Surrey Transport Plan: Freight Strategy

April 2011
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If you have other needs in this regard please contact Surrey County Council in one of the following ways.

**In writing**

Surrey County Council
Strategy Group (Room 420)
Environment & Infrastructure Directorate
County Hall
Kingston upon Thames
Surrey KT1 2DN

**By phone**

03456 009 009
Minicom: 020 8541 9698

**Online**

Email: surreytransportplan@surreycc.gov.uk
www.surreycc.gov.uk/surreytransportplan
Surrey Transport Plan, 2011-2026

Freight Strategy

April 2011

Contents

Executive Summary .................................................................................................................................................................................. i
1 Introduction: this Freight Strategy and the Surrey Transport Plan ................................................................................................. 1
  1.1 This Freight Strategy consultation document ......................................................................................................................... 1
  1.2 The Surrey Transport Plan ....................................................................................................................................................... 1
2 Background and terms of reference ............................................................................................................................................. 2
  2.1 Why Surrey needs a Freight Strategy .................................................................................................................................... 2
  2.2 Scope of the strategy ............................................................................................................................................................... 2
  2.3 Policy Context ......................................................................................................................................................................... 2
3 Problems, Challenges and Opportunities .................................................................................................................................. 6
  3.1 Technical work to identify problems related to the strategy include: ....................................................................................... 6
  3.2 Background ................................................................................................................................................................................. 6
  3.3 Problems and Challenges ...................................................................................................................................................... 7
  3.4 Opportunities ........................................................................................................................................................................... 7
4 Aim, objectives, indicators and targets ....................................................................................................................................... 9
  4.1 Aim and objectives ................................................................................................................................................................. 9
  4.2 Indicators and targets ............................................................................................................................................................ 9
5 Options and Preferred strategy .................................................................................................................................................... 10
6 Delivery of the Preferred Strategy ........................................................................................................................................... 13
  6.1 Funding .................................................................................................................................................................................... 13
  6.2 Delivery in partnership .......................................................................................................................................................... 13
Executive Summary
This is the Freight Strategy, one of the strategies of the Surrey Transport Plan.

Surrey’s location on the fringe of London offers its citizens many benefits in terms of access to employment and a pleasant environment to live but Surrey’s relative affluence creates a great demand for goods, most of which are brought into the county by road.

The county council acknowledges the part that efficient and effective freight deliveries can play in maintaining Surrey’s vibrant economy whilst recognising that the transportation of goods by Heavy Goods Vehicles (hereafter HGVs) can sometimes impact adversely on the environment and residents, both in urban and rural areas.

As the highways authority for the county road network, the county council has some limited powers to regulate HGV movements. However, the focus is on working with the freight industry and other authorities to provide operators with the information they need to plan deliveries as effectively as they can.

The aim of the Freight Strategy is:
To assist in the effective transportation of goods whilst minimising the impact of large goods vehicles on Surrey’s environment and its residents.

The objectives are:
1. To continue to provide up-to-date information to the freight industry to enable more effective, reliable, safe and sustainable deliveries;
2. To reduce the adverse impact of lorries on congestion, air quality and road safety in urban areas; and,
3. To reduce incidences of lorries diverting along unsuitable lower category roads when not being used for access.

A twin-track preferred strategy approach is proposed:
• Strategic countywide freight measures which will be delivered as and when funding becomes available; and,
• Local freight measures which will be developed and implemented to address specific freight issues in the county, as and when funding becomes available.

A toolkit of the preferred measures is presented.

Partnership working with freight operators and trade bodies, the Highways Agency, borough, district, town and parish councils, neighbouring local authorities and local residents associations and other representative groups will be essential to the delivery of this strategy.
1 Introduction: this Freight Strategy and the Surrey Transport Plan

1.1 This Freight Strategy consultation document
This is the Freight Strategy, one of the strategies of the Surrey Transport Plan.

A public consultation on the draft strategy was held between September and November 2010. The results of this consultation have helped to inform the strategy.

A formal consultation report, to be produced in 2011, will give details of who was consulted, the consultation feedback received and how it was reflected in any changes to this final strategy.

1.2 The Surrey Transport Plan
Surrey’s third local transport plan (LTP3) is called the Surrey Transport Plan. The new plan will commence from April 2011 and will look ahead to 2026.

The Surrey Transport Plan will replace the current LTP, namely the Surrey Local Transport Plan second edition: 2006/07 – 2010/11 (March 2006), known as LTP2.

Documents are available giving an introduction to the Surrey Transport Plan and its overarching vision and objectives and an explanation of key abbreviations and acronyms used in the Surrey Transport Plan.
2 Background and terms of reference

2.1 Why Surrey needs a Freight Strategy
Freight was considered within the county council’s first and second Local Transport Plans but only as a contributory element to other key objectives (such as reducing congestion).

The profile of freight has been raised nationally over the last ten years through work by the Department for Transport (DfT) and freight trade organisations such as the Freight Transport Association (FTA) and the Road Haulage Association (RHA). The development of nationwide best practice, including the widespread uptake of Freight Quality Partnerships (FQPs), and issues associated with new technologies such as satnav (satellite navigation) systems has led to a more collaborative approach between the freight industry and local authorities.

The county council acknowledges the part that efficient and effective freight deliveries can play in maintaining Surrey’s vibrant economy whilst recognising that the transportation of goods by Heavy Goods Vehicles (hereafter HGVs) can sometimes impact adversely on the environment and residents.

As a Local Highways Authority, the county council has some limited powers to regulate HGV movements. However, the focus is on working with the freight industry and other authorities to provide operators with the information they need to plan deliveries as effectively as they can.

2.2 Scope of the strategy
The strategy focuses on county roads for which Surrey County Council is the Local Highway Authority.

The Highways Agency is the Highway Authority for the trunk roads and motorways that pass through Surrey. This strategy also sets out the county council’s approach to liaison and partnership working with the Highways Agency on freight issues of mutual interest, such as lorry parking.

The strategy also describes the arrangements for collaborative working with other authorities and organisations on freight issues which may extend beyond the county boundary where a mutual benefit can be demonstrated.

2.3 Policy Context

2.3.1 Surrey Transport Plan
The Freight Strategy has been developed within the context of the overarching vision and objectives of the Surrey Transport Plan. The main focus for the Freight Strategy is to put in place the tools and processes to allow Surrey County Council and its partners to manage the road network effectively and reliably.

Figure 2-1 shows some of the key links between the Freight Strategy and the other strategies of the Surrey Transport Plan.
Figure 2-1: Key links between the Freight Strategy and other core strategies

<table>
<thead>
<tr>
<th>Surrey Transport Plan</th>
<th>Key links with Freight Strategy</th>
</tr>
</thead>
<tbody>
<tr>
<td>core strategy</td>
<td></td>
</tr>
<tr>
<td>Congestion Strategy</td>
<td>• Freight Quality Partnerships (FQPs) can lead to off-peak deliveries and consolidation</td>
</tr>
</tbody>
</table>
| Road Safety Strategy  | • Improved driver awareness and behaviour, for instance of cyclists at junctions  
                     | • Appropriate routeing of HGVs |
| Air Quality Strategy  | • Consolidation of deliveries and appropriate routeing of freight  
                     | • Contribution that FQPs can make to mitigating air pollution in Air Quality Management Areas (AQMAs)  |
| Surrey Transport Asset | • Route management  
                     | Management Plan  
                     | (LTP2) • Signing to strategic routes  
                     | • Maintenance of existing asset, including the Surrey Priority Network |
| Parking Strategy      | • Review loading restrictions  
                     | • Parking enforcement  
                     | • Lorry parking facilities |

2.3.2 Other County Council policies

There are a number of other strategies that have informed the development of the Freight Strategy.

The Partnership Plan: Standing up for Surrey (Surrey Strategic Partnership, April 2010) sets out five key challenges facing the partnership: climate change, sustainability, internet connectivity to promote economic vitality, reduced spending and local decision-making. This Freight Strategy has an important role in delivering against strategic priorities related to economic development (Priority E), sustainable developments (Priority H) and, in particular, sustainable lifestyles (Priority G). The latter is explained as: "The ability to travel around the county in a quick and efficient manner is essential to economic success and convenient transport depends on uncongested roads and good public transport services. We will invest in transport infrastructure, and encourage more sustainable modes of travel and the reduction of unnecessary travel, which will reduce congestion while bringing economic, environmental and health benefits."

The Surrey Local Economic Assessment (December 2010) states that economic infrastructure, including the transport system, is crucial to the performance of local, regional and national economies: "It is vital for the transfer of goods and services and is an essential tool for the labour market to function effectively. It is also an important attractor for inward investment. Further, the economic infrastructure is inextricably linked to the socio-economic wellbeing of an area" (section 5.1). Increasing pressure on economic infrastructure in the county is identified. This potentially could result in the county becoming a less attractive location for business, with a consequential quality of life reduction for all.

The Surrey Rural Strategy 2010-2015 sets out strategic objectives and action programmes to work towards the achievement of a more sustainable future, whether
social, economic or environmental, for Surrey’s rural areas. The vision for the rural areas of Surrey includes the aim to have “adequate and dependable infrastructure – including roads, water and housing”. For the Freight Strategy, a particular challenge is to balance the need for the transport of goods associated with the farming industry, which can require the use of very large vehicles, with desire to minimise the impact of these vehicles on the countryside.

The Management Plan 2009-2014 for the Surrey Hills Area of Outstanding Natural Beauty (AONB) aims to raise awareness about the impact that traffic has on the Surrey Hills and to promote measures that reinforce the rural character of the area through sensitive design and maintenance. For the Freight Strategy, a challenge is to protect vulnerable country lanes from unnecessary use by large vehicles.

The Surrey Minerals Plan recognises that lorry traffic generated from transporting minerals is “one of the most significant impacts of mineral working in Surrey, and the one that usually causes the most public concern”. The nature of the market for minerals in Surrey means that lorries are used for transportation in the overwhelming majority of cases as this is the most cost effective means of transport. The policy on the transport of minerals is Policy MC15. In short, movement of minerals by road should as far as possible be confined to the motorway and primary route network and potential impacts on these roads assessed as part of the transport assessment of proposals. However, for many sites direct access on to this network is not possible. Particular attention should therefore be given to the routeing of vehicles between the proposed development and the motorway and primary route network.

The Surrey Waste Plan sets out the planning framework for the development of waste management facilities in Surrey. It is expected that planning proposals for waste will include a consideration of traffic generation characteristics, incorporating an assessment of the level and type of traffic generated and the impact of that traffic, suitability of the access and the highway network in the vicinity of the proposed site, including access to and from the primary route network, and works necessary to accommodate the development.

The Freight Strategy aims to help mitigate the impacts of the movement of waste and minerals by encouraging operators to use the highest category of road available for the majority of their journey.

2.3.3 National and Local Freight Policy Context


The Coalition Government’s new Local Transport White Paper entitled ‘Creating Growth, Cutting Carbon – Making Sustainable Local Transport Happen’ (DfT, January 2011) identifies HGVs as a major contributor to nitrogen dioxide pollution and eco driving by
HGV drivers is shown as a key measure for reducing emissions. Surrey County Council will work with partners to promote initiatives, such as Construction Logistic Plans and Service and Delivery Plans, which encourage eco driving and consolidation of deliveries.

Planning Policy Guidance 13 (PPG 13) provides planning policy guidance on transport. More specifically on freight, it advises on the establishment of Freight Quality Partnerships to address issues such as routeing all aspects of deliveries.

Local Development Frameworks (LDFs) set the planning policy framework at a borough and district level and as individual plans across Surrey are reviewed we will ensure that national and local freight issues are taken into account.

In the absence of recently withdrawn Regional Transport Strategies we will continue, and seek opportunities to develop further, collaborative working with, neighbouring authorities on cross border freight issues. These issues include lorry traffic to and from the channel ports and Heathrow and Gatwick Airports, which are located just outside Surrey’s borders.
3 Problems, Challenges and Opportunities

3.1 Technical work to identify problems related to the strategy include:
The following technical work has informed the development of the emerging strategy:

- Monitoring data of freight movements in Surrey and the South East;
- Identification of freight accident hot spots through analysis of traffic collision records;
- Monitoring data for pollution levels within Air Quality Management Areas (AQMAs);
- Business and retail delivery surveys;
- Collating lorry incident reports from the public; and
- Setting up and participating in Freight Quality Partnerships (both within Surrey and with adjoining Authorities).

3.2 Background
The transportation of goods can involve journeys of many miles, often from outside of the county and indeed from outside of the United Kingdom. It is essential therefore that a coordinated approach is taken in managing HGV movements, both inside and for those passing through the county.

In order to do this the county council is:
- collaborating with other authorities and the freight transport industry both regionally and nationally to identify and promote appropriate lorry routes and rest facilities;
- engaging with local representative groups to identify and protect vulnerable routes from HGV traffic, and
- developing a range of measures and interventions to manage and mitigate the impact of HGV traffic within town centres.

There are limited opportunities to transport goods by rail within Surrey. However railheads in the south and west London area (including Woking) where aggregates are unloaded, packaged and despatched to the construction industry and the do it yourself trade, contribute significantly in minimising mileage travelled by vehicle transporting minerals and aggregates.

Between 1992 and 2009, to harmonise with all other EU countries, the permitted maximum gross vehicle weight for large goods vehicles in the UK was raised in stages from 38 tonnes to 44 tonnes. This has not resulted in bigger lorries. Legislation requires that any “re-plated” existing lorry or new lorry intended to carry the heaviest load should have improved suspension to mitigate its effect on road surfaces.

Heavy goods vehicles have the lowest accident involvement rate and light goods vehicles the second lowest accident involvement rate among all vehicle classes. (Transport Statistics Great Britain: 2000—Road accident casualties by road user type and severity 1989-1999). However, we will continue to monitor collisions involving Heavy Goods Vehicles and take remedial action should any avoidable trends emerge.

The table below shows the proportion of HGV traffic as a percentage of total traffic on County roads in Surrey. The County figure for A Roads (3.2%) is lower than the national average, even when compared with equivalent roads in urban areas (3.5%). The figure for minor roads (1.2%) is significantly lower than the national average for all minor roads.
(2.1%), but the figure is more comparable with that for minor roads in urban areas where the national average is 1.6%.

Table 3-1: HGV traffic as a percentage of total traffic on county roads in Surrey (2004)

<table>
<thead>
<tr>
<th>Road Category</th>
<th>Million Vehicle Kilometres</th>
<th>All motor vehicles</th>
<th>All HGVs</th>
<th>% HGVs</th>
</tr>
</thead>
<tbody>
<tr>
<td>All principal</td>
<td>3932.7</td>
<td>125.9</td>
<td>3.2</td>
<td></td>
</tr>
<tr>
<td>All minor</td>
<td>4220.8</td>
<td>51.7</td>
<td>1.2</td>
<td></td>
</tr>
<tr>
<td>All county roads</td>
<td>8153.5</td>
<td>177.6</td>
<td>2.2</td>
<td></td>
</tr>
</tbody>
</table>

3.3 Problems and Challenges

Surrey’s location on the fringe of London offers its citizens many benefits in terms of access to employment and a pleasant environment to live but brings with it many problems and challenges relating to the movement of goods in the county. Surrey’s relative affluence creates a great demand for goods, most of which are brought into the county by road. Surrey’s roads carry twice the national average traffic flows so any additional large vehicles can be very conspicuous on an already congested network.

HGVs diverting onto vulnerable county lanes, sometimes directed along unsuitable routes by their satnav systems, can cause extensive damage to the roadside environment and result in large vehicles getting stuck in inaccessible places.

National road corridors to and from the channel ports and into central London pass through Surrey. HGV drivers often rest overnight in Surrey before moving on to their destination the next day and this can lead to anti-social lorry parking in inappropriate areas.

Access for goods vehicles to and from Airports at Gatwick and Heathrow, although both sited just outside Surrey’s boundaries, can involve part of their journey being on Surrey’s roads.

Surrey has many historic towns with narrow, congested streets. Servicing shops in these towns is frequently only possible from the street, which can contribute to traffic congestion, poor air quality and safety issues.

The transportation of materials gained from extensive mineral workings, mainly in the north west of Surrey can cause disturbance to local residents.

3.4 Opportunities

Goods can cross many boundaries before reaching their destination. It follows that a freight strategy containing only initiatives that start and finish at the county boundary will be of a limited value in addressing freight issues.

Subject to resources being available the county council will continue to seek out opportunities to collaborate with other authorities and organisations to develop solutions to address freight issues.
This approach includes:

- Working with London and other south east authorities on the development of lorry routeing and identification of lorry driver rest facilities
- Participation in the South London Freight Quality Partnership and associated London freight initiatives

Within Surrey, as and when opportunities arise, the county council will continue to:

- Ensure that freight issues are considered as part of Local Development Frameworks, capital projects and major planning applications
- Initiate local Freight Quality Partnerships
4  Aim, objectives, indicators and targets

4.1  Aim and objectives
The aim and objectives for the Freight Strategy are:

Aim: To assist in the effective transportation of goods whilst minimising the impact of large goods vehicles on Surrey’s environment and its residents.

Objectives:
1. To continue to provide up-to-date information to the freight industry to enable more effective, reliable, safe and sustainable deliveries;
2. To reduce the adverse impact of lorries on congestion, air quality and road safety in urban areas; and,
3. To reduce incidences of lorries diverting along unsuitable lower category roads when not being used for access.

4.2  Indicators and targets
The indicator and target are shown below.

<table>
<thead>
<tr>
<th>Indicator Name</th>
<th>Topic Strategy promoter</th>
<th>Description</th>
<th>Target and Baseline</th>
<th>Rationale</th>
</tr>
</thead>
<tbody>
<tr>
<td>FR1 – Satisfaction with HGV routes</td>
<td>Freight</td>
<td>NHT Survey TCBI 13 Net satisfaction/dissatisfaction with the routes taken by heavy goods vehicles in Surrey</td>
<td>Maintain current satisfaction level with HGV routes at 2010 level (+/- 2% margin of error) based on a rolling 3 year average 2014-2016</td>
<td>Specific – Clear target set  Measurable – Through NHT public satisfaction survey  Achievable – Developments in ICT and a greater emphasis on better journey planning in the freight industry should result in a gradual improvement  Relevant – Residents’ desire for HGVs to avoid inappropriate routes and the logistics industry’s need for journey reliability are mutually consistent  Time-based – data is collected annually</td>
</tr>
</tbody>
</table>
5 Options and Preferred strategy

A wide range of measures, interventions and policy measures have been considered in developing the preferred strategy.

Potential measures were assessed using a simple appraisal framework against the following criteria:

- Policy compatibility, by assessing the contribution measures will make to meeting policy objectives, including impacts in relation to climate change and air quality;
- Cost of implementation and requirement for future maintenance/operation, and potential funding opportunities;
- Deliverability and risk, considering the likelihood of being able to implement interventions successfully.

The Freight Strategy Toolkit, shown as Table 5-1 overleaf, sets out the preferred measures.

The application of these measures will generally follow a twin-track approach, as and when funding becomes available:

- Countywide freight measures - The county council will deliver these strategic countywide measures. A number of these initiatives build on existing and past measures implemented in the county.
- Local freight measures - Local freight measures will be developed and implemented to address specific freight issues in the county.

This twin-track approach is illustrated by Figure 5-1.
<table>
<thead>
<tr>
<th>Measures and interventions related to the Freight Strategy</th>
<th>Contribution to Objectives</th>
<th>Strategy which is the main promoter of the measure</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Infrastructure Measures</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Safety engineering at collision sites</td>
<td>✓</td>
<td>Road Safety</td>
</tr>
<tr>
<td>“Unsuitable for HGVs” signing</td>
<td>✓</td>
<td>Freight</td>
</tr>
<tr>
<td>Positive lorry route signing</td>
<td>✓</td>
<td>Freight</td>
</tr>
<tr>
<td><strong>Management of Infrastructure</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>HGV restrictions, including weight and height restrictions</td>
<td>✓</td>
<td>Freight</td>
</tr>
<tr>
<td>Developing a preferred lorry route network for</td>
<td>✓</td>
<td>Freight</td>
</tr>
<tr>
<td>satnav applications, including information on</td>
<td></td>
<td></td>
</tr>
<tr>
<td>driver rest facilities</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Collaborative working with the freight industry and</td>
<td>✓</td>
<td>Freight</td>
</tr>
<tr>
<td>other authorities</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lorry incident reporting system</td>
<td>✓</td>
<td>Freight</td>
</tr>
<tr>
<td>Monitor local lorry movements, working with local</td>
<td>✓</td>
<td>Freight</td>
</tr>
<tr>
<td>residents and elected members</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Loading/unloading bay provision</td>
<td>✓</td>
<td>Parking</td>
</tr>
<tr>
<td>Freight Quality Partnerships</td>
<td>✓</td>
<td>Freight</td>
</tr>
<tr>
<td>Freight delivery and servicing planning</td>
<td>✓</td>
<td>Freight</td>
</tr>
<tr>
<td>Construction Logistics Planning</td>
<td>✓</td>
<td>Freight</td>
</tr>
<tr>
<td>River freight transport¹</td>
<td>✓</td>
<td>Freight</td>
</tr>
<tr>
<td>Rail freight transport</td>
<td>✓</td>
<td>Freight</td>
</tr>
<tr>
<td><strong>Information Provision</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Exploiting future opportunities to disseminate information</td>
<td>✓</td>
<td>Freight</td>
</tr>
<tr>
<td>to lorry drivers and satnav companies (eg. Mobile phone</td>
<td></td>
<td></td>
</tr>
<tr>
<td>applications, partnership work with Kent County Council</td>
<td></td>
<td></td>
</tr>
<tr>
<td>at major ports</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Pricing Measures</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ensuring access issues are fully considered as part of</td>
<td>✓</td>
<td>Freight</td>
</tr>
<tr>
<td>Vehicle Operators License Applications</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Other Measures (including Land Use Measures)</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Working with partners to consider freight issues</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• in Local Development Framework process to plan</td>
<td>✓</td>
<td>Freight</td>
</tr>
<tr>
<td>location and type of development and local</td>
<td></td>
<td></td>
</tr>
<tr>
<td>infrastructure improvements and controls</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• in identification of appropriate developer-funded</td>
<td>✓</td>
<td>Freight</td>
</tr>
<tr>
<td>mitigation schemes,</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• in providing guidance on parking provision</td>
<td>✓</td>
<td>Freight</td>
</tr>
</tbody>
</table>
### Countywide freight measures

- Safety engineering at collision sites
- Developing a preferred lorry route network for satnav applications, including information on driver rest facilities
- Positive lorry route signing
- Collaborative working with the freight industry and other authorities
- Lorry incident reporting system
- Construction Logistics Planning
- River freight transport
- Rail freight transport
- Exploiting future opportunities to disseminate information to lorry drivers and satnav companies (eg. Mobile phone applications, partnership work with Kent County Council at major ports)
- Ensuring access issues are fully considered as part of Vehicle Operators License Applications
- Working with partners to consider freight issues:
  - in Local Development Framework process to plan location and type of development and local infrastructure improvements and controls,
  - in identification of appropriate developer-funded mitigation schemes,
  - in providing guidance on parking provision

### Typical examples of local freight measures

#### Rural measures

- Monitor local lorry movements, working with local residents and elected members
- “Unsuitable for HGVs” signing
- HGV restrictions, including weight and height restrictions

#### Urban measures

- Freight Quality Partnerships
- Monitor local lorry movements, working with local residents and elected members
- HGV restrictions, including weight and height restrictions
- Freight delivery and servicing planning
- Loading/unloading bay provision
6 Delivery of the Preferred Strategy

6.1 Funding
Funding sources for the delivery of the preferred strategy will be drawn from:

- LTP capital funding;
- Revenue funding; and,
- Other funding sources, including development funding and potential opportunities presented by future central Government grants or challenge competitions.

The county council will work with partners, including the boroughs and districts, to secure funding to deliver this strategy.

6.2 Delivery in partnership

Freight operators and trade bodies
The county council will continue to work with freight operators, the Road Haulage Association and the Freight Transport Association in the delivery of this strategy. Specifically the county council will:

- Consult with freight operators and trade bodies on freight-related local schemes, as appropriate;
- Involve freight operators and trade bodies in initiatives such as local Freight Quality Partnerships, as appropriate

Other partners and stakeholders
The county council will engage and work with other partners and stakeholders in the delivery of the Freight Strategy, including:

- In the development and delivery of any local Freight Quality Partnerships or other freight-related initiatives; and
- In responding to complaints concerning lorry routeing.

Partners will include:

- the Highways Agency, the DfT’s executive organisation responsible for managing the national strategic road network including the motorways and trunk roads that pass through Surrey;
- Borough, district, town and parish councils;
- Neighbouring local authorities, including Transport for London; and,
- Local residents association and other representative groups -

Local freight-related issues will typically be considered in the forum of a county council and borough or district council joint Local Committee.

TfS Partnership and the Surrey Strategic Partnership
The county council will also work with partners in the Transport for Surrey Partnership, which is itself part of the Surrey Strategic Partnership.
The Transport for Surrey Partnership was launched in 2008 and brings together the county council, the boroughs and districts, the Highways Agency, bus and train operators, representatives of business and other interested organisations. It comprises a board and a number of task groups.

The aim of the Transport for Surrey Partnership ("TfS Partnership") is to provide an integrated transport system for Surrey through:

- Providing a better service to Surrey residents;
- Improving coordination and partnership working;
- Making the best use of resources by reducing waste and duplication of effort; and,
- Trialling innovative ways of tackling problems of congestion, accessibility, safety and damage to the environment using both transport and non-transport solutions.