



Appeal: Land NE J10 M42, Tamworth

PINS Reference: APP/R3705/W/24/3336295

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**Proof of Evidence of Michael A Hatfield BSc MSc
Appendices**

May 2024

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APPENDIX 1: HGV PARKING FACILITY NEED ASSESSMENT (CD-A15)

APPENDIX 2: RAIL TERMINAL CONNECTIVITY STATEMENT (CD-A14)

**APPENDIX 3: RAIL TERMINAL CONNECTIVITY STATEMENT – TECHNICAL
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APPENDIX 5: HGV PARKING FACILITY NEED ASSESSMENT – TECHNICAL ADDENDUM



HGV Parking Facility Need Assessment – Addendum

Prepared for Hodgetts Estates by
MDS Transmodal Ltd

May 2024

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Hams Hall Lorry Park Planning Appeal Decision

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1. INTRODUCTION

1.1 MDS Transmodal (MDST) have previously prepared a number of documents relating to proposals for a new strategic industrial/warehouse-led business park on land to the north-east of Junction 10 of the M42 motorway, North Warwickshire (land NE J10 M42). Up to 100,000 square metres of new high-bay logistics and industrial floor space is proposed for the site, with ancillary office space, a site Hub Office and a 150 space overnight lorry park facility. These documents are:

- Rail Terminal Connectivity Assessment;
- Rail Terminal Connectivity Assessment – Technical Addendum;
- HGV Parking Facility Need Assessment; and
- Zero Emission Goods Vehicle Statement.

1.2 The documents concluded that:

- Due to its close proximity to *Birch Coppice Business Park*, the proposed warehouse development can in practice be classified as “rail-served”. Occupiers will be able to access *Birmingham Intermodal Freight Terminal (BIFT)*, the rail terminal at Birch Coppice, on the same basis as those currently located within the business park, thereby generating direct financial benefits to shippers and occupiers, and wider societal benefits that are generated through modal shift to rail.
- There is a compelling case for the provision of new HGV parking capacity at the proposed site. There is a clearly identified need for the provision of additional HGV parking capacity in the area. The site meets the criteria defining a suitable location for HGV parking to a high level and the planned parking facilities are those required by road haulage operators and drivers.
- The planned scheme will be able to accommodate zero-emission goods vehicles, which ever emerging technology or technologies eventually becomes the long-term solution. It is therefore ‘net-zero ready’ and will contribute to the process of decarbonising the road transport sector.

1.3 This document is an **Addendum to the HGV Parking Facility Need Assessment** and has been prepared to provide an update on a number of key issues which have arisen since the preparation of the original document. In particular, it also considers the latest advice with respect to the need for and location of overnight HGV parking facilities.

2. DEPARTMENT FOR TRANSPORT CIRCULAR 01/2022

- 2.1 The policy paper *Strategic Road Network and the Delivery of Sustainable Development*¹ was published by the Department for Transport (DfT) on 23 December 2022. It is commonly referred to as *DfT Circular 01/2022*. The document is the policy of the Secretary of State for Transport in relation to the Strategic Road Network (SRN). It should be read in conjunction with the *National Planning Policy Framework (NPPF)*, amongst other documents, when policy-making authorities are setting policies and making decisions under the Town and Country Planning Act. It replaces the policies of an earlier document, namely *DfT Circular 02/2013* (Paragraph 8). National Highways, the highway authority for the SRN, must comply with or have due regard to relevant Government policy, including Circular 01/2022 (Paragraph 1). It also states that National Highways must engage in the planning system to enable the delivery of sustainable development and support the needs of the freight and logistics sector (Paragraph 7).
- 2.2 The document also sets out the way in which National Highways will engage with the development industry to assist in the delivery of sustainable development. As such, the policies should be read by promoters, policy-making authorities and others involved in development proposals which impact on the SRN or may result in traffic (Paragraph 9). It is applicable to motorways and all-purpose trunk (APTRs) roads in England (Paragraph 10).
- 2.3 Paragraphs 71 to 82 address roadside facilities, including parking for HGVs, specifically setting out the Government's policy "on the provision of roadside facilities on or near the SRN and their eligibility for signing" (Paragraph 72). It notes that the primary function of roadside facilities is to support the safety and welfare of road users. They perform an important safety function by providing opportunities for the travelling public to stop and take a break during journeys.
- 2.4 As per previous iterations, Circular 01/2022 states that the maximum distance between signed Motorway Service Areas (MSAs) should be 45km (28 miles), with the maximum distance between signed services on the APTR network being the equivalent of 30 minutes driving time (Paragraph 76). There is no reference to a minimum spacing distance between signed roadside facilities.
- 2.5 The main addition to Circular 01/2022 compared with previous iterations is a specific section related to the spacing between parking facilities for HGVs (Paragraphs 79 to 82). The Circular defines parking facilities for HGVs as being MSAs, trunk road service areas and rest areas in addition to dedicated lorry parks. Paragraph 79 notes that drivers of heavy goods vehicles are subject to a regime of statutory breaks and other working time restrictions, such that roadside facilities are critical enablers of compliance with such requirements (as described in the HGV

¹ <https://www.gov.uk/government/publications/strategic-road-network-and-the-delivery-of-sustainable-development>

Parking Facility Need Assessment). It continues by stating that “on certain parts of the SRN and at certain times a shortage of parking facilities for HGVs can make it difficult for drivers to find safe space to stop and adhere to requirements for mandatory breaks and rests. To alleviate the shortage, the expansion of existing facilities on the SRN is likely to be needed alongside the creation of new parking sites” (Paragraph 80, author emphasis).

2.6 The Circular subsequently states that in areas where there is an identified need, National Highways will work with relevant local planning authorities to ensure that local plan allocations and planning application decisions address the shortage of HGK parking on or near to the SRN. In these circumstances, local planning authorities should have regard to the following spacing requirements:

- The maximum distance between motorway facilities providing HGK parking should be no more than 23km (14 miles); and
- The maximum distance between all-purpose trunk road facilities providing HGK parking should be the equivalent of 20 minutes driving (Paragraph 81).

2.7 The document concludes that where the general spacing distances above are met but a need for HGK parking still arises, National Highways will support the case to address unmet demand, subject to an assessment of the safety of the proposed access or egress arrangements (Paragraph 82). This implies that even where existing facilities meet the 23km or 20 minutes driving time requirements, additional capacity will still be supported provided the access/egress arrangements are deemed to be safe. It also notes that the DfT’s National Survey of Lorry Parking (see HGK Parking Facility Need Assessment and below) will inform any need assessment.

2.8 Annex A of the document sets out the minimum requirements at a truck stop, in terms of parking and driver welfare/amenity facilities, that should be provided for in order to be eligible for signing from the SRN. It should be noted that the proposals for HGK parking at Land NE J10 M42 meet the requirements set out in Annex A.

Implications for Land NE J10 M42

2.9 The map and table following shows the location of MSAs and official overnight truck parks in the Midlands to the east of Birmingham, alongside the distances and estimated driving times in a HGK between them.

Map 1: MSAs and Truck Parks

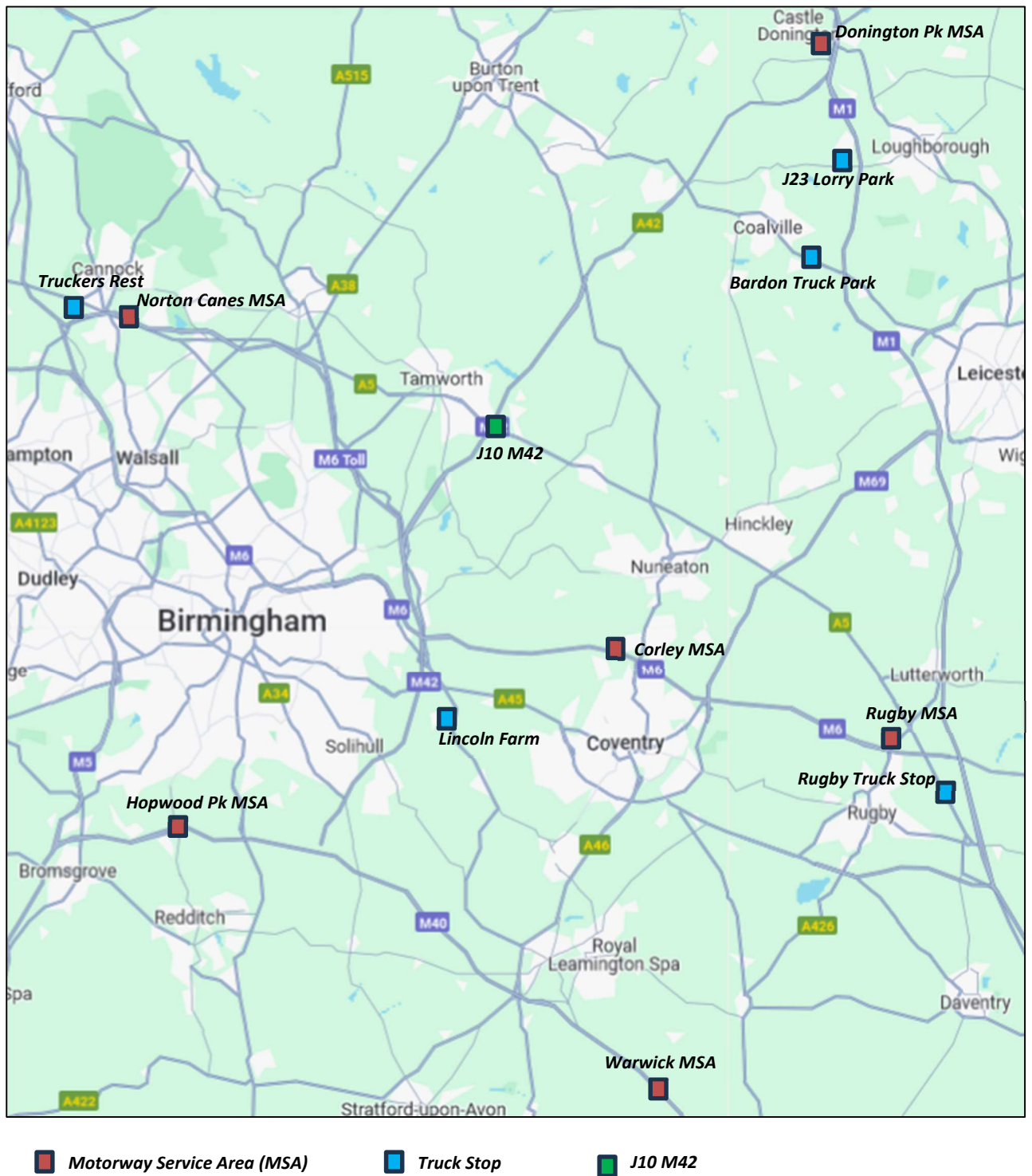


Table 2.1: Driving Times and Distances

Warwick MSA to:	km	mins		
Lincoln Farm Truck Stop	32	37		
J10 M42	60	48		
Donington Pk MSA	95	77		
J23 Lorry Pk Shepshed	93	81		
Bardon Truck Stop	92	77		
Hopwood Pk MSA to:	km	mins		
Lincoln Farm Truck Stop	29	32		
J10 M42	44	42		
Donington Pk MSA	79	66		
J23 Lorry Pk Shepshed	77	70		
Bardon Truck Stop	78	71		
Lincoln Farm Truck Stop to:	km	mins		
J10 M42	26	30		
Donington Pk MSA	61	52		
J23 Lorry Pk Shepshed	59	55		
Bardon Truck Stop	59	56		
	<i>via M6/M6 Toll</i>		<i>via A5</i>	
Rugby MSA to:	km	mins	km	mins
Corley MSA	22	21	NA	NA
J10 M42	51	42	39	52
Cannock Truckers Rest	74	60	72	82
Norton Canes MSA	67	52	65	76
	<i>via M6/M6 Toll</i>		<i>via A5</i>	
Rugby Truck Stop (A5) to:	km	mins	km	mins
Corley MSA	30	25	NA	NA
J10 M42	58	48	42	50
Cannock Truckers Rest	85	62	79	80
Norton Canes MSA	73	56	67	72
	<i>via M6/M42</i>			
Corley MSA to:	km	mins		
J10 M42	28	26		
Cannock Truckers Rest	55	42		
Norton Canes MSA	44	36		
J10 M42 to:	km	mins		
Donington Pk MSA	37	35		
J23 Lorry Pk Shepshed	35	38		
Bardon Truck Stop	34	37		

- 2.10 Note that Hopwood Park and Warwick MSAs to the truck stop at Lincoln Farm (Hampton in Arden) broadly conforms with the DfT Circular 01/2022 spacing requirements for HGVs (albeit slightly above the 'have regard to' distance of 23km for motorways). Likewise, Rugby MSA and Rugby Truck Stop to Corley MSA also broadly conforms with the Circular spacing requirements (again slightly above in the case of Rugby Truck Stop).
- 2.11 On a similar basis, Lincoln Farm and Corley MSA to J10 M42 broadly conforms with the DfT Circular 01/2022 spacing requirements for HGVs (26km and 28km respectively, slightly above the 'have regard to' distance of 23km for motorways).
- 2.12 However, discounting J10 M42 the next facilities for HGV parking from Lincoln Farm/Corley MSA passing north along the M42 corridor (Donington, Shepshed and Bardonia²) and the A5/M6 Toll corridor (Norton Canes and Cannock) are significantly beyond the requirements set out in the DfT Circular 01/2022:
- Lincoln Farm to Donington Park is 61km,
 - Corley to Norton Canes MSA is 44km.

Consequently, HGV parking at/close to J10 M42 creates a 'chain' of HGV parking facilities which broadly conforms with the requirements set out in Circular 01/2022. Without a facility at that location, driving times and distances between HGV parking facilities would be significantly in excess of the distances set out in the Circular.

- 2.13 The other important point to note is that while there already is a MSA at J10 M42 which includes HGV parking, that parking area has been consistently found to be full (e.g. National Survey of Lorry Parking 2017 and National Highways Lorry Parking Demand Assessment 2023) and the parking beat surveys demonstrate that inappropriate parking at off-site locations locally is rife. There is also a considerable amount of evidence to show that HGV drivers themselves would much prefer to park at dedicated truck stops rather than MSAs, as they offer a significantly higher level of security and amenities. Tamworth MSA is therefore not able to fulfil this role in relation the spacing of HGV facilities.
- 2.14 Paragraph 82 of the Circular 01/2022 would therefore apply, namely that unmet demand should be supported through the provision of additional facilities subject to an assessment of the safety of the proposed access or egress arrangements.

² A new lorry parking facility has been granted planning consent alongside the A42 at Ashby-de-la-Zouch. This will narrow the gap, albeit it will still be significantly above the Circular requirements

3. NATIONAL SURVEY OF LORRY PARKING 2022

- 3.1 In 2017, the DfT commissioned consultants AECOM to undertake research on lorry parking demand in England (The National Survey of Lorry Parking 2017). The purpose of the commission was to provide a clear picture of the demand for lorry parking, including the capacity and utilisation of existing officially recognised lorry parks, as well as other indicators of demand such as HGV parking in lay-bys and on industrial/retail estates.
- 3.2 Section 4 of the HGV Parking Facility Need Assessment provides a summary of the survey outputs, both nationally and as it relates to the West Midlands. It reported that for the West Midlands region, 87% of parking capacity was occupied on a nightly basis at official 'on-site' parking facilities (i.e. MSAs, trunk road service areas and dedicated truck parks). Overall the West Midlands region was allocated a 'critical' rating with respect to utilisation. It also reported that Tamworth MSA is operating at 92% capacity each night, this being above the critical 85% utilisation rate where facilities are effectively considered full. This is currently the only formal HGV parking facility in the immediate vicinity of the M42 Junction 10.
- 3.3 The survey also identified and quantified significant levels of inappropriate 'off-site' parking (i.e. lay-bys, industrial estate roads etc..) across the region. In particular, high levels of 'off-site parking' were recorded along the M6 and A5 corridors. This position is corroborated by the parking beat surveys which have been undertaken in the vicinity of the Land NE J10 M42 site (see below).
- 3.4 In 2022, AECOM were recommissioned to undertake a further audit of on lorry parking demand in England (The National Survey of Lorry Parking 2022). The *Part 1 report*³ was published in September 2022 and provided outputs comparable with the 2017 survey. The same methodology was adopted, with nightly audits within 5km of the SRN undertaken during March 2022 at:
- 'On-site' parking facilities:
 - MSAs
 - Trunk road service areas; and
 - Dedicated truck stops.
 - 'Off-site' parking locations:
 - Industrial estates;
 - Laybys.

³ <https://www.gov.uk/government/publications/national-survey-of-lorry-parking-part-one-2022>

3.5 A *Part 2* report was published in 2023, focusing on seasonal fluctuations across a selection of routes (not including the A5 or M42 corridors). The tables below provide a summary of the audit outputs for England in 2022, with the same data from the 2017 survey also presented.

Table 3.1: Summary Results of National Lorry Parking Surveys (2017 and 2022) – England

Number of on-site and off-site parking locations		
	2017	2022
On-site	311	328
Off-site – Lay-bys	3,397	3,241
Off-site – Industrial Estates	801	827

Capacity and utilisation at on-site parking locations		
	2017	2022
On-site capacity	15,012	16,761
Average nightly utilisation	76%	83%

Average number HGVs parked each night		
	2017	2022
On-site	11,469	13,961
Off-site – Lay-bys	4,709	4,157
Off-site – Industrial Estates	2,492	3,161
<i>Sub-total off-site</i>	<i>7,201</i>	<i>7,318</i>
Total on-site and off-site	18,670	21,234
<i>Excess vehicles parking*</i>	<i>3,658</i>	<i>4,473</i>
% parking off-site	39%	34%

*Total number HGVs parking at on-site and off-site locations minus on-site capacity

Source: National Survey of Lorry Parking 2017 and 2022 Part 1

3.6 On a national (England) basis, the utilisation surveys reported that official ‘on-site’ parking facilities had a total capacity of 16,761 HGV spaces in 2022, and that on average 83% of the spaces were occupied on a nightly basis. Note that this has increased since 2017. Recorded utilisation rates at on-site facilities between 70% and 84% are classified by the survey as ‘serious’, this being the point where drivers have to search for spaces. The utilisation surveys also concluded that 34% of HGVs parked overnight were doing so at inappropriate ‘off-site’ parking locations. Overall, a shortage of ‘on-site’ parking capacity is identified in aggregate

across England, with the average total number of HGVs parking each night being well in excess of the installed on-site capacity (just under 4,500 across England).

3.7 The tables below provide a summary of the audit outputs for the West Midlands region in 2022, with the same data from the 2017 survey also presented.

Table 3.2: Summary Results of National Lorry Parking Surveys (2017 and 2022) – West Midlands

Number of on-site and off-site parking locations		
	2017	2022
On-site	38	36
Off-site – Lay-bys	362	287
Off-site – Industrial Estates	86	68

Capacity and utilisation at on-site parking locations		
	2017	2022
On-site capacity	1,906	2,228
Average nightly utilisation	87%	84%

Average number HGVs parked each night		
	2017	2022
On-site	1,663	1,871
Off-site – Lay-bys	504	377
Off-site – Industrial Estates	352	438
<i>Sub-total off-site</i>	<i>856</i>	<i>815</i>
Total on-site and off-site	2,519	2,686
<i>Excess vehicles parking*</i>	<i>613</i>	<i>458</i>
% parking off-site	34%	30%

* Total number HGVs parking at on-site and off-site locations minus on-site capacity

Source: National Survey of Lorry Parking 2017 and 2022 Part 1

3.8 Across the West Midlands region, the picture has improved marginally since 2017 albeit the outputs still show significant regional need given high utilisation rates at official ‘on-site’ facilities and high levels of parking at ‘off-site’ locations. Official ‘on-site’ parking facilities had a total capacity of 2,228 HGK spaces in 2022, and that on average 84% of the spaces were occupied on a nightly basis. Capacity has increased and utilisation fell marginally over the 5 year period considered. The utilisation surveys also concluded that 30% of HGVs parked

overnight were doing so at inappropriate 'off-site' parking locations. Overall, a shortage of 'on-site' parking capacity is still identified across the West Midlands region, with the average total number of HGVs parking each night being well in excess of the installed on-site capacity (just over 450 in the West Midlands). Unfortunately, capacity utilisation rates at individual MSAs and truck stops have not been published in the 2022 survey.

4. PARKING BEAT SURVEY DECEMBER 2023

- 4.1 The *HGV Parking Facility Need Assessment* (Section 6) included the results of a ‘parking beat’ survey undertaken each evening on 12, 13 and 14 October 2021. The aim of the survey was to identify excess HGV parking demand (in the immediate hinterland of land NE J10 M42), through quantifying the number of HGVs that are presently parking on a typical weekday evening/night at known and potential inappropriate non truck-stop locations in the local area surrounding the application site. Essentially it was a census of inappropriate parking across three consecutive mid-week nights, quantifying the number of HGVs that would be attracted to a quality dedicated HGV parking facility if one was available close to Junction 10.
- 4.2 The survey was designed and conducted independently by MDS Transmodal and WSP respectively. *Appendix 14* of the *HGV Parking Facility Need Assessment* described the methodology adopted, which mirrored that of the DfT’s National Survey of Lorry Parking (see previous section). The results from October 2021 showed that there were consistently in excess of 100 HGVs currently parking on a nightly basis at inappropriate non-truck stop locations within a 5km radius of M42 Junction 10. Averaging the laps and then the three consecutive nights indicated that around 114 HGVs were parking at inappropriate non-truck stop locations each night.
- 4.3 Following discussions with Warwickshire Policy, who confirmed that vehicle crimes against HGVs peaks around the busy festive period, it was concluded that the October 2021 survey may have in fact underestimated the true demand for secured lorry parking in the lead in to Christmas. It was therefore deemed appropriate to re-run the ‘parking beat’ survey during December 2023 to ascertain whether there has been any significant changes to the level of inappropriate parking observed two years earlier. Undertaken over the consecutive evenings/nights of 12, 13 and 14 December 2023, the same methodology adopted in October 2021 was followed. A two-person team (comprising of a driver and an enumerator) following the same set route to the identified known and potential inappropriate non truck-stop locations (as described in *Appendix 14*). At each location the number of HGVs parked was physically recorded on paper pro-forma recording sheets, and photographic evidence also collated. Two laps of the set route each night were undertaken.
- 4.4 The results of the December 2023 ‘parking beat’ survey are summarised in the table below.

Table 4.1: Recorded Overnight Lorry Parking at Inappropriate Parking Locations on 12, 13 and 14 December 2023

Site	Tuesday 12 December				Wednesday 13 December				Thursday 14 December			
	Lap 1	Time	Lap 2	Time	Lap 1	Time	Lap 2	Time	Lap 1	Time	Lap 2	Time
Caylon Road, Atherstone	7	18:10	5	21:50	5	18:23	5	21:41	5	18:09	4	21:27
Holly Lane, Atherstone	6	18:17	5	21:59	4	18:34	4	21:51	6	18:19	6	21:35
A5 Corridor	5	18:36	12	22:15	7	18:37	10	21:57	8	18:24	12	21:39
Core 42	1	18:45	Unable to access due to road closures		0	18:42	2	21:59	0	18:29	0	21:43
Birch Coppice	4	19:01	Unable to access due to road closures		1	18:47	3	22:03	4	18:33	3	21:47
St Modwen Park	0	19:10	0	00:05	0	19:02	0	22:19	0	18:48	0	22:01
Kingsbury Link and Oil Terminals	2	19:21	8	23:10	1	19:08	3	22:24	5	18:54	9	22:06
Centurion Park	3	19:39	2	23:39	3	19:20	5	22:37	3	19:08	5	22:20
Relay Park	1	19:46	7	23:44	5	19:33	11	22:42	4	19:14	12	22:26
Tamworth MSA	32	19:48	25	23:48	12	19:36	17	22:44	25	19:16	27	22:28
Old Watling Street Corridor	Road closed		2	00:05	1	19:43	0	22:52	0	19:32	1	22:34
Tame Valley Industrial Estate	30	20:07	33	00:16	25	19:46	28	22:54	26	19:37	30	22:38
Ventura Park	17	20:51	17	00:32	11	20:03	12	23:10	12	19:55	14	22:50
Lichfield Road Industrial Area	5	21:04	6	00:44	4	20:11	5	23:21	2	20:05	3	23:04
Kettlebrook Road Industrial Area	0	21:13	0	00:54	0	20:25	0	23:36	0	20:18	0	23:16
Ammington Industrial Estate	2	21:26	1	01:16	2	20:33	3	23:43	1	20:25	1	23:23
Total	115		123		81		108		101		127	

4.5 Before comparing the results presented above with those recorded in October 2021, it is important to note that there was a major incident on Wednesday 13 December at M42 J10 (around 17:25) involving a HGV and a cyclist. This resulted in significant traffic disruption in the immediate vicinity of the parking beat survey area, including congestion, temporary road closures and diversions⁴. This effected access to some of the locations (particularly on the first lap), with a consequent impact on the quality of the data collected. Under the circumstances, it was considered appropriate to exclude the observed results from 13 December from any comparison with the October 2021 survey. The table below therefore compares the two parking beat survey results.

Table 4.2: Comparison of October 2021 and December 2023 Parking Beat Survey

	Day 1		Day 2		Day 3	
	Lap 1	Lap 2	Lap 1	Lap 2	Lap 1	Lap 2
December 2023	115	123	NA	NA	101	127
October 2021	98	113	116	126	107	121
<i>December 2023</i>						
Average: lap		119	NA			114
Average: per day			117			
<i>October 2021</i>						
Average: lap		106		121		114
Average: per day			114			

4.6 For the December 2023 survey, averaging the laps and then the two evening/nights being considered indicates that around 117 HGVs were parking at inappropriate non-truck stop locations each night. This is slightly higher than the figure recorded in October 2021. The increase is also consistent with the overall higher demand for parking recorded by the 2022 National Survey of Lorry Parking (compared with 2017 National Survey), which is presented in the previous section.

4.7 Combining the outputs from the ‘parking beat’ update and the 2022 National Survey of Lorry Parking, there is clearly still a significant demand for high quality overnight HGV parking capacity in the hinterland of J10 M42. This demand is currently not being addressed at existing facilities, thereby demonstrating a significant need for new parking capacity in the immediate area of the proposed development.

⁴ As reported widely in the local media, including:
<https://www.birminghammail.co.uk/news/midlands-news/serious-m42-live-crash-updates-28285683>
<https://www.birminghammail.co.uk/news/midlands-news/cyclist-seriously-injured-m42-collision-28287057>

5. OTHER POLICY DOCUMENTS AND STUDIES

5.1 This section summarises a number of other important and highly relevant policy documents and studies that have been published since the preparation of the initial HGV Parking Facility Need Assessment.

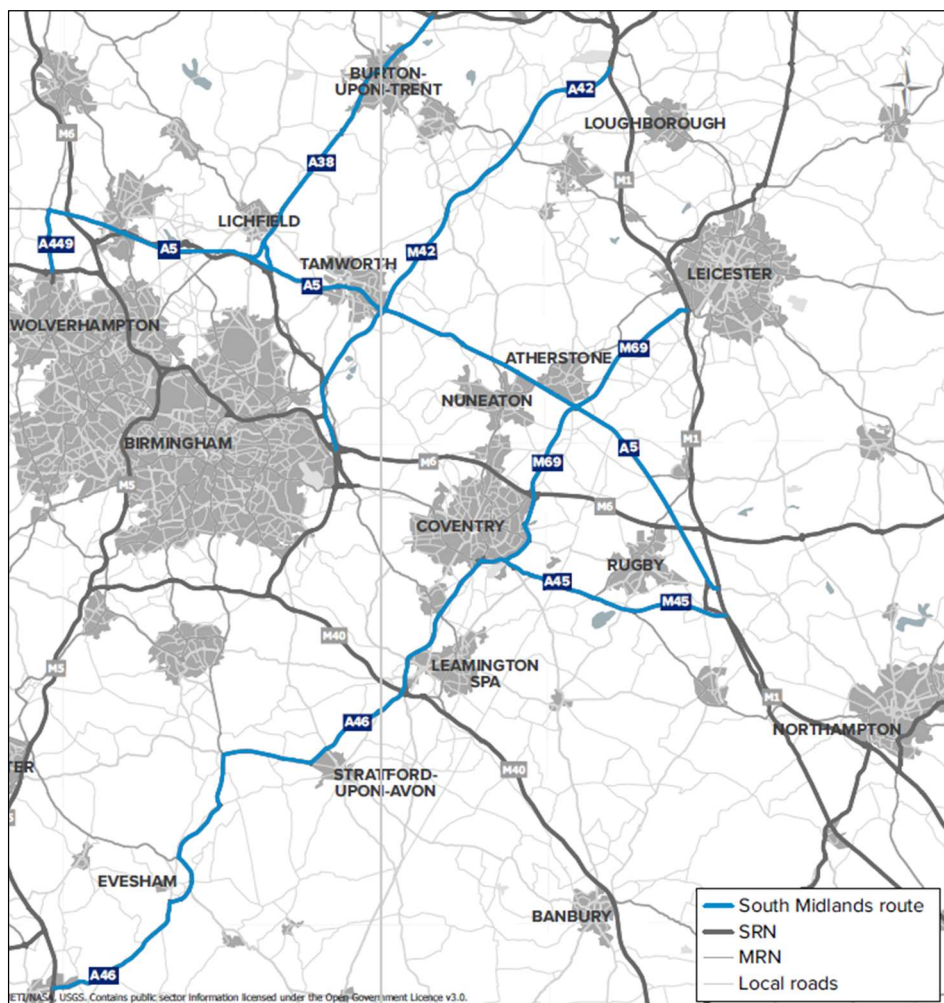
Route Strategy Initial Overview Report: South Midlands Route, May 2023

5.2 *Route Strategies* are planning document developed by National Highways. They take a long-term view of the strategic road network (SRN) and the trends that could impact transport, road travel, and personal and commercial mobility. They will inform how the SRN is operated, maintained and renewed. Note that while each route strategy presents potential opportunities for future development, it does not identify committed schemes for delivery or guarantee funding for any locations identified.

5.3 The “*South Midlands route*” includes approximately 300km of the SRN through the counties of West Midlands, Worcestershire, Warwickshire, Leicestershire, Derbyshire and Staffordshire. The route provides important east–west and north–south transport links, as illustrated on the map below. The *South Midlands Route Strategy Initial Overview Report*⁵ was published by National Highways in May 2023. It builds on the first two rounds of route strategies from 2015 and 2017.

⁵ <https://storymaps.arcgis.com/stories/3cbe7811819345a5be2cb41d97f3e027>

Map 3: National Highways South Midlands Route



5.4 Six initial route objectives are identified by the document, namely:

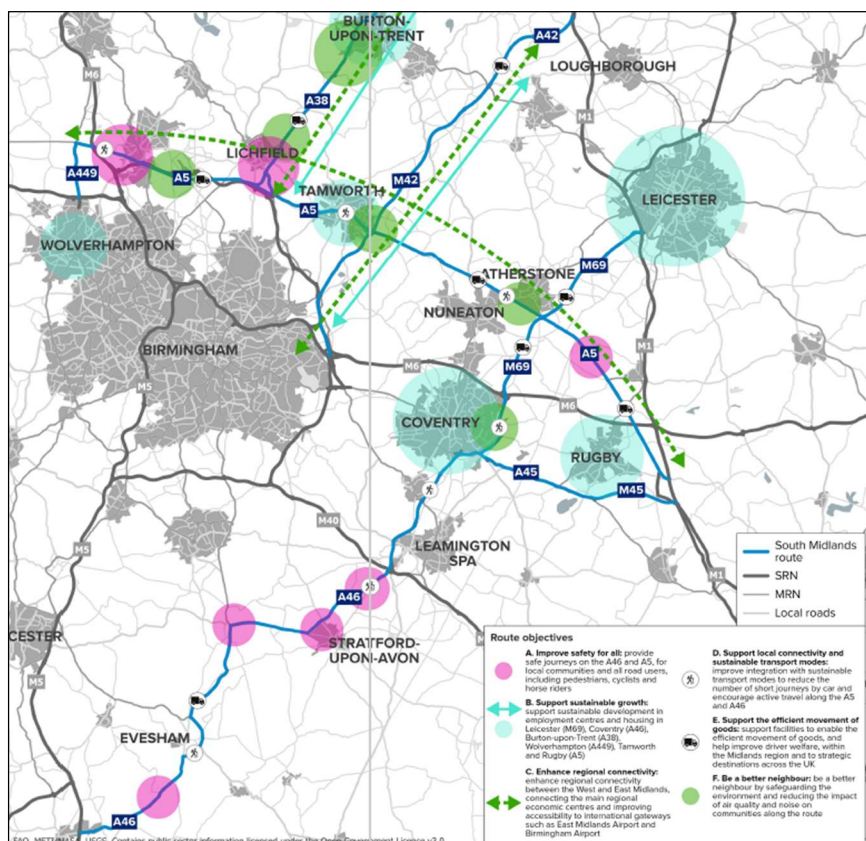
- A: Improve safety for all;
- B: Support sustainable growth;
- C: Enhance regional connectivity;
- D: Support local connectivity and sustainable transport modes;
- E: Support the efficient movement of goods; and
- F: Be a better neighbour.

5.5 Objective E is material and highly relevant to this application. The objective is described in the document as being *“to support facilities to enable the efficient movement of goods, and help improve driver welfare, within the Midlands region and to strategic destinations across the UK.”* (author emphasis)

5.6 The strategy notes that the South Midlands route provides important freight road links to the South, the Midlands and the North, including to Felixstowe, the Port of Holyhead, and East Midlands Airport. It also references a number of important freight distribution centres along the A5 corridor, including the rail-served Birch Coppice Business Park located close to M42 Junction 10. It notes a number of new developments now being brought forward, including the new rail-served distribution park at Four Ashes on the A5 (West Midlands Interchange).

5.7 Importantly, the document states that “interested parties mentioned the need for improved freight parking facilities.” (Page 84). It references the 2017 National Survey of Lorry Parking which showed parking capacity in the West Midlands having reached ‘critical’ levels of utilisation i.e. over 85%. The map below, taken from the Route Strategy, identifies the section of the A5 between Tamworth and Hinkley as requiring new driver welfare facilities.

Map 4: Route Objectives (National Highways South Midlands Route Strategy)



The A5: Economic Backbone of the Midlands

5.8 The *A5 Partnership* is a group of Local Planning and Highway Authorities who are dependent on the economic prosperity and growth of the A5 corridor. Since it launched 12 years ago, the Partnership has sought to secure investment in and the enhancement of the A5 corridor over

the next 15-20 years. This report, *The Economic Backbone of the Midlands*⁶, was published by the A5 Partnership in June 2023 to highlight a number of priorities for investment.

5.9 The document states that the A5 is a corridor of growth and innovation linking the M6 with the M42, M69 and M1. It highlights the benefits of investment in the A5, which are noted as including improved productivity, business growth, strategic connectivity and greater resilience. The priorities include:

- Priority 1: Full upgrade of the A5 between Tamworth and Hinckley. This is likely to include dualling of the current non-dual sections and enhancements to M42 Junction 10.
- Priority 4: Improvements for freight haulage in the A5 corridor. The document states that the central location of the A5 within the 'Golden Triangle' of logistics and distribution activity means that the corridor and the wider Midlands area is disproportionately impacted by HGV movements. It particularly notes the need for additional lorry parking provided on or near the A5, including better facilities for drivers, as well as information and signage. This will not only improve conditions for those employed by the haulage industry, but it will reduce the impact of inappropriate lorry parking on communities along the length of the A5, as well as improving safety and helping reduce crime.

Coventry and Warwickshire Housing & Economic Development Needs Assessment (HEDNA), November 2022

5.10 The planning authorities across Coventry and Warwickshire commissioned a Housing and Economic Development Needs Assessment (HEDNA) in 2021. The purpose of the HEDNA was to consider future land requirements for housing and employment, including the logistics sector. The outputs from the HEDNA⁷, which was published in November 2022, will inform the preparations of Local Plans in each authority.

5.11 Preparation of the HEDNA was contracted to economics consultancy Icen Projects, who directed the research work along with writing and editing the main published report document. MDS Transmodal were sub-contracted by Icen to produce a land-use forecast for large-scale logistics warehousing (B8) to 2050 which subsequently informed the HEDNA outputs. The Rail Terminal Connectivity Statement – Technical Addendum summarises the projected scale of development for large-scale warehousing that the HEDNA recommended should be planned for across Coventry and Warwickshire.

⁶ https://www.hinckley-bosworth.gov.uk/downloads/file/8009/a5_-_economic_backbone_of_the_midlands

⁷ <https://www.coventry.gov.uk/downloads/download/7374/coventry-and-warwickshire-housing-and-economic-development-needs-assessment-hedna>

5.12 In addition, and not covered in the afore-mentioned Technical Addendum, was where future projected demand for large-scale warehousing would best be located. In total, the HEDNA has recommended four key potential corridors within the sub-region which could accommodate strategic B8 development, namely:

- M42/A446 Corridor;
- M6 Corridor;
- M45/A45 Corridor; and.
- A5 Corridor

5.13 Note that the land NE J10 M42 is therefore the only location across the sub-region set in two of the four key potential corridors recommended. There will be a consequent increase in demand for lorry parking associated with future strategic B8 development being directed to these corridors. The appeal site is the best location to address any need for additional lorry parking arising from this growth.

Staffordshire Freight Strategy, June 2019

5.14 The *Freight Strategy for the County of Staffordshire* was published by Staffordshire County Council in June 2019. It principally covers the operation of the highway network in Staffordshire and managing the impacts of HGVs using that network (albeit there is a short section on rail freight, with references to both Birch Coppice and Hams Hall).

5.15 It states that HGV parking areas are an important element of the logistics network and provide vital rest areas for drivers, help ensure safety for all road users and provide much needed security for transported goods, vehicles and drivers. It also references overnight parking in lay-bys directly adjacent to busy primary routes with associated safety, security and comfort challenges. It also notes that HGV drivers have indicated that improving parking facilities nationally in terms of the quantity, quality and range of services is a high priority.

5.16 The strategy Action Plan includes support for improvements to HGV parking capacity/facilities within Staffordshire, specifically in the M6-A449, A5-M6 Toll and A38(T) corridors. In light of the proximity of the appeal site the county border with Staffordshire, the facility will undoubtedly contribute towards the identified need for HGV parking within southern Staffordshire, particularly along the A5 corridor. We understand, also, that Tamworth Borough Council is supportive of the lorry parking proposals, which clearly aligns with the Staffordshire Freight Strategy.

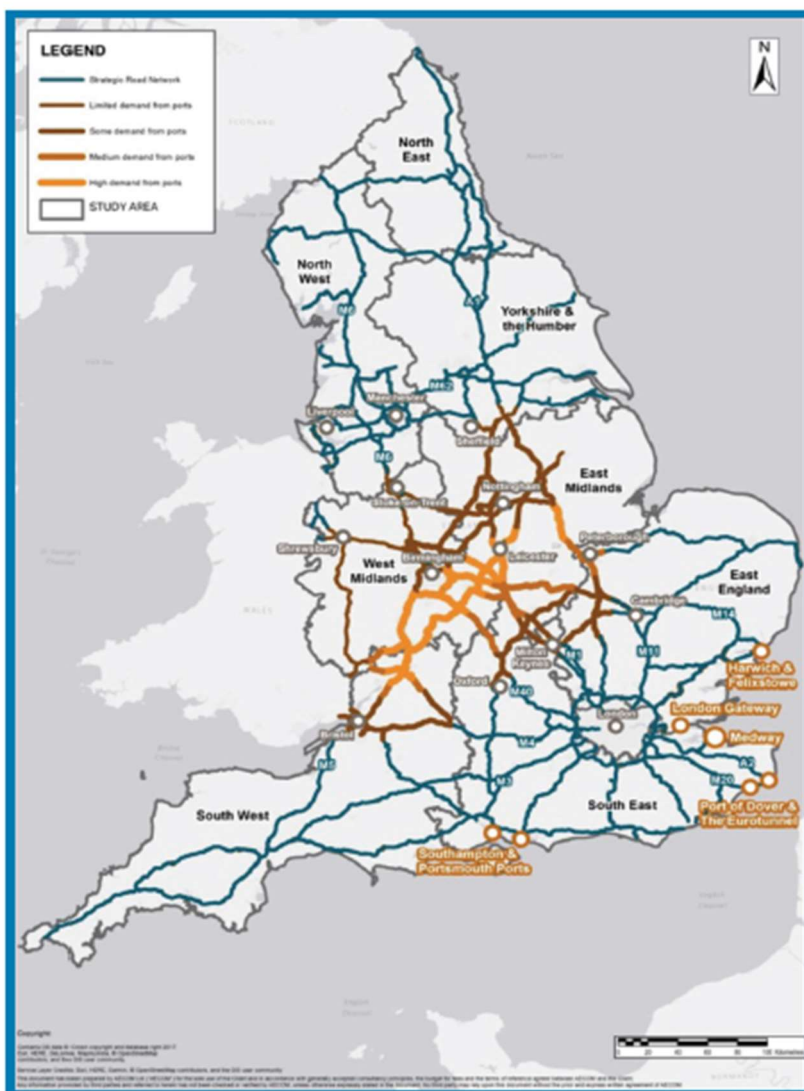
Warwickshire Local Transport Plan (July 2023)

- 5.17 The updated *Warwickshire Local Transport Plan (LTP4)*⁸ was adopted by Warwickshire County Council in July 2023. It sets out the authority's plans and priorities with respect to transport issues across Warwickshire, particularly covering social and economic disparities, poor transport connectivity and reducing emissions of greenhouse gases in order to deliver the long-term ambition of becoming a 'net-zero' country. It is intended to support the priority outcomes stated in the Council Plan.
- 5.18 LTP4 is organised into a number of topic areas, including promoting active travel, improving public transport and reducing dependency on private vehicle usage. It states that Warwickshire is criss-crossed by a Strategic Road Network of motorways and trunk roads, managed by National Highways. This includes important interchanges with the M69/A5 and the M40/A46, with some routes recognised for their wider importance, such as the A46 'Trans-Midlands Trade Corridor' and the 'A5 Midlands Logistics Corridor'. There is a specific section covering freight (*The Freight Strategy*).
- 5.19 The Freight Strategy notes that Warwickshire plays an important role in the freight sector, with the transport infrastructure facilitating local, regional, national and international movements by road and rail. The M40 and M6, along with the A46, pass through the County and are noted as being vital for providing links through the county to international gateways (e.g. ports) throughout the UK. The core main line rail network through Warwickshire also facilitates many inter-regional and long-distance freight movements, enabling goods to be transported into the Midlands from ports in the south and onwards to the north of England and Scotland (Page 61).
- 5.20 It also notes that there is substantial logistics activity in and around Warwickshire, taking advantage of its central location. There are several large distribution hubs and business parks on strategically important routes, including the A5 corridor. Warwickshire also forms part of the logistics 'Golden Triangle', from which 90% of the UK population can be reached within four hours' drive (Page 61). Further, it states that the logistics sector in Warwickshire is a major employer and generator of economic activity. The A5 and M6 corridors have many large distribution parks located near them, taking advantage of good access to the strategic road network. It notes that there are rail-connected logistics terminals within the county situated at Hams Hall and Birch Coppice (Page 62).
- 5.21 With respect to HGV parking, LTP4 states that *"Inbound freight from ports in the south east of England leads to elevated demand for lorry parking in Warwickshire, because the majority of this freight is heading to destinations further north"* (Page 63). A map on Page 63, which is reproduced below and taken from a National Highways parking demand assessment, shows

⁸ <https://www.warwickshire.gov.uk/localtransportplan>

those parts of the Strategic Road Network (coloured orange on the map) which sees the highest demand for lorry parking. It is important to note that this includes most of Warwickshire. LTP4 states that as longer HGV journeys tend to be to from the ports in the south east, this means Warwickshire is usually around 4.5 hours away. As such, the demand for safe, secure lorry parking facilities is very high in Warwickshire.

Map 2: Map from Page 63 of LTP4



5.22 Policy F3 addresses lorry parking , as follows:

Support efforts to deliver a better network of lorry parking in the county The strategic location of the county, as well as its distance of several hours’ drive from major ports in the south of England, means that there is demand for good quality, safe and secure lorry parking in the area for drivers to meet their legal requirement to rest. We will work with planning authorities

and developers to ensure that suitable parking supply meets this demand. Professional drivers should be safe, well-rested and best prepared to operate safely on Warwickshire's roads.

Draft Employment Development Plan Document (DPD), January 2024

- 5.23 This draft *Development Plan Document (DPD)*⁹, published by *North Warwickshire Borough Council (NWBC)*, is a planning policy document which in part will replace or supplement the policies in the adopted North Warwickshire Local Plan 2021. It was published in January 2024 for consultation and comments. The purpose of the draft DPD is to set out the scope and the issues that may need to be addressed through an Employment DPD. It conforms with one of the three objectives of the NPPF, namely planning for a strong, responsive and competitive economy.
- 5.24 Section 10 of the draft DPD addresses the need for lorry parking in North Warwickshire and whether the provision of new sites should be included in the emerging DPD. It references the NPPF policies covering lorry parking, noting that local plans and decisions should recognise the importance of providing adequate overnight lorry parking facilities, and that proposals for new or expanded distribution centres should make provision for sufficient lorry parking (Paragraphs 10.1 and 10.2). It also notes the planned update of the DfT's National Survey of Lorry Parking (published in September 2022) to ensure a strong evidence base is available, and it subsequently continues by stating *"Nevertheless, as part of the A5 Partnership, the Borough Council is aware of this issue along the A5, from layby parking and associated litter/health impacts and the limited facilities available along that major through route, as well as elsewhere in the Borough."* (Paragraph 10.3).
- 5.25 The draft DPD notes the recent expansion of HGV parking capacity at Corley MSA (M6), the opening of Rugby services at Junction 1 of the M6 and the planned Catherine-de-Barnes service area at the new Junction 5a of the M42, albeit it concludes that much of this increase in capacity is likely to be serving through motorway traffic and not local needs (Paragraph 10.6). While noting that some lorry parking capacity is available locally, including Tamworth MSA, the draft DPD also references the 2017 National Survey of Lorry Parking which showed parking capacity in the West Midlands having reached 'critical' levels of utilisation i.e. over 85% (Paragraph 10.9) The importance of driver welfare facilities (toilets, food and drinks etc..), not just the parking, is also noted as being of vital importance. It states that new facilities made available *"would help alleviate pressure on public parking provision, such as laybys along main routes and address hygiene and littering issues for routes and areas where such services and facilities are limited or non-existent."* (Paragraph 10.10).

⁹https://www.northwarks.gov.uk/forward-planning/planning-consultations-news?utm_medium=email&utm_name=&utm_source=govdelivery

5.26 Overall, the draft DPD concludes that there is a shortage of HGV parking capacity in North Warwickshire and along the A5 corridor in particular, notes that this results in adverse impacts (including layby parking and associated litter/health issues) and the importance of providing driver welfare facilities. It notes that this may have to be addressed through the ‘call for sites’ process and concludes by seeking evidence from interested parties to inform future DPD policy.

National Highways: Lorry Parking Demand Assessment, September 2023 (CD-I3)

5.27 In 2019, National Highways (then Highways England) commissioned AECOM to undertake a study into lorry parking demand (the *Lorry Parking Demand Assessment*). It consisted of a detailed assessment of supply and demand, derived from data gathered for the *National Survey of Lorry Parking 2017*. Section 4 of the *HGV Parking Facility Need Assessment* provides a summary of the assessment outputs and conclusions. In September 2023, National Highways published an updated assessment (*Lorry Parking Demand Assessment, CD-I3*) of the supply and demand of lorry parking on or near the strategic road network (SRN), in particular taking account of the consultation responses to *DfT Circular 01/2022 (Section 2)*. As per the 2019 document, the assessment utilises data collected for the National Survey of Lorry Parking 2022 (which was undertaken in March 2022, as described in Section 3 above).

5.28 Section 3 of the 2023 National Highways report presents a summary of the headline findings from the 2022 national lorry parking survey (as described in Section 3 above). Section 4 provides a more detailed analysis of parking ‘hotspots’ which have high unmet demand. A total of four ‘hotspot’ corridor are identified, namely:

- The Midlands logistics hub;
- South East and East of England;
- North West England (inc Port of Liverpool); and
- Solent to the Midlands.

5.29 With respect to the Midlands logistics hub, the so called ‘golden triangle’ (formed by the M1, M6 and M42) is noted, this being the part of the UK where logistics activity is most concentrated and is considered a prime location for National Distribution hubs. However, it concludes that “*although numerous warehouses were built there was insufficient attention given to providing space for the HGVs involved in this activity*”. It further notes that there is a high density of used laybys, critical lorry parks and industrial estates in this area.

5.30 These conclusions are illustrated on the map below, which is re-produced from the National Highways Lorry Parking Demand Assessment document, and shows two parking facilities in the immediate hinterland of the appeal site. The first facility, *Tamworth MSA*, is shown as having a utilisation rate between 85% and 100%. This up-to-date position from 2022 is the same as that identified from the 2017 National Survey of Lorry Parking (see Section 4 of the *HGV Parking*

Facility Need Assessment), clearly indicating that the position has not improved since 2017 with respect to parking supply at this facility. It is worth re-iterating that a utilisation rate greater than 85% is defined as ‘critical’, this being the rate where it is “very difficult for additional drivers to find parking spaces”. Note the parking beat surveys recorded Tamworth MSA being full each night.

5.31 The second facility identified on the map is likely to be the lay-by on the A5 to the east of Grendon. This has space for between 5-10 HGVs (depending on size), albeit there are no driver amenity facilities available at this location (toilets, food, drinks etc..).

Map: Figure 4-1 from Lorry Parking Demand Assessment 2023

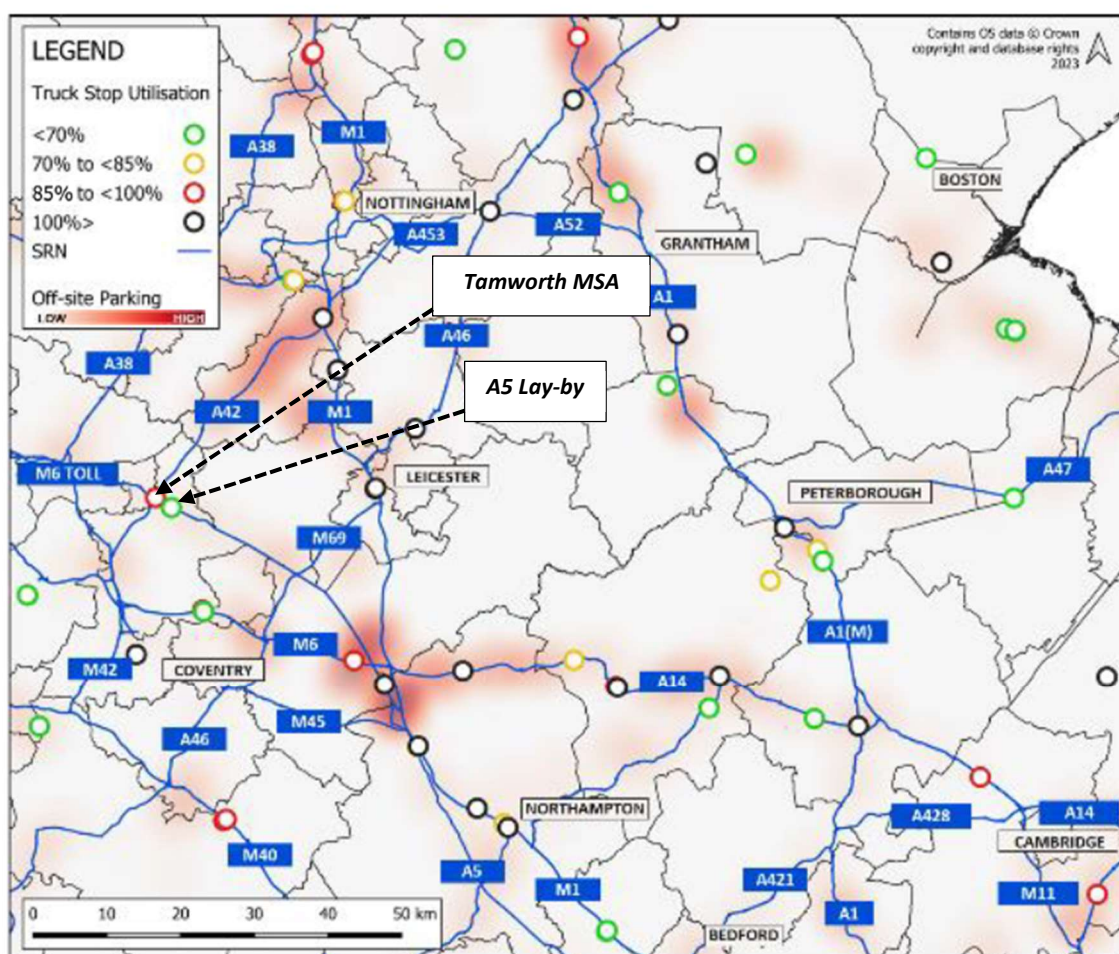
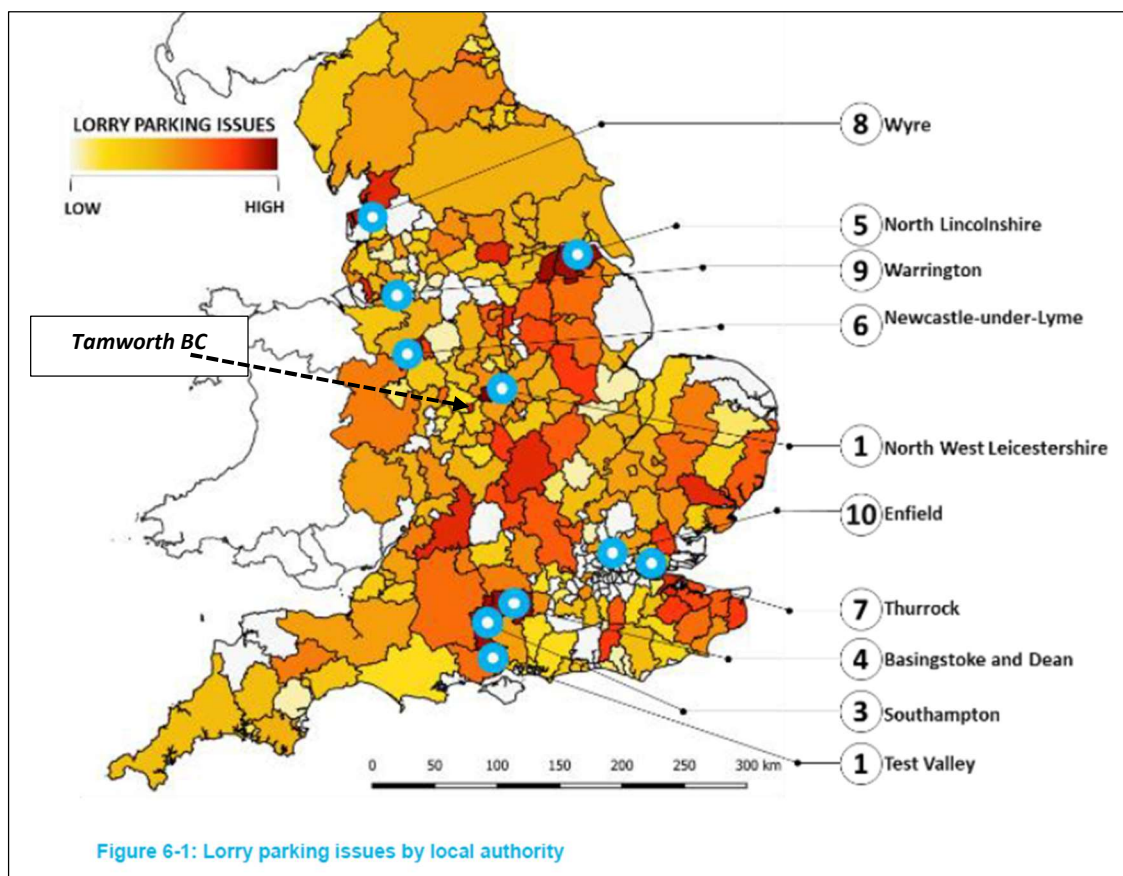


Figure 4-1: Midlands’s hotspot of high off-site parking and number of critically utilised lorry parks

5.32 Section 4 of the document concludes by stating that there is widespread unmet demand for lorry parking spaces in England, with specific hotspots in the Midlands. It further concludes that the Midlands, as the country’s key freight hub, lacks sufficient lorry parking.

5.33 Finally, the map below, which is re-produced from the National Highways Lorry Parking Demand Assessment document, shows local authority areas ranked by the level of ‘parking utilisation issues’, with darker colours representing those authorities with critical parking issues. It is noteworthy that Tamworth is recorded as having critical parking issues, with the neighbouring authority of North West Leicestershire being the highest ranked in the country.

Map: Figure 6-1 from Lorry Parking Demand Assessment 2023



5.34 Overall, there is nothing in the analysis presented in the Lorry Parking Demand Assessment 2023 which contradicts all the other demand-supply assessments (both quantitative and qualitative) that have been undertaken. There is a high level of demand for lorry parking in the West Midlands overall and in the M42/A5 corridors specifically, which is currently not being met through the provision of high quality lorry parking facilities.

6. LORRY PARK – PLANNING APPEAL DECISIONS

6.1 This section summarises two recent planning appeal decisions concerning proposed overnight HGK parking facilities, drawing out a number of relevant conclusions which are material to planned facilities at land NE J10 M42.

Cirencester Lorry Park

6.2 In December 2020, a planning application was submitted for a new overnight HGK parking facility to the north of Cirencester. The planning authority was Cotswold District Council. The proposed facility was located adjacent to the A417 dual-carriageway, and was planned to provide parking for 75 HGVs alongside toilet, washing and refreshment facilities.

6.3 In theory, the proposed facility was superficially well located to provide parking for drivers undertaking break and overnight rest periods, being adjacent to the SRN and broadly equidistant between Swindon and Gloucester. However, the site is located within the Cotswold Area of Outstanding Natural Beauty (AONB). The *NPPF* states that consent should be refused for major development in AONBs other than in exceptional circumstances, particularly where the need can be met at locations outside the AONB. In addition, there would have been significant visual and noise impacts within the wider rural setting. For those reasons, Cotswold District Council refused planning consent for the development in March 2022. The promoter subsequently appealed to the Planning Inspectorate (PINS), with the case tested at a public inquiry held in February and May 2023. MDS Transmodal advised the Council during the appeal, including providing expert witness evidence at the inquiry.

6.4 The *HGV Parking Facility Need Assessment* demonstrated that an appropriately cited HGK vehicle parking facility should be located a short distance from the strategic highway network (motorway or long-distance dual-carriageway) AND also adjacent to major freight depots or distribution centres. Such a facility would be able to intercept 'passing trade' on the strategic highway network (breaks and rest needs) and provide parking ahead of allotted delivery/collection time-windows. Driver throughput would be maximised, which is important as HGK parking facilities are operated on a commercial basis. In land-use planning terms, it is also a more efficient use of land as only one site needs to be developed. This position is also reflected in Paragraph 113 of the *NPPF*, which states that proposals for new or expanded distribution centres should make provision for sufficient lorry parking.

6.5 While acknowledging a need to provide additional HGK parking facilities in the area, MDS Transmodal demonstrated by means of an alternative sites assessment that there were other appropriate sites close-by, but outside the AONB, which were located both a short distance from the SRN and close to concentrations of distribution centres i.e. appropriately cited. As

these sites were better located and outside the AONB, the 'exceptional circumstances' argument therefore fell away.

- 6.6 In November 2023, PINs dismissed the appeal and refused consent. The reasons for dismissing the appeal is detailed in the Appeal Decision, which is appended to this document. In summary, the Inspector concluded that the proposal constituted development in the AONB, and as required by the NPPF consent was refused given that the appellant could not demonstrate exceptional circumstances.
- 6.7 Relevant to the proposals at land NE J10 M42, the Planning Inspector highlighted in her reasoning the benefits of locating HGV parking facilities close to both the SRN and major distribution centre developments. It notes that the appeal site was located some distance from significant warehousing activity, whereas the alternatives suggested outside the AONB were both close to concentrations of distribution centres and the strategic highway network. This is discussed in a number of places in the Appeal Decision, particularly at Paragraphs 24-30 and Paragraphs 37-38.
- 6.8 The key conclusions made in the Appeal Decision reasoning that are relevant to the proposals at land NE J10 M42 are noted below:
- At paragraph 24, the Appeal Decision states that *"...it is necessary to provide a good environment for those working within the haulage industry. It is not simply a case of providing more facilities, but better facilities should be provided to cater for the needs of drivers to encourage people to enter the profession"*.
 - Noting that the appeal site is not in the vicinity of any regional warehousing activity, paragraph 30 states that *"...there are frequent occasions where haulers arrive close to a distribution centre in good time for a delivery, however it is necessary to then wait for a period until the scheduled timeslot is available. Mindful that time spent waiting for a time slot would count towards the statutory break requirement, it would be sensible to provide facilities close to distribution centres"*.
 - Likewise, paragraph 37 of the Appeal Decision states that *"...it would be an efficient use of land and support productivity, to ensure that larger truck stops are located close to distribution centres and the Strategic Road Network"*.
 - It notes that the approach of seeking to locate truck stops near to distribution centres is referenced in the NPPF at paragraph 109, which identifies that there is a risk that parking in locations which lack proper facilities could cause a nuisance. This is reflected through the function of the HGV industry, where drivers are frequently allocated tight delivery/collection timeslots, requiring them to be near to the relevant distribution centre or hub (paragraph 38).

Truck Park on Land West of Hams Hall Roundabout and Marsh Lane, Curdworth

6.9 Proposals for an overnight HGV parking facility on land West of Hams Hall roundabout were submitted to North Warwickshire Council in June 2020. The plans would have created a truck park with 200 parking spaces plus associated driver welfare and refuelling facilities. Planning consent was refused by the Council in February 2023. The promoter subsequently appealed to PINS, with the case tested at a hearing held in January 2024. In February 2024, PINS dismissed the appeal and refused consent. The site is located in the Green Belt. In summary, the Inspector concluded that the proposal constituted inappropriate development in the Green Belt that was not balanced by any special circumstances. Paragraph 57 of the Decision Notice stated that *“The very special circumstances necessary to justify the development in the Green Belt do not exist. Therefore, the proposal would be contrary to the development plan, read as a whole, along with the provisions of the NPPF.”*

6.10 The key conclusions made in the Appeal Decision reasoning that are relevant to the proposals at land NE J10 M42 are noted below:

- Noting Paragraph 113 of the NPPF, which states that the importance of providing adequate overnight lorry parking facilities should be recognised in planning decisions, the Inspector concluded that in supporting the safe and efficient operation of the distribution sector, the proposal would contribute to the economic objective of sustainable development (Paragraph 42).
- At Paragraph 44, the Appeal Decision state *“The National Survey of Lorry Parking 2022 survey update confirms continuing high levels of demand and utilisation rates within the West Midlands. The provision of new facilities to address the national need for more lorry parking, and better services, has also received Ministerial support”*. Paragraph 45 states that the truck stop would help to address a national shortage of HGV parking.
- Paragraph 50 in particular states that *“Although other HGV parking and facilities have been developed in the area, and there is an outstanding application for HGV parking to the north east of M42 Junction 10, there is nothing to suggest that there is insufficient demand to support an additional facility in the location of the appeal site”*.
- Likewise, Paragraph 55 concludes that there is *“...compelling evidence of need for additional HGV parking and driver facilities, the provision of which would help to address a national shortage of HGV parking, improve driver welfare, would support the distribution sector generally and would have wider public benefits in reducing the levels of roadside parking in the vicinity of Hams Hall Distribution Park.”*

6.11 The Planning Inspector’s reasoning clearly indicates that there is an immediate need for additional HGV parking facilities in the area, even though there are existing facilities available at Tamworth MSA. Paragraph 50 in particular clearly concludes that there is sufficient demand

for the planned facilities at J10 M42 alongside the existing Tamworth MSA and the Hams Hall scheme rejected.

- 6.12 The primary reason was that whilst need had been proven, it was insufficient to comprise very special circumstances to outweigh harm to the Green Belt. Since much of this district comprises Green Belt outside of the settlements, this substantially reduces the candidate sites which might therefore be considered to be realistic to accommodate such a need.

Tamworth Motorway Service Area

- 6.13 Tamworth Motorway Service Area (MSA) is located to the north west of M42 Junction 10. As noted in the National Survey of Lorry Parking 2017, it is the only 'on-site' facility currently in the vicinity of Junction 10. It is a typical multi-user MSA operated by the *MOTO Group*, catering for private car users, coaches and HGVs. Sales of fuel, a variety of refreshment and convenience shop outlets and toilet facilities are provided. Unlike most MSAs, which are accessed directly from the motorway on which they are located, entry is from the M42/A5 junction roundabout meaning that it also serves east-west traffic passing along the A5. There are currently 65 HGV parking spaces. As noted above, the National Survey of Lorry Parking 2017 concluded that, based on the utilisation surveys undertaken, that Tamworth MSA was operating at 92% capacity each night. This is above the 'critical' 85% utilisation rate, meaning it can be considered to be full each night of the week. The shortage of suitable 'on site' parking today is likely to be much more acute than that surveyed in 2017 due to the increase in freight traffic and the development of considerable warehouse floorspace close to M42 Junction 10 in the intervening years.
- 6.14 Planning consent was granted by North Warwickshire in November 2020 (*PAP/2020/0224*) to extend the HGV parking capacity to a total of 94 spaces, through the redevelopment of part of the landscaped areas around the HGV and Coach parks. To date, the consented development appears not to have been implemented, and neither is there any evidence that construction of the planned expansion has begun or that any preliminary works are being undertaken/about to commence. As a condition, construction work should have commenced within three years of the consent being granted. It would therefore appear that the consent has lapsed and a fresh application would need to be secured to deliver the scheme. In any case, the additional number of spaces being planned (29 parking spaces) is significantly below demand within the immediate area for overnight parking, as evidenced by the outputs from the parking beat surveys showing the level of parking at inappropriate off-site locations.
- 6.15 In any case, it is worth reiterating that HGV drivers where possible prefer to use dedicated truck stops rather than MSAs. This is reported in the National Survey of Lorry Parking 2017 and 2022. Therefore, in addition to supplying much needed additional HGV parking capacity close to M42 Junction 10 where a deficit has been identified, the plans would also satisfy a wider

need, namely providing truck stop facilities that are preferred by the HGK driver workforce. In doing so, this brand new secure facility will provide a choice to HGK drivers and operators using the M42/A5 corridors, which constitutes the type of industry-led action that national policy supports.

7. SUMMARY AND CONCLUSIONS

- 7.1 The *HGV Parking Facility Need Assessment* concluded that there is a compelling case for the provision of new HGV parking capacity at land NE J10 M42. It presented detailed qualitative and quantitative evidence to show a clearly identified need for the provision of additional HGV parking capacity in the area. It also demonstrated that the appeal site meets the criteria defining a suitable location for HGV parking to a high level, being co-located on the strategic road network and adjacent to distribution centres, and the planned parking facilities are those required by road haulage operators and drivers. The additional information provided in this addendum document, which have emerged since the initial assessment was produced, further strengthens these conclusions.
- 7.2 The *DfT Circular 01/2022*, when addressing need, notes that an expansion of existing facilities on the SRN is likely to be required alongside the creation of new parking sites. Local planning authorities should ensure that local plan allocations and planning application decisions address the shortage of HGV parking on or near to the SRN. Guidance is provided on spacing between HGV parking facilities signed from the road network. Analysis shows that a HGV parking facility at/close to J10 M42 would create a 'chain' of facilities which broadly conforms with the requirements set out in Circular 01/2022. Without a facility at that location, driving times and distances between HGV parking facilities would be significantly in excess of the distances set out in the Circular.
- 7.3 The *National Survey of Lorry Parking 2022* provides updated data with respect to the demand for overnight HGV parking and the number of HGVs that are parking at inappropriate off-site locations, both across England and in the West Midlands. At the West Midlands regional level, the 2022 survey results still show significant regional need given high utilisation rates at official 'on-site' facilities and high levels of parking at 'off-site' locations. Overall, a shortage of 'on-site' parking capacity is still identified across the West Midlands region, with the average total number of HGVs parking each night being well in excess of the installed on-site capacity.
- 7.4 It was deemed appropriate to re-run the 'parking beat' survey during December 2023 to ascertain whether there has been any significant changes to the level of inappropriate parking observed two years earlier. Undertaken over the consecutive evenings/nights of 12, 13 and 14 December 2023, the same methodology adopted in October 2021 was followed. For the December 2023 survey, an average of 117 HGVs were found to be parking at inappropriate non-truck stop locations each night. This is slightly higher than the figure recorded in October 2021. The increase is also consistent with the overall higher demand for parking recorded by the 2022 National Survey of Lorry Parking. Combining the outputs from the 'parking beat' update and the 2022 National Survey of Lorry Parking, there is clearly still a significant demand for high quality overnight HGV parking capacity in the hinterland of J10 M42. This demand is currently

not being addressed at existing facilities, thereby demonstrating a need for new parking capacity.

7.5 A number of other important and highly relevant policy documents and studies have been published since the preparation of the initial HGV Parking Facility Need Assessment. These were summarised in Section 5 above. A number of key themes and conclusions pervade each of these documents, in particular:

- The large concentration of logistics activity (distribution centres) in the North Warwickshire area, along with future projected growth along the A5 and M42 corridors;
- The area's location on the strategic road network (A5, M42), particularly driving distances to the SE ports and destinations in the north of England;
- As a consequence, due to a combination of the above two circumstances there is significant demand for good quality, safe and secure lorry parking in the area for drivers to meet their legal requirement to rest; and
- There is a shortage of HGV parking capacity in North Warwickshire and along the A5 corridor, meaning a particular need for additional lorry parking provided on or near the A5.

7.6 The recent planning appeal decision on the *Cirencester lorry park* clearly concluded that there is a case for providing not only additional HGV parking facilities but also better to cater for the needs of drivers to encourage people to enter the profession. The benefits of locating HGV parking facilities close to both the SRN and major distribution centre developments is also noted, stating that this would be an efficient use of land and support productivity.

7.7 Likewise, the recent planning appeal decision on the *Hams Hall lorry park* noted the continuing high levels of demand and utilisation rates within the West Midlands for HGV parking. It concluded that there is compelling evidence of need for additional HGV parking and driver facilities, the provision of which would help to address a national shortage of HGV parking, improve driver welfare, would support the distribution sector generally. Such need was insufficient to overcome Green Belt concerns however.



Appeal Decision

Inquiry held on 31 January, 2-4 February, 20 April, 9-11 May 2023

Site visit made on 1 February 2023

by J Ayres BA Hons, Solicitor

an Inspector appointed by the Secretary of State

Decision date: 6th November 2023

Appeal Ref: APP/F1610/W/22/3306694

Land At Ermin Way Farm, Gloucester Road, Stratton, Cirencester, Gloucestershire GL7 2LJ

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
 - The appeal is made by William Gilder Ltd against the decision of Cotswold District Council.
 - The application Ref 20/04673/FUL, dated 22 December 2020, was refused by notice dated 10 March 2022.
 - The development proposed is provision of a new secure roadside truck stop facility, including associated HGV and car parking, drivers facilities building, vehicular access, service yard and landscaping.
-

Decision

1. The appeal is dismissed.

Preliminary Matters

2. The Council confirmed that they were satisfied that reasons 2 and 3 as set out in its reasons for refusal, relating to ecology and arboriculture, could be overcome with suitable conditions. Based on the evidence and the round table discussion on conditions I am satisfied that it is not necessary for me to take this matter any further.
3. On application, the Cotswold AONB Residents Group (CARG) were granted Rule 6(6) status pursuant to The Town and Country Planning (Inquiries Procedure) (England) Rules 2000. The Rule 6 party participated fully in the Inquiry.
4. In addition to the accompanied site visit that took place on 1st February I viewed the site from the public realm on a number of occasions during the Inquiry. I considered this to be necessary, due to the length of time between hearing evidence, and also to be able to view the site and area at night.
5. Since the submission of the appellants' appeal, the Revised National Planning Policy Framework (the Framework) was published and came into force on the 5 September 2023. The revisions update policy on planning for onshore wind development in England. As such, the amendments to the Framework are not material in the consideration of the appeal before me.

6. The appellant and the Council agree that the proposal would be major development for the purposes of applying paragraph 177 of the National Planning Policy Framework¹ (the Framework).
7. On 23 December 2022 The department for Transport updated its policy paper regarding the Strategic Road Network, Circular 01/2022² (the Circular). The updated circular was addressed in evidence at the Inquiry and I have used the updated circular in my decision.

Main Issues

8. The main issues are:
 - The effect on the character and appearance of the area, having particular regard to the location of the site within the Cotswold Area of Outstanding Natural Beauty (AONB);
 - Whether the proposal would satisfy paragraph 177 of the Framework, namely whether there is a need for the development; whether there is scope to develop outside of the AONB, or to meet any identified need in some other way; the extent to which any detrimental effect on the environment, the landscape and recreational opportunities could be moderated; and whether the findings in respect of the aforementioned issues would culminate in exceptional circumstances, and that the development would be in the public interest.

Reasons

The effect of the proposal on the character and appearance of the area, having particular regard to the location of the site within the AONB

9. The appeal site lies within the Cotswold AONB Landscape Character Type LCT 9 and Landscape Character Area LCA 9D, which are both described as Cotswold High Wold Dip-Slope³. The special qualities of the AONB include the setting of the site within a soft, rolling landscape which is punctuated by valleys (including the Daglingworth Valley on the other side of the Gloucester Road). The appeal site and its setting is representative of some of the key characteristics of the AONB.
10. The appeal site, being situated near to existing infrastructure and bordered in part by existing vegetation and trees (albeit permeable in appearance), is experienced in visual terms by those travelling along the Gloucester Road and is not publicly accessible. Whilst the site is not publicly accessible, this is not a necessity for it to be a valuable element of the AONB.
11. In its current form the appeal site exhibits several the characteristics of the AONB and enhances its frequent gentle and undulating openness. The sense of openness is particularly apparent when standing within the site, and whilst there is no public access to it, the lack of built form and the very gentle change in gradient are a characteristic of the AONB, and the site contributes to the wide-reaching setting of the AONB. I consider this to be relevant for the appeal site due to its proximity to the significant infrastructure of the A417 and the

¹ National Planning Policy Framework (published 2023)

² Department for Transport 01/2022; Strategic Road Network and the Delivery of Sustainable Development (published 23 December 2022)

³ Cotswolds AONB Landscape Strategy and Guidelines (June 2016)

- urban elements of the towns and villages in the area. Having regard to the encroachment within the AONB that has already occurred, the appeal site is important in actively preserving the character of the AONB.
12. Moreover, and fundamentally, the appeal site contributes to the overall tranquillity of the AONB, this is particularly pertinent in this case because of the nearby A417 which in itself negatively effects the tranquillity of the AONB through its presence within the landscape and its experience as a major trunk road. The concept of tranquillity is applicable to the visual experience of the appeal site as part of a larger field, and in the wider context in respect of the character and form of the AONB.
 13. The contribution of the site to the tranquil qualities of the AONB is also legible at night, when the restful tranquil and rural characteristics of the AONB are through stillness and lack of any movement. At night the glare of the A417 is shielded by the existing established tree belts, and light spill from the A417 roundabout junction is largely restricted to the small section of Gloucester Road immediately served by the roundabout. Whilst in the distance the lights of Cirencester are visible, the appeal site is absent of any light or urban development and does not fall victim to light spill from the nearby infrastructure. As such, the appeal site in its current form is a dark and peaceful piece of land, quietly and positively contributing to the qualities of the AONB.
 14. The proposed development would result in a site to provide parking for up to 75 HGVs with associated facilities, open for seven days a week. Such a development would result in the introduction of a significant level of infrastructure to what is currently an open field. Regardless of its relationship with the surrounding highway network the site is, simply put, part of a larger open field. The proposed development, which would be some 3.6 hectares, would shatter the openness of the land and install an industrial feature into the AONB with the site being dominated by hardstanding and HGVs. The size and nature of the proposed development would be an alien and discordant feature, imposing itself upon the more natural landscape.
 15. As highlighted in the evidence, and as witnessed myself when parked in the adjacent layby on the night of 10 May 2023, the appeal site is quiet and noticeably dormant at night. Traffic along the Gloucester Road is present but sporadic, reflecting its semi-rural character. The proposed development would establish a level of activity and infrastructure that would decimate this tranquillity. The proposal before me did not suggest a restriction upon periods when drivers would enter or exit the site, indeed a restriction of this type would appear to contradict the purpose of such a truck stop providing a rest point for drivers who are required to deliver goods at times beyond the normal shopping and working hours. The concept of HGVs piercing the rural character of Gloucester Road, with the associated light and noise pollution, would cause significant harm to the restful character of the immediate area and in turn the peacefulness and tranquillity of the AONB.
 16. The proposed development would incorporate several measures that would attempt to mitigate harm. These include the use of soft landscaping, low level lighting, and design elements of the facilities buildings to replicate the reservoir mounds further along the Gloucester Road. The use of soft landscaping, which would be incorporated alongside significant levels of security fencing, would

result in the partitioning of pastureland. Whilst pastoral use in the present day may be low level, the area nevertheless contributes to this character. To artificially seek to impose the segregation of the field would conflict with the character of the AONB.

17. Moreover, the level of planting required to adequately screen the proposed development would take a significant period to mature, during which time the harm to the AONB would be established and ongoing. I consider that the use of screening would at best provide some visual screening during daylight hours and for the summer period. I am not satisfied that such screening would mitigate the harm to the tranquillity of the area, particularly during the hours of darkness, and the winter months, when the site would continue to function and include the movement of a substantial number of HGVs. Moreover, there is no guarantee that the landscaping would provide mitigation for the lifetime of the development. Having to rely on the excessive use of landscaping to shield and hide development is not a good approach to planning.
18. The use of low-level lighting would be similar to that used on other truck stops and if successfully implemented may assist in reducing light spill. However, the site is currently undeveloped without any such lighting. The proposed use of the site and the lights associated with the vehicles would have a significant adverse effect on the existing landscape. Based on the hours of operation and the nature of the proposed development, I do not consider that this harm would be adequately mitigated by low level lighting.
19. Although there are other developments within the area these do not at present negate the contribution of the appeal site to the character of the area. The A417 is heavily screened, and whilst there is a slight hum associated with the traffic on the A417 which is experienced when standing at the appeal site during the day, it does not visually alter the character of the site as part of a large, predominantly open landscape. Ermin Farm and the reservoir site are not comparable in respect of size or levels of activity to the proposed development. The extent of hardstanding and the introduction of such a use would decimate the character of this undeveloped site, and the presence of development elsewhere does not constitute a reason to allow a development that would be harmful.
20. I find that the adverse impact on the landscape would not be adequately mitigated, and that the proposed development would have a significant detrimental impact on the landscape character, tranquillity, and special qualities of the AONB. Accordingly, it would conflict with Policies EN2, EN4 and EN5 of the Cotswold District's Local Plan 2011-2031 (the Local Plan). I return to the application of these policies later in this decision.
21. Given the harm identified, the proposed development would neither preserve nor enhance the natural beauty of the Cotswold AONB. Paragraph 176 of the Framework provides that great weight should be given to conserving and enhancing landscape and scenic beauty in AONBs, which have the highest status of protection in relation to these issues. This is further reflected in Section 85 of the Countryside and Rights of Way Act 2000 (as amended).

Whether the proposal would satisfy paragraph 177 of the Framework

22. The Framework provides that proposals for major development in the AONB should be refused other than in exceptional circumstances, and where it can be

demonstrated that the development is in the public interest. It adds that assessment should include: a) the need for the development, including in terms of any national considerations, and the impact upon the local economy; b) the costs of, and scope for, development outside the AONB, or meeting the need in some other way; and c) the extent to which any detrimental effect on the environment, the landscape and recreational opportunities could be moderated. Evidence was given at the Inquiry in respect of each of these elements required under paragraph 177, and I turn to these in assessing the proposal.

Whether there is a need for the development having regard to any national considerations and the impact on the local economy

23. Paragraphs 80 and 81 of the Circular recognise the need for freight parking on a national basis, and this is supported by the statement of the transport minister⁴.
24. There has been an increasing demand for goods, which are largely delivered between distribution hubs using HGVs and this is demonstrated by an increase in the number of vehicles utilising the highway network between the 2017 Department for Transport National Survey of Lorry Parking (the 2017 NSLP)⁵ and the 2022 Department for Transport National Survey of Lorry Parking (the 2022 NSLP)⁶. It cannot be disputed that an increase in vehicles requires an increase in people to drive them. Moreover, it is necessary to provide a good environment for those working within the haulage industry. It is not simply a case of providing more facilities, but better facilities should be provided to cater for the needs of drivers to encourage people to enter the profession. Accordingly, I accept that there is a national need for roadside facilities.
25. The volume of heavy good vehicle movements varies across the national highway network, this reflects the demand for goods and the location of regional requirements in respect of physical elements such as distribution hubs and pockets of warehousing. This is demonstrated in the 2022 NSLP which identifies that some regions experience a significantly higher volume of vehicles when compared to the others. The South West region is part of a major infrastructure network which includes sections of the M4 and M5. There are existing large truck stops at Swindon (the Swindon Truck Stop) and at Gloucester (the Gloucester Truck Stop) which are located near to large distribution centres. In addition to this there are truck stops throughout the region, varying in their size and offering of facilities.
26. Whilst there is an expected variation in levels of traffic between regions, the 2022 NSLP indicates that whilst there has been a steady increase in the volume of traffic in the South West region there has not been a significant increase in the number of truck stop facilities across the region. Accordingly, I agree that there is a regional need for truck stop facilities.
27. The appeal site is situated near to the A417/A419, which is a transport corridor forming part of the Strategic Road Network within Gloucestershire connecting the M4 to the M5. Appendix 6 of Mr Hatfield's proof contains a map identifying large scale warehousing across the South West corridor. There is a significant

⁴ Statement of Grant Shapps, 8 November 2021

⁵ Department for Transport National Survey of Lorry Parking, published 2018 but undertaken in 2017.

⁶ Department for Transport National Survey of Lorry Parking, published September 2022

level of warehousing activity around the Swindon area, the Bristol and Avonmouth area, and to a lesser extent towards Gloucester. The appeal site is not in the vicinity of any regional warehousing activity and there are no distribution centres within the AONB section of the A417/419 corridor, however it is a heavily utilised road linking the distribution centres to the south and north.

28. Along the A417/419 corridor there are rest stops provided for haulage drivers in a north and south direction. These vary in respect of the level of facilities that are provided, from basic laybys to more extensive parking areas. Whilst some of these stops do not provide a full range of facilities, they are capable of providing a respite area for drivers, who can then carry onto one of the larger stops located within the vicinity of the distribution centres and regional hubs.
29. However, the number of stops is very limited, and having regard to the number of freight movements along the A417/419 corridor, I accept that there is a local need for truck stop facilities to accommodate those within the haulage industry generally. To my mind the term local need should be interpreted as a need within the local Strategic Road Network to provide respite areas, it is not representative of a local need arising from a local distribution centre or some other form of demand within this section of the A417/419 corridor.
30. Drivers have a legal requirement to break, however there is a difference between a legal duty to rest and the need to wait for a time slot in relation to a distribution centre. Evidence from Mr Hatfield identified there are frequent occasions where haulers arrive close to a distribution centre in good time for a delivery, however it is necessary to then wait for a period until the scheduled timeslot is available. Mindful that time spent waiting for a time slot would count towards the statutory break requirement, it would be sensible to provide facilities close to distribution centres.
31. The proposal would create employment for a small number of staff, according to the evidence of the appellant, and these roles could be filled by local people. The provision of secure facilities would deter theft, which would be a benefit to the economy. However, there was limited evidence to confirm the level of theft along this section of the A417/419, or an attempt to quantify the effect of such loss on the economy. The use of the appeal site as a truck stop may create a local employment opportunity, and to some extent would contribute to the economy in safeguarding goods in transport. However, such contribution would be modest, and I attach limited weight to it. Nevertheless, I find that in respect of demand for truck stop facilities, there is an identified need for the development.

Whether there is scope to develop outside of the AONB, or to meet any identified need in some other way

32. The Circular addresses the provision of roadside facilities and their connectivity with the Strategic Road Network to ensure the safe and efficient operation of the network. I am required to have regard to the Circular, which sets out at paragraph 81 that in areas of identified need the decision maker should have regard to the spacing requirements set out within the circular, which are for the avoidance of doubt a maximum distance between facilities providing HGV parking (being service areas or truck stops) of 20 minutes driving time for HGVs.

33. Paragraph 72 of the Circular identifies general principles concerned with provision and signage eligibility for truck stops. The Circular looks at the ideal spacing distances for the operation of the network in relation to the provision of road side facilities which are served by signage. Whilst a lack of spacing along the route would be a failure to comply strictly with the Circular, it is one document which I am required to have regard to. The Circular is intended to be read alongside the Framework and to be applied having regard to all other material considerations, as set out in paragraph 8 of the Circular.
34. Between the Swindon Truck Stop and the Gloucester and Strensham Motorway Services Areas there are four service stations. I accept that there is a difference between service areas, which can provide facilities to include HGV drivers, and HGV specific truck stops. Whilst the existing service areas do not meet the signage requirements of the Circular, nor pretend to be all purpose truck stops, they do provide facilities and an opportunity to break the journey. Accordingly, along the A417/A419 there are opportunities for drivers to take a break in accordance with the Government driver regulations which require drivers to have a break of at least 45 minutes after no more than 4 hours and 30 minutes of driving⁷.
35. To alleviate the shortage the Circular encourages the expansion of existing facilities. Whilst the existing stops along the A417/419 do not meet the mandatory requirements for signage as set out in Table 1 of the Circular, it is possible that those sites could be upgraded and/or expanded to provide additional facilities to meet the Circular and therefore be eligible for signage.
36. The appeal site is not located with 20 minutes of either Strensham Services or Swindon Truck Stop, therefore drivers utilising the truck stop would still be reliant on other existing facilities within the Strategic Road Network. Moreover, the Circular does not preclude the use of more than one site, and for the purpose of functionality it may be practical to provide more than one truck stop to accommodate breaks for drivers. It may therefore be possible that alternative sites could be sought outside of the AONB, which would 'piggy back' the designated area thereby avoiding harm to the AONB, whilst complying with the signage requirements of the Circular.
37. Alternative sites were put forward by the Council that are south of the AONB, one of which was agreed by witnesses for both the Appellant and Council as being potentially suitable.⁸ Furthermore, it would be an efficient use of land and support productivity, to ensure that larger truck stops are located close to distribution centres and the Strategic Road Network. As I have found in my decision, the national need for HGV truck stop facilities is not reflected in a local need that would arise from distribution centres within this section of the AONB.
38. The pro-active approach of seeking to locate truck stops near to distribution centres is echoed in the Framework at paragraph 109, which considered in its entirety identifies that there is a risk that parking in locations which lack proper facilities could cause a nuisance. This is reflected through the function of the HGV industry, where drivers are frequently allocated tight delivery/collection timeslots, requiring them to be near to the relevant distribution centre or hub.

⁷ Zesta Planning Statement, December 2020, Appendix G

⁸ Site 15 identified in M Hatfield's Proof of Evidence

39. Land to the north of the site is more restricted due to it being within the Green Belt and therefore alternative sites to the north were considered by the appellant to be unlikely to succeed. It is true that it would be necessary to demonstrate very special circumstances for inappropriate development within the Green Belt. However, I note that local transport infrastructure need not be inappropriate development within the Green Belt.
40. The Missing Link (ML) will function to decrease journey times along the A417/419. Whilst there was some discussion regarding the actual period of time that could be saved, the ML will provide an opportunity to travel part of the A417/419 in an alternative way, thereby removing some of the pressure on the A417/419.
41. Whilst a number of alternative sites put forward would not necessarily be suitable in isolation, it is not possible to conclude that no alternative site would be suitable outside the AONB, or indeed that the requisite break period could not be satisfied through an alternative method, such as a two-site approach.
42. Accordingly, I find that in respect of the application of paragraph 177b of the Framework, it is has not been sufficiently demonstrated that the need cannot be met by either developing outside of the designated area, or by meeting it in some other way.

Any detrimental effect on the environment, the landscape and recreational opportunities, and the extent to which that could be moderated.

43. I have found that the proposed development would have a significant detrimental impact on the landscape character, tranquillity, and special qualities of the AONB. My reasons for this are set out above and it is not necessary to repeat them.
44. In respect of whether that harm could be moderated, during construction the raw effect of the proposal would be clear for all to see. Some measures such as planting could potentially moderate the harm once fully established, however I consider any mitigation through landscaping to be limited. The use of low-level lighting would be less harmful than pole mounted lighting, however the use of lighting, of whatever type, over a site of this scale would itself be detrimental.
45. Consequently, I consider that moderation of detrimental effects on the environment, the landscape and recreational opportunities would be possible only to a limited extent.

Whether the findings in respect of the above main issues would culminate in exceptional circumstances, and that the development would be in the public interest

46. Exceptional circumstances in paragraph 177 of the Framework has its ordinary meaning of an unusual occurrence or one that is not typical. The way in which a site can meet the need, including its location, can fall within the concept of 'exceptional circumstances'.
47. The increase in demand for goods, which necessitates an increase in HGV movements, is experienced throughout the highway network on a national scale. The appeal site is located within a corridor that connects major roads and distribution centres, and it is therefore logical that the corridor is used to connect regions. However, the proposed development on the appeal site is not

in response to the development of a distribution centre, nor is it near to one. This part of the AONB does not contain any industrial sites or warehousing such to demonstrate that the appeal site would serve a local network or economy. As such the location of the site is not exceptional in serving a need, such that it may be possible to serve that need through alternative, possibly smaller, sites that would meet the requirements of the Circular whilst complying with National and Local policies.

48. The proposal would make a very modest contribution to the local economy, and possibly some wider contributions in deterring theft, however these would fall far short of being exceptional. I find nothing in the considerations, either in isolation or cumulatively, relied upon by the appellant to demonstrate exceptional circumstances. I am not persuaded that the proposed development would meet the paragraph 177 requirement for exceptional circumstances to justify major development in the AONB.
49. What is in the public interest for the purposes of applying paragraph 177 of the Framework is undefined. However, the parties agree that a contribution towards the need to deliver transport infrastructure through the provision of roadside facilities, and the provision of jobs and related economic benefits, would amount to a public benefit. However, this does not automatically equate to the benefit being in the wider public interest.
50. I consider that it is the totality of the planning system that operates in the public interest. This encompasses statutory provisions, the development plan, national and local policy, and guidance, along with development management in accordance with this overall policy framework, taking into account relevant material considerations. It is therefore the balance of all of these matters that contribute to whether or not a scheme is in the public interest.
51. Whilst the proposal would provide some public benefits it would not conserve or enhance the natural beauty of the AONB, and taking all relevant matters into account, I find that the proposed development would not be in the public interest.

Other matters

52. I have had regard to the written representations made during the course of the application and appeal, and the verbal representations made at the Inquiry. Having regard to the harm that I have identified in respect of the main issues, and my conclusions on those, the representations do not alter my findings.

Planning balance and policies

53. The parties agreed in evidence that the most relevant policies for determining the proposed development are up to date.
54. For the reasons given in the character and appearance section of this decision, the proposal would conflict with Policies EN2, EN4 and EN5 of the Local Plan. These policies state that proposals should be of a design quality that respects the character and distinctive appearance of the locality, and confirms that development will only be permitted where it does not have a significant detrimental impact on the natural and historic landscape (including the tranquillity of the countryside). This is reaffirmed by paragraph 174 of the Framework which advises that decisions should, amongst other things, contribute to and enhance the natural and local environment by protecting and

- enhancing valued landscape and recognising the intrinsic character and beauty of the countryside. I give this harm significant weight.
55. Furthermore, the proposal would directly contradict Policy EN5 of the Local Plan which sets out that in determining development proposals within the AONB or its setting, the conservation and enhancement of the natural beauty of the landscape, its character and special qualities will be given great weight. Major development will not be permitted within the AONB unless it satisfies the exceptions set out in national Policy and Guidance. This policy reflects the provisions of paragraphs 176 and 177 of the Framework, with paragraph 176 attributing great weight to conserving and enhancing landscape and scenic beauty in AONBs, which have the highest status of protection. The scale and extent of development within all these designated areas should be limited.
56. Facilities of this size would be major development for the purposes of paragraph 177 of the Framework. This was agreed by all parties. As set out above, I consider that the requirement for exceptional circumstances to justify major development in the AONB has not been demonstrated and the appeal scheme would be contrary to paragraph 177 of the Framework. I attach significant weight to this conflict.
57. There are no policies within the Local Plan that specifically address the provision of lorry parking or roadside service facilities. Paragraph 106(e) of the Framework relates specifically to the need for transport infrastructure. It advises that local authorities should provide for large scale transport facilities that need to be located in the area, and the infrastructure and wider development required to support their operation, expansion, and contribution to the wider economy. I have found that, whilst there is a need for truck drivers to be given opportunities to rest when travelling the highway network, the extent of development proposed has not been demonstrated to be necessary on the appeal site.
58. The proposal would provide economic benefits through the creation of jobs, and in supporting the haulage industry. Paragraph 81 of the Framework advises that significant weight should be placed on the need to support economic growth and productivity. However, the proposed facilities would provide a very limited local contribution, and the benefit of deterring theft was not quantified such to conclude that this appeal site would indeed provide anything other than a modest contribution to the industry as a whole. There would be a very modest biodiversity net gain as a result of the proposal which would be a benefit. However having regard to the industrial nature of the proposed use, I attach very limited weight to the gain.
59. Taking into account national policies for conserving and enhancing the natural environment I find that the appeal scheme would conflict with the Framework as a whole.
60. Given the harm that I have identified to the character and appearance of the area, I find that the great weight to be given to conserving and enhancing landscape and scenic beauty in the AONB outweighs the weight attributable to increasing the provision of truck stops facilities in this area, and the limited economic and biodiversity benefits of the appeal scheme. I find that the planning balance falls against the proposed development.

Conclusion

61. Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that determination must be in accordance with the plan unless material considerations indicate otherwise.
62. Taking into account my findings in this decision regarding policies E2, E4 and E5 of the Local Plan, I consider that the proposal would conflict with the development plan when taken as a whole. It would also conflict with the Framework. The appellant argues that dismissing the proposal would result in conflict with the Circular and exacerbate an absence of truck stop facilities. However, I have had regard to the Circular alongside other national policy with which there is a clear conflict. The planning benefits do not overcome the harm and conflict that I have found.
63. For the reasons given above and having regard to all other matters raised, I conclude that the appeal is dismissed.

Johanna Ayres

INSPECTOR

APPEARANCES

FOR THE LOCAL PLANNING AUTHORITY:

Mr Alexander Greaves of Francis Taylor Building Instructed by Cotswold District Council

He called

Mr Michael Hatfield Director, MDS Transmodal Ltd

Mr Nigel Evers Director, Viridian Landscape Planning

Mr Andrew Moody Senior Planning Case Officer, Cotswold District Council

FOR THE APPELLANT:

Mr Killian Garvey of Kings Chambers Instructed by William Gilder Ltd

He called

Mr Ashton Cull Road Haulage Association

Mr Mike Glaze Director, Rappor Consultants Ltd

Mr Stephen Kirkpatrick Director, Scarp Landscape Architecture Ltd

Mr Oliver Rider Director, Zesta Planning Ltd

FOR THE RULE 6 PARTY:

Mr Hashi Mohamed of No 5 Chambers Instructed by Cotswold AONB Residents Group (CARG)

He called

Mr Nathan McLoughlin (MRTPI) McLoughlin Planning Ltd

INTERESTED PERSONS:

Mr Graham White Chair of Daglingworth Council

John Mills

Mrs Valerie Dyson

Mrs Fiona O'Brien

Mr John Parrot

Mr M St Jon

Ms Sonia Pritchard

Mr Alan Bond

Mr Dummit

Mr Steve Brady

DOCUMENTS SUBMITTED AT THE INQUIRY (ID)

- ID 1 Opening submissions on behalf of the Appellant
- ID 2 Opening submissions on behalf of the LPA
- ID 3 Opening submissions on behalf of the Rule 6 Party
- ID 4 Address to the Inspector from Mr Mills
- ID 5 Address to the Inspector from Mr Parrott
- ID 6 Address to the Inspector from St Johns
- ID 7 Address to the Inspector from Sonia Pritchard
- ID 8 Key facilities along A417/A419
- ID 9 Alternative Sites Map
- ID 10 Site visit information for Alternative Sites
- ID 11 Address to the Inspector from Ian Towle
- ID 12 Missing Link
- ID 13 Creamery Site Local Plan
- ID 14 Extract of Secretary of State Decision, relating to Site 16
- ID 15 Response to Acoustic Objection
- ID 16 AONB Guidance
- ID 17 Appeal Decision (APP/W/22/3306652)
- ID 18 Example of proposed security fencing
- ID 19 Aerial photograph and site line plan of Cross in Hand Farm
- ID 20 Closing submissions on behalf of the Local Planning Authority
- ID 21 Closing remarks on behalf of the Rule 6 Party - CARG
- ID 22 Appellant's closing submissions, submitted with reference to Luton Borough Council v Central Bedfordshire Council v Houghton Regis Development Consortium, Lands Improvement Holdings Limited, Landmatch Limited, Fiends of Life Limited, St Albans Diocesan Property Company Limited [2015] EWCA Civ 537, 2015 WL 2369975



Appeal Decision

Hearing held on 17 January 2024

Site visit made on 18 January 2024

by Sarah Housden BA (Hons) BPI MRTPI

an Inspector appointed by the Secretary of State

Decision date: 22 February 2024

Appeal Ref: APP/R3705/W/23/3327296

Land west of Hams Hall roundabout and south of Marsh Lane, Curdworth, B76 0AA

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant outline planning permission.
 - The appeal is made by Caesarea Development Holdings Limited against the decision of North Warwickshire Borough Council.
 - The application Ref PAP/2020/0295, dated 12 June 2020, was refused by notice dated 7 February 2023.
 - The development proposed is 'outline application for an overnight truck stop comprising 200 HGV spaces and associated facilities including fuel refuelling station, amenities building, electric vehicle charging points, staff and other car parking, and landscaping. Including details of vehicular access from Marsh Lane, all other matters reserved'.
-

Decision

1. The appeal is dismissed.

Preliminary Matters

2. A revised National Planning Policy Framework (the Framework) was published on 19 December 2023 and updated on 20 December 2023. In advance of the hearing, I invited the Council and the appellant to comment on whether the updated Framework has any implications for the appeal. Both parties submitted statements indicating that, other than in relation to minor typographical changes, the revised Framework does not have any implications for the case. I see no reason to disagree with that assessment. The appeal has been determined against the provisions of the updated Framework.
3. The appeal seeks outline planning permission with all matters reserved for later approval, apart from the means of access. A Landscape Masterplan (Drawing No 8843-L-02 Revision A) accompanied the application. This shows the location of the new roundabout access into the site, the re-alignment of Marsh Lane, the general layout of the internal access road and parking areas and the broad location of proposed landscaping. I have treated that plan as an indicative guide to how the site might be developed, were the appeal to succeed.
4. The description of development in the banner heading above is taken from the planning application form. In their appeal statement, and as explained at the hearing, the appellant proposed that the description be amended to insert 'up to' before '200 HGV spaces'. The appellant considers that as the proposal is in outline only, the final number of parking spaces is unlikely to be precisely 200

and that the amendment proposed would enable any variation in numbers to be reflected at the reserved matters stage.

5. At the hearing, I gave the Council and the appellant an opportunity to comment on the proposed change to the description of development. After due consideration of the points made, I made a ruling on this request at the hearing, and the explanation that I gave is confirmed below.
6. My conclusion is that although the scale of Heavy Goods Vehicle (HGV) parking could be potentially less under the revised description, determining the appeal in accordance with that description would lead to procedural unfairness. Firstly, based on the revised description, the Council may have arrived at a different set of considerations in the overall planning balance. Secondly, third parties would be prejudiced by not having had an opportunity to comment on the revised scale of parking provision. The appeal has therefore been determined based on the description of the proposed development set out in the banner heading above.
7. At the hearing, the effect of the proposal on the form and character of the area was dealt with as an 'other consideration'. For clarity, and in response to discussion at the hearing and from what I saw at my site visit, I have identified the effect on form and character having particular regard to the effect on landscape character, as a main issue in this decision.
8. An Environmental Impact Assessment (EIA) Screening Direction dated 11 December 2023 confirms that EIA is not required for the appeal proposal.

Main Issues

9. The main issues in this case are:
 - Whether or not the proposed development would be inappropriate development in the Green Belt and if inappropriate, the effect on openness and on Green Belt purposes;
 - The effect on the form and character of the area, having particular regard to the effect on landscape character;
 - The effect on the living conditions of nearby residents; and
 - Whether or not any harm arising from inappropriateness, and any other harm, would be clearly outweighed by other considerations, including any public benefits, so as to amount to the very special circumstances necessary to justify it.

Reasons

10. The appeal site is in the Green Belt and comprises two fields which are currently in agricultural use, located to the north and south of Marsh Lane and covering approximately 6 hectares and 3 hectares respectively. The proposed truck stop would be located on the northern field, with the southern field proposed as a biodiversity enhancement area.
11. The northern field lies within a larger parcel of land demarcated by the A446 Lichfield Road dual carriageway to the east, the M42 and M6 motorways (the 'M42/M6 corridor') to the west, and Marsh Lane to the south. The M42 Junction 9 (J9) roundabout is located approximately 0.8 kilometres to the north, and the

A446/Marsh Lane/Faraday Avenue roundabout ('the Hams Hall roundabout') adjoining the eastern boundary serves the Hams Hall Distribution Park approximately 0.6 km to the east. The HS2 route lies to the east of the A446, and works are ongoing. The edge of the built-up area of Curdworth village to the west is separated from the northern field by the M42/M6 corridor and small grazing paddocks.

12. Due to the low boundary hedges and small number of hedgerow trees, the northern field is open to view from both Marsh Lane and when approaching in a northerly direction from the A446 to the south of the Hams Hall roundabout. Ground levels rise towards the northern boundary which is demarcated by compound style fencing along part of its length, with the remainder open apart from a few trees.

Whether or not inappropriate development and the effect on openness and purposes

13. Policy LP3 of the North Warwickshire Local Plan 2021 (LP) seeks to protect the Green Belt. In stating that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances, Policy LP3 is consistent with Green Belt policy in the Framework.
14. The truck stop site to the north of Marsh Lane would be developed with a new roundabout access, an amenity building, a fuel station kiosk and canopy, gatehouse, hard surfacing, lighting columns, signage and perimeter fencing, together with parked HGVs and cars.
15. The construction of new buildings is inappropriate development in the Green Belt and the proposal would not fall within any of the exceptions listed at paragraph 154 of the Framework. Paragraph 155 lists six further forms of development that would not be inappropriate, provided that they would preserve openness and would not conflict with Green Belt purposes.
16. Within that list is 'local transport infrastructure which can demonstrate a requirement for a Green Belt location'. The Council does not dispute that the proposal would constitute 'transport infrastructure', and I see no reason to disagree with that assessment. I therefore turn next to the matter of whether or not the proposal would be 'local'.
17. The appeal site is in close proximity to the M6 and M42 motorways on the Strategic Road Network, and the A446. The scale of HGV parking proposed is based on traffic growth on those roads over a 10 year period. The National Survey of Lorry Parking¹ identifies seven national 'hotspots' where parking shortages are most pronounced, including Hams Hall to Dordon within which the appeal site is located. The proposal would seek to address this national need for HGV parking whilst also addressing some of the issues caused by roadside HGV parking in the vicinity of Hams Hall Distribution Park.
18. My conclusion, based on the evidence in this case, is that the proposed truck stop would help to meet strategic transport needs. For this reason, it would not be 'local' transport infrastructure and it would be inappropriate development in the Green Belt.

¹ AECOM and Department for Transport National Survey of Lorry Parking 2017 (updated September 2022).

19. Due to the significant and permanent boundaries formed by the highway infrastructure surrounding the appeal site as a whole, the appellant contends that it makes a limited contribution to Green Belt openness. It is argued that the site's context and the nature of existing views would limit the degree of contrast and change that will be experienced, and the appellant's Landscape Statement concludes that the proposal would have no more than a limited and localised effect on Green Belt openness, confined to limited stretches of roads around the site.
20. The biodiversity proposals for the southern field include tree and grassland planting, the parameters for which are shown on the Landscape Masterplan. These natural features would be seen in the context of the surrounding landscape. Since there would be no built development, engineering features or hard surfacing on this part of the appeal site, the proposal would not lead to any reduction in the openness of the Green Belt overall. The biodiversity proposals would also not conflict with any of the five purposes of including land within the Green Belt.
21. The proposed buildings on the northern field would have a small footprint and would be single storey in height and approximately 64% of the truck stop site would comprise open parking areas, landscaping and planting. There would be a robust framework of new native woodland, tree and hedge planting on the site boundaries. Nevertheless, the proposed development would result in buildings, structures, hard surfacing, fencing, lighting and parked HGVs and cars on a site where none existed previously which would result in a significant loss of Green Belt openness.
22. The level of activity, such as traffic generation, can also be a factor in assessing the impact of development on Green Belt openness. The appeal site is set within the context of surrounding road corridors which generate significant traffic movements along the M6, M42, A446 and at the M42/J9 and Hams Hall roundabouts.
23. However, the volume of traffic movements diminishes along Marsh Lane and in particular, the weight restriction in place through Curdworth village prohibits the movement of larger HGVs. This, together with the narrower road width contributes to a quieter and more rural character along Marsh Lane, with the movement and noise from the M42/M6 corridor only becoming apparent at closer distances to the Marsh Lane overbridge.
24. The new roundabout access would open the site up from Marsh Lane, with a noticeable increase in the level of HGV movements between the Hams Hall roundabout and the site access and this increased activity would also reduce the openness of the Green Belt.
25. Turning to Green Belt purposes, since no historic towns would be affected, purpose (d) is not relevant in this case. Whilst the use of brownfield and other urban land would comply with purpose (e), there is nothing in the evidence to indicate that there are alternative brownfield sites in the vicinity of the appeal site that would be available for a truck stop.
26. The truck stop would not physically merge with, nor would it be viewed directly in conjunction with, the built up areas of Curdworth nor Water Orton to the south due to the separation distances between them and the intervening topography. Due to the separation distance and the location of the intervening

Hams Hall roundabout, a degree of visual separation between the proposed development and the Distribution Park would be retained. Overall, I conclude that the proposal would not undermine Green Belt purposes (a) and (b) to check the unrestricted sprawl of large built-up areas and to prevent the merging of neighbouring towns.

27. Notwithstanding the presence of urbanising features in the vicinity of both parts of the appeal site, it is viewed in conjunction with the wider open countryside which extends from the M42/J9 roundabout to the built up edge of Coleshill to the south. From public vantage points to the east of Curdworth, including the Public Right of Way, the Hams Hall Distribution Park buildings, pylons and the HS2 works appear as the background context to the site, but they do not intrude into, nor undermine, the undeveloped and open aspect of the northern field.
28. The truck stop would be a significant incursion into part of the wider area of open countryside between the M42/J9 roundabout to the built-up edge of Coleshill, contrary to the purpose of the Green Belt to safeguard the countryside from encroachment. The site falls within the wider parcel CH9 in the Council's most recent Green Belt Study². The Framework does not make any distinction between Green Belt 'performance' in decision making, and I therefore give very limited weight to the appellant's conclusion that the site would be considered as 'low performing' when assessed against the purposes of the Green Belt.
29. My conclusion is that the proposal would be inappropriate development in the Green Belt which would result in significant harm to openness and would conflict with the purpose to safeguard the countryside from encroachment. There would be conflict with LP Policy LP3 and with the Framework. I give substantial weight to the harm arising from inappropriateness.

Form and character - Landscape

30. The appeal site is not within any national or local landscape designations and it is not a 'valued' landscape within the context of paragraph 180 of the Framework. The biodiversity and planting proposals for the southern field would make a positive contribution to the defining characteristics of the Cole Valley Landscape Character Area (LCA) within which it is located.
31. The northern field lies within the Middleton to Curdworth-Tame Valley Farmlands LCA, which is characterised by large arable fields enclosed by low gappy hedgerows with a few hedgerow trees. Although the landscape is predominantly agricultural, the Landscape Character Assessment³ acknowledges that at the southern end there are busy transport corridors, connecting to nearby industrial areas to the south around Hams Hall.
32. Due to its topography and lack of vegetation cover, when approaching along the A446 from the south, the northern field forms an open and undeveloped backdrop and it is not viewed directly in conjunction with the urbanising features of roads and the large scale buildings at Hams Hall. For this reason, it is characteristic of the landscape features of the Middleton to Curdworth-Tame Valley Farmlands LCA.

² Coventry and Warwickshire Joint Green Belt Study (April 2016)

³ North Warwickshire Landscape Character Assessment

33. Assessed against the factors in the Landscape Institute's Technical Guidance Note 02-21, the appellant's Landscape Statement concludes that the site and its immediate context are of low landscape value. The appellant's LVA concludes that the overall landscape effect would be minor adverse which would reduce to negligible with the maturing and management of existing and new planting, including on the southern field.
34. From more distant viewpoints, the intervening topography and vegetation would limit direct views of the development. However, at closer distances there would be substantial changes arising from the re-alignment of Marsh Lane, changes to landform, the new roundabout, new buildings, lighting, signage, fences and parked HGVs which would be harmful to the defining characteristics of the LCA.
35. The harm to the landscape character of the Middleton to Curdworth-Tame Valley Farmlands would be localised in effect and the proposed landscaping would soften the appearance of the development in the longer term. Overall, I conclude that there would be moderate harm to the landscape character of the LCA, in conflict with LP Policies LP1 and LP14 which together seek to improve the environmental quality of the area, and to conserve, enhance or restore landscape character.

Living conditions

36. At my informal site visit during the hours of darkness, I was able to see that there is a degree of existing illumination in the vicinity of the appeal site from the M42/M6 corridor, along the A446 and around the Hams Hall roundabout.
37. The appellant's Lighting Report strategy would follow best practice to limit light spread, to prevent glare and to avoid upward emission. There would be a minor adverse effect on the occupiers of Spring Farm to the south of Marsh Lane, which is the closest residential receptor.
38. The Council and the appellant have agreed a condition that would secure details of external lighting at the reserved matters stage, following the lighting strategy proposed. This would be necessary and reasonable to ensure that the submitted details would not cause material harm to the living conditions of the occupiers of Spring Farm, nor to the occupiers of the nearest residential properties on the east side of Curdworth.
39. Based on the appellant's Noise Impact Assessment, there would be negligible increases in noise levels from additional HGV movements above existing background noise levels. The Council and appellant have agreed conditions that would secure details of noise mitigation measures during construction and site operation, including for all mechanical plant and ventilation equipment such as fuel pumps and reversing alarms. These would be necessary and reasonable to ensure that there would be no material harm to the living conditions of nearby occupiers arising from noise and disturbance.
40. A Site Management Plan condition is also agreed. This would require details of litter and refuse collection, site security and measures to ensure that the truck stop would be restricted to HGV use and that it would not be used as a general facility for other highway users.
41. Overall, subject to the imposition of the above necessary conditions, I conclude that the proposed development would not lead to unacceptable impacts on the

living conditions of nearby occupiers. As such, there would be no conflict with LP Policy LP29 in so far as it requires new development to avoid and address unacceptable impacts on neighbouring amenities, including through noise and light pollution, nor with LP Policy LP30 in so far as it seeks to reduce sky glow, glare and light trespass from external illumination.

Other Considerations

42. Paragraph 113 of the Framework states that the importance of providing adequate overnight lorry parking facilities should be recognised in planning decisions, to reduce the risk of parking in locations that lack proper facilities, or where it could cause a nuisance. In supporting the safe and efficient operation of the distribution sector, the proposal would contribute to the economic objective of sustainable development.
43. LP Policy LP34 states that in recognition of the Borough's strategic location and demand for lorry parking, the Council will give weight to lorry parking provision and facilities, and opportunities for alternative provision and improved management in decision taking. There are, however, no site allocations for HGV parking or other driver facilities in the adopted LP.
44. The National Survey of Lorry Parking 2022 survey update confirms continuing high levels of demand and utilisation rates within the West Midlands. The provision of new facilities to address the national need for more lorry parking, and better services, has also received Ministerial support⁴.
45. The truck stop would help to address a national shortage of HGV parking. It would be well located for drivers using the Hams Hall Distribution Park, which is a nationally significant distribution facility, whilst also addressing issues caused by roadside HGV parking in the vicinity of Hams Hall.
46. The proposed truck stop would be conveniently located for HGV drivers to take their prescribed break periods within legal driving times. The provision of modern and accessible facilities would also support driver welfare and would make a positive contribution to recruitment and retention in the sector.
47. The proposed development has received representations in support, including from the managing agent for the Hams Hall Distribution Park who states that it would help to address the negative impacts of roadside parking on nearby roads. Warwickshire Police indicate their support as the proposed facility would give HGV drivers a secure place to park as they travel through North Warwickshire.
48. Taking into account traffic growth on the M42/M6 and A446, the Circular 2/2013 methodology indicates a need for 159 HGV spaces, and the appellant's Transport Assessment beat survey found that there were 89 HGVs parked inappropriately on roads in the vicinity of Hams Hall. The scale of the HGV parking provision is sufficiently flexible to accommodate future traffic growth and is justified by the evidence.
49. An assessment of 23 alternative sites, both within and outside the Green Belt, accompanied the planning application. The appeal site was found to be the

⁴ Secretaries of State for Transport, Work and Pensions and Environment, Food and Rural Affairs letter to the UK Logistics Sector July 2021 and Written Statement 'Planning reforms for lorry parking' by the Secretary of State for Transport 8 November 2021

most suitable in relation to the criteria used, which appear to be reasonable and robust. Although the site to the north-east of Junction 10 was not included in the alternative site assessment, at the hearing the appellant confirmed that this was due to the uncertainty about the future of the existing Motorway Service Area at Junction 10 in relation to HS2 works when the alternative site assessment was done.

50. Although other HGV parking and facilities have been developed in the area, and there is an outstanding application for HGV parking to the north east of M42 Junction 10, there is nothing to suggest that there is insufficient demand to support an additional facility in the location of the appeal site. Based on the above considerations, I give significant weight to the benefits of the proposed scheme.
51. The biodiversity measures on the southern field would be secured through a condition requiring details of a Landscape and Ecology Management Plan at the reserved matters stage. This would be based on the submitted Ecology Report which sets out the biodiversity net gain calculation. Overall, the proposal would comply with LP Policy LP16 which requires that development should help ensure a measurable net gain in biodiversity. I afford the biodiversity gains moderate weight in favour in the overall planning balance.

Other matters

52. Subject to conditions which have been agreed, National Highways has no objection to the proposed development and no measures are necessary to mitigate the impact of the proposal on the Strategic Road Network. The appellant's Transport Assessment has modelled the effect of the development on the local highway network and subject to conditions, the Highway Authority has no objection. A 3 metre footway/cycle path would be provided to the north of Marsh Lane, between the new roundabout and the Hams Hall roundabout.

Green Belt Balance and Conclusion

53. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the development plan unless material considerations, which include the Framework, indicate otherwise.
54. Whilst I have found that there would be no material harm to the living conditions of nearby residents, this is a neutral factor in the overall planning balance.
55. The other considerations in this case include the compelling evidence of need for additional HGV parking and driver facilities, the provision of which would help to address a national shortage of HGV parking, improve driver welfare, would support the distribution sector generally and would have wider public benefits in reducing the levels of roadside parking in the vicinity of Hams Hall Distribution Park. I give significant weight in favour of the appeal to these benefits, and moderate weight to the biodiversity proposals for the southern field.
56. Set against this, the proposal would be inappropriate development in the Green Belt and substantial weight attaches to the harm to the Green Belt. This combined with the moderate harm to the landscape character of the Tame

Valley Farmlands LCA carries very substantial weight against the proposal in the Green Belt balance.

57. I find that the other considerations, taken together, do not clearly outweigh the very substantial weight against the proposal arising from the combination of inappropriateness and the harm to landscape character. The very special circumstances necessary to justify the development in the Green Belt do not exist. Therefore, the proposal would be contrary to the development plan, read as a whole, along with the provisions of the Framework.
58. For the reasons outlined above and having had regard to all other matters raised, the appeal should be dismissed.

Sarah Housden

INSPECTOR

APPEARANCES

FOR THE APPELLANT:	
Mr S Harley BSocSc (Joint Hons) MPhil MRTPI	Director, Oxalis Planning
Ms M Thomson LLB LARTPI	Planning Solicitor
Mr T Jackson BA Hons Dip LA CMLI	Director, FPCR Environment and Design Ltd
FOR THE LOCAL PLANNING AUTHORITY	
Mr J Brown BA DipTP MRTPI	Head of Development Management
Cllr M Watson North Warwickshire Borough and Warwickshire County Council	
INTERESTED PERSONS	
Mr R Habgood	Curdworth Parish Council
Mr Hodgetts	Hodgetts Estates
Mr Bunn	Director, Tetra Tech
Mr D Hann	Director, WSP
Ms S McKenna	
Mr T Tillson	
Mr T Wilcox	
Ms J Tillson	
Ms J Wiseman	
Mr P Smith	
Mr T Wilcox	

DOCUMENTS SUBMITTED AT HEARING

1. Notification letter from the LPA dated 13 December 2023 to third parties notifying that the hearing is scheduled to last for 2 days.

APPENDIX 6: RAIL TERMINAL CONNECTIVITY STATEMENT – SECOND TECHNICAL ADDENDUM



Rail Terminal Connectivity Statement – Second Technical Addendum

**Prepared for Hodgetts Estates by
MDS Transmodal Ltd**

May 2024

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1. INTRODUCTION

1.1 MDS Transmodal (MDST) have previously prepared a number of documents relating to proposals for a new strategic industrial/warehouse-led business park on land to the north-east of Junction 10 of the M42 motorway, North Warwickshire (land NE J10 M42). Up to 100,000 square metres of new high-bay logistics and industrial floor space is proposed for the site, with ancillary office space, a site Hub Office and a 150 space overnight lorry park facility. These documents are:

- Rail Terminal Connectivity Statement;
- Rail Terminal Connectivity Statement – Technical Addendum;
- HGV Parking Facility Need Assessment; and
- Zero Emission Goods Vehicle Statement.

1.2 Those documents concluded that:

- Due to its close proximity to *Birch Coppice Business Park*, the proposed warehouse development can in practice be classified as rail-served. Occupiers will be able to access *Birmingham Intermodal Freight Terminal (BIFT)*, the rail terminal at Birch Coppice, on the same basis as those currently located within the business park, thereby generating direct financial benefits to shippers and occupiers, and wider societal benefits that are generated through modal shift to rail.
- There is a compelling case for the provision of new HGV parking capacity at the proposed site. There is a clearly identified need for the provision of additional HGV parking capacity in the area. The site meets the criteria defining a suitable location for HGV parking to a high level and the planned parking facilities are those required by road haulage operators and drivers.
- The planned scheme will be able to accommodate zero-emission goods vehicles, which ever emerging technology or technologies eventually becomes the long-term solution. It is therefore 'net-zero ready' and will contribute to the process of decarbonising the road transport sector.

1.3 This document is a second Technical Addendum to the Rail Terminal Connectivity Statement and has been prepared to provide an update on two key issues which have arisen since the preparation of the original document and Technical Addendum. In summary, it details the Government's continued support for rail freight and warehouse schemes which are connected to the railway network.

2. RAIL FREIGHT GROWTH TARGET

- 2.1 The *Plan for Rail*¹, which was published by the Department for Transport (DfT) in May 2021 and set out policy proposals for reform of the railways, restated the Government’s continued commitment to increasing the amount of freight that is transported by rail. It noted that the rail freight market has been transformed over the past 25 years, from largely moving coal and steel to a focus on construction materials and consumer logistics (deep-sea containers, domestic intermodal). It stated that *Great British Railways (GBR, the proposed new integrated rail body that will be responsible for managing the track infrastructure and planning/commissioning passenger train services)* “*will also have a statutory duty to promote rail freight to secure economic, environmental and social benefits for the nation.*” (Paragraph 45).
- 2.2 In order to encourage and facilitate an increase in the amount of rail freight, the *Plan for Rail* committed the Government to setting a long-term rail freight growth target. The target was subsequently published by the DfT in a short policy paper on 20 December 2023². The long-term target is for rail freight to grow by at least 75% in terms of freight moved by 2050. This equates to an annual growth of around 2.3% on a compound basis. The target is not viewed as a ceiling; stakeholders are expected to be ambitious and seek growth beyond the target.

Purpose of Rail Freight Growth Target

- 2.3 The December policy paper states that the purpose of the growth target is to strengthen the place of rail freight on the network, to help create new opportunities for investment (both public and private sector), and to give confidence to the sector’s customers and investors. The Government considers the rail freight growth target as a signal of support for and confidence in rail freight. It is also consistent with the approach detailed in the *Future of Freight Plan* from 2022 (see Rail Terminal Connectivity Statement Technical Addendum).
- 2.4 It is intended to provide the wider rail sector with a shared or common objective. As stakeholders (both public and private sector) plan and implement their future strategies and policies, they will need to be mindful of delivering the long-term growth target. For Network Rail (and ultimately GBR), this means providing an infrastructure that has the requisite capacity and capability to operate additional services (it must not constrain future demand). Future enhancements will need to account for freight growth, with the necessary capital allocated in funding settlements. New network connections resulting from private sector investment should be implemented in a timely manner.

¹ <https://www.gov.uk/government/publications/great-british-railways-williams-shapps-plan-for-rail>

² <https://www.gov.uk/government/publications/rail-freight-growth-target/rail-freight-growth-target>

- 2.5 As has been demonstrated in the Rail Terminal Connectivity Assessment document and Technical Addendum, and further addressed below (Revised NPS), private sector investment in new terminals and rail-served warehousing is a crucial component in facilitating additional rail freight. Planning policies and decisions will therefore have to take account of the long-term growth target. Guidance and local plans will need to include policies that facilitate the development of terminals and warehouse facilities. Planning authorities will need to consider delivery of the growth target when making decisions. Ultimately, it should provide the private sector the confidence to invest in the new terminal and warehouse infrastructure that will be required to realise the growth target.
- 2.6 It is worth noting that the publication of the growth target was undertaken after the decision in October 2023 to curtail HS2 to the Phase 1 section between London and the West Coast Main Line (WCML) at Handsacre Junction (near Lichfield). Phase 2 from Handsacre to Crewe and then onwards to Manchester has been officially removed from the scheme, even though it would have provided much needed new capacity that by-passed a known bottleneck on the WCML, namely the at-grade junction at Colwich and the two-track section through Shuggborough Tunnel. This has two implications. Firstly, the growth target means that Network Rail (ultimately the Department for Transport) will now need to seek other means of providing the additional capacity north of Handsacre if the target is to be achieved. Secondly, for the time being the Midlands terminals such as BIFT will continue to benefit from the additional capacity HS2 Phase 1 will provide between London and the Midlands.

Establishing the Long-Term Growth Target

- 2.7 The DfT commissioned the *Great British Railways Transition Team (GBRTT*, the arms length body that has been tasked with implementing the new integrated rail body) to develop a range of options for the long-term growth target. GBRTT undertook two distinct strands of work, which were then drawn together into a series of options.
- 2.8 Firstly, GBRTT launched a ‘call for evidence’ during the summer of 2022 to inform the design and development of the long-term growth target. It’s key aim was to further understand market demand, opportunities for rail freight growth, the challenges to delivering growth and the drivers of logistics decisions. Respondents included the rail freight operating companies, current rail freight customers, potential customers, and other stakeholders with an interest in rail freight (including ports, investors and public sector transport bodies).
- 2.9 The exercise confirmed that there is significant scope to increase rail’s share of the freight market, with rail freight playing an important role in meeting net-zero targets (viable solution to reducing greenhouse gas emissions). There was a willingness to use rail if barriers can be overcome, which included network capacity and capability, and cost. Overall there was strong support for the development of a growth target.

- 2.10 The second piece of work covered the commissioning of detailed long-term rail freight forecasts. The forecasts were produced by MDS Transmodal using its GB Freight Model. A range of market scenarios were forecast to frame the potential size of the freight sector by 2050. These included the identification of ‘core’ and ‘emerging core’ markets to narrow the focus of the forecasts to those sectors that will materially drive investment or access decisions. The outputs were then assessed with respect to whether the demand forecast could be accommodated on the existing rail network, with high-level solutions considering making better use of the network, enhancing the network, and terminal and warehouse developments.
- 2.11 Informed by the ‘call for evidence’ responses, the forecast outputs were subsequently used to produce three long-term growth target options; namely:
- Option 1 – 45% increase in freight tonne-km;
 - Option 2a/b – 65% to 85% increase in freight tonne-km; and
 - Option 3 – 105% increase in freight tonne-km
- 2.12 The DfT subsequently set the long-term growth target at a 75% increase in freight tonne-km by 2050, this being the mid-point of the GBRTT’s preferred option. This was considered to be the option which ensured strong growth whilst also delivering value for money. The higher target was not deemed ‘realistically credible’ by the DfT given the likely significant demand on public expenditure.
- 2.13 In summary, the long-term growth target re-commits the Government to growing reliance of the UK economy upon rail freight. However, it will be investment by the private sector in new terminals and warehouse facilities served directly from the railway network that will help deliver the expected growth. The growth target should provide those private investors with the confidence to invest given that planning authorities will need to be mindful of the target when making decisions.

3. REVISED NATIONAL PLANNING STATEMENT FOR NATIONAL NETWORKS

- 3.1 The *National Planning Statement for National Networks (NPSNN)* was designated by Parliament in 2015. Conforming to the requirements of the Planning Act 2008, it sets out the need for, and the Government’s policies to deliver, nationally significant infrastructure projects (NSIP) on the national road and railway network. It includes the Government’s policies concerning the development of Strategic Rail Freight Interchanges (SRFIs) and it also provides planning guidance for the promoters of such projects.
- 3.2 While not directly applicable to the land NE J10 M42 scheme (as it is not an NSIP), it is nonetheless of some relevance as the NPSNN sets out the case for developing an expanded network of new rail-served logistics facilities (including extensions to existing facilities). The document notes that rail freight is of strategic importance, is playing a significant role in logistics and is an increasingly important driver of economic growth. Paragraph 2.40 states that modal shift from road to rail can help reduce transport’s emissions of greenhouse gases as well as providing wider transport and economic benefits. For these reasons, the document states that the Government seeks to accommodate an increase in rail freight where practical and affordable by providing extra capacity.
- 3.3 The NPSNN states that the aim of SRFIs is to optimise the use of rail in the freight journey by maximising rail trunk haul and minimising some elements of the secondary distribution leg by road through co-location of freight and distribution activities. They are therefore a key element in reducing the cost of moving freight by rail and are important in facilitating modal shift, thereby reducing HGV movements (Paragraph 2.44). It concludes that they are a “*key element in aiding the transfer of freight from road to rail, supporting sustainable distribution and rail freight growth and meeting the changing needs of the logistics industry, especially the ports and retail sector*” (Paragraph 2.47).
- 3.4 Rail demand forecasts are presented which confirm the need for an expanded network of large SRFIs across the regions to accommodate the long-term growth in rail freight (Paragraph 2.50). The NPSNN concludes that a network of SRFIs is needed across the regions, to serve regional, sub-regional and cross-regional markets. It further concludes that a reliance on existing rail freight interchanges and on road-only based logistics is neither viable nor desirable (Paragraph 2.55 and Table 4), and that “*there is a compelling need for an expanded network of SRFIs*” (Paragraph 2.56).
- 3.5 In 2022 the DfT launched a review of the NPSNN, in part to reflect new legislation set out in the Environment Act 2021. Following this review, a *Draft NPS for National Networks* was published for consultation on 14 March 2023. The final revised NPSNN³, taking into account consultation

³ <https://www.gov.uk/government/publications/national-networks-national-policy-statement>

responses, was subsequently published and presented to Parliament in March 2024 (as required by the Planning Act 2008). It is anticipated that it will be formally adopted over the coming months.

- 3.6 The revised NPSNN contains a ‘*Drivers of Need*’ section relating specifically to SRFIs (Paragraphs 3.81 to 3.97), albeit it has been re-drafted from the similar section in the 2015 document. Four ‘drivers of need’ are described below.

1. Network performance and resilience. It states that rail freight plays a key role in supply chain resilience. It also notes that intermodal freight is expected to be a key freight growth market. Paragraph 3.83 specifically states that SRFIs reduce the cost to users of moving freight by rail, by streamlining the process and enabling warehouse facilities to be incorporated into the end destination. They are therefore important in facilitating and incentivising modal shift from road to rail. Importantly, this conclusion reiterates that stated in the 2015 NPSNN.

2. User needs. It states that as freight and logistics operators seek to reduce their carbon emissions, they are increasingly looking to modal shift to rail. This will require the logistics industry to develop new facilities that need to be located alongside the major rail routes and close to major trunk roads. It concludes that a network of SRFIs is a key element in aiding the transfer of freight from road to rail, supporting sustainable distribution and rail freight growth and meeting the changing needs of the logistics industry (Paragraphs 3.85 to 3.89).

3. Connectivity and supporting economic growth. Paragraph 3.90 specifically notes that recently consented SRFIs are expected to create thousands of jobs on site, with additional roles created in the wider economy through indirect and supply chain links. Expansion at existing SRFI sites is also expected to create numerous new roles and supporting local economies.

4. Environment. The NPSNN notes that rail is currently the only way of transporting goods in a low-carbon way and that there is a clear need to encourage modal shift to realise environmental benefits (Para 3.94 to 3.97).

- 3.7 Overall, the revised NPSNN reaches the same conclusions as the 2015 document. Paragraph 3.99 reiterates the Government’s commitment to growing the sector, referencing both the *Plan for Rail* and the *long-term growth target* described above, stating that it is committed to meeting this figure. To be able to successfully achieve that growth target, it notes that the right infrastructure needs to be in place, providing the necessary capacity and capability to support growth. SRFIs are therefore crucial to rail freight growth.

- 3.8 Again, it concludes that to facilitate modal shift, a network of SRFIs is needed across a broad range of regions, to serve regional, sub-regional and cross-regional markets (Paragraph 3.100). It is essential that these have good connectivity with both the road and railway networks.

Noting that there are several SRFIs which have been consented in recent years (and are now operational), the revised NPSNN states that to meet the Government’s ambitions for rail freight growth, there remains a need for appropriately located SRFI across all regions where there is demand or potential demand, to enable further unlocking of benefits (Paragraph 3.101). A list of potential alternatives is provided, including a continued reliance on road based haulage, but all are dismissed as being neither viable or desirable.

- 3.9 Paragraph 1.103 concludes by stating that there is a “*compelling need for an expanded network of SRFIs*” throughout the country. This is particularly important since it again reiterates the conclusions of the 2015 NPSNN, albeit it is not supported by rail demand forecasts (as per the 2015 document), but specifically endorses projects of the kind promoted – which does just that.

4. MODAL SHIFT FUNDING

DP World Southampton

- 4.1 The deep-sea container terminal at the Port of Southampton is operated by the international port company Dubai Ports World (DP World)⁴. They also own and operate the London Gateway deep-sea container port on the Thames estuary in Essex. Along with Felixstowe (owned and operated by Hutchinson Ports UK), the three ports handle the vast majority of deep-sea container traffic in Great Britain.
- 4.2 There are three intermodal rail terminals located within the Port of Southampton estate, namely:
- Maritime terminal (operated by Freightliner);
 - Milbrook terminal (operated by Freightliner);
 - Solent Stevedores terminal.
- 4.3 All three terminals handle intermodal services to key inland terminals, including BIFT at Birch Coppice and Hams Hall. Over the past two decades, significant investment has gone into enhancing the capability of the rail network serving the Port of Southampton. This has included loading gauge enhancements on the main ‘Cherwell Valley’ route via Reading and Oxford to the Midlands so that it can handle the tallest deep-sea shipping container units. Despite this position, the rail mode share (when measured in terms of the number of containers moved by rail versus road haulage) had fallen to just over 20% by mid-2023, down from around 34% a decade earlier.
- 4.4 To address this decline, DP World announced in mid-2023 that it would introduce a Mode-Shift Programme (MSP). Introduced on a trial basis for 12 months from 1 September 2023, the MSP will see each import laden container handled through DP World’s Southampton terminal charged an additional £10 (on top of existing port dues, stevedoring and demurrage charges) to reflect the environmental cost of onward road haulage. To off-set this charge, shippers using intermodal rail for short-haul inland clearance flows (less than 220km or around 140 miles) will be awarded a *MSP incentive* rebate. This incentive was initially set at £70 per container, which was briefly raised to £100 (between January and March 2024), and is currently (April 2024) set at *£80 per container*. Import laden containers moving by intermodal rail over longer distances above 220km will be refunded the £10 per container charge.
- 4.5 Inland terminals benefiting from this MSP incentive are:

⁴ Port of Southampton is owned by *Associated British Ports*, with the container terminal leased to and operated by DP World.

- Avonmouth – Bristol and Portbury;
- Midlands – Hams Hall, BIFT (Birch Coppice) and Freightliner Landor Street (Birmingham);
- East Midlands Gateway;
- Wentloog (Cardiff);
- DIRFT and Northampton Gateway; and
- DP World London Gateway.

4.6 Since the introduction of the MSP, the rail mode-share at Southampton is reported as having risen from 21% to 35%. Importantly, the BIFT terminal at Birch Coppice is located within the MSP incentive hinterland. There is obvious logic in respect of a scheme which increases the prospect of using the SRFI at BIFT therefore.

Review of Mode Shift Grants

4.7 The DfT currently operates a number of grant schemes designed to encourage modal shift away from road haulage to more sustainable modes, including rail freight and coastal shipping. The schemes are designed to fill the ‘cost gap’ between road haulage and the more sustainable modes (on the basis that road haulage offers cheaper rates), and are effectively paid for by the wider societal benefits generated (so called mode-shift benefits or MSBs) when cargo moves by non-road modes (e.g. reduction in GHG emissions, less congestion, accidents, road wear-tear etc..). MSBs are estimated from the number of HGV-km removed from the road network (and subsequently equated on a ‘per HGV-km’ basis). The applicable grant scheme for unit-load cargo (i.e. intermodal) is called *Mode Shift Revenue Support (MSRS)*.

4.8 Under MSRS, Great Britain is divided into 18 MSRS-zones. For each zone-zone movement, the DfT has determined (using a cost model) which qualify for grant funding. Those where road haulage is expected to offer a lower cost solution qualify for grant funding (and contrary, those where rail is cheaper being disqualified). For example, Felixstowe to Trafford Park is deemed to be cheaper by rail and does not qualify, while Southampton to BIFT is regarded as being cheaper by road and therefore does potentially attract grant funding. For the qualifying zone-zone movements, the value of the grant funding available is calculated on a ‘per container moved’ basis (again using a cost model), and is determined by the ‘cost gap’ between road and rail, or the MSB value (whichever is the lowest). There are two sets of MSRS rates, one for traffics originating at a port (e.g. deep-sea containers) and the other for goods moving between domestic inland rail terminals (e.g. BIFT to Mossend near Glasgow). Grants are payable to the rail freight operator or the shipper.

4.9 Some example MSRS rates to/from BIFT are:

- To/from Port of Southampton - £42 per container

- To/from Port of Felixstowe - £22 per container
 - To/from Mossend terminal - £21 per container
- 4.10 There are four ‘bid rounds’ per financial year. Where the DfT’s grant budget (currently c£21 million per annum) is likely to be exceeded, grants are awarded to those flows which will generate the highest level of benefits in relation to grant costs (so called benefit cost ratio or BCR).
- 4.11 State-aid rules means the current MSRS scheme is scheduled to end in April 2025. In Autumn 2023, the DfT launched a formal review of all the mode-shift support grant schemes (including MSRS for intermodal rail). A ‘call for evidence’ from stakeholders was undertaken during December 2023 and January 2024. The DfT is currently analysing the responses to the ‘call for evidence’ along with undertaking other evaluations of the MSRS scheme. The review will ultimately decide whether to continue with the existing MSRS grant scheme (potentially with some alterations/adjustments) beyond April 2025, to introduce a new grant funding scheme(s) or abolish them entirely. At the time of writing, the DfT had yet to make a formal decision of the future of the mode-shift grant schemes, albeit there is a strong prospect of a similar scheme being progressed after 2025.
- 4.12 The current MSRS scheme’s cost calculations assume the cargo origin or destination is located distant from the rail-terminal, meaning that there is an unavoidable requirement to use road-legal road haulage. As described in the *Rail Terminal Connectivity Assessment (and Addendum)*, this incurs additional costs when compared with being located on a rail-served site (and is the underlying rationale for SRFIs, as set out in the NPSNN summarised in the previous section). However, the current MSRS scheme pays the same grant rate for origins/destination within a SRFI, implying additional advantages to shippers being located within and using rail freight at such sites.
- 4.13 Due to land NE J10 M42 close proximity to Birch Coppice Business Park, it has been demonstrated that the proposed warehouse development can in practice be classified as rail-served (due to the ability to use ‘works truck’ equipment, which have lower operating costs between rail terminal and warehousing when compared with road-legal HGV equipment). Occupiers will be able to access Birmingham Intermodal Freight Terminal (BIFT), the rail terminal at Birch Coppice, on the same basis as those currently located within the business park.

Battery-Electric HGVs

- 4.14 While considering sustainability initiatives, it is worth briefly noting that Maritime Transport, the operators of both the BIFT and Hams Hall terminals, have recently agreed to undertake a 5 year Government backed trial of battery-electric HGV tractor units. As part of the Government’s Freight Demonstrator programme, Maritime have agreed to trial up to 50 battery-electric HGV

tractor units, 20 of which will be based at their BIFT terminal (Birch Coppice). On the basis that the trial is successful, they will look to increase the provision of battery-electric HGV provision across their portfolio of UK sites.

5. SUMMARY AND CONCLUSIONS

- 5.1 MDS Transmodal (MDST) have previously prepared a number of documents relating to proposals for a new strategic industrial/warehouse-led business park on land to the north-east of Junction 10 of the M42 motorway, North Warwickshire (land NE J10 M42). This document is a second Technical Addendum to the Rail Terminal Connectivity Statement and has been prepared to provide an update on two key issues which have arisen since the preparation of the original document and Technical Addendum.
- 5.2 In order to encourage and facilitate an increase in the amount of rail freight, the *Plan for Rail* committed the Government to setting a long-term rail freight growth target. The target was subsequently published by the DfT in a short policy paper on 20 December 2023. The long-term target is for rail freight to grow by at least 75% in terms of freight moved by 2050. This equates to an annual growth of around 2.3% on a compound basis.
- 5.3 The purpose of the growth target is to strengthen the place of rail freight on the network, to help create new opportunities for investment (both public and private sector), and to give confidence to the sector's customers and investors. The Government considers the rail freight growth target as a signal of support for and confidence in rail freight. It is intended to provide the wider rail sector with a shared or common objective. Private sector investment in new terminals and rail-served warehousing is a crucial component in facilitating additional rail freight. The target should therefore provide the private sector the confidence to invest in the new terminal and warehouse infrastructure that will be required to realise the growth target.
- 5.4 While not directly applicable to the land NE J10 M42 scheme (as it is not an NSIP), the NPSNN is nonetheless of some relevance as it sets out the case for developing an expanded network of new rail-served logistics facilities (including extensions to existing facilities). A revised version of the 2015 NPSNN was published and presented to Parliament in March 2024 (as required by the Planning Act 2008). It is anticipated that it will be formally adopted over the coming months.
- 5.5 The revised NPSNN reaches the same conclusions as the 2015 document. Paragraph 3.99 reiterates the Government's commitment to growing the sector, referencing the *long-term growth target* described above, stating that it is committed to meeting this figure. It concludes that to facilitate modal shift, a network of SRFIs is needed across a broad range of regions, to serve regional, sub-regional and cross-regional markets. It also states that there is a "*compelling need for an expanded network of SRFIs*" throughout the country. This is particularly important since it again reiterates the conclusions of the 2015 NPSNN.
- 5.6 The BIFT terminal at Birch Coppice is ideally located to take advantage of various mode-shift funding initiatives. It is located within the MSP incentive hinterland being promoted by DP

World at Southampton. Flows from both Felixstowe and Southampton qualify for the DfT's own MSRS grant scheme.

APPENDIX 7: MARITIME TRANSPORT LETTER OF SUPPORT



Attn: James Warrington
WSP
8 First Street
Manchester
M15 4RP

Maritime Transport Limited

Maritime House
Clickett Hill Road
Felixstowe
Suffolk IP11 4AX

Tel: +44 (0)1394 617300
Fax: +44 (0)1394 617299

9th May 2024

Dear James

Re. Land NE J10 M42 – Additional Information on operations of Strategic Rail Freight Interchanges

Further to our letter in support of your client's proposed scheme on land NE J10 M42 dated 29th September 2022 this letter provides additional information regarding a number of operations at our Midlands Strategic Rail Freight Interchanges (SRFI) including at Birmingham Intermodal Freight Terminal (BIFT), Hams Hall, East Midlands Gateway, Daventry, and when operational, West Midlands Interchange.

HGV Tractor Unit Battery Trial

We have recently agreed to undertake a 5 year Government backed trial for the adoption of electric battery powered HGV tractor units from our SRFI beginning in 2026. This will include up to 50 electric HGV tractor units, of which up to 20 electric units will be operating out of BIFT. Details of the performance of this trial will be provided to the UK Government to inform their HGV electrification strategy. Subject to this trial being successful, we will look to increase electric HGV provision at BIFT and across our wider portfolio of sites in the UK. The adoption of new technology such as electrified HGVs aligns with our customer bases' increasing focus on decarbonisation of their supply chains.

Occupiers' increasing focus on proximity to SRFI

Our experience is that being located in close proximity to rail freight terminals has historically been very important for certain customers and less so for others. However, more recently (in the last 3-5 years), across our customer base there has been an intense focus on decarbonisation, resulting in a significant increase in their need to be located in close proximity to a SRFI, and the closer the better.

In terms of current occupiers specifically at J10 M42, we note Beko, Euro Car Parts, Mobis, and Volkswagen at Birch Coppice, and Maersk and Bond International at Core 42 all utilise the SRFI at Birch Coppice or Hams Hall. Currently, we are seeing proximity to SRFI such as BIFT and Hams Hall as being a key factor in determining the specific locational requirements of our customer base. As such in our opinion, your client's proposals, which are located close to our BIFT and Hams Hall SRFI, are expected to receive significant interest from our across our customer base.

The operation of yard tractors as 'works trucks' as classified under the Road Vehicles (Construction and Use) Regulations.

We understand the proposed development's new access onto the A5 will be approximately 500-600 metres from the main Birch Coppice access onto the A5.

Subject to meeting all of the necessary prerequisites, including being licensed by the DVLA, payment of Vehicle Exercise Duty, and completion of a risk assessment, as operator of BIFT we would look to utilise 'works trucks' to serve potential new customers on the scheme.

Works trucks are defined by the Road Vehicles (Construction and Use) Regulations as follows:

“a motor vehicle (other than a straddle carrier) designed for use in private premises and used on a road only in delivering goods from or to such premises to or from a vehicle on a road in the immediate neighbourhood, or in passing from one part of any such premises to another or to other private premises in the immediate neighbourhood or in connection with road works while at or in the immediate neighbourhood of the site of such works.”

We currently use work trucks successfully for customers in close proximity or “the immediate neighbourhood” of our Daventry International Rail Freight Terminal, where the interconnecting roads are public highways. The operation of works trucks in this manner helps significantly in improving the operational efficiency of a SRFI.

I trust this provides clarity on the rail served location of your proposals.

With kind regards

A handwritten signature in black ink, appearing to be 'S. Smart', written in a cursive style.

Simon Smart
Chief Executive Office



Maritime Transport Limited

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Suffolk IP11 4AX

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The Planning Department
North Warwickshire Borough Council
The Council House
South Street
Atherstone
Warwickshire
CV9 1DE

29th September 2022

Dear Planning Department

Re. Land North East Junction 10 M42 - Birmingham Intermodal Freight Terminal

I write in response to the planning application submitted in December 2021 under reference PAP/2021/0663 relating to Land North East Junction 10 M42.

Overview

Maritime Transport Ltd ("Maritime") operate strategically placed rail freight terminals across the UK serving the largest manufacturing and consumer conurbations, with rail freight terminals in Wakefield, Trafford Park, Tilbury, Mossend, Tamworth (BIFT), Hams Hall, and East Midlands Gateway.

Maritime has operated the Birmingham Intermodal Freight Terminal ("BIFT") near Tamworth since it was purchased in 2014, albeit we understand that it commenced operations in 2006.

Amongst its benefits, rail freight can reduce CO2 emissions over road freight by 76% per tonne carried, helping us and our customers' to reduce the carbon footprint of supply chain logistics in line with ambitious sustainability and Net Zero Carbon targets. It also reduces vehicle time on the road network and provides resilience in the supply chain.

Operations and Spare Capacity at the Birmingham Intermodal Freight Terminal

At BIFT, we operate 5 trains per day (an increase from 3 trains per day in 2016) to the major ports of Felixstowe, Tilbury, London Gateway, and Southampton. BIFT has plenty of spare capacity and could operate up to 8 trains per day on existing infrastructure.

All lines to BIFT have full W10 gauge clearance to allow large containers to arrive direct from coastal ports and the Terminal is AFSSO regulated meaning it can accept trains direct from Europe. The current throughput of rail bound containers at BIFT is approximately 80,000 containers per annum. This is an increase from approximately 40,000 in 2014 and 50,000 in 2016. On existing infrastructure, BIFT could accommodate 8 trains per day equating to approximately 110,000 – 130,000 containers per annum. With further investment on the rail network by Network Rail and the freeing of capacity that HS2 is expected to provide more than 8 daily trains could be added.



Customer Proximity & Sustainability Efficiencies

The BIFT user base is located mostly at the local sub-region, with 50% of all rail bound containers delivered or collected within 10 miles radius of the Terminal and 80% within a 20 mile radius. Locally based users include Euro Car Parts and AP Moller Maersk. Furthermore, the move to electrification of road based vehicles and consequent requirement for regular re-charging means close proximity to users is becoming increasingly important.

The growing breadth of our freight terminals across the UK has also allowed us to increase the volumes of goods transported by rail between single customers' locations with a significant reduction in carbon footprint when compared to road base solutions.

Development Proposals

The development proposals at Land NE Junction 10 M42 are of clear interest given the scheme's proximity and would help support our plans to expand the use of rail at BIFT and increase utilisation of existing services.

We therefore support the proposed development and would be very interested to learn more information should planning permission be granted.

With kind regards

A handwritten signature in black ink, appearing to read "SS", written in a cursive style.

Simon Smart
Chief Executive Officer

APPENDIX 8: CHRISTINE RAMPLEY – PROFESSIONAL OPINION LETTER

Land North East of Junction 10 M42, North Warwickshire

LPA Ref: PAP/2021/0663

Appeal Ref: APP/R3705/W/24/3336295

Professional Opinion Note – Christine Rampley

Land NE M42 J10 Professional Opinion Note (ref PAP/2021/0663)

INTRODUCTION

I, **Christine Ann Rampley** formerly in the employ of The Road Haulage Association Limited at its offices in The Old Forge, South Road, Weybridge, KT13 9DZ will say as follows:

1. I was formerly the Manager of Infrastructure, Security and Business Affairs of the Road Haulage Association Limited (**the RHA**) where I worked for approximately 25 years before retiring in 2020. I have extensive experience in dealing with freight transport companies, specifically those specialising in the transportation of goods by road and the storage of goods.
2. Throughout this time, I developed and managed a wide range of crime reduction and road safety initiatives in partnership with the Police (NAVCIS and TruckPol) and the charity Crimestoppers. More recently I participated in the publication of the CART Security Guide and worked with the National Counter Terrorism Police Headquarters around vehicles being used as weapons. I also continue to campaign for more and improved truck parking facilities for drivers across the UK and Europe.
3. I participated in the development of the European Commission projects, SETPOS and LABEL to improve truck parking facilities across Europe. These projects have led to the setting up by ESPORG of the SSTPA parking standards which are supported by the European Commission.
4. In the UK I worked with the British Parking Association on the Park Mark Security Standard to include Freight which has recently been rolled out.
5. Prior to working for the RHA, I worked in shipping as the Freight Operations Manager for Sealink at the Port of Dover followed by a four-year spell at Eurotunnel, two years prior to inauguration in 1994, setting up the toll system and two years after in freight customer services.
6. I am a member of both the Institute of Logistics and Transport (MILT) and a Fellow of the Association for Road Risk Management (ARRM formerly known as AIRSO)
7. The facts and matters set out in this letter are within my own knowledge unless otherwise stated, and I believe them to be true. Where I refer to information supplied by others, the source of the information is identified. Facts and matters derived from other sources are true to the best of my knowledge and belief.

OPINION

Need

8. The National Survey of Lorry Parking 2017 (**CD-I9**) shows the situation at Tamworth services is 'critical' and the site being within a parking hotspot of Hams Hall to Dordon (Birch Coppice) – see MDS Transmodal (MDST) HGV Parking Facility Need Assessment (**CD-A15**).
9. The National survey of Lorry Parking 2022 Part One (**CD-I10**) update confirms the continuing high levels of demand and utilisation rates within the West Midlands.
10. Parking beat surveys have further identified c.120 inappropriately parked lorries within the vicinity of the site M42 J10 as recently as December 2023 – see MDST HGV Parking Facility Need Assessment (**CD-A15**) and Addendum (attached to the Proof of Evidence of Mr Michael Hatfield of MDST).

HGV driver preference for dedicated secure facilities

11. The report, 'Lorry drivers and roadside facilities: the user experience' published by Transport Focus in August 2022, attached to this note (**Appendix A**), offers insight into HGV drivers' parking preferences. There is a clear preference for dedicated truck stops over motorway service areas (MSAs), which suffer from issues such as poor management and security.
12. Drivers and employers continue to report the lack of security at services and truck stops (see SNAP social media survey¹ attached at **Appendix B**). In this regard, the proposals for the above site would, if approved, deliver a facility that meets the physical requirements of Transported Asset Protection Association (TAPA) Level 1, EU Safe and Secure Truck Parking Area (SSTPA) Platinum and Park Mark Safer Parking certification/accreditation.
13. The UK has just two locations carrying such TAPA certification – Formula Services and The Red Lion, both of which carry the lowest Level 3 TAPA certification.
14. The proposals therefore *"...present a unique opportunity to bring forward an exemplar secured overnight lorry parking facility that will significantly raise the bar of quality of overnight lorry parking in the West Midlands..."* – see letter of support from NAVCIS (**CD-E40**).
15. The Lorry Parking Demand Assessment (**CD-I42**) undertaken by National Highways (then Highways England) in 2019 identified the existing facilities at M42

¹ <https://trans.info/en/hgv-parking-preferences-381832>

J10 as being 'Cheap and Cheerful', the lowest level assessed – see paras. 4.39-4.40 of the MDST HGV Parking Facility Need Assessment (**CD-A15**).

16. The appeal scheme, in addition to providing much-needed parking capacity to address the identified high demand, will also provide lorry drivers with a choice of higher quality facilities when compared with those currently provided in this area; see paras. 7.15-7.17 of **CD-A15** which discusses the suitability of the existing facilities at Tamworth Services to address need for secured high-quality overnight lorry parking facility at M42 J10.

Importance of attracting and retaining HGV drivers

17. HGV driver numbers have steadily returned to pre-pandemic levels, however, the estimated 50,000 shortage is still being felt in large parts of the country. The average age of an HGV driver is 51, meaning a high proportion of drivers are set to retire in the next few years. Women continue to be underrepresented. According to ONS figures, 89% of road logistics workers are classed as white male, with women making up only 1% of HGV drivers. One of the key issues and barriers to increased diversity is the shortage of parking spaces and unusable hygiene facilities. See RHA Attract, train and retrain: A Skills Manifesto, attached at **Appendix C**.
18. It is apparent from the letter to the UK Logistic Sector from DfT, DWP and DEFRA in 2021 (**CD-I43**), that the Government views expanded HGV parking capacity overall and higher quality of overnight facilities as an integral part of the strategy to improve driver retention and attract new entrants, and that the solution will be industry led action such as the proposals being brought forward at M42 J10.
19. The industry faces a chronic driver shortage in the UK, and we will not fully tackle the root causes of the shortage until driver facilities and welfare are significantly improved with greater rest facilities and parking spaces.
20. Commercial vehicle drivers are the backbone of the economy. It is crucial that drivers have access to proper welfare facilities if they are to effectively carry out their critical role of keeping our supply chain moving. Overall dissatisfaction with UK roadside facilities is high at around 62% according to the RHA Driver Facilities campaign document – **Appendix D**.
21. The industry has long been vocal about poor conditions. In 2016, the UK Parliament's Transport Committee's inquiry into skills and workforce planning heard how poor roadside facilities and 'lack of decent places' to take statutory rest breaks were factors behind driver shortage.
22. Over the last few years, we have seen a number of lorry parks which would have provided much needed parking spaces, showers and rest facilities rejected by

local authorities on the grounds of 'safety' which is only exacerbating the situation.

23. Against this background and a general lack of appreciation of the seriousness of crime against haulage by those outside the industry, there needs to be a nationwide education piece around safety and crime reduction which is brought about as a result of providing secure lorry parking. It is not the case that these facilities are crime 'hotspots' which is a common misconception. Furthermore, it will only be through the provision of new highly-secured lorry parks that operators of existing facilities will be induced to improve security measures in order to protect custom. It also points to the wider issue of a lack of respect for the value of drivers and hauliers, which was seen during the pandemic when drivers were refused entry to motorway service areas and roadside facilities.
24. The National Planning Policy Framework (NPPF), which is a material consideration in the determination of planning applications states that local plans and decisions should recognise the importance of providing adequate overnight lorry parking facilities, taking into account any local shortages (para. 113). National planning policy also sets out that proposals for new or expanded distribution centres should include provision for sufficient lorry parking to cater for their anticipated use.
25. In the Autumn 2021 Budget, the government announced £32.5 million for facilities for commercial vehicle drivers and commissioned a review of lorry parking. Of course, all funding is welcome, but this will be a drop in the ocean compared to what is needed.

Conclusion

26. In my professional opinion, the appeal site represents the most appropriate location for addressing the severe need for lorry parking at the identified 'hotspot' of Hams Hall to Dordon (Birch Coppice) and specifically at M42 J10.
27. The importance of delivering additional overnight lorry parking in this location is elevated by the recent appeal decision to dismiss planning permission for the truck stop scheme at Land west of Hams Hall roundabout, M42 J9 (**CD-K3**). There, although ultimately dismissing the appeal, the Inspector concluded that 'significant weight' should be given to the benefits of the proposed scheme.
28. It should therefore carry greater than 'significant weight' that the proposals would deliver a highly secure facility, which, given the physical measures proposed would meet TAPA Level 1, SSTPA Platinum and Park Mark Safer Parking certification/accreditation requirements, making the proposals 'nationally significant'.

29. In addition, the proposal would:

- Help to address a national shortage of HGV Parking.
- Improve driver welfare and therefore help to address driver recruitment / retention issues including recruitment of women.
- Support the distribution sector generally, and
- Would have wider public benefits in reducing the levels of roadside parking in the vicinity of Tamworth, Dordon (Birch Coppice) and the business parks around M42 J10.

END

PROFESSIONAL OPINION NOTE - APPENDIX A

Report: 'Lorry drivers and roadside facilities: the user experience'

Lorry drivers and roadside facilities: the user experience

August 2022



transportfocus 

Background

Transport Focus intends, through a new ongoing survey, to measure lorry drivers' experiences using roadside facilities on England's motorways and major 'A' roads. That is, at motorway service areas (MSAs), at truck stops and at 'A' road services.



In the UK, lorry drivers transport more than 80 per cent of goods, playing a vital role in our economy and society. Yet we know that they are less satisfied than others with their experience at the roadside facilities needed to do their job.

Organisations in the freight sector tell us that the quality of roadside facilities contributes to driver recruitment and retention challenges, including among women. We therefore welcomed the £32.5 million investment by Government through the 2021 Spending Review. This was supplemented by £20 million from the current Road Investment Strategy allocated to National Highways 'designated funds'.

By benchmarking the lorry driver experience from site to site, and between different businesses providing services, Transport Focus will help drive up standards. We know from other sectors that benchmarking user experience gives added customer focus. The new survey, developed in conjunction with the Department for Transport, will also help the services sector, National Highways and Government target their investment most effectively.

This report summarises the testing we have undertaken and the insight we have gathered while doing so. We are currently refining our approach to conducting the survey on a much larger scale. Subject to funding, we will roll it out later in the financial year, 2022/23.



What we did

Between February and March 2022 we tested different, complementary approaches to capturing feedback from lorry drivers at a range of roadside facilities.

Thank you to the businesses that facilitated surveying on their premises, to the industry experts who provided guidance and a 'sense check' of our findings, to the Department for Transport for its input, and to the lorry drivers who took part. The approaches tested were:

1. A quantitative survey of lorry driver experience at particular roadside facilities

- 1797 interviews were conducted across 120 shifts at 20 different sites.

2. Qualitative interviews with lorry drivers

- In-depth interviews with 20 lorry drivers.

3. A diary survey to gather 'on the ground' feedback from lorry drivers

- 367 surveys were completed by 73 lorry drivers.

In addition to this summary, a full research agency report is available on our website.

Key findings

This work was intended primarily to test the effectiveness of different methods, rather than produce robust representative insight. That said, we gleaned useful information from lorry drivers which we summarise below.

- Lorry drivers' needs when stopping at roadside facilities are fairly straightforward. They stop because it's a legal requirement and to use the toilet, to eat and to buy fuel. Some need a nine-hour statutory break from driving, generally taken overnight.
- Just one in five of the lorry drivers we interviewed were satisfied with the quality and quantity of facilities available to them in the UK, with over half actively dissatisfied.
- Overall satisfaction with the sites visited is relatively high – potentially because drivers select sites they like, and so score them well, but this needs further exploration.
- Truck stops are tailored to lorry drivers' needs and are well regarded, which is reflected in high levels of satisfaction. Drivers are more likely to plan visits to truck stops because of their good reputation. This is also why they spend more time and plan overnight stops there.
- Scores at motorway service areas (MSAs) we visited were lower and varied more. They are meeting many of the same needs as

truck stops, but are focused more on the needs of drivers of other vehicles.

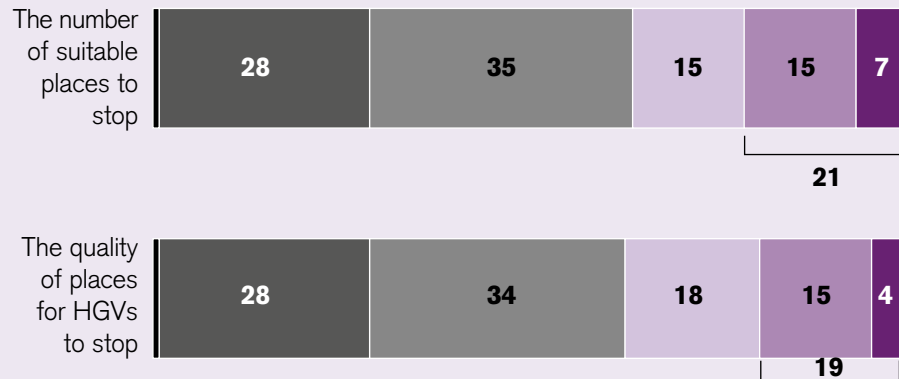
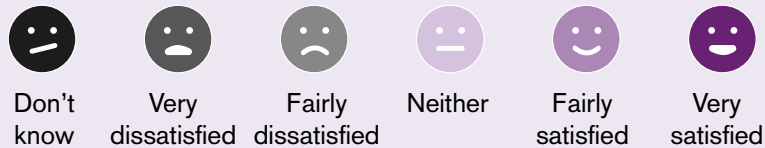
- 'A' road services are more limited in what they offer, but are used for simpler needs which are relatively straightforward to meet.
- A core driver of satisfaction is feeling valued. The improvements lorry drivers want to see (to food, showers, security, parking, and so on) tend to be about issues that disproportionately impact them rather than the general road user.
- Almost half of lorry drivers we spoke to felt their experience at services had got worse recently. Partly because of increased theft from vehicles and partly because of lingering annoyances about their experiences during Covid-19 (when services scaled back their offer/shut certain facilities).



Current provision

One in five lorry drivers were satisfied and six in 10 were dissatisfied with the number and quality of places for HGVs to stop.

Satisfaction with UK roadside facilities in general



Base: 1797 lorry drivers.

This view was more prominent among drivers based in the UK, where only one in seven were satisfied with the number, and one in nine were satisfied with the quality. Experienced drivers, those who have been in the profession for more than ten years, were also less satisfied (one in seven were satisfied with both the number and quality of places to stop).

Qualitative interviews suggested this was driven partly by the perception that roadside facilities have worsened recently, with theft and vehicle security most commonly cited as a serious and widespread issue.

"I'm straight back to the cab at a services. You never know what'll happen if you turn your back for too long."

Other commonly mentioned issues were fewer lorry driver-centred services available and fewer alternative places to stop. Drivers said they used to have more choice, such as laybys with toilets and refreshments, or industrial estates.

"They used to be quite happy to let you park up [in industrial estates] but now they've put double yellows all over."

Overall satisfaction

Overall, satisfaction at the individual sites we visited was relatively high, with the truck stops coming out on top.

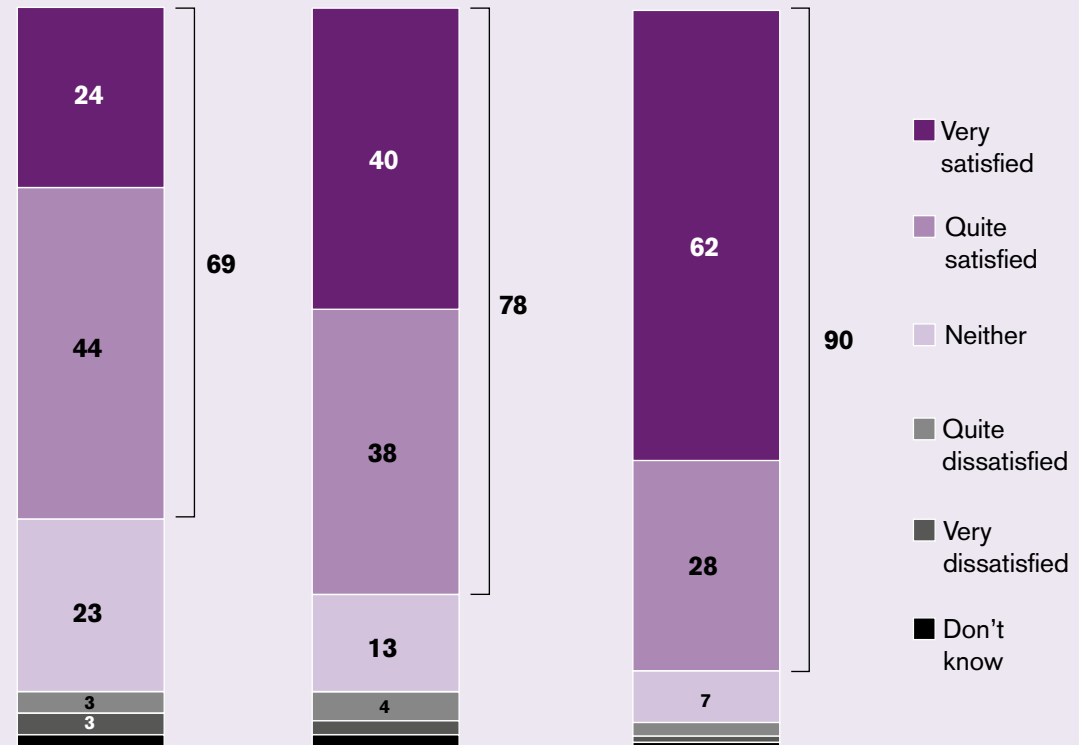
Truck stops were also the preferred place to stop among participants in the qualitative study.

Overall satisfaction with the site (%)

Motorway service areas

'A' road services

Truck stops

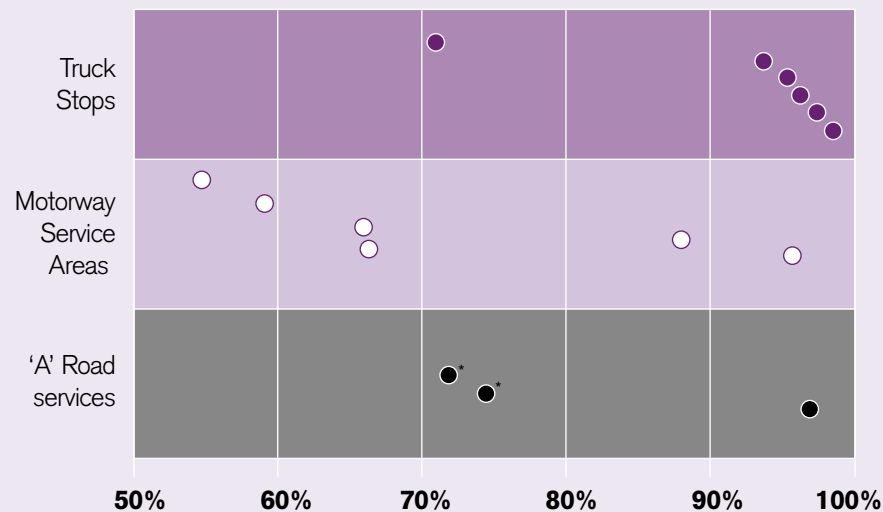


Base: 1797 lorry drivers (647 at MSAs, 201 at 'A' road services, 949 at truck stops)

Overall satisfaction

Most truck stops were rated highly, whereas MSAs scored lower and there was more variation. Our testing did not produce sufficient responses for most 'A' road services, given their smaller size and lower footfall. We show the score for three, although please note our caution below regarding sample size.

Graph showing satisfaction across individual sites



* Sites with sample sizes below 30 are not shown. Sites with small sample sizes (between 30 and 50) have been marked with an asterisk. Caution should therefore be used in drawing conclusions.

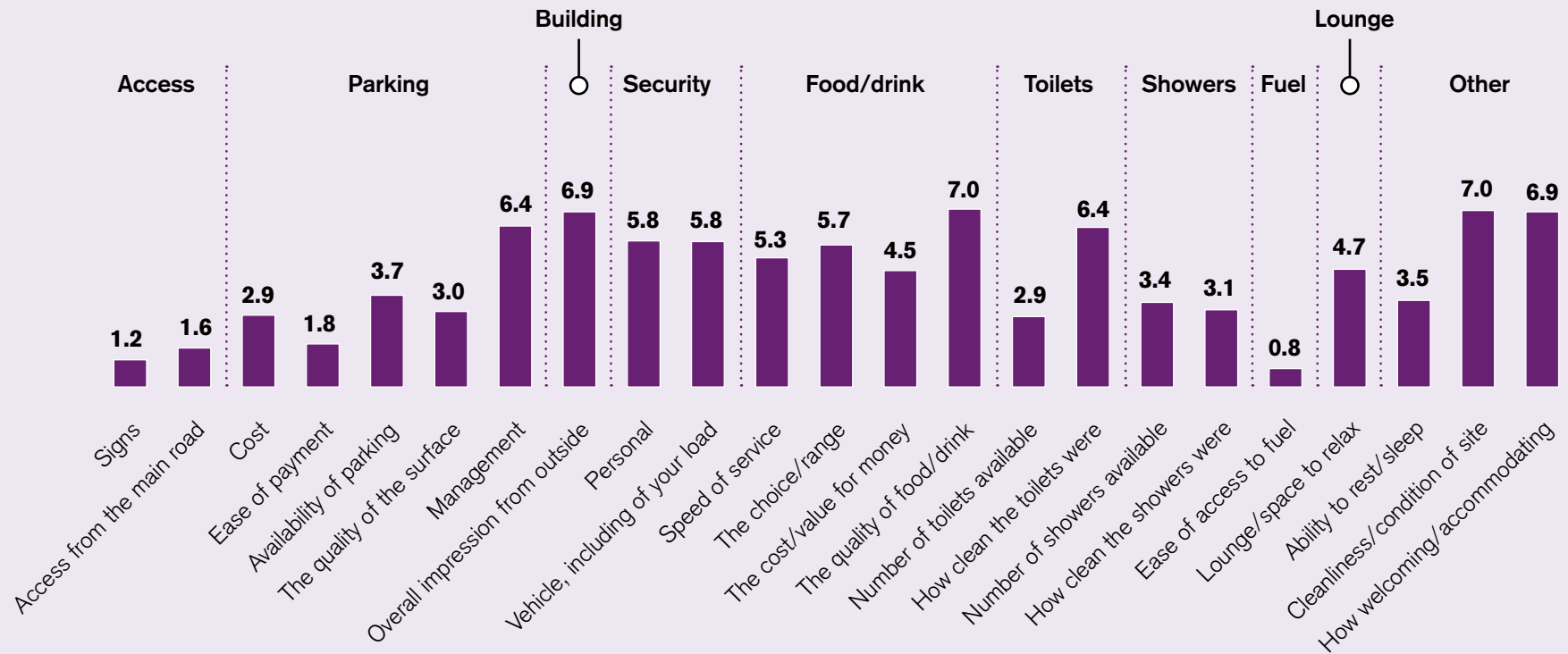


Given drivers' low overall satisfaction with the number and quality of facilities in the UK, it is perhaps surprising to see fairly high levels of satisfaction at individual locations. There are several factors, discussed below, which may have influenced this and which we will explore further.

- Drivers' needs are fairly simple and therefore relatively easy to satisfy.
- Drivers are more likely to stop at places they like, and therefore rate them more highly.
- Planned stops achieved higher satisfaction (87 per cent) than unplanned stops (72 per cent), and more of the stops in our sample were planned (six in 10) than unplanned (four in 10).

Facilities that are most important to lorry drivers

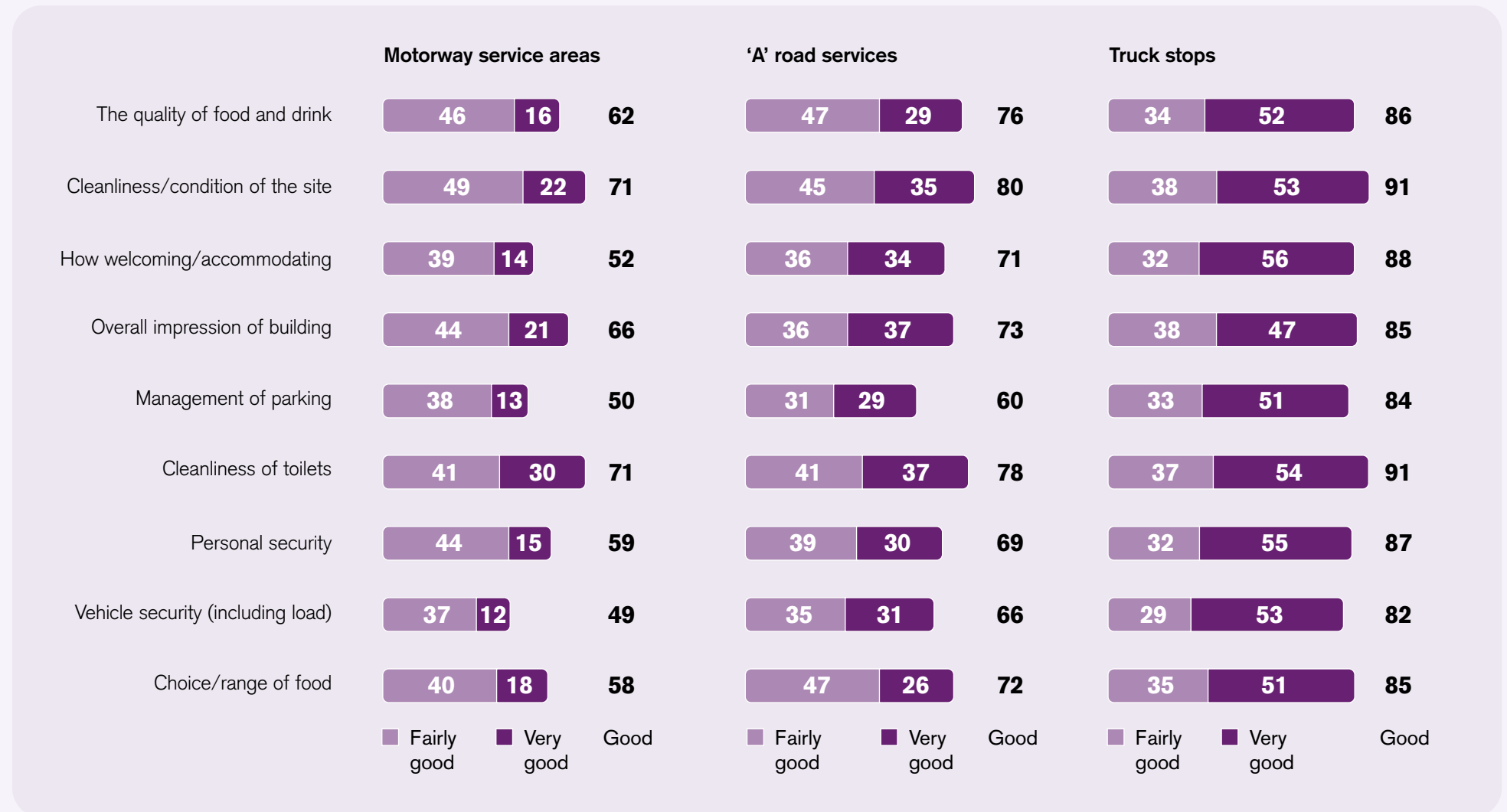
Factors with greatest influence on overall satisfaction (% impact)



Based on key driver analysis. Base: 1797 lorry drivers (647 at MSAs, 201 at 'A' road services, 949 at truck stops)

Facilities that are most important to lorry drivers

How lorry drivers rated the nine factors with greatest influence on overall satisfaction (%)



Considerations when stopping

Lorry drivers want facilities that are easy to access and cater directly to them.

The qualitative interviews explored lorry drivers' key considerations when stopping. The main reason for stopping is when drivers are aware that the time for their legal break is approaching.

Their needs differ depending on the type of stop they make. Shorter stops are generally taken during the day and longer stops at night, but this may vary depending on the shift.

Those making short stops tend to be looking to use toilets and grab something to eat. Given that they are limited for time, the proximity of these facilities to the lorry parking area is a key consideration.

"The toilets have got to be quite close. There's one, I think it's Oxford, where it takes you five minutes just to walk there. That's ten minutes out of your break just going to and from the toilet!"

Those taking longer stops are usually looking to sleep, so the ability to park somewhere quiet, with clean showers in sufficient numbers and with good security is of high importance.

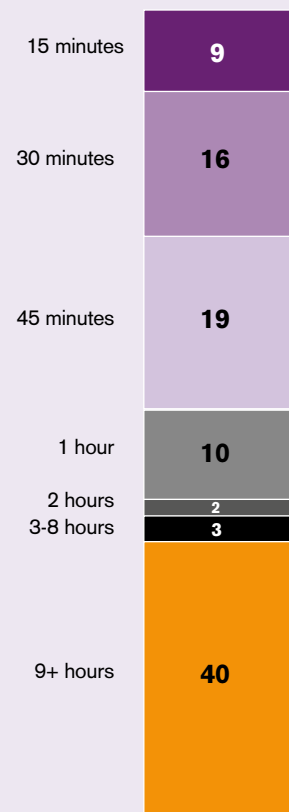
"Only two showers for 100+ trucks washing facilities, is not suitable."



Drivers' needs when stopping

Drivers have relatively basic needs when stopping – safe parking, toilets, and food – but qualitative interviews show that needs vary slightly depending on length of stay.

Length of stay at site (total)



Needs for short stop

- **Parking close to facilities:** to allow drivers to get the most out of their breaks.
- **Affordable refreshments:** day drivers are less likely to have meals reimbursed so cheaper options are needed.
- **Free water:** water refilling stations so drivers do not have to spend money on expensive bottled water.
- **Fresh air/exercise:** a natural outdoor area, where drivers can stretch their legs during a break somewhere that isn't a parking area.

Needs for long stops

- **Somewhere quiet:** some services have midnight trailer changes or a lot of noisy refrigerated HGVs making sleep difficult.
- **Good opening hours:** some note that '24/7' often refers just to fuel, meaning early starters can't get breakfast before leaving.
- **Parking close to facilities:** so drivers can go to the toilet in the middle of the night easily.
- **More showers:** often there are large queues, especially for the men, when waiting to take a shower in services.
- **Good security:** to allow drivers to relax instead of guard their vehicles.
- **Affordable parking:** specifically for those whose companies do not reimburse, or who have to claim it back at the end of the month.
- **Food:** for those who do not bring their own meals, healthier and affordable options are sought after.
- **Shaded parking:** for the summer months; cabs can get too hot to sleep in without this.

Other Transport Focus insight into lorry drivers' views

Transport Focus has carried out the following other research which includes the views of lorry drivers (or freight businesses):

Take a break - road users' views about roadside facilities (2016)

'A' road services: what users of the A3 and A34 think (2018)

Motorway Services User Survey (2017, 2018, 2019, 2020)

Logistics and Coach Survey: Strategic Roads (three times each year from October/November 2020)

Strategic Roads User Survey (continuous survey)



Contact Transport Focus

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Transport Focus is the operating
name of the Passengers' Council

Transport Focus is the independent consumer organisation representing the interests of:

- bus, coach and tram users across England outside London
- rail passengers in Great Britain
- all users of England's motorways and major 'A' roads (the Strategic Road Network).

We work to make a difference for all transport users.

PROFESSIONAL OPINION NOTE - APPENDIX B

SNAP Social Media Survey

SNAP social media survey offers insight into HGV drivers' parking preferences

Social survey suggests many drivers continue to be dissatisfied with the security on offer at some truck stops and motorway service areas



[Gregor Gowans](#)

[Journalist Trans.INFO](#)

14.03.2024



SNAP, who provide a well-known smart parking payment system used throughout the UK and Europe, has said that a majority of lorry drivers who responded to its “social listening” campaign are less likely to park in a truck stop or motorway services than a lay-by.

The company says it had called on the drivers following its social media profiles to share any dangerous or worrying moments they had experienced whilst parking in a lay-by.

The resulting feedback, based on the opinions of over 400 drivers, then revealed that 70% of respondents were less inclined to park at service stations or truck stops. According to SNAP, a lack of security was their sole reason for this, with many often opting for a lay-by instead.

“I only park in lay-bys or industrial estates. I have had my curtains cut when parking in services/truck stops. I refuse to pay for parking that is not properly secure,” responded one driver, in a comment SNAP cited as being representative of its research.

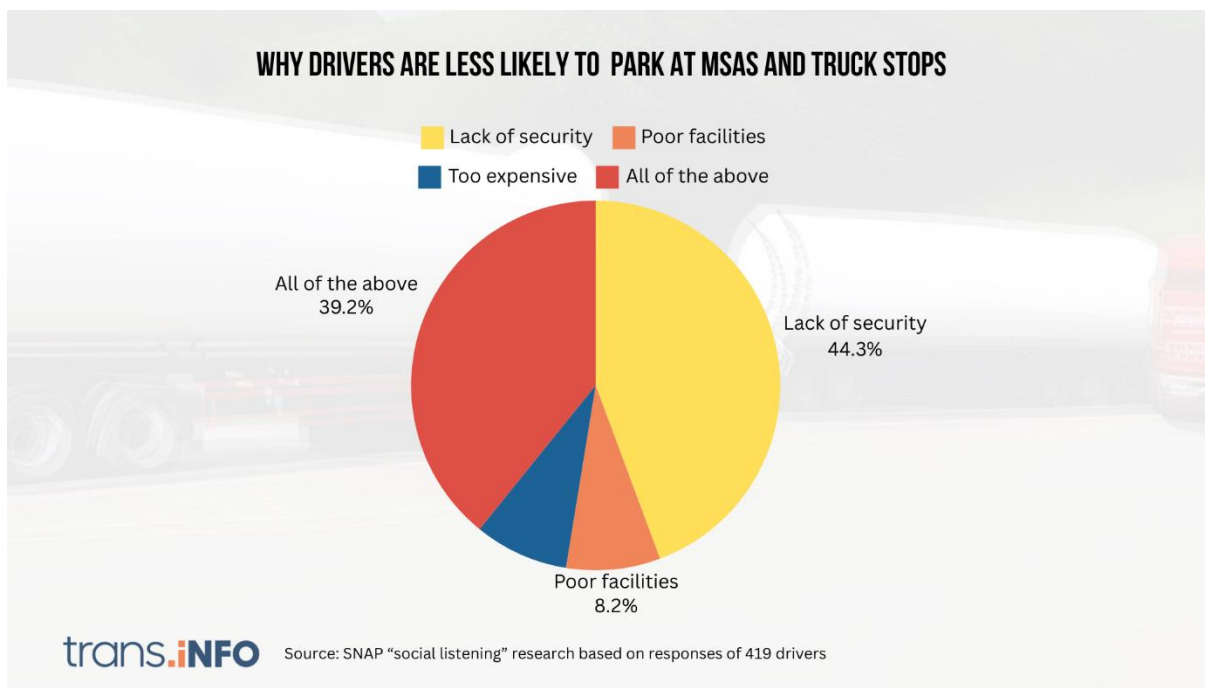
Another trucker responded:

“Truck stops and service areas cost, and there is still a risk if they do not provide a security service.”

It’s not just drivers coming to this conclusion either, notes SNAP. The company says that 30% of respondents had stated their fleet companies were unwilling to pay for truck stops or service stations.

One driver commenting on the situation told SNAP: “Less and less companies, unfortunately, are paying for overnight parking. Facilities remain open by the skin of their teeth, cutting staff to meet bills and less parking coming in.”

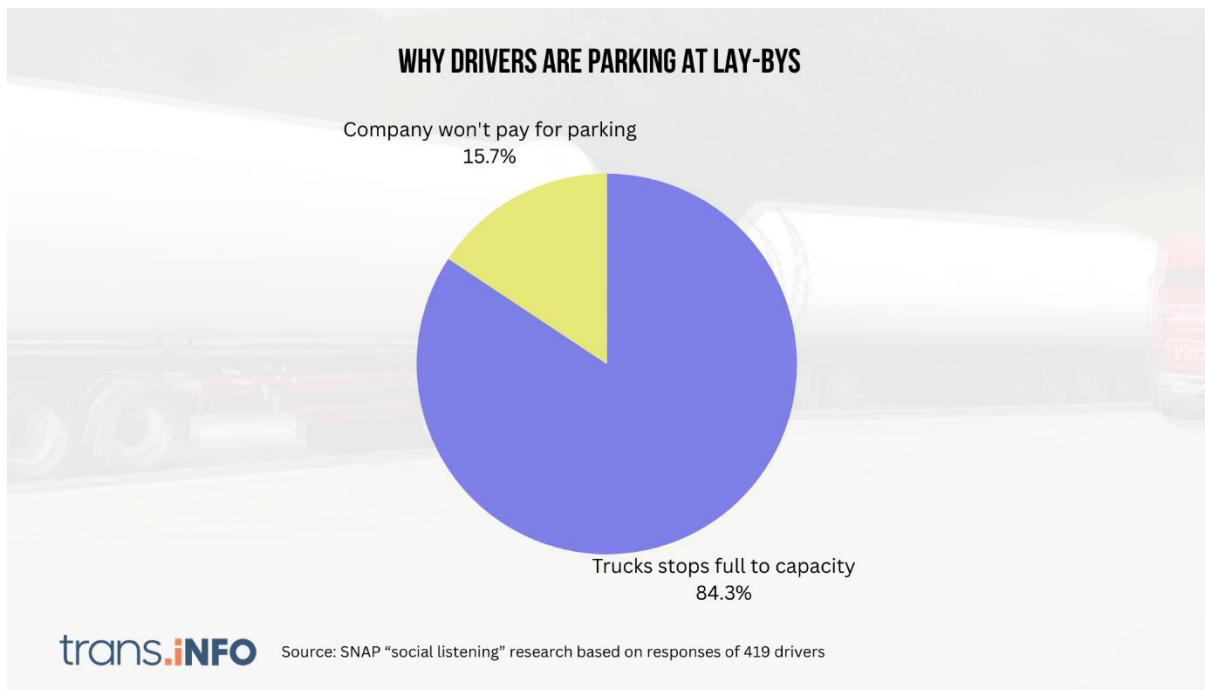
Unsurprisingly, another issue SNAP picked up on in its research was the limited lorry parking capacity in the UK. A whopping 70% of drivers stated that secure truck stops nearby them are at maximum capacity by the early evening.



One trucker told SNAP: “You can tell which stops have security because they are full by 6 pm.”

SNAP also asked truckers to compare facilities in the UK compared to those on mainland Europe. A noticeable majority (59%) said that they were of the opinion that the UK lacks sufficient safe and secure truck stops compared to Europe.

Additionally, in its press release, SNAP cites data showing the disparity in quality between truck parking in the UK and mainland Europe – specifically when it comes to security. Using the TAPA security recognition as a reference point, SNAP notes that many locations across Europe hold Level 1, 2, or 3 certifications.



However, the UK has just two locations carrying such certification; Formula Services and The Red Lion, both of which carry a Level 3 certification.

Figures referred to by SNAP show that more secure parking can't come soon enough. In 2023, Cambridgeshire police alone reported a 380% rise in cargo crime from June to July. 46% of this occurred in streets or lay-bys, with 24% occurring at service stations.

A 2022 report by Transport Focus also noted increased theft as being one of the main reasons why lorry drivers' experience at service stations had gotten worse. Moreover, just one in five of the lorry drivers interviewed were satisfied with the quality and quantity of facilities available to them in the UK, with over half actively dissatisfied.

Commenting on SNAP's research, Matthew Bellamy, Managing Director at SNAP, said:

“We have received a lot of invaluable feedback from drivers regarding the safety and security of service stations and truck stops across the UK. It has highlighted the huge amount of work that still needs to be done to improve the quality of truck parking.”

Bellamy added:

“With a growing network of truck stops and MSAs adopting SNAP Account across the UK and Europe, we must ensure drivers and their cargo are kept safe. We understand the work that needs to be done and will continue to work with service providers to improve their offerings.”

Besides its smart payments service, SNAP is also in the business of improving security levels at lorry parks. Back in November, Myra McPartlin, Head of Commercial at SNAP, told trans.iNFO that many facilities in the UK still lack the basics:

“It’s the basics, it’s exactly what you think it would be. Good lighting, CCTV, detection and strong access control. Also, fencing around the perimeter is absolutely crucial.”

McPartlin added that technologies like Automatic Number Plate Recognition (ANPR) are becoming increasingly popular too. SNAP has installed such a system at the La Londonienne lorry park near Calais, which has achieved a gold-level security certificate from ESPORG and a TAPA PPO.

Other security technologies that McPartlin believes can be effective, particularly in risk areas, are night vision and thermal cameras.

Read more at: <https://trans.info/en/hgv-drivers-parking-preferences-381832>

PROFESSIONAL OPINION NOTE - APPENDIX C

Report: RHA Attract, Train and Retrain: A Skills Manifesto

RHA

Attract, Train & Retain

A skills manifesto for the road transport industry



July 2023



/ Foreword



RHA **Richard Smith**
Managing Director

Welcome to our skills manifesto setting out the actions required to build a workforce for the future. The road transport sector depends on access to a skilled workforce to keep the flow of people and goods moving.

The value of our industry to the economy and society was demonstrated like never before during the pandemic.

We have set out 24 key recommendations for Government and industry to take up to attract more workers, train the workforce required in key roles and improve retention.

It is vital that we address the immediate and future skills shortages across the logistics industry, including embracing future technology to improve the resilience of UK supply chains.

I hope our report will be an invaluable resource for key decision makers as well as our members and the wider industry.

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04 Executive Summary

05 Key recommendations

06 Attract

08 Train

18 Retain

20 Acknowledgements

Left: UK Government Minister for Roads and Local Transport, Richard Holden MP speaks to trainee drivers.

Executive Summary

The road transport and logistics industry faces skills shortages across all aspects of the supply chain, from drivers to technicians, mechanics, and warehouse operatives. We welcome the range of measures governments have put in place to alleviate this, but further action is needed. Our manifesto sets out the actions that should be taken by both Government and industry to secure the industry's future.

Labour shortages have been exacerbated by the loss of EU workers and the impact of the pandemic. An ageing workforce means the sector is losing experience and knowledge. Without sustained investment into recruiting workers by industry and by governments, this will continue and risks undermining the resilience of UK supply chains.

HGV driver numbers have steadily returned to pre-pandemic levels, however, the estimated 50,000 shortage is still being felt in some parts of the country. Coach and bus driver shortages have increased as many have chosen to retrain to HGV driving due to higher salaries. The average age of an HGV driver is 51, meaning a high proportion of drivers are set to retire in the next few years.

The proposals in this paper were informed by extensive consultation with RHA members and regional roundtables bringing together industry, training providers, and local and national governments. We identified three areas required for a sector-specific skills strategy: attract, train, and retain.



Above: Olivia Kavanagh, apprentice HGV mechanic.

Attract

To attract people to the sector, the industry must work alongside schools and the Government to raise awareness of the range of jobs available within logistics and highlight the opportunities for future workers. This would start to address misconceptions about the industry and encourage greater recognition of technical qualifications as equal to academic. Good quality careers education and guidance is critical. The sector should also work to provide model work experience placements for young people, showcase representation of women and other underrepresented groups, and highlight more flexible working options.

Train

To build a domestic workforce, the Government must work with industry to ensure there are a diverse range of training options available for learners to access the sector. The UK Government should reform its restrictive Apprenticeship Levy and put in place a more flexible Skills Levy, allowing for shorter training schemes such as the skills bootcamps vocational courses to deliver the training and skills needed in the sector. Technological change will also play an increasingly important role in the training of the future including in driver simulation and virtual reality.

Retain

To boost retention rates, businesses should explore more flexible shift patterns granting workers a greater work-life balance and industry bodies should put in place a best-practice model for operators to support this. The UK Government and devolved administrations should also work with local authorities to address blockages to enable planning permission for new and improved roadside services. Lastly, national, devolved and local governments should put in place a clear communications campaign for schools, careers services and the public to reinforce the image of workers in road haulage and logistics as vital 'key workers' that keep Britain moving. This will boost both the attraction of the sector and improve retention rates within logistics if greater respect is shown for drivers and workers.

Key recommendations

Industry	Government
Attract	
Increase industry collaboration with schools and colleges at a local level to promote careers in logistics.	Fully implement Sir John Holman's recommendations to Government for the future of the careers guidance system to help boost awareness of careers in road haulage and the coach sector.
Develop a work experience guide for industry to aid greater take-up of work placements.	Promote apprenticeships as equal to university degrees in schools with a focus on job outcomes.
Partner with Department for Work and Pensions (DWP) to help educate work coaches on the careers available, pathways and what skills and attributes best fit logistics.	Ensure DWP work coaches and job centres effectively represent and promote opportunities in the logistics industry.
Target parents and teachers as well as students, industry must work with the influencers to ensure they better understand the careers that the sector can offer.	Ensure the sector is represented in the new UK Government Returnerships programme and 50Plus Choices, aimed at encouraging 50+ jobseekers back to work.
	Review of the Migration Advisory Committee's Shortage Occupation List
Train	
Drive a collaborative approach between employers and educational providers to develop industry-specific training programmes such as T-Levels.	Reform the Apprenticeship Levy into a Skills Levy to provide greater training flexibility.
Ensure internal training schemes are available, utilising local and national funding.	HGV driving skills bootcamps to be made a permanent course and extended to Cat D licence.
Engage with Local Skills Improvement Plans so business, local government and colleges are linked up and providing what is required for local labour markets.	Reintroduce incentives for apprenticeships to increase their take-up by SMEs and make them more attractive to both employers and apprentices.
Invest time in apprenticeships, especially to bring young talent into the sector.	Maintain the focus on increased LGV vocational testing capacity to ensure consistency and introduce service level agreement with training providers for testing.
	Re-open delegated examiner training to increase testing capacity.
	Ensure local skills investment is linked to the needs of local economies and employers via Local Skills Improvement Plans.
	Increase apprenticeship funding bands to account for rising costs, particularly the heavy vehicle mechanic apprenticeship.
Retain	
Focus on enhanced retention methods such as flexible working and other company benefits to drive competitiveness.	Reform Driver CPC to increase flexibility and make renewal more accessible for drivers.
Support a new campaign to promote driver wellness through the Driving Better Health programme.	Ringfence funding for roadside facilities and strengthen National Planning Policy Framework to increase dedicated lorry parking spaces and rest stops.
	Introduce a driver facilities taskforce, led by DfT with a remit to address the corridors and regions in greatest need of parking and rest stops.

Attract

A range of barriers prevent people from entering the logistics industry. Lack of awareness and understanding among school leavers about the opportunities available in the industry is an obstacle, particularly for school-age students who have limited access to work experience in the haulage or coach sectors. The sector has therefore become reliant on individual schools and businesses to energise young people and provide accurate information about career paths. The industry must address the lack of awareness and negative perceptions of working in logistics and promote the availability of attractive, fulfilling jobs at all levels.

1. Understanding the industry

High-quality careers education and guidance is critical to building links between young people and the logistics industry and to improve understanding of the range of roles and opportunities available. The UK education system has to date prioritised and championed academic routes above vocational education. The university route is often promoted in schools and higher education colleges as a preferred pathway; apprenticeships and vocational qualifications do not enjoy equal promotion. This results in fewer people pursuing vocational qualifications leading to careers in logistics.

Despite its importance, careers guidance is often inconsistent. The eight Gatsby Benchmarks adopted as part of the UK Government's Careers Strategy are an important step in improving careers advice in schools and we support greater uptake of these measures. There remains an imbalance in careers information which means that in years 9 and 10 far fewer students are aware of technical choices in comparison to academic routes, and only 4% of young people start an apprenticeship after their GCSEs, according to Department for Education.¹

We have seen improvements in recent years and according to the Careers and Enterprise Company, in 2021 to 2022, schools and colleges achieved on average 4.9 benchmarks out of 8 of the Gatsby benchmarks, compared to 1.87 in 2016 to 2017.

The roll out of T Levels, to prepare students for entry into skilled employment or higher levels of technical study will provide an important route for young people looking to enter the logistics industry.

The industry must take full advantage of the Enterprise Adviser Network to strengthen employer links with schools, careers hubs and build links with careers leaders.



If you only focus on drivers, people will think that is only what the sector is. People don't know about the career progression.

Devon and Cornwall Training Provider



The eight Gatsby Benchmarks of Good Career Guidance

1. A stable careers programme
2. Learning from career and labour market information
3. Addressing the needs of each pupil
4. Linking curriculum learning to careers
5. Encounters with employers and employees
6. Experiences of workplaces
7. Encounters with further and higher education
8. Personal guidance

¹ <https://www.ethnicity-facts-figures.service.gov.uk/education-skills-and-training/after-education/destinations-of-school-pupils-after-key-stage-4-usually-aged-16-years/latest>

2. Age, diversity, and representation

While attracting young people into the sector is essential, increasing the potential pool of logistics employees is key to addressing the skills shortage longer term.

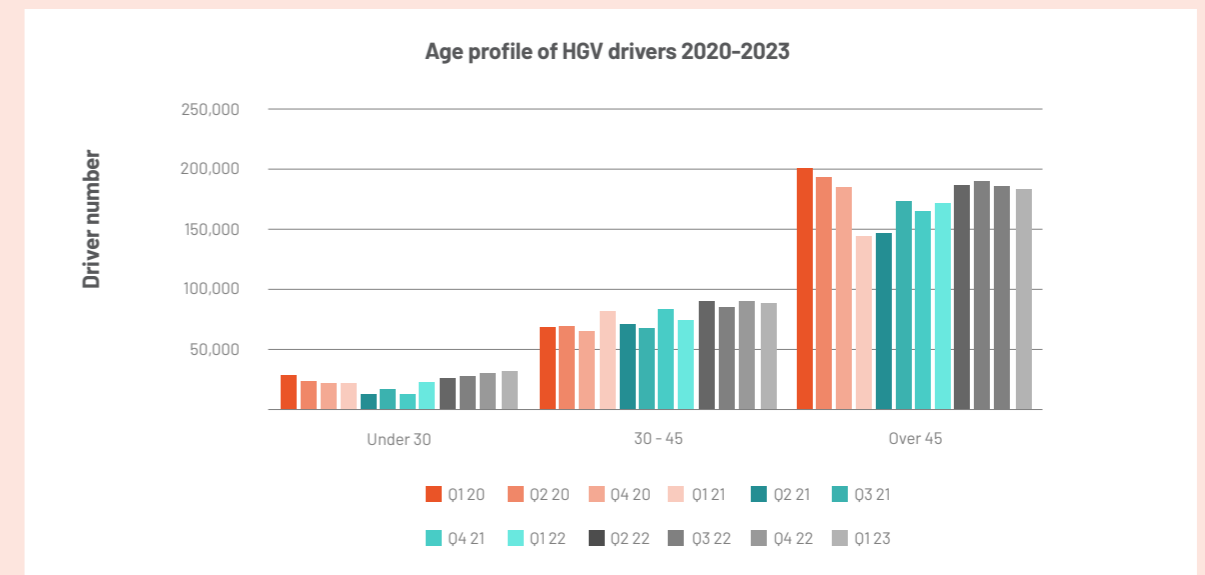
According to ONS figures, 89% of road logistics workers are classed as white male, with women making up only 1% of HGV drivers.² The pronounced gender split can be explained to an extent by a broad public perception of logistics, particularly HGV driving, as a "man's job". Recruitment agency Manpower noted they had received just 40 female applicants out of thousands for a recent HGV licence acquisition programme. These figures suggest that more work is needed to overcome gender-based perceptions of HGV driving and how attractive driving careers are for women.

Women continue to be underrepresented and the industry must be proactive in illustrating the huge variety of work undertaken by women and providing insight into recruitment, training, flexibility, career progression and the range of reasons women choose logistics.

Funding schemes in some parts of the country are aimed at school leavers, meaning it can be challenging for businesses to provide training for people looking to switch careers. Immediate shortages in HGV, bus, and coach drivers could start to be addressed with community outreach to military veterans or former offenders who may be interested in taking up driving roles. This would also help diversify the potential pool of new workers in the sector.

Industry led initiatives such as Generation Logistics aim to help find and engage the next generation of logistics talent. The aim is to highlight the range and scope of logistics careers, from entry level pathways through to graduate programmes. Bringing logistics businesses and trade associations together to shift perceptions, the campaign is fully supported by government through the Department for Transport.

In June 2023, Women in Transport launched their Equity Index survey to help track and guide inclusivity in the transport sector. Accurate data is vital if we are to achieve positive change where equality, diversity and inclusion are concerned.



Age profile of HGV drivers

HGV Drivers - Quarterly Evolution by Age Group

According to ONS Quarter Labour Force Survey Statistics, the number of drivers under the age of 30 declined during the pandemic and grew again as we came out of lockdown. The 30-45 age group remained very stable, increasing slightly in 2022.

The over 45s declined slightly in 2020, but there was a significant drop in Q1/Q2 2021 which triggered the driver shortage crisis. Consequently, increased wages for drivers in Q2 & Q3 2022 served to attract back a significant proportion of those who had left earlier in the year.

Credit: Driver Require

² Labour Force Survey ONS Q2 2021

Train

While the range of careers within logistics is diverse, 68% of jobs are at qualification Level 2 and below.³ With government post-school funding focused on Level 3 and above, long-term funding is scarce outside the apprenticeship route, and many businesses are unaware of funding mechanisms available, or how to access them.

1. Apprenticeships and Skills Bootcamps

It can cost between £2,000 and £4,000 to train for an HGV licence, with one of the few funded pathways via an apprenticeship which are funded by the Apprenticeship Levy. Although the transportation and storage sector have paid £965m into the levy since 2017, a relatively small proportion of new HGV licence acquisitions stem from apprenticeship training.

In addition, apprenticeship programmes can be prohibitive for small to medium sized businesses who struggle to provide the off-the-job training and meaningful work element of learning until apprentices have gained their HGV licence. With 96% of transport and storage businesses having fewer than 50 employees, and the need for drivers being a priority, this style of learning is particularly difficult for hauliers to implement.

The maths and English requirements for apprenticeships can also create a barrier to training for a significant proportion of learners, some of whom have learning disabilities or do not speak English as a first language. Learners should not be prevented from passing their apprenticeship if they fail the maths or English element. This does not happen when people are studying A Levels. If a learner fails English A Level but passes their other subjects, they still gain those A Levels.



We need to get into schools, colleges, women's prisons to change [perceptions]. If no one has a role model, they won't even consider the industry.

CMS Suptrak, logistics business



³ ONS Labour Force Survey Q2 2021

⁴ <https://explore-education-statistics.service.gov.uk/find-statistics/skills-bootcamps-starts/2021-22>



Students couldn't access training if they have already reached a certain level of qualifications. It's a complex process with so many different funding streams.

Petroc College, higher education college



In July 2021, the UK Government announced 16-week, funded Skills Bootcamps as part of the National Skills Fund. Originally for only Level 3 qualifications and above, the bootcamps were expanded to HGV driver training in November 2021.

Data from the Department for Education shows 29% of Skills Bootcamps started in 2021-22 were in HGV driving.⁴ Early signs indicate Skills Bootcamps have had a positive impact, often being oversubscribed with a record number of 6,307 tests passed for HGV licences in March 2022.

Skills Bootcamps helped some employers to fill vacancies as they can get to know the trainee, and the participant can make an informed decision about whether the employer is right for them. Employers have stated that this can lead to more sustainable recruitment that results in loyal employees who stay for longer.

While initial funding was welcomed, HGV bootcamps require a long-term commitment from the UK Government and provision should be expanded to include the coach and bus sector, both of which have an increasing shortage of drivers.

Bootcamps have proved popular, with Manpower UK receiving more than 23,000 applications, many of which were not from learners the bootcamps were designed to target. The 'short-termism' of bootcamps places enormous pressure on training providers to get through a large volume of applicants, which can impact the quality of training received.



Some argue that Skills Bootcamps in HGV Driving have displaced HGV Apprenticeships; however, we find they are plugging a gap by providing a training and qualification route for individuals who are not employed. In addition, the Skills Bootcamp provides employers with a shorter route to licence acquisition for drivers. Overall, the Skills Bootcamp is a very successful programme which meets market needs by providing qualified LGV drivers.

However, there are some challenges with delivery, including the fluctuating supply of post-course employment opportunities and employers not understanding that the programme consists

of more than licence acquisition. Furthermore, employers are unclear about when an apprenticeship is more appropriate than a Skills Bootcamp. A national communications campaign educating employers on the features and availability of Skills Bootcamps would help contextualise and maximise return on providers' promotional activity in the marketplace.

Bev Ellis

Operations Director - TRS Training, training provider



2. HGV testing availability

We welcome the improvements in HGV test availability. However, there are still instances of delays. This can be a source of frustration for learners, employers, and providers. As a result, Skills Bootcamps in HGV Driving often took much longer than the advertised 16 weeks with some providers reportedly losing money due to the delays, as they were unable to claim funding. Unemployed participants and those claiming financial benefits were the hardest hit by the delays in testing.

Testing delays have caused issues for businesses, with concern that learners may change career paths while waiting for tests and lose interest in obtaining their HGV licence. Bootcamps can only be effective in tackling driver shortages if the testing resource is in place. Resource could be increased by re-opening delegated examiner training to increase the number of operators who can test their own employees as well as those of other companies.



We've been pushing for English and Maths requirements to not be exclusively GCSE. There are other Level 3 qualifications that are more functional than mathematical equations.

Liverpool City Region Combined Authority



LGV Practical driving test pass rates Great Britain, from April 2010 to December 2022

Financial year	Conducted	Passed	Pass rate (%)
2010/11	43,894	22,664	51.6
2011/12	46,549	24,401	52.4
2012/13	46,246	24,498	53.0
2013/14	48,283	26,224	54.3
2014/15	55,161	30,574	55.4
2015/16	70,233	39,000	55.5
2016/17	78,237	44,346	56.7
2017/18	70,619	40,808	57.8
2018/19	73,895	43,065	58.3
2019/20	70,288	41,434	58.9
2020/21 ^{5,6}	27,630	16,022	58.0
2021/22	95,891	56,281	58.7
2022/23 (year-to-date)	87,625	52,130	59.5

^{5,6} <https://www.gov.uk/government/statistics/developing-faster-indicators-of-transport-activity#:~:text=To%20monitor%20transport%20activity%20on,topical%20issues%20relating%20to%20transport.>





Gregory Distribution

Since 2017 we have embraced the HGV driver apprenticeship and prior to the pandemic we had regular cohorts with support from our local Yeovil College.

Recently there have been changes with maths functional skills for the apprenticeship making it harder to pass. Instead of losing the apprentice for a week, we are now losing them for 2 weeks and the pass rate is very low, so this forces retakes.

We are not opposed to English and maths functional skills as it does add value to the apprentice and us but why has it become more difficult? Some of these problems have subsided in late 2022 and 2023 although we are now taking on less apprentice drivers due to there being enough qualified drivers on the market. The Urban driver apprenticeship standard has also given us our old route of Cat C if we want it and we now use this for 75% of the apprentice drivers.

An issue that we have seen is the drivers that took the revised LGV route because of the lack of urban for quite some time are having difficulties at EPA (End Point Assessment). The main issue is that drivers that drive Cat C and only took the CE toward the end because they had to have it, found it difficult to drive the CE on EPA to the required standard and in some cases have either not passed or we have had some refusals to take the EPA because they are not confident enough.

We don't push this too hard and do offer extra time which some take up but ultimately, we have a qualified driver for what we need. The EPA has also changed and for the first time ever we are getting failures, largely due to the professional interview. We are trying to understand why but this is strange as they pass the theory and even got a distinction for driving.

Overall we would always like to use an apprenticeship where we can as there is extra value for the apprentice, but we do have some tough choices to make. We are unlikely to use this route for anyone that requires functional skills because of the up to 3 weeks away from work and the difficulties in passing the maths functional skills. We will offer a direct trainee entry to these people and train them outside of the apprenticeship although we do follow the same syllabus and reviews.

We will also only choose the LGV apprenticeship route for someone that is going to be driving CE regularly. I am not too concerned with the length of the apprenticeship as it does give us at least 3 opportunities to observe the driver on route during this time and they are ready for EPA (withstanding the interview). But this is based on us providing the licence by week 12, we would likely still carry out the observations even if it were shorter.

Steve Rose
Training Manager, Gregory

Below: Gregory apprentice.

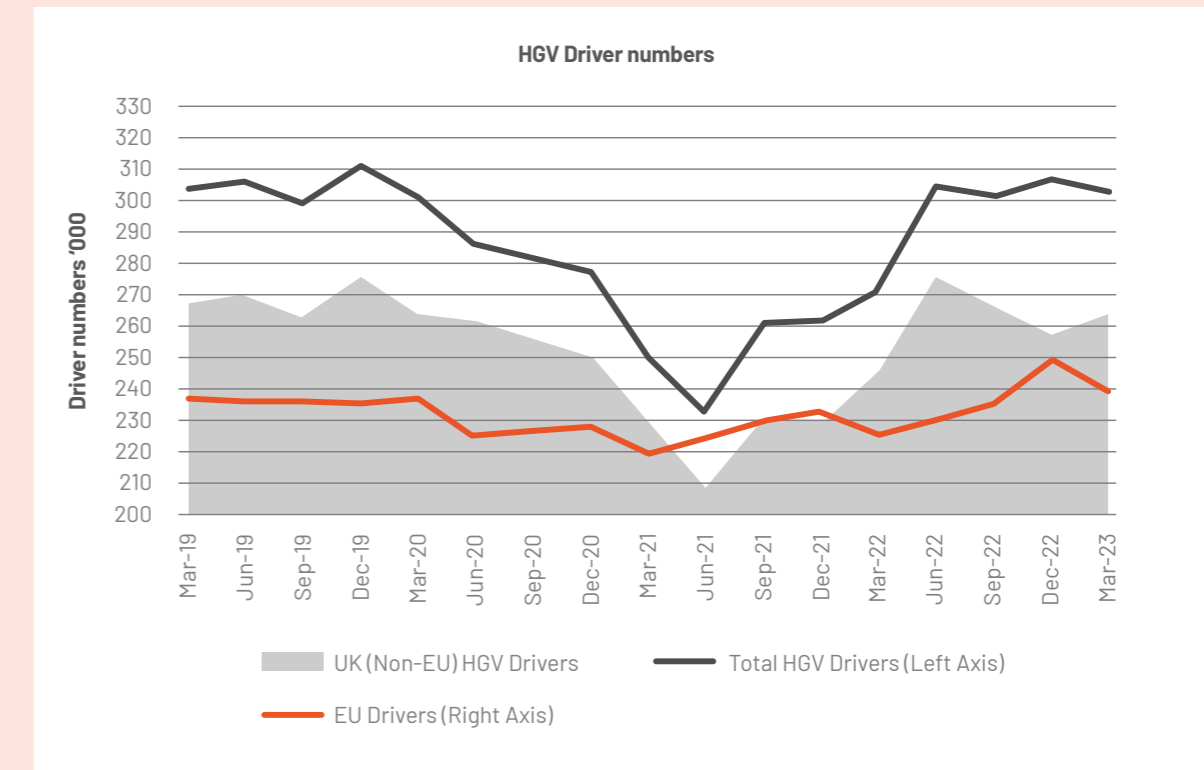


3. Job roles

HGV Driver Shortage – analysis

According to ONS Quarter Labour Force Survey Statistics, the overall pool of HGV drivers has remained stable at approximately 300,000 since Q2 2022, after it stabilised following the 2021 driver shortage crisis. This is equivalent to the level pre-covid.⁷

Economic and seasonal demand impacts the requirement for drivers and an upturn in the economy would place pressure on the existing pool of HGV drivers.



The number of HGV drivers in the UK has remained stable at pre-pandemic levels for the fourth quarter in a row - for a full year since Q2 2022. This is important because it demonstrates that the HGV driver shortage has stabilised.

We analysed the dynamics by age group and observed that the over-45 age group, which dropped significantly in Q1 and Q2 2021, triggering the driver shortage crisis, recovered in late 2021 and has remained stable at pre-pandemic levels throughout 2022 and into 2023. The 30-45 age group remained stable throughout the pandemic.

Meanwhile the under-30 age group, which declined during the pandemic, has also now recovered. This is encouraging for the future of the UK haulage sector, which is relying on the younger driver group to replenish the driver pool as the older contingent retires and leaves the sector.

While it is positive that the number of younger drivers has recovered post-pandemic, there aren't yet enough in the workforce and we still need many more to join the sector to maintain a robust HGV driver pool over the coming decades.

Kieran Smith, Chief Executive, Driver Require

⁷ NS Quarter Labour Force Survey ("QLFS") statistics

Local labour market data shows a high degree of regional variation in the number of HGV driver vacancies with acute shortages in the South West, Scotland and Northern Ireland. Despite the significant focus and skills investment in HGV driver training by governments, there remains a skills shortage in some regions.

Breakdown of job postings for HGV drivers

Gov't Office Region Name	Feb 2020 Unique Postings (pre-pandemic level)	Mar 2023 Unique Postings	% Change Feb 20 to Mar 23	Median Annual Wages
South West	837	1,203	65.9%	£29,706
Scotland	480	635	53.5%	£27,430
Northern Ireland	119	142	33.6%	£25,232
North East	224	257	28.6%	£29,547
South East	1,438	1,667	25.2%	£30,752
Wales	315	360	20.6%	£31,822
London	641	616	0.6%	£33,816
East of England	1,257	1,036	-8.4%	£32,086
North West	955	809	-12.9%	£31,580
Yorkshire and The Humber	1,107	771	-24.3%	£30,363
West Midlands	1,772	975	-40.9%	£30,107
East Midlands	2,291	853	-58.5%	£31,285

Recruitment and Employment Confederation Labour Market Tracker 2023

Technician shortage

There is currently a severe shortage of technicians in the road transport sector.

The shortage of light vehicle technicians has been widely reported with major businesses such as Halfords announcing a profit warning due to labour shortages. Job postings for light vehicle technicians were up by 51% in 2022 and HGV mechanic postings up by 46%.⁸ Job postings for vehicle technicians, mechanics and electricians have increased by over 90% since February 2020, as illustrated in the table below.

Technicians have traditionally been trained via apprenticeships, but the availability of training courses offered by colleges has been significantly reduced over the past decade as the funding allocated to heavy vehicle technician apprenticeships is inadequate and leading to providers leaving the market due to the unviability of offering the course.

It takes three years for an apprentice to qualify as a technician and so there is no fast-track route for training new people. Salaries have been steadily increasing but given the other costs hauliers and bus and coach companies are experiencing, there is a limit to this. However, if the specialist workers are not available, no salary increase will help.

The safety implications of a shortage in technicians is concerning. There have already been incidents reported to the Traffic Commissioners of operators using inexperienced and inappropriately trained workers to maintain vehicles.

The funding band for the heavy vehicle mechanic apprenticeship should be increased to make the delivery of it financially viable for training providers. The recent increase to £20,000 in June 2023 is a real terms reduction and falls short of the £23,000 needed to make running the courses viable.

Breakdown of job postings for vehicle technicians, mechanics and electricians

Gov't Office Region Name	Feb 2020 Unique Postings (pre-pandemic level)	Mar 2023 Unique Postings	% Change Feb 20 to Mar 23	Median Annual Wages
North East	147	416	198.0%	£25,391
Scotland	391	1,059	197.4%	£28,155
Northern Ireland	68	139	129.4%	£22,736
Wales	214	385	104.2%	£25,935
Yorkshire and The Humber	591	1,178	94.2%	£25,246
West Midlands	796	1,468	88.4%	£30,100
North West	781	1,374	86.6%	£27,280
East of England	1,017	1,565	77.8%	£28,931
East Midlands	705	1,187	77.2%	£28,539
South East	1,610	2,684	75.6%	£28,846
South West	901	1,379	65.9%	£26,673
London	561	778	42.2%	£29,209

Recruitment and Employment Confederation Labour Market Tracker 2023

Coach driver shortage

The shortage of bus and coach drivers has deepened due to the pandemic. There is a 29% vacancy rate⁹ for bus and coach drivers, and this is the biggest barrier to growth of bus and coach networks, restricting expansion of services. Bus and coach companies are turning away contracts as they know they do not have the driver supply to maintain them.

During the pandemic, coach companies were unable to operate, and restrictions remained in place well into 2021, especially for those operating tours across Europe. As a result, drivers were furloughed or made redundant and many subsequently moved out of the sector.

Coupled with the HGV driver shortage causing a surge in salaries, bus or coach drivers who also had an HGV licence were switching roles and the bus and coach operators could not compete with the salaries offered by freight operators.

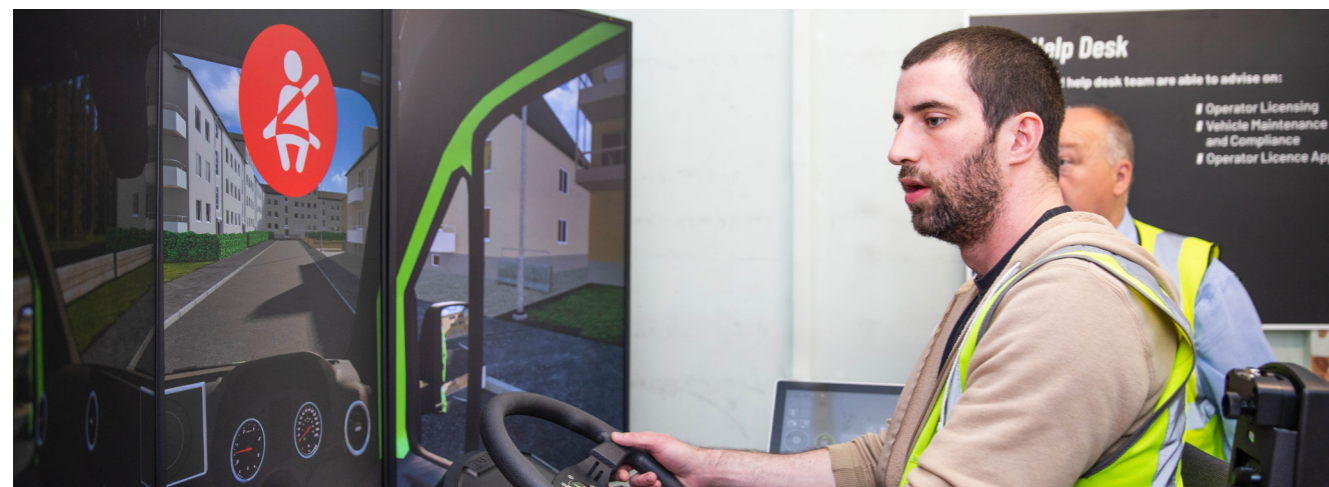
Coach operators have been doubly hit by the end of freedom of movement and require additional drivers to cover international routes. With the restrictions allowing UK nationals to visit the EU for a maximum of 90 days in 180 days, those regularly running tours or making deliveries within the EU are finding it problematic. Coach operators running tours in Europe during the seasonal peak from Easter to autumn are easily hitting the 90-day maximum. For driver also holidaying in Europe, this restricts their availability for continental work.

Given that the international journeys require a specialist knowledge, with many drivers also acting as tour guides, it not only increases costs but jeopardises the viability of the tours. The ability to recruit EU drivers would negate this restriction.

We are also urging Government to extend Skills Bootcamps to cover licence acquisition for Category D license holders.

Below: RHA driving simulator.

⁹ according to the Confederation of Passenger Transport member survey, December 2022



Spotlight on future technology

The logistics sector has changed considerably over the last 20 years. Training needs to undergo the same transition.

The development of technology provides many opportunities to develop the driver training of the future. The emphasis on technology, as autonomous and semi-autonomous vehicles become more widespread, means that training will focus on mastering the operation and monitoring of advanced driver assistance systems (ADAS) and self-driving technologies.

Driving simulators, designed to replicate the HGV driving experience can support drivers with risk profiling and remedial training. Simulation allows drivers to experience realistic scenarios without the risks associated with real-world practice including varying road conditions, weather and traffic situations. Companies and training providers can improve their fleet training programmes, especially in driver awareness and hazard avoidance. Systems can be connected to telematics, enabling operators to help their drivers learn to operate vehicles more fuel efficiently.

Devising improved training methods results in better drivers who are safer, more productive and more efficient. If simulators can help accomplish this then they should be welcomed by the industry.

In the future, driver trainers will need to possess a combination of traditional and emerging skills to effectively train aspiring drivers.

RHA has recently acquired a driving simulator for its training centre in Bathgate, West Lothian and is running a year-long evaluation project to scope the viability and prospects of the equipment.

Case study



West Suffolk College's XR Lab provides a glimpse into the possibilities of how we can both attract young people into the sector and train them in a safe environment.

The XR Lab is already working with the construction sector using Virtual Reality to provide a realistic experience of being on a construction site, brick laying in all weathers through a fully immersive VR which can even replicate cold and windy conditions so you actually feel the wind and cold.

Below: XR Labs.



Using this within driver training, you could show safely what it feels like to drive an HGV with incorrect loading, different braking for fully and unloaded HGVs on steep gradients, and extreme driving conditions. Although simulators which are being used more regularly within training can help, the XR Lab takes the training to another level. This kind of training would be impactful for young people.



Students can work in the space on 3D models, so instead of having an actual car, they can work on a virtual car and assemble it or dismantle it. And they could do the same for a wind turbine or a jet engine.

Giovanni Patania, Director, Windsor Patania



I Retain

Improving retention rates in the logistics and coach sectors is vital to addressing the skills shortage and building a stable future domestic workforce.

Opportunity exists for the sector to explore greater flexible working patterns to accommodate the need and desire for work-life balance. The sector has an entrenched full-time culture but should consider roles that don't require split shifts or can work around childcare and other responsibilities.

The format and inflexibility of mandatory training such as Driver CPC also impacts retention and we await the reforms to the Driver CPC following the recent call for evidence.

1. Working hours and competition

Long working hours are viewed in the industry as a significant challenge in the recruitment and retention of drivers. The expectations of young workers often fail to match the reality of the job, and this disparity has widened with the advent of work-from-home and the growing emphasis on work-life balance among younger generations.

Unlike other roles, HGV drivers are often not able to rely on regular set hours or predict how long a job will take. This makes it difficult to plan around family and social commitments, and often means drivers will take a pay cut and leave driving for a job with regular hours.

At the same time, the growing demand for skills across the sector has created higher levels of competition across logistics. Training providers have experienced learners obtaining HGV licenses only to leave before completing their apprenticeship, resulting in cost and resource implications. There are also issues with bus and coach drivers switching to HGV driving due to the wage differential, exacerbating the shortage of drivers in the coach sector.



This is something we as an industry haven't addressed yet: companies expect 60 hours a week and workers want a work-life balance.

Manpower UK, recruitment agency



How can you inspire young girls to work in a sector with no security and nowhere to shower?

Natasha Asghar MS, Member of the Senedd for South Wales East



2. Facilities

The quality and quantity of roadside facilities available to drivers on long journeys continues to be an issue. Alongside a shortage of parking spaces, broken, dirty, and unusable hygiene facilities are a common concern and a barrier to increased diversity.

We welcome that the UK Government has committed a total of £52.5 million to improve existing roadside facilities. However, guidance in the National Planning Policy Framework should be strengthened to make it easier to secure planning permission for lorry parking facilities, including ring-fencing funding for local authorities. We also call upon the Government to convene a Lorry Parking Taskforce, drawn from Whitehall, local authorities and industry, to help identify opportunities for new facilities in high demand areas and as part of new developments.

3. Culture change

Promoting road transport and logistics and the vital role they play in the UK economy would help change perception of the industry. Operators regularly experience poor treatment from clients and members of the public, and this lack of respect contributes to low retention rates in the sector.

There is also a lack of understanding of the skills required to drive an HGV compared to smaller vehicles like vans, as well as the regulations and driver requirements.

High consumer expectations set by the speed of the parcel industry have resulted in poor treatment of hauliers, with operators describing how drivers have been spat and shouted at during their work, contributing to low job satisfaction rates and undue feelings of shame and embarrassment.

The attraction and retention rates of working in logistics are mutually reinforcing, with both tarnished by low public perceptions of road haulage as a sector. While the industry can and should do more to champion its work among potential recruits, the support shown for drivers throughout the Covid-19 pandemic demonstrates that an effective communications campaign by public authorities can and does make a difference to how workers are treated by the public.

Below: Danielle Wilson and her Father Rob Wilson.



One of the key issues is working conditions; HGV driving is not an attractive job. Services and facilities for drivers are horrible and this is off-putting. This isn't selling the industry in the right light and with respect.

Volvo, manufacturer



About the RHA

The Road Haulage Association (RHA) is the largest trade association dedicated to representing commercial vehicle operators with a membership of 8,500 HGV, coach and van operators across the UK, 85% of whom are small and medium-sized enterprises (SMEs). Our members operate around 250,000 HGVs (half of the UK fleet) out of 10,000 operating centres and range from a single-truck company to those with thousands of vehicles.

Acknowledgements

We are grateful to all attendees and contributors to our skills roundtable sessions. We thank the following people and organisations, alongside those who submitted written evidence, for their valued insights and support.

Cardiff

- John Raymond Transport
- Frenni Transport
- National Farmers Union
- Federation of Small Businesses
- Women in Transport
- Welsh Government
- Natasha Asghard MS
Shadow Transport Minister
- National Training Federation for Wales
- Chambers Wales
- South Wales Regional Learning and Skills Partnership

Birmingham

- Chartered Institute of Logistics
- UK Warehousing Association
- British Beer and Pub Association
- Federation of Small Businesses
- Transport for West Midlands
- West Midlands Combined Authority
- Cold Chain Federation
- Little Port Transport
- Volvo
- National Express

Warrington

- Road to Logistics
- Department for Work and Pensions
- Recruitment Employment Confederation
- Lancashire LEP
- Liverpool City Region Combined Authority
- Anthony's Travel
- Chartered Institute of Logistics and Transport
- Stagecoach Group
- TRS Training

Yeovil

- Manpower UK
- Wttl
- Gregory's Distribution
- Driver Require
- West of England Combined Authority
- Bath and North East Somerset Council
- Swindon Council
- Petroc College
- Devon and Cornwall Training Provider Network
- Massey Wilcox
- C&D South West
- CMS Supertrak



! For more information, please connect with us:



@RHANews



/RoadHaulageAssociation



/road-haulage-association



rha.uk.net



PROFESSIONAL OPINION NOTE - APPENDIX D

RHA Driver Facilities Campaign Document

ROADSIDE FACILITIES



More parking spaces, better facilities and stronger security.

Commercial vehicle drivers are the backbone of our economy. It is crucial that drivers have access to proper roadside facilities if they are to effectively carry out their critical role of keeping our supply chains moving.

Nationally there is an estimated 11,000 lorry parking space shortage. With utilisation of lorry parking spaces at 83% nationally, and as high as 100% on some key routes, the lack of available facilities on our road network makes recruitment, retention and diversity of drivers much more difficult.

The lack of safe, secure parking and welfare facilities available to drivers, results in many drivers having to take their rest periods in their vehicles at the side of the road with no access to hygiene facilities. These drivers are also at risk of freight crime, which is a constant danger to those who have no choice but to park off site in laybys and industrial estates.

Operators of lorry parking sites have no commercial incentive to invest or improve their facilities. Overall dissatisfaction with UK roadside facilities is high at around 62%. Our driver facilities campaign aims to secure more lorry and coach parking, improve the overall standard of driver facilities, and highlight the importance of driver welfare and wellbeing.

The RHA supports the National Vehicle Crime Intelligence Service, the police unit that gathers intelligence and helps tackle freight crime. We are also working directly on practical measures that can improve both capacity and standards of truck parking in the UK through a Government taskforce. This group brings together Government and road haulage industry stakeholders to explore and overcome the issues preventing the creation of the strong network of truck parking facilities the UK economy needs.

In the last two years, the RHA has successfully lobbied for:

£100m combined government/industry investment for truck parking improvements.

A Government and Industry Taskforce to address issues limiting the construction of new truck parking facilities.

A call for evidence looking at the impact of current planning policy on freight and logistics.

Our key asks on driver facilities are:

Reform of planning policies and the National Planning Policy Framework to make it easier to get truck parking applications approved.

APPENDIX 9: LETTERS OF SUPPORT – VARIOUS

Mr A Collinson
North Warwickshire Borough Council
Council House
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Warwickshire
CV9 1DE

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F: 01892 534989
www.logistics.org.uk



Hermes House
St John's Road
Tunbridge Wells
Kent TN4 9UZ

Sent by email

12 November 2022

Dear Mr Collinson,

Planning Application Ref: PAP/2021/0663 – Land North East of Junction 10 M42, North Warwickshire

Logistics UK is one of the UK's largest business groups and the only one that provides a voice for the whole of the UK's logistics sector. Our role, on behalf of over 20,000 members, is to enhance the safety, efficiency and sustainability of freight movement throughout the supply chain, across all transport modes. Our members range from global businesses to national companies and regional and local SME businesses.

The logistics sector employs 2.56 million people in the UK, either directly or indirectly, accounting for 8% of the UK workforce and contributes £139 billion gross value added to the UK economy. Supply chain businesses across all modes demonstrated their importance to the economy and society throughout the COVID-19 pandemic. Teams were rightly recognised as key workers transporting essential goods, including food, medicine and construction materials to keep the country operating.

Driving economic growth

As set out in the DfT's recently published *Future of Freight: A Long Term Plan*¹, the Government is clear that the logistics and freight sector is central to the UK's most pressing national priorities, from building back after the pandemic, levelling up, and reducing greenhouse gas emissions. It is also a significantly growing industry - the number of people working in logistics has dramatically increased from 675,600 in 2012 to 1,250,000 in 2021². It is therefore critical that the continued growth of the logistics sector is supported.

Logistics UK supports the proposed development of up to 100,000sqm of new, high-quality, logistics floorspace in the location adjacent to the Junction 10 of the M42 and that benefits from being rail-served by virtue of its proximity to Birmingham Intermodal Freight Terminal.

¹ Future of Freight: A Long Term Plan (DfT, June 2022)

² Logistics UK (June 2022) - <https://logistics.org.uk/media/press-releases/2022/june/logistics-plays-vital-role-to-levelling-up-agenda>

A development of this scale would help provide significant inward investment to the area and new employment opportunities, which the application documents suggest would comprise up to 1,295 net additional jobs and GVA of up to £104.2 million annually in perpetuity to the West Midlands economy.

Providing sufficient driver facilities

Lorry parking is a priority issue for our members and the lack of suitable facilities at the roadside is often cited as one of the main reasons that people are hesitant to come and work as a professional driver, as well as by those deciding to leave the industry. By improving the facilities available, this will deliver better working conditions, helping to attract a larger and more diverse pool of talent, alongside improving public perception of the sector. Greater attention must be given to the chronic shortage of commercial vehicle parking spaces, on or close to, the Strategic Road Network. The need is for the provision of high-quality, safe and secure roadside facilities including showers, toilets and hot food.

The shortage of lorry parking facilities also impacts on local communities. HGV drivers by law must take a rest break of at least 45 minutes after a maximum of 4.5 hours of driving. They must also take legally mandated rest breaks overnight and at weekends. Failure to comply with Drivers Hours regulations is a serious road safety offence and can result in a driver losing their vocational entitlement to drive. If there are no facilities available where and when a driver needs to stop, this can result in them having little choice, but to park up in less suitable locations such as laybys or close to residential areas.

The Department for Transport (DfT) has recently published a survey³ of commercial vehicle parking and concluded that the “provision of lorry parking at on-site facilities is nearly at critical level, having reached 83 per cent utilisation level across the network”. The West Midlands utilisation level was found to be 84%. This highlights the urgency of addressing the lack of adequate facilities that Logistics UK has been calling for, along with supportive measures such as addressing delays to planning applications and identification and options for sites on Government owned land.

Section 109 of the National Planning Policy Framework sets out that local planning policies and decisions should recognise the importance of providing adequate overnight lorry parking facilities, taking into account any local shortages, to reduce the risk of parking in locations that lack proper facilities or could cause a nuisance. Proposals for new or expanded distribution centres should make provision for sufficient lorry parking to cater for their anticipated use.

Against this backdrop, Logistics UK is extremely supportive of the provision of a secure overnight lorry parking facility (of up to 150 spaces) and associated welfare facilities as part of the wider development proposals subject to application ref: PAP/2021/0663.

Supporting mode shift to maritime and rail

Reducing greenhouse gas emissions and reaching net zero is a key priority for the sector. Promoting and harnessing modal shift from road to maritime and rail is vital to help achieve this.

Highly sustainable and rail-served sites, such as those subject to the development proposals, should be supported. In this case, it is noted that the site is rail-served by virtue of its proximity to BIFT with additional rail freight infrastructure at Hams Hall (c.8.7 miles).

³ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1108154/national-survey-of-lorry-parking-2022-part-one.pdf

An additional benefit of the proposed overnight lorry parking facility is that it would provide a significant quantum and higher quality of parking and welfare facilities in close proximity to two key intermodal rail hubs in the West Midlands region, further supporting modal shift.

Conclusion

Logistics UK supports the development proposals and I hope this feedback is useful as you consider the application.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'M Gardner', written in a cursive style.

Michelle Gardner
Deputy Director – Policy

2 November 2022

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Dear Sir or Madam,

Land on the North East of J10 M42 Dordon/A5 (Ref: PAP/2021/0663)

I write in relation to the above planning application at Land on the North East of J10 M42 Dordon/A5, which is located in close proximity to the Birmingham Intermodal Freight Terminal (“BIFT”) and Hams Hall Rail Freight Terminal (“HHRFT”).

Rail Freight Group

Rail Freight Group (RFG) is the representative body for rail freight in the UK, and we campaign for a greater use of rail freight, to deliver environmental and economic benefits across the UK. We have over 100 member companies including rail freight operators, logistics companies, ports and equipment suppliers, as well as retailers, construction companies and support services.

Benefits of rail freight

Rail freight benefits society as a whole by reducing harmful emissions and congestion, providing high quality jobs, and helping many regions of the UK to prosper. It also offers many commercial advantages to its customers, including reliability, speed and cost-effectiveness.

Reliability and Speed – rail freight operators achieve 97% reliability on the premium services they run for retailers and, in general, rail freight can match or better road freight for reliability.

Cost-effective – rail freight companies’ continued investment is reducing costs for customers. Modern freight trains achieve higher speeds and heavier payloads as investment in UK rolling stock increases, with tonnage per train up by 80% in the last decade.

Environmental Benefits – rail freight reduces CO2 emissions by up to 76% compared to road, helping mitigate the effects of transport emissions on global warming – an increasingly important driver of rail freight uptake as corporations aim to meet Net Zero Carbon targets.

Improved Air Quality – rail produces up to 10 times less small particulate matter than road haulage and as much as 15 times less nitrogen oxide for the equivalent mass hauled.

Reduced Congestion – each freight train can remove up to 76 lorries from the roads, resulting in 1.6 billion fewer HGV kilometres every year nationally.

Supporting Regional Growth – of the 5,000+ people employed by the freight industry, more than 80% are employed outside the south east of England. Rail freight is also vital for the economic prosperity of ports, power stations, production centres and retail centres across the country.

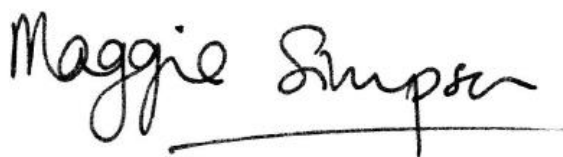
Proposals at Land on the North East of J10 M42 Dordon/A5 in a national context

We note that the specific locational requirements of the freight / supply chain sector and the importance of focusing growth close to rail freight terminals is acknowledged in national planning policy¹, as well as several recent policy documents published by the Department of Transport (DfT)². In this context, 'suitably accessible locations'³ means as physically close to rail freight infrastructure as possible, in order to maximise future uptake and deliver the consequential benefits to society outlined above.

The application site is strategically located close to BIFT (c. 0.5 mi). We are aware that the application proposals therefore have the potential to be classed as 'rail-served' due to their close proximity to BIFT, effectively extending the rail linked warehousing onsite enabling more users to benefit directly from the rail terminal. We are also aware that BIFT has significant capacity for growth in the future. The proposed site is also close to HHRFT (c. 9 mi) with good trunk road links. It is therefore exceptionally well located in the West Midlands to facilitate the aims of national policy in relation to encouraging rail freight use and decarbonising transport.

We are therefore supportive the proposed development at Land on the North East of J10 M42 Dordon/A5 (Ref: PAP/2021/0663), which aligns with national policy support for the increased use of rail freight as well as our own initiatives and campaigns.

Yours sincerely,

A handwritten signature in black ink that reads "Maggie Simpson". The signature is written in a cursive style and is underlined with a single horizontal line.

Maggie Simpson OBE
Director General

¹ National Planning Policy Framework (NPPF) paragraphs 83 and 106.

² Future of Freight: a long-term plan; Decarbonising Transport: A Better, Greener Britain; and Great British Railways: The Williams-Shapps Plan for Rail; to name but a few.

³ NPPF paragraph 83

Mr J Brown
Head of Planning
North Warwickshire Borough Council
Council House
South Street
Atherstone
Warwickshire
CV9 1DE

22nd November 2021

Dear Mr Brown,

I am writing to you in support of the proposals for an Overnight HGV Lorry and Coach Parking Facility at the site known as Land north-east of Junction 10 M42 motorway, in North Warwickshire, currently being advanced by Hodgetts Estates.

The RHA represents more than 7,200 members who operate more than half of the UK HGV fleet, as well as coach operators and van users. We liaise with the profession and represent its interests for Government, lobbying on issues that impact on the safe and efficient movement of goods by road across the UK. The UK has a shortage of more than 100,000 HGV drivers and there are very few female drivers. The shortage of HGV parking facilities across the UK has resulted in trucks having nowhere, that is safe and secure, to take their mandatory breaks and rest. This is also an inhibitor to attracting new drivers and female drivers to the industry.

The legislation around drivers' hours and rest periods is rigorously enforced by the Driver and Vehicle Standards Agency and the police. The Traffic Commissioner regulates this area.

It is an established fact that fatigue is a significant causation factor in many collisions. It is essential, from a road safety perspective, that drivers are able to have a good nights uninterrupted sleep. Also, to be safe in the knowledge that they, their vehicle and load will not be vulnerable to criminal activity. It is vital therefore that secure gated and fenced facilities are made available close to the Strategic Road Network, so that all drivers, especially female drivers, feel safe. New drivers to the profession are unlikely to say if they feel threatened. We estimate there is a national shortage of 11,000 HGV parking spaces each night, the majority being in the Midlands and South East.

Road Freight supplies 98% of everything consumed in the UK. All food, medicine and other essential products are delivered by Road Freight. During the pandemic in 2020 and 2021 traffic volumes generally fell, the exception was Road Freight which experience a slight

decline in some sectors, but which has subsequently recovered to exceed pre-pandemic levels.

The 2019 Highways England's Lorry Parking Demand Assessment highlights the lack of lorry parking in the West Midlands. The same issue was identified in the Department for Transport – National Survey of Lorry Parking, published in 2017 – the survey took place in 2016 – which identified a utilisation of 87% in the West Midlands and 72% in the East Midlands (Table 5.1). The situation at Tamworth Services was even more acute, with a utilization rate of 92% noted at the time (Table 5.47). Department for Transport deemed utilization as 'Critical' on reaching 85% utilization and 'Serious' between 70% and 84%. The 2017 figure will have now been exceeded and five years on from the survey, we consider will have breached 100%. Currently Road Freight volumes on the Strategic Road Network are running at 110% of pre-pandemic traffic volumes, so lorry parking is in even greater demand.

I was recently interviewed as part of Highways England's Roads Reform Evaluation. During this interview I was critical of the lack of progress in facilitating more lorry parking spaces, since the Lorry Parking Demand Assessment was published. We will continue to keep the pressure on National Highways to ensure drivers have proper, safe and adequate rest areas.

In response to evidence submitted by the RHA and others to the Ministry of Housing, Communities and Local Government (MHCLG), the National Planning Policy Framework July 2018 (NPPF2018) for the first time included support for the provision of adequate overnight lorry parking facilities and required Local Planning Authorities to take into account local shortages, to reduce the risk of parking in locations that lack proper facilities or could cause a nuisance (para. 107). This paragraph was taken forward in NPPF2019 and again in NPPF2021 (para. 109). The recently published North Warwickshire Local Plan September 2021 provides further policy support for such facilities, at Policy LP34 Parking.

At a national level, various letters and statements have been issued by Government in recent months regarding the national shortage of HGV drivers and measures to attract existing drivers back to work and over the medium term, attract new drivers to address the shortfall. In all of these, the clear message is that Government will work towards improving the quantity and quality of overnight facilities and access to facilities during the day. Furthermore, that the industry must play its part to improve working conditions for drivers and, in this regard, industry-led action, such as that now being brought forward by Hodgetts Estates, will be supported.

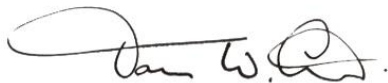
The RHA fully supports Hodgetts Estates' proposals for an Overnight HGV Lorry and Coach Parking facility at Land north-east of Junction 10 M42 Motorway, North Warwickshire, which is located on the Strategic Road Network and M42 motorway and A5 trunk road; routes heavily used by HGVs for the movement of goods and freight. The A5 in particular is one of the Midlands' most important east-west road corridors, connecting businesses with ports, airports, rail freight interchanges and motorways, allowing them to access major UK and international markets. The route connects the M1 and M6 and intersects with the M42 and M69, four of the region's busiest motorways. The A5 also sits at the heart of the so-called

“Logistics Golden Triangle”. The importance of appropriate lorry parking facilities on this road corridor cannot be understated therefore.

Failure to provide correct lorry parking facilities results in HGVs being parked in locations unsuited for vehicles of this size, resulting in conflict with local communities, which is why parking is so very important. Councils have a duty of care to ensure that drivers and their vehicles are able to park safely in the knowledge that they will be safe and not in conflict with local communities.

The lack of a choice of high quality secure lorry parking and driver facilities is one of main reasons for the existing national driver shortage, particularly in attracting new and female drivers. HGV drivers having difficulty in finding suitable parking is stressful and time consuming. Having more and better driver welfare facilities is essential to solving this crisis.

Yours sincerely,



Tom Cotton
Policy – Infrastructure England and Wales
RHA
t.cotton@rha.net.uk



NATIONAL VEHICLE CRIME
INTELLIGENCE SERVICE

Mr A Collinson
North Warwickshire Borough Council
Council House
South Street
Atherstone
Warwickshire
CV9 1DE

10th June 2022

Dear Mr Collinson,

Planning Application Ref: PAP/2021/0663 – Land North East of Junction 10 M42, North Warwickshire

On behalf of The National Vehicle Crime Intelligence Service (NaVCIS), I write in relation to the above planning application to set out NaVCIS' support for Hodgetts Estates' proposed development at Land North East of Junction 10 of the M42 Motorway, North Warwickshire ('the site').

NaVCIS

NaVCIS is a national policing unit that bridges the gap between policing and industry. We work hard to disrupt criminality and protect communities from the harm caused by serious, organised crime - in this instance particularly the area of freight and cargo crime.

The NaVCIS Freight team is a highly-valued partner to the haulage industry, which suffers huge financial losses each year as a result of cargo crime. We advise and support police forces, the freight sector and the Home Office in combatting Freight crime and our data informs the (NCA produced) National Strategic Threat assessment.

Impacts of cargo crime on the UK economy

Cargo crime is estimated to cost the industry hundreds of millions of pounds each year. Based on 2019 data, it was estimated that the true overall cost to the UK economy from freight and cargo crime is over £724 million a year.

In 2021, there were 4,434 reports of HGV crime to NaVCIS and 70% of the lorries attacked were parked on roads, laybys and Motorway Service Areas (MSAs).

Freight and cargo are crucial to our national infrastructure; blockages or thefts in the supply chain can have a significant impact. Highly desirable cargos are targeted by organised criminal gangs, costing the UK millions in terms of the impact to producers, transporters and consumers. As such, the team's role is to target crime that affects road haulage and freight transport in the UK.

There are a number of fundamental issues that influence the extent of cargo crime in the UK:

- The provision of lorry parking is a national issue in terms of insufficient capacity and quality¹.
- A lack of understanding of the differences between 'safe' lorry parking and 'secured' lorry parking, and the limited provision of secured parking facilities.
 - 'Safe' lorry parking provision would be akin to parking provision found in a typical MSA.
 - 'Secured' lorry parking has active security measures that we deem will be effective against the determined criminals involved.
 - The majority of lorry parking provision across the UK is not considered 'secured'.
- Furthermore, in terms of lorry parking facilities in the UK, there are very limited lorry parking facilities that are accredited by the following:
 - Transported Asset Protection Association (TAPA) Parking Security Requirements².
 - British Parking Association ParkMark Scheme (ParkMark)³.
 - EU SSTPA Secure Parking Standards⁴.
 - For reference, there are only two TAPA accredited lorry parking facilities in the entire UK – Formula Services, Ellesmere Port and The Red Lion Truckstop at J16 of the M1, Northampton.

Application ref: PAP/2021/0663

NaVCIS strongly supports Hodgetts Estates' proposals for a 150 space secured overnight lorry parking facility, for the following reasons:

- From a quantitative perspective, the site is uniquely located on Junction 10 M42 (north to south) and with direct access onto the A5 trunk road (east to west) and is within the Midlands area bounded by the M1, M6 and M42 known as the 'Golden Triangle' which is the key hub for logistics activity in the UK. The specific location is identified as having a critical undersupply of lorry parking provision, which is one of the identified key factors that encourages cargo crime in the UK.
- From a qualitative perspective, because there is insufficient parking provision both locally and within the UK there is a lack of competition between parking facilities (provision of parking facilities is largely left to private enterprise in the UK, unlike in the EU where it is subsidised by the authorities) and, as such, there is very little requirement or need from operators of existing parking facilities to improve and make secure their

¹ National Survey of Lorry Parking 2017 –

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/723349/national-survey-of-lorry-parking-report.pdf

² Transported Asset Protection Association (TAPA) Parking Security Requirements -<https://tapaemea.org/standards-trainings/parking-facility-security-requirements/>

³ ParkMark Safer Parking Scheme - <https://www.parkmark.co.uk/about-the-safer-parking-scheme>

⁴ EU SSTPA Secure Parking Standards - <https://op.europa.eu/en/publication-detail/-/publication/d89d1818-4f81-11e9-a8ed-01aa75ed71a1>



current facilities on offer, leading to a stock of generally poor quality and inadequately secured facilities across the UK. Consequently, there is a need for exemplar sites such as the one proposed to significantly raise the standard of parking facilities in terms of design quality and security to encourage competition and investment into existing facilities. Without new secure and well designed facilities such as this it is unlikely that there will be sufficient impetus for operators to improve and invest in existing facilities which are running at overcapacity.

- We welcome the quality of design, security features, and capacity provision of this scheme and it is noted that a range of design measures and parameters are included as part of the Design Guide.
- The design measures, if implemented, would adhere to Level 1 TAPA accreditation requirements and also the EU SSTPA Platinum accreditation requirements, which is extremely encouraging and NaVCIS commends such aspirations.
- At TAPA accredited facilities, it is extremely rare that cargo crime incidents are reported due to increased security measures compared with a “safe” facility (such as a typical MSA) or a “secured” facility without TAPA standards, where criminals would be more likely to target over a TAPA accredited facility as a result of reduced security measures.

As such, the proposals present a unique opportunity to bring forward an exemplar secured overnight lorry parking facility that will significantly raise the bar of quality of overnight lorry parking in the West Midlands, whilst also providing a substantial amount of parking in a secured facility with potentially multiple security accreditations.

The enhanced security measures provided by the facility will in turn deter cargo crime in the area, saving local police forces potentially significant amounts of time and allow already constrained resources to be allocated elsewhere - resources that would otherwise have to be utilised to investigate cargo crime and criminal activity associated with inappropriately parked lorries.

NaVCIS looks forward to engaging with Hodgetts Estates going forward and we trust that you take these comments into account in the consideration of the planning application.

Yours Sincerely,

A handwritten signature in black ink, which appears to read 'Ed Todd 49181 Mallon'. The signature is written in a cursive style and is positioned above a horizontal line.

Head of Unit, National Vehicle Crime Intelligence Service

Warrington, James

From: English, Mark 5617 <Mark.English@warwickshire.police.uk>
Sent: 10 May 2022 09:23
To: Andrew Collinson
Cc: Warrington, James
Subject: PAP/2021/0663 - Land NE J10 M42

Dear Andrew

Further to my comments dated 28th March 2022.

I have re-examined the 'design' guide and ' design and access statement' and it shows that the applicant/ agent has addressed all my concerns in relation to security and layout.

There were 4434 reports of HGV crime to NaVCIS in 2021 and 70% of the lorries attacked were parked on roads, laybys and MSA's. The 'National Vehicle Crime Intelligence Service' and Police Crime Commissioner would support this application, a secure parking facility would offer drivers an appropriate place to park.

The applicant has shown the effects of litter etc. around areas where HGV's park, if there had an appropriate facility these problems would disappear as the appropriate facility's would be available.

Warwickshire Police have no objections to this application.

Regards

Mark English

Design Out Crime Officer (5617)

Warwickshire Police

Nuneaton WJC, Vicarage Street, Nuneaton Warwickshire CV11 4JU

(02476) 483150

07799525411

mark.english@warwickshire.police.uk

"Changes to the English Planning and Building Control Regulations, following in-depth reviews by the Department for Communities and Local Government (DCLG), have underlined the importance of the Police advice delivered over the past 25 years, specifically in the form of the Secured by Design (SBD) initiative. Secured by Design welcomes the introduction of a security element within the Building Regulation. Approved Document Q goes some way to improving security in the residential built environment, but does not include many of the elements that have contributed to the improvements in security that Secured by Design has delivered in communities around the country."

Visit the 'Secured By Design' web site for DOCO contact details, design guides, licence holders & application forms: www.securedbydesign.com <<http://www.securedbydesign.com>>

APPENDIX 10: BIRMINGHAM LIVE ARTICLE APRIL 2021 AND BIRMINGHAM LIVE ARTICLE MARCH 2022

‘Disgusting’ lorry drivers using Tamworth area as ‘overnight truck stop and toilet’

Council is working with developers to see what can be done.

[Birmingham Live](#)



Lorry drivers are using Ventura Park Road as 'overnight truck stop and toilet'.

A new homeowner says she has “never seen such brazen disgusting behaviour in my life” after witnessing a lorry driver urinate along a popular dog walking spot.

The local resident, who did not want to be named, said several lorry drivers park up along Ventura Park Road in [Tamworth](#) overnight near to Barratt Homes' Dunstall Park development and are using the area as an 'overnight truck stop and toilet'.

She added "it is only a matter of time before there is going to be a serious accident".

[Staffordshire County Council](#) has told [BirminghamLive](#) it is aware of the issue and is working with developers to see what can be done. The developers added they are looking to solve this "as a matter of urgency."

The homeowner said: "I have never seen such brazen disgusting behaviour in my life. I am a new homeowner at Dunstall Park having moved into a house three weeks ago from Herefordshire.

"On Saturday morning, April 17 at around 11am, I was shocked and horrified by what I saw from my bedroom window looking along Ventura Park Road towards the Toyota garage.

"The driver of a large lorry, which had been parked there overnight, got out of his cab and left his door open wide, while bold as brass he crossed the road and walked up onto the grass verge pathway where people walk their dogs and stood and urinated. He didn't even go towards the hedge to do so!

Lorry drivers are using Ventura Park Road as 'overnight truck stop and toilet'.

"This behaviour is absolutely disgusting particularly as approximately five minutes later a young lady along with her two small children and their dog walked right across the path where he had urinated.

"I wish I had taken a photograph however I was so shocked by this person's behaviour I didn't think quickly enough.

"At the time of the incident there were three lorries parked up by the side of the road and they had all been there overnight and had their front window blinds up.

"Not only do these lorries cause a traffic hazard to residents trying to get into the estate, being parked all the way along this road day and night, they also create a large amount of rubbish beside the roadside by their discarded food waste and packaging.

"Surely the council should not be allowing them to regularly use this area as a day and overnight truck stop and toilet!

"I am seriously concerned about where have I moved to?"

James Bailey, Assistant Director for Highways and the Built County at Staffordshire County Council, said: "Our highways teams are aware of the issues and are working with developers to see what can be done.

"We are also encouraging local businesses to provide better parking and rest facilities for their delivery drivers.

"In the meantime, residents should report any anti-social behaviour and litter concerns to the police and Tamworth Borough Council."

Adrian Evans, Managing Director at Barratt Homes West Midlands, said: "It has been brought to our attention that factory workers are using Ventura Park Road to park their vehicles overnight which is causing some inconvenience for the local community.

"We have not given permission for this and have notified Tamworth Borough Council about the issue who are looking to solve this as a matter of urgency."

Anger over lorry drivers' parking and dumping 'pee in bottles' in Ventura Park Road, Tamworth

Staffordshire County Council says it is aware of the issue

Birmingham Live



Deborah King has hit out at lorry drivers parking on Ventura Park Road, Tamworth overnight and "dumping rubbish and peeing in empty pop bottles".

An angry grandmother has hit out over lorry drivers parking overnight and "dumping rubbish and peeing in empty pop bottles" near to a [Tamworth](#) housing estate. Deborah King says she has witnessed the aftermath of the incidents in Ventura Park Road, near to the Barratt Homes development, many times when visiting her daughter Krystal and granddaughter Betsy.

She has now called for “something to be done”. [Staffordshire](#) County Council, which is responsible for highways, has told Birmingham Live it is “aware of the issue and in discussions with local businesses”.

Deborah fumed: “Something has to be done about the lorries parking on Ventura Park Road in the day and overnight for days on end. Not only is it dangerous for pedestrians walking with children and prams, they’re dumping rubbish and peeing in empty pop bottles and leaving it behind with no consideration for the housing estate just up the road from it.

“The people who live on the estate walk down these paths on a daily basis. It is utterly disgusting. I have seen this many times on my way to visit my daughter and granddaughter. I am shocked to see this behaviour from grown up lorry drivers. Something has to be done. My daughter and granddaughter have to live on that estate and she sees this on a daily basis, it’s lowering the tone of a good estate and I am not happy about it.”

Deborah King has hit out at lorry drivers parking on Ventura Park Road, Tamworth overnight and "dumping rubbish and peeing in empty pop bottles".

In response, David Williams, cabinet member for highways and transport at Staffordshire County Council, said: “Our highways teams are aware of the issue and are in discussions with local businesses to understand the causes of the parking issues and to identify potential solutions.

“In the meantime, residents should report any anti-social behaviour and litter concerns to the Police and Tamworth Borough Council.”

It is not the first time we have reported on the issue in Ventura Park Road.

Last year a local resident, who did not want to be named, said several lorry drivers park up along Ventura Park Road in Tamworth overnight near to Barratt Homes’ Dunstall Park development and [were using the area as an ‘overnight truck stop and toilet’](#). She added “it is only a matter of time before there is going to be a serious accident”.

APPENDIX 11: A5 LAY-BY PICTURES

Photos of Existing Laybys on A5 – Addendum

Images 1 & 2: field adjacent existing layby on east bound A5 at site entrance – 20/04/2022



Images 3 & 4: parking at existing layby on east bound A5 at site entrance – 17/05/2022



Image 5: field adjacent existing layby on east bound A5 at site entrance – 07/11/2023



Image 6: hedge adjacent existing layby on east bound A5 at site entrance – 07/11/2023



Images 7 & 8: field adjacent existing layby on east bound A5 at site entrance – 07/11/2023



Images 9 & 10: parking at existing layby on east bound A5 at site entrance – 14/11/2023



Image 11: signage at existing layby on east bound A5 at site entrance – 14/11/2023



Photos of Existing Laybys on A5

Image 1: area of hardstanding adjacent site entrance close to layby on east bound A5 – 06/02/2020



Image 2: area of hardstanding adjacent site entrance close to layby on east bound A5 – 06/02/2020



Image 3: field adjacent layby on east bound A5 – 06/02/2020



Image 4: parking at layby on east bound A5 – 18/02/2020



Image 5: field adjacent layby on east bound A5 – 14/10/2020



Image 6: field adjacent layby on east bound A5 – 12/11/2020



Image 7: area of hardstanding adjacent site entrance close to layby on east bound A5 – 12/11/2020



Images 8 & 9: parking at layby on east bound A5 – 12/11/2020



Image 10: field adjacent layby on east bound A5 – 22/01/2021



Image 11: field adjacent layby on east bound A5 – 31/03/2021

