additional infrastructure be required as part of the scheme in the future, approvals for such funding will be sought from the appropriate committee.

Human Rights Implications

36. The implementation of the proposals within this report are considered to have a positive impact on human rights such as the right to peaceful enjoyment of property and the protection of health, for example. It is acknowledged that they could be considered to have a minimal impact

on the rights and freedoms of others by restricting use of the highway. However, the Authority is entitled to affect these rights where it is in accordance with the law and is both necessary and proportionate to do so, in the interests of matters such as the protection of health, for example. The proposals within this report are therefore considered to be within the scope of such legitimate aims.

Implications for Sustainability and the Environment

37. The proposals may, by helping to reduce the movement of HGV traffic outside populated areas during the hours of its operation, thereby help to reduce noise pollution at times when residents may be most sensitive to it.

RECOMMENDATION/S

- 1) It is recommended that Committee:
 - a) approves making permanent the Nottinghamshire County Council (A1133, Nottinghamshire) (Weight Restriction) Experimental Order 2016 (3237) as previously advertised.

Adrian Smith - Corporate Director Place Department

For any enquiries about this report please contact:

Sean Parks – Local Transport Plan manager

Constitutional Comments (SJE 23/11/2017)

38. This decision falls within the Terms of Reference of the Communities & Place Committee to whom responsibility for the exercise of the Authority's functions relating to the planning, management and maintenance of highways (including traffic management) has been delegated.

Financial Comments (GB 24/11/2017)

39. There are no financial implications arising directly from this report.

Background Papers and Published Documents

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972.

- All relevant documents for the proposed scheme are contained within the scheme file which can be found in the Major Projects and Improvements Team at Trent Bridge House, Fox Road, West Bridgford, Nottingham, NG2 6BJ

- The Nottinghamshire County Council (A1133, Nottinghamshire) (Weight Restriction) Experimental Order 2016 (3237) Consideration of Objections – 17th November 2016 Transport & Highways Committee Report

Electoral Division(s) and Member(s) Affected

- Collingham – Councillor Maureen Dobson
- Muskham & Farnsfield – Councillor Bruce Laughton
- Tuxford – Councillor John Ogle