

SUBJECT: PROPOSED WEIGHT RESTRICTION ORDER USK BRIDGE 08.00 – 11.00 and 14.00

-18.00

#### 1. PURPOSE:

To consider the proposed Order subsequent to representations received following advertisement in accordance with the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1994.

#### 2. RECOMMENDATIONS:

Not to implement the proposed Order.

#### 3. KEY ISSUES:

Following suggestions from Gwent Police and a request from Usk Town Council for a part time total prohibition of HGVs through Usk to address repeated concerns regarding road safety and environmental concerns associated with HGV traffic travelling through the town, this council consulted upon proposals to revoke the existing Routes A472 and B4598 at Usk (Prohibition of Commercial Vehicles) Order 1995 and introduce a new Order prohibiting commercial vehicles exceeding 7.5 tonnes from crossing Usk Bridge between 08.00 -11.00 and 14.00 – 18.00 hours. As no premises abut the bridge exemptions for access were not proposed.

Consultations were commenced on 12<sup>th</sup> March 2016 with 29<sup>th</sup> April as the closing date for responses. A total of 54 individual consultation letters were dispatched, as listed in Appendix A, as well as the proposal being advertised on street and in the local press.

There were a total of 11 respondents as follows:-

Gwent Police, Welsh Government, Newport City Council, Councillor Val Smith, National Farmers Union Cymru and 6 individual businesses/farms (5 located in Llanbadoc ward and 1 in Llangybi ward).

Gwent Police expressed concern about the possibility of goods vehicle drivers, especially those approaching eastwards from Little Mill, arriving at the bridge to find that they were unable to proceed or turn around, and hence, should the Order

be made, stressed the importance of prominent informatory signing at the ends of the A472 and at intermediate points where vehicles might be able to turn around. Whilst acknowledging that the proposed Order would be easier to police, they pointed out that the police service had limited capacity and had to prioritise their duties and core responsibilities.

Newport City Council also advocated that, should the Order be made, appropriate prominent signing be provided on the A472 to minimize the likelihood of drivers arriving at the west end of Usk Bridge only to find they could not legally proceed, and possibly opting to continue towards Caerleon in contravention of the Caerleon and District Order 1985.

On a similar theme the Welsh Government pointed out that the existing advance direction signs at the A472 and A4042 junctions would need to be replaced or amended to indicate the distance to the commencement of the Order and the times of operation, at the Council's cost.

Usk Bridge is located half in Usk and half in Llanbadoc. Councillor Val Smith, representing Llanbadoc ward, indicates she does not support the proposed Order.

NFU Cymru and the six businesses all object, indicating that the proposal will have serious adverse impacts on local business. Their objections are outlined in appendix B, but can be broadly summarized as:-

- Local businesses and farmers need to receive supplies and arrange deliveries throughout the day. It is just not feasible to operate with the time constraints proposed.
- If the proposal is introduced local companies are likely to have to relocate away from the Usk area to remain viable, with hardship for their personnel, and any attempts to bring new employment to Usk almost certain to fail
- HGVs could arrive at the bridge prior to 11.00 or 18.00 and wait on the bridge approach until legally able to proceed, creating chaos in the town
- Alternatively HGVs could park up at inappropriate locations whilst waiting to proceed legally
- Police and VOSA operations indicate that a substantial majority of HGVs currently using the bridge are serving local premises and comply with the current Traffic Order.

Some of the objectors advocate that local businesses and farming activities be exempt from any Order. However this is the essence of the existing Order.

Other alternative measures are also put forward, most prominently that a 20mph speed limit be introduced through the town. A proposal for such an Order on the A472 Bridge Street/Castle Parade/Monmouth Road is currently being developed.

#### 4. REASONS:

It is considered that the impact of the advertised part-time prohibition of HGV order presents substantial difficulties to agricultural and other businesses within the locality and should therefore not be progressed.

## 5. RESOURCE IMPLICATIONS:

If implemented the costs of the proposed Traffic Regulation Order, road markings and signage would be funded by Monmouthshire County Council from the road safety and traffic management budget. Costs have not been quantified, but would be substantial.

#### 6. SUSTAINABLE DEVELOPMENT AND EQUALITY IMPLICATIONS

There are sustainability issues regarding the proposal, referred to in the sustainability checklist. There are no equality implications.

### 7. CONSULTEES:

Senior Leadership Team County Councillor B Jones, Cabinet Member for County Operations County Councillor B Strong, Usk Local Member County Councillor V Smith, Llanbadoc Local Member

## 8. BACKGROUND PAPERS:

Proposed Order Schedule and Statement of Reasons, Notice of Intention, Schedule of Objections/Comments, Equalities Impact Assessment and Sustainability Development Checklist.

## 9. AUTHOR:

Paul Keeble Traffic & Network Manager

### 10. CONTACT DETAILS:

E-mail: Paulkeeble@monmouthshire.gov.uk

Telephone: 01633 644733

## Proposed Usk Bridge Weight Restriction Order 2016

### List of consultees

Chief Constable Gwent Police Police HQ Croesyceiliog Cwmbran NP44 2XJ

Ms. T. Lee Chief Executive Officer Newport City Council Civic Centre Newport NP20 4UR

Ms. A. Ward Chief Executive Officer Torfaen County Borough Council Civic Centre Pontypool NP4 6YB

Ms. S. Carr South Wales Network Manager Transport and Communities Welsh Government Cathays Park Cardiff CF10 3NQ

C'llr B. Strong C'llr B. Jones C'llr P. Clarke C'llr V. Smith C'llr P. Jones

Welsh Water British Gas British Telecoms SWALEC Network Rail Road Haulage Association Freight Transport Association (check address)

National Farmers Union

Farmers Union of Wales

AA

RAC
Usk Town Council
Llanbadoc Community Council
Goytre Fawr Community Council
Llangybi Fawr Community Council
Gwehelog Community Council
Raglan Community Council
Llanover Fawr Community Council

Abergavenny Town Council

BAe Systems Glascoed Usk Monmouthshire NP15 1XL

Glascoed Sports and Social Club Glascoed Usk Monmouthshire NP15 1QE

Coleg Gwent The Rhadyr Usk Monmouthshire NP15 1XJ

Usk Rugby Football Club Red Shed Meadow Usk Monmouthshire NP15 1HR

Usk Garden Centre Llanbadoc Usk Monmouthshire NP15 1TG

Glanyrafon Hotel Pontypool Road Usk Monmouthshire NP15 1SY

Halfway House Berthon Road Little Mill Pontypool NP4 0HL White Hart Village Inn Llangybi Usk Monmouthshire NP15 1NP

Cwrt Bleddyn Hotel Llangybi Usk Monmouthshire NP15 1PG

The Hall Inn Gwehelog Usk Monmouthshire NP15 1RB

Monkswood Garage Monkswood Usk Monmouthshire NP15 1QB

Patchwork Technology Llancayo Farm Usk Monmouthshire NP15 1HY

Tank School Llancayo Farm Usk Monmouthshire NP15 1HY

Pont Kemys Caravan Park Pont Kemys Chain Bridge Abergavenny Monmouthshire NP7 9DS

The Steelhorse Cafe Llanvihangel Gobion Abergavenny Monmouthshire NP7 9AY

Arthur Bros Transport Ltd Cefn Llech Llangybi Usk Monmouthshire NP15 1PG Morgans of Usk Ltd Woodside Industrial Estate Usk Monmouthshire NP15 1SS

Galletleys of Usk Woodside Industrial Estate Usk Monmouthshire NP15 1SS

Woodside Garden Machinery Woodside Industrial Estate Usk Monmouthshire NP15 1SS

Woodside Garage Woodside Industrial Estate Usk Monmouthshire NP15 1SS

Usk Bridge Motors Woodside Industrial Estate Usk Monmouthshire NP15 1SS

NFU Mutual Woodside Industrial Estate Usk Monmouthshire NP15 1SS

A Jones & Co (Usk) Ltd Woodside Industrial Estate Usk Monmouthshire NP15 1SS

Remotequest Projects Ltd Woodside Industrial Estate Usk Monmouthshire NP15 1SS

Chevron Traffic Management Ltd.
Old Goods Yard
Pontypool Road
Usk
Monmouthshire
NP15 1TJ

Eddy Mays Auto Repair Centre Old Goods Yard Pontypool Road Usk Monmouthshire NP15 1TJ

Clawdd y Parc Livery Clawdd y Parc Llangybi Usk NP15 1NY

Usk Valley Livery Little Ton Lands Treddunock Usk NP15 1LY

HMP Prescoed Coed y Pain Pontypool NP4 0TB Proposed 7.5T Max Prohibition of Driving Order, A472 Usk Bridge AppendixB 08.00 – 11.00 and 14.00 – 18.00 hours Consultation Responses

Respondent	Comment
Gwent Police	Express concern that HGV drivers may arrive at bridge and be unable to proceed or turn around. Stresses the importance of prominent advance signing, especially for traffic approaching eastbound on A472, and for intermediate signing at locations where vehicles might turn around, such as Bae access.  Acknowledges proposed Order should be easier to enforce than current Order, but notes that police service has limited capacity and needs to prioritise its duties and core responsibilities.
Newport CC	Whilst not objecting wishes to stress the importance of providing adequate advance warning signing to avoid HGV drivers arriving at west end of Usk Bridge during affected times and electing to proceed towards Caerleon in contravention of the Caerleon and District Prohibition of Commercial Vehicles Order 1985.
Welsh Government	Points out that the existing advance direction signs at the A472 and A4042 trunk road junctions would need to be replaced or amended to indicate the distance to the commencement of the Order and the times of operation, at the Council's cost.
Councillor Val Smith	States that she does not support the proposal.
NFU Cymru	Represents farmers and growers operating in and around Usk. State that the time frames are unworkable and do not allow their members to go to and from their holdings, especially during busy periods such as harvest time when they may need to cross the bridge several times a day. The proposal would also have an adverse effect on some members taking livestock to market, and could lead to animal health concerns. Fears that if the proposal is implemented the increased costs of time, labour, fuel & wear and tear would not be as easily absorbed by farmers as other industries. Urges the authority to make an exemption for agricultural vehicles if any new regulations are introduced.  Also advocates that an additional exemption be made for businesses within 5 miles of Usk as many of these supply goods and services to NFU members.
A. Jones & Co (Usk) Ltd	Formally objects as the proposal will have an adverse effect on its business. Company has been trading from Woodside for 45 years serving local building and agricultural communities using one 12.5T HGV with crane for bulk deliveries together with light goods vehicles. Would only be able to serve customers in Usk and surrounding areas east of river between 11.00 and 14.00, effectively a two hour period as it includes their own lunch break. Would lead to customers purchasing goods from competitor businesses resulting in significant loss of trade. Similarly their suppliers would find it impossible to work within these timescales, many deliver from long distances with multiple deliveries at several premises.

Outside 3 hour window would be more economical for merchants in Abergavenny and Newport to deliver to Usk and Premises east of river – the driving time for an HGV from Woodside to Usk, currently 5 minutes, would increase to about 1 hour.

Puts a conservative estimate on their loss of business at £150,000 per annum, excluding any potential increase costs from their suppliers. States that the business would not be economically viable in the long run. Estimates that over 200 jobs based at the three largest Woodside companies would be at risk, with a negative impact on the local economy as well as personal hardship.

Also claims that unworkable restrictions would be imposed on the delivery of supplies such as feed and stock movements affecting local agricultural businesses.

Does not believe it would create a safer environment for pedestrians to concentrate HGV movements into a three hour window, and asks for the council to supply accident statistics.

Refers to air quality, stating that published documentation indicates the only upward trend is recorded at 14 Castle Street, which they consider is due to traffic queuing o pass parked vehicles in that vicinity, and quality would be improved by prohibiting and enforcing double yellow lines. States that whilst Usk Town Council has good intentions to find a solution to perceived problems, by continually persuing MCC and Gwent Police an unworkable proposal has been formulated.

Believes that the current restriction has seen the number of HGVs using Usk as a through route fall, with the majority doing so legally to deliver to the area as indicated by recent police and VOSA operations. Suggests it may be time to accept that the current situation is the best solution.

States that proposal will seriously affect the operation of their business, and of all the schemes proposed over the years this is the most unworkable and ill conceived.

Virtually all their raw materials and finished products are carried by articulated vehicles which need to arrive and depart throughout the day: trying to schedule movements to comply with the proposed hours would be impossible.

Puts forward the scenario that a driver could legally arrive at the bridge at 10.00 and, seeing the prohibition, wait at the bridge approach until 11.00 before proceeding, and bring Usk to a standstill.

Indicates that if the proposal is implemented the company would have to consider moving out of the area, affecting 140 employees, and it would be very difficult to let the premises to another company. Also it has planning consent to construct 12 industrial units adjacent to its premises, but likewise these would be virtually unlettable.

To make Usk a better and safer place they propose:-

- Double yellow lines be introduced on A472 outside the chip shop
- Double yellow lines be introduced adjacent the filling station
- Double yellow lines be laid on B4598 between Conigar Crescent and the vets.
- The whole town be made a 20mph zone.

Asks that a meeting beheld with affected businesses before any further schemes are proposed.

## Morgans of Usk Ltd

## Glen yr Afon House Hotel

Objects to the proposal. States that it will create many logistical problems for both their hotels (Glen yr Afon and Three Salmons) and many other local businesses.

The hotels receive deliveries of essential stocks seven days a week at varying times, some involving HGVs exceeding 7.5 tonnes, over which they have little control. This will not only create access problems and inevitable disruption, but make the hotel (Glen yr Afon) more vulnerable to lorries trying to turn around and causing damage when they find no other option available.

The company supports any improvement to public safety and the local environment, but believes this should not be a reason to penalise local businesses such as a 7 hour blockade.

Advocates that any scheme to prohibit HGVs should contain an exemption for bona fide businesses in Usk. Advocates a more consultative approach to any future proposals.

## E. A. & R. E. Bowyer Ty Mawr Hill Farm, Llanbadoc

Formally objects to the proposal. Would seriously affect the operation of the business by hampering deliveries, collections and contractor access to the farm. The majority of deliveries and collections involve part loads, with vehicles calling at a series of farms in one trip, and most arrive and/or depart via the A449 and Usk. It is not realistic to expect companies to arrange trips to comply with the limited hours proposed for Usk Bridge. Points out that other farms and businesses will be affected similarly. Points out that the proposal could have unintended consequences, such as HGVs parking in unsuitable locations waiting for the 11.00 – 14.00 window to open up, or taking unsuitable routes on narrow country roads. Considers that other measures should be identified to improve conditions in the town. Advocates an exemption for local businesses operating within a specified distance of the town, and other measures such as a lower speed limit in Bridge Street and prohibition of waiting on A472 near the chip shop.

## Lyn Jones Cwmdowlais Farm, Llanbadoc

Strongly objects to the proposal. Would have far reaching consequences for his business and livelihood. Relies on the A472 for essential deliveries such as livestock feeds, farming supplies and machinery. Usk Bridge is also on the direct route to Raglan Market. Alternative routes would increase journey times, fuel costs, and cause unnecessary stress to livestock. Also points out that HGVs are likely to park up in and around Usk, causing congestion and danger, whilst waiting for the window to open, and then try to cross at the same time, causing blockages in the street. Asks if any thought has been given to the impact upon other businesses such as A. Jones & Sons, Woodside Garage, Cilfeigan Sawmills, Usk Garden Centre, Coleg Gwent and HMP Prescoed.

## James and Powell Agricultural Engineers Little Ton Farm Tredunnock

Strongly objects to the proposal. It would seriously impact on the business. Deliveries are received throughout the day, and at times they have to use their own 17tonne lorry at short notice. The alternative route to Usk via Llantrissant involves crossing the narrow bridge at Newbridge on Usk and the approach into Usk (Maryport Street) is heavily congested with parked cars, and not appropriate.

Points out the proposal would have an adverse effect on farms and businesses in the area, especially those based at Woodside.

Also points out that prior to construction of the current A449 dual

carriageway often over 60 HGVs would use Bridge Street each hour;
afterwards the only HGVs were for local deliveries and collections. Now
when they drive through the town in their lorry they rarely see a similar
vehicle, so don't perceive a serious problem.
Finally points out that parking outside the fish and chip shop is a serious
cause of congestion which might be addressed.

Name of the Officer - Paul Keeble Phone no: 01633 644873 E-mail: paulkeeble@monmouthshire.gov.uk	Please give a brief description of the aims of the proposal:  Not to proceed with the introduction of a 7.5 tonnes MGW Prohibition of Commercial Vehicles on A472 Usk Bridge, 08.0 – 11.00 and 14.00 – 18.00 hours as formally consulted upon following objections received.
Name of Service – Traffic & Development	Date Future Generations Evaluation – 11 <sup>th</sup> May 2016

NB. Key strategies and documents that may help you identify your contribution to the wellbeing goals and sustainable development principles include: Single Integrated Plan, Continuance Agreement, Improvement Plan, Local Development Plan, People Strategy, Asset Management Plan, Green Infrastructure SPG, Welsh Language Standards, etc

1. Does your proposal deliver any of the well-being goals below? Please explain the impact (positive and negative) you expect, together with suggestions of how to mitigate negative impacts or better contribute to the goal.

Well Being Goal	Does the proposal contribute to this goal?  Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
A prosperous Wales Efficient use of resources, skilled, educated people, generates wealth, provides jobs	Neutral	
A resilient Wales  Maintain and enhance biodiversity and ecosystems that support resilience and can adapt to change	Neutral	

Well Being Goal	Does the proposal contribute to this goal?  Describe the positive and negative impacts.	What actions have been/will be taken to mitigate any negative impacts or better contribute to positive impacts?
(e.g. climate change)		
A healthier Wales People's physical and mental wellbeing is maximized and health impacts are understood	Neutral	
A Wales of cohesive communities Communities are attractive, viable, safe and well connected	Positive	Restricting HGVs through Usk Town will improve highway safety and contribute to providing a safer environment for residents/visitors etc.
A globally responsible Wales Taking account of impact on global well-being when considering local social, economic and environmental wellbeing	Neutral	
A Wales of vibrant culture and thriving Welsh language Culture, heritage and Welsh language are promoted and protected. People are encouraged to do sport, art and recreation	Neutral	
A more equal Wales People can fulfil their potential no matter what their background or circumstances	Neutral	

# 2. How has your proposal embedded and prioritised the sustainable governance principles in its development?

Sustainable Development Principle		Does your proposal demonstrate you have met this principle? If yes, describe how. If not explain why.	Are there any additional actions to be taken to mitigate any negative impacts or better contribute to positive impacts?	
Long Term	Balancing short term need with long term and planning for the future	N/A		
Collaboration	Working together with other partners to deliver objectives	N/A		
Involvement	Involving those with an interest and seeking their views	Full statutory consultation has taken place in accordance with the Road Traffic Regulation Act 1984		
Prevention	Putting resources into preventing problems occurring or getting worse	N/A		

Sustainable Development Principle	Does your proposal demonstrate you have met this principle? If yes, describe how. If not explain why.	Are there any additional actions to be taken to mitigate any negative impacts or better contribute to positive impacts?
Considering impact on all wellbeing goals together and on other bodies	N/A	

3. Are your proposals going to affect any people or groups of people with protected characteristics? Please explain the impact, the evidence you have used and any action you are taking below. For more detailed information on the protected characteristics, the Equality Act 2010 and the Welsh Language Standards that apply to Monmouthshire Council please follow this link: <a href="http://hub/corporatedocs/Equalities/Forms/AllItems.aspx">http://hub/corporatedocs/Equalities/Forms/AllItems.aspx</a> or contact Alan Burkitt on 01633 644010 or <a href="mailto:alanburkitt@monmouthshire.gov.uk">alanburkitt@monmouthshire.gov.uk</a>

Protected Characteristics	Describe any positive impacts your proposal has on the protected characteristic	Describe any negative impacts your proposal has on the protected characteristic	What has been/will be done to mitigate any negative impacts or better contribute to positive impacts?
Age	N/A		
Disability	N/A		

Protected Characteristics	Describe any positive impacts your proposal has on the protected characteristic	Describe any negative impacts your proposal has on the protected characteristic	What has been/will be done to mitigate any negative impacts or better contribute to positive impacts?
Gender	N/A.		
reassignment			
Marriage or civil	N/A		
partnership			
Pregnancy or	N/A		
maternity			
Race	N/A		
Religion or Belief	N/A		
Sex	N/A		
Sexual Orientation	N/A		
Welsh Language	N/A		

4. Council has agreed the need to consider the impact its decisions has on important responsibilities of Corporate Parenting and safeguarding. Are your proposals going to affect either of these responsibilities? For more information please see the guidance <a href="http://hub/corporatedocs/Democratic%20Services/Safeguarding%20Guidance.docx">http://hub/corporatedocs/Democratic%20Services/Safeguarding%20Guidance.docx</a> and for more on Monmouthshire's Corporate Parenting Strategy see <a href="http://hub/corporatedocs/SitePages/Corporate%20Parenting%20Strategy.aspx">http://hub/corporatedocs/SitePages/Corporate%20Parenting%20Strategy.aspx</a>

	Describe any positive impacts your proposal has on safeguarding and corporate parenting	Describe any negative impacts your proposal has on safeguarding and corporate parenting	What will you do/ have you done to mitigate any negative impacts or better contribute to positive impacts?
Safeguarding	N/A	N/A	
Corporate Parenting	N/A	N/A	

## 5. What evidence and data has informed the development of your proposal?

HGV surveys and Lorry Watch Scheme have demonstrated that there are a number of HGVs contravening the existing traffic orders and Gwent Police limited resources to enforce the existing order prompted the consideration of a simpler traffic order restricting HGVs traveling through Usk Town. The objections received have been considered and it is therefore recommended not to proceed with the proposals.

6.	SUMMARY: As a result of completing this form, what are the main positive and negative impacts of your proposal, how
	have they informed/changed the development of the proposal so far and what will you be doing in future?

The proposal to implement a time limit environmental weight limit would have an overall positive impact in providing a safer environment for non-motorised users and furthermore contribute to lower CO<sup>2</sup> emissions. However objections received from local businesses within the Usk area as part of the formal consultation process have been taken in to account and therefore it is the recommendation is not to proceed with the proposed amended HGV traffic order.

7. ACTIONS: As a result of completing this form are there any further actions you will be undertaking? Please detail them below, if applicable.

What are you going to do	When are you going to do it?	Who is responsible	Progress
Recommending not to proceed with implementation of the order	N/A	Traffic & Development Team	On-going

8. MONITORING: The impacts of this proposal will need to be monitored and reviewed. Please specify the date at which you will evaluate the impact, and where you will report the results of the review.

The impacts of this proposal will be evaluated on:	MCC in partnership with the Usk Town Council and Gwent Police will	
	continue to monitor the situation and seek alternative potential	
	solutions.	

9. VERSION CONTROL: The Future Generations Evaluation should be used at the earliest stages of decision making, and then honed and refined throughout the decision making process. It is important to keep a record of this process so that we can demonstrate how we have considered and built in sustainable development wherever possible.

Version No.	Decision making stage	Date considered	Brief description of any amendments made following consideration
			This will demonstrate how we have considered and built in sustainable development throughout the evolution of a proposal.