

# Somerset County Council

## Transport Policies

### FREIGHT STRATEGY





## EXECUTIVE SUMMARY

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## 1 Executive summary

This Freight Strategy was written to help support the development of Somerset's Future Transport Plan 2011 to 2026. It sets out how we want to improve the way freight is moved around Somerset and how we hope to do this. A review of the relevant policy documents helped to develop an aim and four more specific objectives to help us balance the impacts of freight transport.

**To help move freight around the county as efficiently as possible, without imposing inappropriate costs on business, consumers, residents or others (including impacts on quality of life, the environment, climate change or safety) we will have to:**

|                    |   |
|--------------------|---|
| <b>Manage</b>      | Get the best out of the existing network, particularly by encouraging the use of strategic routes and rail freight. |
| <b>Rethink</b>     | Encourage hauliers, businesses and residents to take a more balanced view of freight transport.                     |
| <b>Understand</b>  | Improve our knowledge of freight issues and solutions.  |
| <b>Collaborate</b> | Work with stakeholders to develop new policies and solutions.   |

We developed five packages of different options for meeting these objectives and each option was tested to see how successful it would be. The results of this analysis helped us develop a preferred strategy, through which we will;

|                    |   |
|--------------------|---|
| <b>Manage</b>      | By developing and promoting a package of interactive routing resources and free downloads for existing SatNav units. This forms the core of the strategy. They will be available on a webpage designed to stimulate demand for this information.  |
| <b>Rethink</b>     | We will help residents, communities and businesses rethink each other's roles. This will include formalising the process of establishing a dialogue between stakeholders, providing information on the benefits of freight, workshops for different groups of road users, and 'up our street' delivery packs (see Section 5.2). |
| <b>Understand</b>  | By developing a dataset detailing Traffic Regulation Orders to underpin the routing resources mentioned above and a programme of studies to inform the development of future policy.  |
| <b>Collaborate</b> | Working with stakeholders to improve commercially available routing resources and increase integration with other policies, land use planning and the travel planning process. Exploring the potential of rail freight with neighbouring authorities.   |



## 2 Introduction

This Freight Strategy has been written to help support the development of Somerset's Future Transport Plan 2011 to 2026. It sets out how we want to improve the way freight is moved around Somerset and how we hope to do this.

The movement of freight around the county allows us to access the goods and services we want and helps support local businesses. The movement of aggregates is an important part of the quarrying industry in Somerset, particularly around the Mendip Hills. Therefore, significant freight activity can be a positive sign of economic activity. This will be particularly evident in relation to the construction of proposed new nuclear sites at Hinkley in West Somerset. However, freight transport can have a significant impact on the lives of Somerset's residents and its environment. This strategy tries to balance these two pressures to maximise the benefits we gain from freight whilst minimising its negative impacts.

The strategy begins by developing an aim and a number of objectives that will help balance the impacts of freight transport in Somerset (Chapter Three). It then sets out the challenges we expect to face in meeting these objectives (Chapter Four) before describing a number of options for resolving them (Chapter Five). It then explains how these options were tested (Chapter Six) to form a preferred strategy (Chapter Seven). An action plan for implementing this preferred strategy is then set out (Chapter Eight).



## 3 Aims and objectives

This chapter sets out the aims and objectives that the strategy tries to achieve. To do this we need to understand the aims of other stakeholders, so we begin with a brief review of existing freight policy (Section 3.1). The aims and objectives of these policies are developed to fit with Somerset's needs in Section 3.2. To make sure we can achieve these goals we also need a way to measure our progress, this is set out in Section 3.3.

### 3.1 Policy basis

This section will briefly reviews policies published by key stakeholders and how they might influence the aims and objectives of this strategy.

#### Central government policy

This strategy was developed during a time of great change, due to the financial situation and the election of a new central government. The white paper 'Creating Growth, Cutting Carbon: Making Sustainable Local Transport Happen', published in January 2011, begins to set out the government's approach to transport. It focuses on the need to strengthen the economy and reduce carbon emissions but, whilst both of these relate closely to freight strategy, it makes little specific reference to freight transport. However, the information on transport problems in existing policy remains a valuable resource. Equally the wider objectives they contain appear broadly consistent with those of the white paper (issues such as climate change and the economy, for example, remain important). Therefore, whilst our plans will have to be flexible and able to respond to new policies as they develop, these existing national policies remain helpful in identifying this strategy's objectives.

The Department for Transport (DfT) published 'Delivering a Sustainable Transport System' (or 'DaSTS') in 2008, setting out its goals for transport planning in the period up to 2014 and beyond. It introduced a number of important principles that have guided the development of this strategy. Perhaps most importantly, it set out five national goals for transport:

1. Support economic growth
2. Reduce carbon emissions
3. Promote equality of opportunity
4. Contribute to better safety, security and health
5. Improve quality of life and a healthy natural environment

These goals were taken up by the DfT's 2009 'Guidance on Local Transport Plans', making them particularly important for this strategy, which was developed to inform Somerset's Future Transport Plan. The guidance also provided the methodology

used to develop this strategy and gave local authorities greater flexibility to shape their plans. Somerset has chosen to develop its future transport strategy to cover the period from 2011 to 2026. Shorter implementation plans will be used to help us put the strategy into practice.

In 2009 the DfT also published 'DaSTS: the Logistics Perspective' which developed the general goals set out in DaSTS to provide more detail on freight issues. Whilst primarily concerned with the DfT's own role, it includes a lot of useful information. The report notes significant growth in freight activity but also a decoupling from economic growth, meaning that economic growth is becoming less reliant on the movement of goods. Although rail freight has seen notable growth in recent years, road freight still dominates the market, due to the high demand for relatively short trips (with 70 per cent of trips starting and finishing in one region).

Whilst freight activity makes an important contribution to our economic growth it also has environmental and social costs. As a result, the document adopts a general objective to ensure freight is moved as efficiently as possible, minimising the costs to businesses, consumers and others. This objective is broken down into the five secondary objectives based on the goals introduced above. Those of the more specific goals that are applicable to local authorities have been used to inform the objectives we have developed for this strategy (see Section 3.2).

Whilst the documents discussed above relate to both rail and road freight, the rail industry has published a number of more specific policies which have helped us prepare this strategy. 'Delivering a Sustainable Railway' (published by the DfT in 2007) and Network Rail's 2007 'Freight Route Utilisation Strategy' describe predicted growth in rail freight of around 30 per cent in 10 years. Proposals designed to help the network cope with this growth focus on a number of key lines, none of which pass through Somerset. As such, little expansion of rail freight infrastructure is expected in Somerset. However, aggregate movements from the Mendips are noted as the type of long distance high volume flows that are likely to grow. As such, it appears further increases in rail freight transport will have to be achieved, using the current network despite growing congestion.

### **Local policy**

Somerset's second Local Transport Plan (or LTP2) was the County's key transport policy document for the period 2006 to 2011 and includes Somerset County Council's previous freight strategy. This freight strategy provided the basis for our current work in this area and will, therefore, play an important part in shaping our approach. However, it is important to note that LTP2 addressed a different set of objectives from those developed in this strategy. The section on freight management was based on the primary objective of ensuring HGVs use strategic routes whenever possible. It was envisaged this would be achieved through three key steps:

1. The publication and distribution of the Somerset Freight Map

2. Establishing dialogues with hauliers through the Somerset Freight Quality Partnership (FQP)
3. Expanding the membership of the FQP

The Somerset Freight Map (see appendix one) is included in LTP2 and sets out three types of routes for HGVs:

|                        |  |
|------------------------|--|
| <b>National Routes</b> | Longer distance freight routes from other parts of the country. Given that many freight facilities are located adjacent to junctions on these routes, they are also likely to act as Regional Routes.          |
| <b>Regional Routes</b> | Routes used for inter-regional travel where national routes are not appropriate and to provide access to major distribution centres from the national routes.  |
| <b>County Routes</b>   | Routes used to provide access to freight facilities not served by either national or regional routes. County routes will also form connections between the national and regional routes into these facilities. |

The national and regional routes form the ‘strategic network’ to be promoted for use by HGVs in preference to county or other routes. The data discussed in chapter four and our work with stakeholders does not suggest any need to review these routes and, therefore, they will continue to play an important part in the aims and objectives developed in this strategy.

A review of the literature and our work over recent years suggests that it is not possible to provide an exact definition of an unsuitable route. The variety of factors that can combine to make a route unsuitable for large vehicles mean that the appropriateness of each route (beyond the network described above) would have to be assessed on their individual merits. In doing so Somerset County Council’s maintenance and traffic management plans, the objectives of this strategy and the wider objectives of Somerset’s future transport plan should all be considered.

A number of ‘freight movement management plans’ were also established under LTP2 to:

Encourage the use of strategic routes (using traffic management, signing and land use planning).

Discourage the use of inappropriate routes (using dialogue, publicity and restrictions).

Reduce the environmental impact of freight transport (using targeted physical enhancements, sharing the load between routes, addressing loading and unloading problems, promoting rail freight and integration with other strategies).

Encouraging rail freight (by developing links with business and investigating opportunities to improve the network and facilities).

The Network Management Plan (2009) sets out Somerset County Council's approach to fulfilling its legal duty to 'secure the expeditious movement of all traffic and travel' on the county's road network and where it impacts on those of its neighbours. This is an aim that is both important to and influenced by freight transport. The plan proposes an approach based on improved coordination of the activities that disrupt our streets, considering the role of real-time network management and countywide Civil Parking Enforcement.

### Other policy

Whilst many different sources discuss the potential for (and benefits of) transferring more freight onto rail, little guidance exists to help local authorities decide how to encourage this. However, Freight on Rail's publication 'Goods Without the Bads: a guide to planning and developing a rail freight strategy' provides some helpful suggestions. It suggests a need to research the current situation, foster partnerships and consider rail freight in the planning process. These steps can pave the way for more active promotion of rail freight facilities and services and were useful in informing the options developed in chapter five.

### 3.2 Aims and objectives

The aims and objectives of the policies discussed in Section 3.1 have been drawn together to form a central aim and four supporting objectives to help us meet Somerset's freight needs. These aims and objectives have been influenced by the DfT's 'DaSTS: the Logistics Perspective' in particular. This should ensure a good fit with the national goals that will inform Somerset's Future Transport Plan.

#### Aim

The efficient movement of goods around the county is vital for Somerset's economy and allows its residents access to the range of goods and services they need. However, freight transport can have a significant impact on the lives of Somerset's residents and the environment. This strategy aims to balance these costs and benefits.

To help move freight around the county as efficiently as possible, without imposing inappropriate costs on business, consumers, residents or others (including impacts on quality of life, the environment, climate change or safety).

## Objectives

To realise this aim we will have to:

|                    |   |
|--------------------|---|
| <b>Manage</b>      | Get the best out of the existing network, particularly by encouraging the use of rail freight and strategic routes (as defined by the Somerset Freight Map, see Section 3.1). |
| <b>Rethink</b>     | Encourage hauliers, businesses and residents to take a more balanced view of freight transport.   |
| <b>Understand</b>  | Improve our knowledge of freight issues and solutions   |
| <b>Collaborate</b> | Work with other stakeholders to develop new policies and solutions and ensure that new developments minimise the impact of any freight they generate.                         |

### 3.3 Measuring our progress

To ensure the outputs of this strategy address the aims and objectives set out above, their impacts must be assessed against a second set of more easily measured objectives.

#### What needs to be measured?

The preceding sections suggest we need to minimise the negative effects of freight transport. These negative effects can be divided into two groups:

1. Impacts that are directly related to the number of HGVs on unsuitable routes, such as road safety or noise. These are easily captured by a measure of the appropriateness of HGV's route choices.
2. Impacts that are less easily represented by HGV flows alone, particularly those based on individuals' perceptions and values, such as quality of life. These impacts are best measured by an indicator that allows people to explain how they feel about the situation.

#### How to measure it?

This suggests that two targets are needed to capture our progress with both of the types of impact freight can have.

### 1 Percentage of HGVs using strategic routes

Automatic Traffic Counters will be used to monitor HGV flows on a selection of routes and calculate the proportion that are using strategic routes (those designated as freight routes on the Somerset Freight Map). The use of a proportional measure allows the impact of this strategy to be isolated from wider trends, such as those caused by economic fluctuations.

### 2 Perceptions of HGVs

The National Highways and Transport Network Public Satisfaction Survey is a postal survey, carried out by Ipsos MORI, on behalf of 76 English local authorities. The survey includes a question about HGV routing, which should provide a measure of how the residents of Somerset view the routes chosen by HGVs (see figure one below). Further information on the survey is available from [www.nhtsurvey.org](http://www.nhtsurvey.org).

**Q15** How satisfied or dissatisfied are you with each of these locally...?  
PLEASE TICK ✓ ONE BOX PER ROW

|  | Very satisfied           | Fairly satisfied         | Neither satisfied nor dissatisfied | Fairly dissatisfied      | Very dissatisfied        | Doesn't apply/ Don't know |
|--|--------------------------|--------------------------|------------------------------------|--------------------------|--------------------------|---------------------------|
| Road signs .....                                   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/>           | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/>  |
| Location of permanent traffic lights .....         | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/>           | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/>  |
| The waiting time at permanent traffic lights ..... | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/>           | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/>  |
| Measures to tackle illegal on-street parking ..... | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/>           | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/>  |
| Restrictions of parking on busy roads .....        | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/>           | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/>  |
| Availability of good Park & Ride schemes ...       | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/>           | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/>  |
| The routes taken by heavy goods vehicles ...       | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/>           | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/>  |

**Figure one** HGV routing question from NHT Network Public Satisfaction Survey

As both of these measures are relatively new, there is not enough data to form a reliable enough trend to help us set a target. Therefore, this strategy aims to maintain the percentage of HGVs using strategic routes and perceptions of HGVs at their 2011 levels. This target should be reviewed as part of the Future Transport Plan's second implementation plan, based on the additional data we will have by then and any changes in the economic growth during the intervening years.

## 4 Challenges

This chapter summarises how changes in the way freight is moved might affect Somerset. This will help identify the challenges this strategy must overcome in order to fulfil its aims and objectives. Firstly it takes a look at the nature of today's freight industry (Section 4.1) before examining the impact this is having on Somerset (Section 4.2).

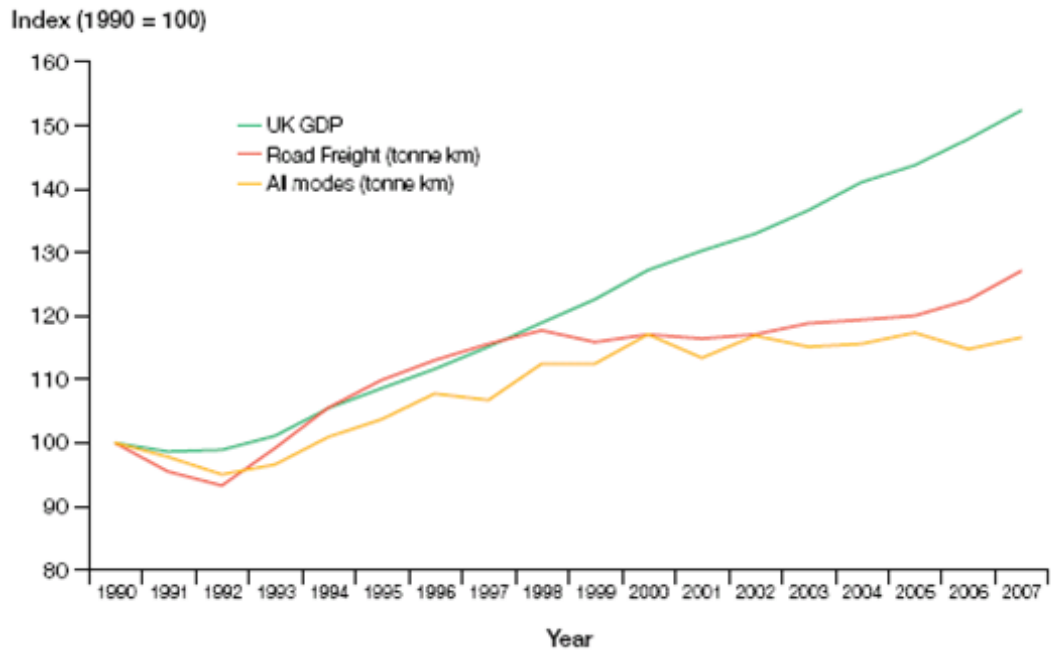
### 4.1 Freight transport today

Despite the fact our economy has become less reliant on the movement of goods, freight transport continues to increase as our economy grows (see Figure Two). Although recent financial difficulties have resulted in a reduction in freight activity, it is assumed that further growth will accompany wider economic recovery within the duration of this strategy<sup>(1)</sup>.

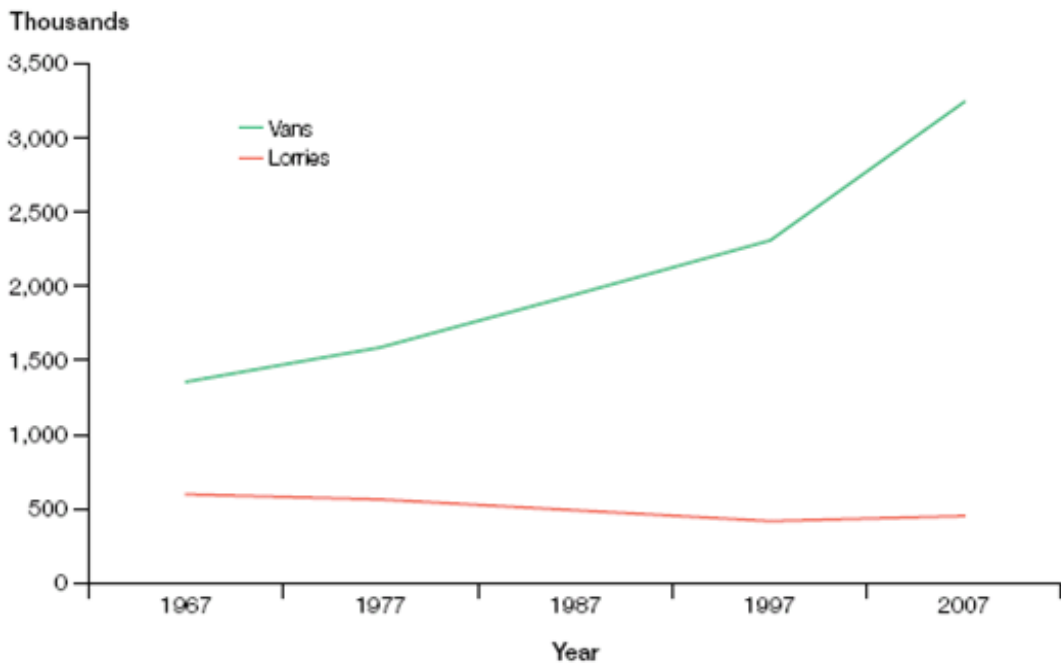
As noted in Chapter Three, road haulage remains dominant, accounting for 84 per cent of goods moved in 2007<sup>(2)</sup>. Growth in rail freight has tended to be concentrated in established markets: heavy, low value, goods transported over longer distances. Within the road freight sector vans are playing an increasingly important role (see Figure Three) apparently due to increasing demand for home deliveries. Increasing numbers of vans are also evident in the counts discussed in Section 4.2. In summary, this strategy must plan for growing levels of freight transport, particularly on the roads and with more of a focus on vans than in the past.

- 
- 1 See the Freight Transport Association's Quarterly Transport Activity Survey, July 2009.
  - 2 See the Department for Transport's 2008 publication DaSTS: the Logistics Perspective.





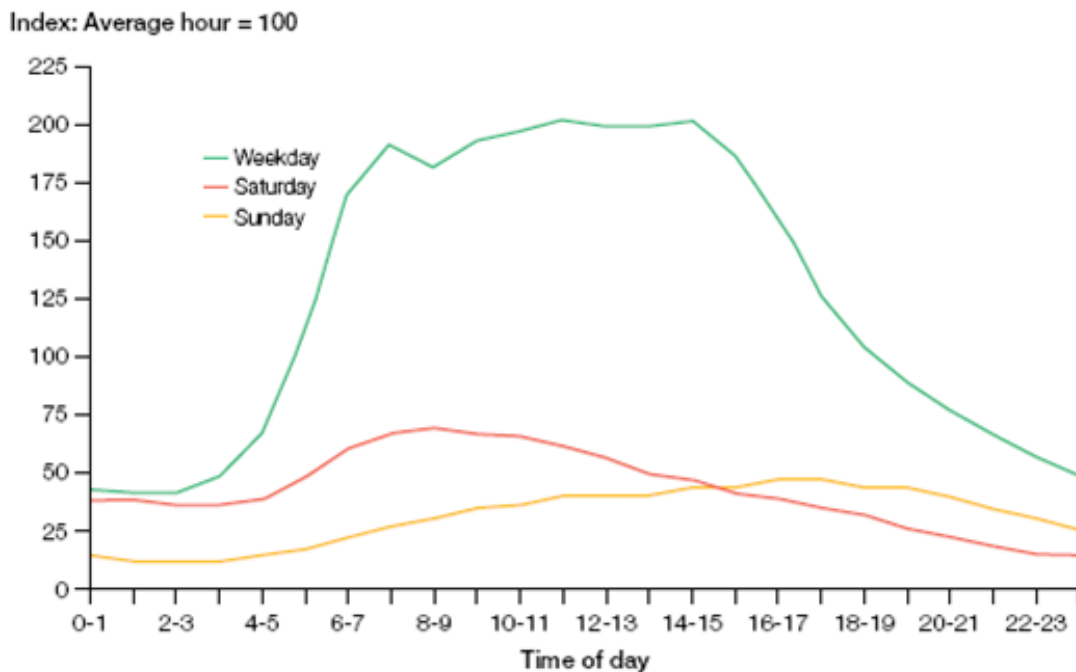
**Figure two** UK Gross Domestic Product and tonne kilometres of freight <sup>(3)</sup>



**Figure three** Vans and HGVs licensed at end of year 1967 to 2007. <sup>(4)</sup>

- 3 Taken from the Department for Transport’s 2008 publication DaSTS: the Logistics Perspective.
- 4 Taken from the Department for Transport’s 2008 publication DaSTS: the Logistics Perspective.

Interestingly, 78 per cent of freight moved in the south west stays in the region (the highest level in England) and most of the remainder stays in the surrounding regions. This suggests that local policy has significant scope to influence freight movements. Figure Four suggests that whilst Heavy Goods Vehicle (HGV) movements are concentrated in the daytime, a certain level persists overnight and above average levels are evident from around 5:00 (am). This suggests a possible source of conflict between the needs of hauliers and communities.



**Figure four** Time of day of HGV movements.<sup>(5)</sup>

## 4.2 Measuring freight's impact

The NHT Network Public Satisfaction Survey (introduced in Section 3.3) provides a measure of freight's impact on less easily quantifiable issues. Unfortunately the two year's worth of results available is insufficient to identify any trends. However, satisfaction with the routes chosen by HGVs is lower than average in Somerset, at only 40 per cent in 2010 (ranking 54th out of 76 authorities nationally). Figure five shows considerable variation in satisfaction across Somerset but no clear patterns are evident. An equally random distribution was also found by Devon County Council in their work mapping issues raised in correspondence with their residents. As such, whilst it is clear that Somerset's residents are dissatisfied with HGV routing at present, there is no identifiable area at which solutions could be targeted.

5 Taken from the Department for Transport's 2008 publication DaSTS: the Logistics Perspective.

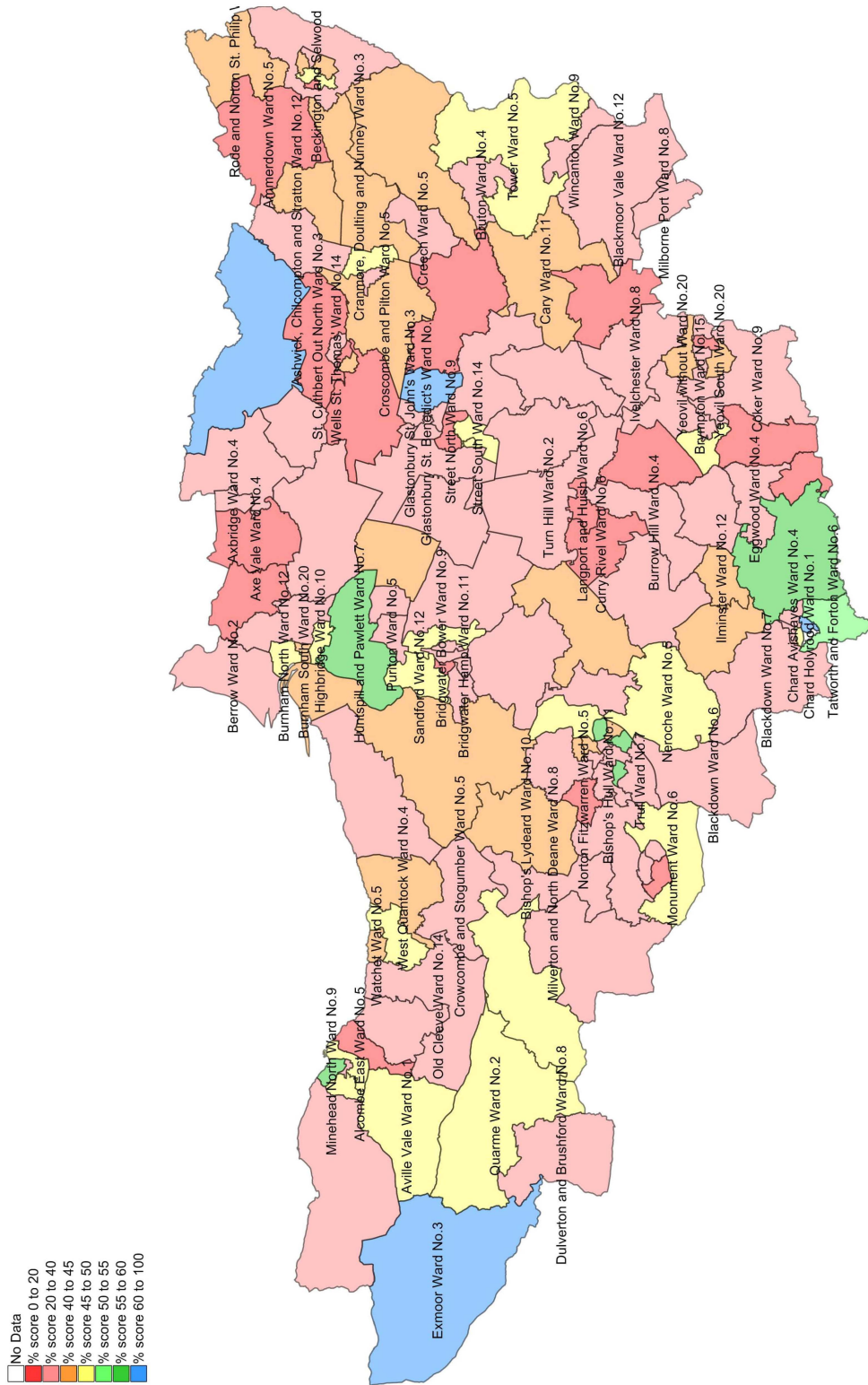


Figure 5 Satisfaction with routes chosen by HGVs (per cent)<sup>(6)</sup>

6 Taken from the National Highways and Transport Network Public Satisfaction Survey (2010).

Measures of HGV flows on roads around the county, taken from automatic traffic counters, show that the number of HGVs on non-strategic routes has remained relatively constant over recent years (in terms of absolute numbers and as a proportion of all traffic). However, variations from year to year are also evident, confirming the variability discussed in section 3.3.

## 5 Options

In this chapter a wide range of options for tackling the challenges described in Chapter Four are suggested, this will help us realise the aims and objectives set out in Chapter Three. It is important that a wide range of options are developed so that we can find the best possible solutions. The first section describes the process we used to develop our options (Section 5.1) and the second describes the options and how they have been packaged together in line with the strategy's aims and objectives (Section 5.2).

### 5.1 Generating our options

To ensure this strategy develops the best possible solutions for freight transport in and around Somerset, we must test all the possible ways of meeting its objectives. As such, the options developed include a wide range of suggestions drawn from the policies described in Section 3.1, Somerset's FQP, best practice and our ongoing work in the area. This approach means that some of the options are not well aligned with the aims of this strategy but are included for the sake of comprehensiveness and to help put other options in context.

The options developed are grouped into five packages based on their ability to respond to the strategy's four objectives and the level of cost or risk they are expected to involve. **Packages two to five also include the options noted in package one, the do-minimum scenario.**

### 5.2 Our options

#### Package 1 - Do-minimum

This package includes measures that would allow Somerset County Council to maintain its current position (and is not, therefore, expected to produce any meaningful progress towards the strategy's aims).

|                    |  |
|--------------------|--|
| <b>Manage</b>      | P1.1 Issue a simple freight map based on existing freight routes   |
| <b>Rethink</b>     | P1.2 Address the perceptions of residents and the freight industry through correspondence and ad hoc meetings.   |
| <b>Understand</b>  | P1.3 Take advantage of existing research and best practice examples.<br>P1.4 Continue FQP meetings.  |
| <b>Collaborate</b> | P1.5 Include freight issues in wider transport policies.<br><br>P1.6 Engage with relevant planning documents and applications, to promote suitable provision for freight transport and the location of new developments in a way that supports rail freight. |

P1.7 Lobby and work with the providers of routing resources to promote the inclusion of our freight routes in their products. Promote the development of a national dialogue between local authorities, the freight industry and central government on freight issues.

## Package 2 - Reacting to demand for information

This package is made up of measures that aim to help hauliers choose better routes but relies on hauliers taking the initiative to seek out our information. Solutions proposed are an improvement on existing provision but are less sophisticated than those described in package three. This package also includes all of the options noted in package one.

|                    |  |
|--------------------|--|
| <b>Manage</b>      | P2.1 A map detailing freight routes and restrictions.<br>P2.2 A webpage with basic information, maps and downloads for existing SatNavs.   |
| <b>Rethink</b>     | P2.3 Providing information on the benefits freight transport delivers.<br>P2.4 A formalised process for establishing dialogue between hauliers and concerned communities.  |
| <b>Understand</b>  | P2.5 Establishing a dataset detailing all of Somerset County Council's Heavy Goods Vehicle (HGV) relevant Traffic Regulation Orders (required for P2.1 and P2.2).<br><br>P2.6 Initial study of the potential for promoting rail freight.<br><br>P2.7 Investigate (and communicate) local issues as they arise.   |
| <b>Collaborate</b> | P2.8 Downloadable 'up our street' information packs <sup>(7)</sup> to help drivers access difficult locations in a better way. Developed with interested businesses and communities.<br><br>P2.9 Work with the South West Freight Forum to explore the potential for encouraging rail freight.<br><br>P2.10 Working within Somerset County Council to improve signage (and the route hierarchies that support signage) for large vehicles. |

7 These would be information packs which could be completed by local people to give HGV drivers the information they need to access difficult areas. The information could then be offered to local businesses or companies that residents invite to deliver to them.

### Package 3 - Stimulating demand for information

Package three includes a range of measures designed to produce a significant step-change in Somerset County Council's response to freight issues. High quality routing resources would be pro-actively promoted to hauliers to stimulate behavioural change. Opportunities for residents and hauliers to improve their understanding of each other would be actively sought. This approach, however, remains focussed on relatively low cost activities with fewer public acceptability problems than packages four and five. This package also includes all of the options noted in package one.

|                   |   |
|-------------------|---|
| <b>Manage</b>     | <p>P3.1 More advanced interactive routing tools (such as journey planners) which route hauliers according to Somerset County Council's freight routes and restrictions.</p> <p>P3.2 Producing and promoting a more developed webpage, incorporating the features discussed below and downloads for existing SatNavs.</p>  |
| <b>Rethink</b>    | <p>P3.3 Actively promoting a balanced view of the benefits freight transport delivers.</p> <p>P3.4 Workshops to help different groups of road users understand each other's perspectives.</p> <p>P3.5 A formalised process for establishing dialogues between hauliers and concerned communities.</p>   |
| <b>Understand</b> | <p>P3.6 Establish a dataset detailing all of Somerset County Council's HGV relevant Traffic Regulation Orders (to inform the routing resources mentioned above).</p> <p>P3.7 A package of studies designed to improve our understanding of issues raised in Chapters Three and Four, including:</p> <ul style="list-style-type: none"> <li>● Research into how hauliers make routing decisions and how we can help to improve them.</li> <li>● Studies of the potential for promoting rail and water freight and safeguarding development sites suitable for these modes.</li> <li>● Investigating the role of vans in Somerset's freight transport.</li> <li>● Facilities, including parking, loading, waiting, overnight and catering facilities.</li> <li>● Urban delivery arrangements and innovative working practices.</li> </ul> |



|                    |   |
|--------------------|---|
| <b>Collaborate</b> | <p>P3.8 Offer a travel planning type service to freight generators, promoting more sustainable modes, appropriate routes and improved working practices. (Including the 'up our street' information packs introduced in package two.)</p> <p>P3.9 Working with planning authorities and other stakeholders to safeguard sites identified through P3.7 as having rail freight potential.</p> |
|--------------------|---|

#### Package 4 - Reacting to demand for physical measures

This package is designed to prevent hauliers from taking unsuitable routes using restrictions and advisory signage. Whilst potentially effective, these techniques are resource intensive and only address localised problems. This package also includes all of the options noted in package one.

|                    |  |
|--------------------|--|
| <b>Manage</b>      | P4.1 Traffic Regulation Orders used to prohibit larger vehicles from using unsuitable routes (for through trips) where they are known to impose significant costs. |
| <b>Rethink</b>     | P4.2 Advisory signage to promote the use of appropriate routes (and to manage the diversion of traffic from restricted routes).                                    |
| <b>Understand</b>  | P4.3 Assessment of the suitability of suggested restrictions and signage schemes (potentially using a mechanism similar to the LTP2 'scorecarding' process).       |
| <b>Collaborate</b> | P4.4 Consultation on proposed restrictions.  |

## Package 5 - Area wide restrictions

Package five is an extension of package four and is designed to rigidly enforce the freight route network through large scale Traffic Regulation Orders. This approach would involve serious risks related to acceptability, deliverability and cost. This package also includes all of the options noted in package one.

|                    |   |
|--------------------|---|
| <b>Manage</b>      | <p>P5.1 Traffic Regulation Orders used to prohibit larger vehicles from wide areas off of the strategic network.</p> <p>P5.2 An enforcement mechanism for the restrictions in P5.1 (such as the pilot scheme undertaken with Trading Standards)</p> |
| <b>Rethink</b>     | <p>P5.3 Advisory signage to promote the use of appropriate routes (and to manage the diversion of traffic from restricted routes).</p>  |
| <b>Understand</b>  | <p>P5.4 Identification of suitable areas to be restricted.</p>  |
| <b>Collaborate</b> | <p>P5.5 Large scale consultation on proposed restrictions.</p>  |

## 6 Appraisal

This chapter sets out how the options developed in Chapter Five were tested to select the best ones to form the strategy set out in Chapter Seven.

### 6.1 The appraisal process

The options developed above were appraised using Somerset County Council's Modal Strategy Appraisal Tool (MSAT) to assess their costs and benefits. The tool measures the performance of options against the factors which informed the development of our objectives using an approach developed from best practice guidance (see the Department for Transport's guidance on future local transport plans). As well as our objectives, it is also designed to reflect other important factors such as cost and scale of impact. It has been developed to ensure that our strategies provide the best possible value by evaluating all options in a consistent way.

MSAT uses a spreadsheet to assess our options against the appraisal categories discussed above. In order to capture the full range of issues, from easily measured factors such as cost, to more difficult ones like journey experience, two types of measurement are employed. Some things are measured by selecting from a range of values and others use more descriptive measures, accompanied by a traffic light system to flag up areas of concern. As such, results are provided in the form of a numerical score (for the more easily quantified aspects) and a series of written comments and traffic light indicators. It is important that all indicators are properly considered. Particular attention has been paid to ensuring those less easily measured factors are not forgotten in Section Seven.

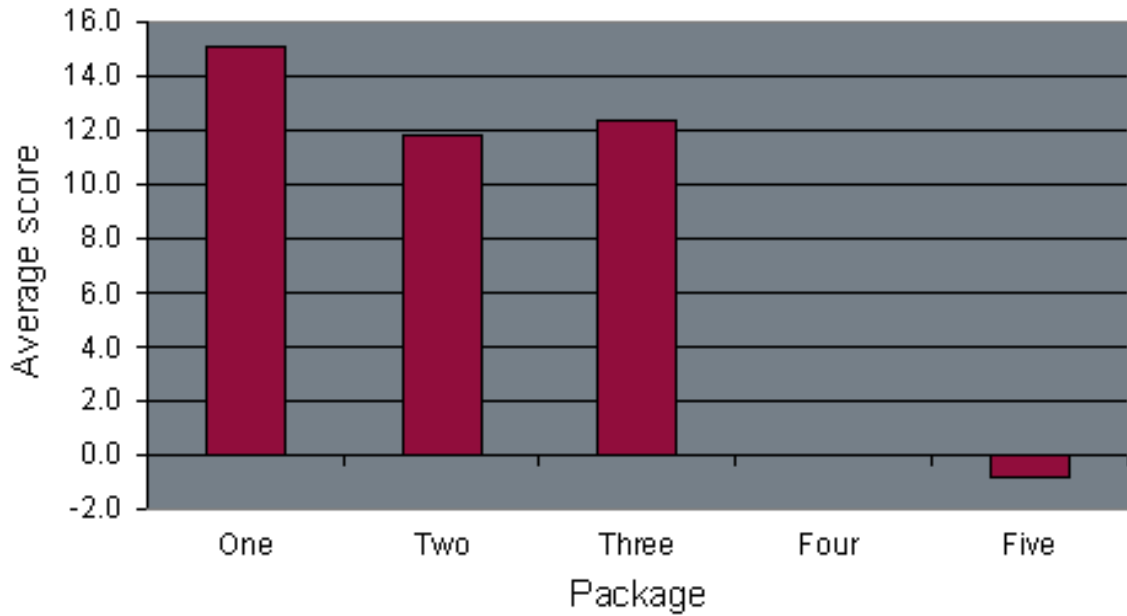
The results of this process are included in this strategy as Appendix Two, which may also be helpful in gaining an understanding of the MSAT process. Section 6.2 discusses the results of this process and begins to shape the preferred strategy developed in Chapter Seven.

### 6.2 Appraisal results

This section sets out the results of the appraisal process described above and begins to develop a picture of the type of strategy that will best meet Somerset's freight needs.

Figure Six shows the average scores from the numeric outputs of the appraisal process and provides a useful summary of the overall performance of the five packages considered. Package one receives a very high numerical score due to its low cost, wide ranging nature and long term impacts (from lobbying and integration with other policies in particular). However, it would only serve to maintain the status quo and is not capable of tracking short term or localised issues. Resultantly, package one would not be sufficient as the sole means of meeting the objectives set above. However, these high scores support package one's role as a set of core measures

to provide a firm foundation for whatever other measures are selected. Therefore, all other packages will be considered to include the measures described in package one.



**Figure six** Average scores for the quantifiable elements of the appraisal.

The two packages based on the widespread use of restrictions to enforce the preferred routes appear noticeably less successful in achieving the strategy's objectives than package one. Package four offers few benefits and package five actually appears to have a negative impact on our objectives. This appears to be due to high implementation costs and negative impacts on economic growth and carbon emissions. Further to these quantifiable factors both involve significant risk and are likely to be difficult to implement and unpopular. Equally, targeting these interventions appropriately would be a considerable task in itself. As such, these packages are not afforded any further consideration as the basis for this strategy. However, whilst they do not respond well to the strategic objectives considered in this strategy, Traffic Regulation Orders are useful tools. Therefore, in certain situations they are likely to continue to have a place in tackling local issues. Restrictions should be considered in the context of the objectives developed here and their impact on the environment (particularly CO<sub>2</sub> emissions).

This suggests that packages two and three would offer the best options for building on package one and making progress towards the strategy's objectives. With the overall performance of the two packages, as described in Figure One, so closely matched, further examination of their performance is needed to select a preferred strategy. Figure Seven summarises the performance of the two packages against the more easily quantified appraisal criteria.

|        | Package two                          |       |        | Package three                                  |       |
|--------|--------------------------------------|-------|--------|--|-------|
| Option |                                      | Score | Option |  | Score |
| P2.1   | Map with TROs and POI                | 15.2  | P3.1   | Interactive tools and POI                      | 17.1  |
| P2.2   | Webpage                              | 10.1  | P3.2   | Developed webpage                              | 11.6  |
| P2.3   | Info' on Benefits of freight         | 8.7   | P3.3   | Promoting benefits of freight                  | 4.1   |
|        |                                      |       | P3.4   | Road user workshops                            | 10.7  |
| P2.4   | Formalise dialogue                   | 13.2  | P3.5   | see P2.4 - Formalise dialogue                  | 13.2  |
| P2.5   | TRO dataset                          | 13.9  | P3.6   | see P2.5 - TRO dataset                         | 13.9  |
| P2.6   | Rail freight scoping study           | 20.8  |        |  |       |
| P2.7   | Ad hoc issues                        | 6.9   | P3.7   | Studies  | 12.0  |
| P2.8   | 'Up our street' packs <sup>(8)</sup> | 14.9  | P3.8   | Freight travel plans                           | 16.6  |
| P2.9   | Regional Rail Freight group          | 19.1  | P3.9   | Safeguarding sites with rail freight potential | 23.7  |
| P2.10  | Improving signage                    | 5.7   |        |  |       |

**Figure seven** Quantifiable appraisal results for packages two and three.

### Packages two and three

Given the similarities between many of the options in these two packages (those in package three tend to be more developed versions on of their counterparts in package two) it is useful to consider the relative performance of each type of option separately.

8 See explanation in Section 5.2.

### **Mapping and Points of Interest (POI)**

The similarity of the qualitative outputs of options 2.1 and 3.1 and the higher score achieved by 3.1 (an interactive mapping tool or journey planner), suggests this might be the most effective option. Despite being in a higher cost category, option 3.1 would actually be of minimal greater expense and is likely to prove more adaptable in the long term. However, uncertainty surrounding how hauliers use routing tools suggests that a final decision should be made on the basis of some initial market research. In particular, the assumptions made in the appraisal about the relative attractiveness of option 3.1 need further exploration. Both options include the Points of Interest downloads for existing SatNav units detailed in Chapter Five.

### **Webpage**

The results of the appraisal process support the adoption of a more developed freight webpage or website, in line with a more pro-active approach to engaging with the industry and communities. This would include the new resources generated but should also aim to be an attractive resource that encourages engagement. Therefore, option 3.2 will be included in the preferred strategy.

### **The benefits of freight**

Interestingly the appraisal suggests a less developed approach to promoting the benefits of freight, based on providing rather than promoting information, would provide the best value. Therefore, option 2.3 will be included in the preferred strategy. The relatively low score achieved by this measure suggests that it should be a secondary element of the preferred strategy, perhaps integrated with option 3.5 (see below) to take advantage of synergies between the two options.

### **Road user workshops**

Option 3.4, a series of events designed to help road users see each other's point of view delivers notable benefits but appears slightly less attractive than other options in package three. This is to be expected for what could (like option 2.3) be argued to be a secondary element of the strategy. However, it could play an important part in the overall benefits of the strategy, particularly in terms of raising awareness. This option should be included in the preferred strategy to compliment core options (implementation would be subject to the agreement of the third parties that would have to be involved).

### **Formalising processes for establishing dialogue between parties**

This option performs reasonably well and could be enhanced by implementation in parallel with option 2.3, due to synergies between the options. As such, it is included in the preferred strategy in combination with option 2.3.

## **Establish dataset of Traffic Regulation Orders**

Performing reasonably well in its own right this option supports the development of many of the options discussed above (in relation to mapping in particular) and will, therefore, form a high priority element of the core of the preferred strategy.

## **Studies and rail freight scoping**

Given the scores of options 2.7 (dealing with issues through ad hoc studies) and 3.7 (a more proactive study programme) and concerns about the reactive nature of 2.7, pro-active studies would appear to be the best value. However, it is important to recognise that local issues will continue to develop. As such, a more flexible study agenda is recommended, focused on pre-planned studies to aid policy development but with the flexibility for local issues to be included in the programme if necessary.

The easily measured elements of the appraisal suggest a rail freight scoping study would perform better in its own right, than the wider package of studies (which incorporates a similar study). However, as the outputs of the study would, in reality, be the same in both options, it is felt this issue would be best addressed through P3.7, due to the greater degree of flexibility this would allow.

## **Improving ‘the last mile’ of deliveries**

Whilst freight travel plans (option 3.8) outperform ‘up our street’ packs (option 2.7) by a small margin in numerical terms, they represent a far more intensive and potentially risky process. As such, option 2.7 is felt more appropriate as a medium term aspiration. Freight travel plans should be considered for further investigation as part of the study process (option 3.7) and integration of freight issues in mainstream travel planning processes promoted.

## **Rail freight groups and safeguarding sites**

The easily measured elements of the appraisal suggest a proactive approach to safeguarding sites would offer the best value. However, in practice it would be beneficial to engage with other authorities as early as possible. Given this, the risks associated with P3.9 and its dependency on P3.7 it is suggested that P2.9 is to be pursued first to assist in the implementation of P3.9 (based on the outcomes of P3.7).

## **Improving signage**

Improved signage would play an important role in improving the information available to hauliers on suitable routes, option P2.10 would offer an affordable way of achieving this. However, the appraisal results suggest this option does not have the ability to form part of our strategic approach to freight. It seems, therefore, that this issue should be pursued as part of the various forms of collaboration described in the preferred strategy. This collaborative approach will be particularly important in helping any improvements to signage to support Somerset County Council’s commitment to reducing the number of unnecessary road signs on our county’s roads.



## 7 Preferred strategy

This section will describe the preferred strategy developed from the appraisal results discussed in Chapter Six.

**To help move freight around the county as efficiently as possible, without imposing inappropriate costs to business, consumers or others (including in terms of quality of life, climate change or safety) we will...**

|                    |   |
|--------------------|---|
| <b>Manage</b>      | By developing and promoting a package of interactive routing resources and free downloads for existing SatNav units. This forms the core of the strategy. These resources will be available on a webpage designed as a hub that stimulates demand for freight information.  |
| <b>Rethink</b>     | Through a second set of measures we will help residents, communities and businesses rethink each other's roles (and their perceptions of them). These will include formalising the processes used for establishing dialogues between stakeholders, providing information on the benefits of freight, workshops for different groups of road users, and 'up our street' delivery packs.  |
| <b>Understand</b>  | By developing a dataset detailing Traffic Regulation Orders to underpin the routing resources mentioned above and a programme of studies <sup>(9)</sup> to inform the development of future policy (and responses to local issues).   |
| <b>Collaborate</b> | Working with other stakeholders to improve commercially available routing resources and increase integration with other policies, land use planning and the travel planning process. Exploring the potential for promoting (and protecting) rail freight with neighbouring and district authorities. New developments should minimise the impact of any freight they generate.<br><br>Developments which generate significant levels of freight should be located in a way that promotes the use of rail, water and the strategic network. Nationally significant developments are likely to have to be more innovative in doing this, due the size of their and potential impacts. |

Details of how this will be implemented are set out in the action plan that forms Chapter Eight.

9 Including hauliers' decision making processes, rail and water freight, vans, facilities and freight travel plans (see above for details).

## 8 Action plan

This chapter sets out the key things we will need to do to put the strategy into action. These actions are developed from the option appraisal carried out in Chapter Six. The coloured bars indicate the order it is expected they will have to be carried out in. This order is based on both how successful they are expected to be in meeting our objectives and the practicalities of how some items fit together (e.g. where studies are required to shape other interventions). When we will be able to put the plan into action will depend on the funding that is available to us. How we will do this will be set out in the separate Implementation Plans developed to support Somerset's Future Transport Plan.

The action plan has been divided into three sections to make it easier to use, in reality there are strong links between the sections and they will have to work together to help us meet the aims and objectives set out in chapter three. Options that involve taking forward valuable areas of our existing work are listed under 'continue', others which involve gathering new evidence and planning are listed under 'explore' and those which directly impact on the way freight transport works in Somerset are listed under 'do'.

The action plan attributes measures to four different time periods. These do not represent defined time periods, or years, but aim to explain the relative phasing of the measures and how they fit together.

| <b>Continue</b> |  |  |  |
|-----------------|--|--|--|
| P1.1            | Issue a simple freight map based on existing freight routes.   |  |  |
| P1.2            | Address the perceptions' of residents and the freight industry through correspondence and ad hoc meetings.   |  |  |
| P1.3            | Take advantage of existing research and best practice examples.  |  |  |
| P1.4            | Continue FQP meetings.   |  |  |
| P1.5            | Include freight issues in wider transport policies.  |  |  |
| P1.6            | Engage with relevant planning documents and applications, to promote suitable provision for freight transport and the location of new developments in a way that supports rail freight.  |  |  |
| P1.7            | Lobby and work with the providers of routing resources to promote the inclusion of our freight routes in their products. Promote the development of a national dialogue between local authorities, the freight industry and central government on freight issues.                  |  |  |
| <b>Explore</b>  |  |  |  |
| P3.6            | Establish a dataset detailing all of Somerset County Council's HGV relevant Traffic Regulation Orders.   |  |  |
| P3.7            | A package of studies designed to actively improve our understanding of issues raised in the preceding chapters, including:   |  |  |
|                 | <ul style="list-style-type: none"> <li>· Research into how hauliers make routing decisions and how we can help to improve them.</li> <li>· Studies into the potential for promoting rail and water freight and safeguarding development sites suitable for these modes.</li> </ul> |  |  |

|           |  |  |  |  |  |
|-----------|--|--|--|--|--|
|           | <ul style="list-style-type: none"> <li>Investigating the role of vans in Somerset's freight transport.</li> </ul>  |  |  |  |  |
|           | <ul style="list-style-type: none"> <li>Facilities including parking, loading, waiting, overnight and catering facilities.</li> </ul>   |  |  |  |  |
|           | <ul style="list-style-type: none"> <li>Urban delivery arrangements, freight consolidation centres and other innovative working practises.</li> </ul>   |  |  |  |  |
|           | <ul style="list-style-type: none"> <li>The potential for Freight Travel Plans.</li> </ul>  |  |  |  |  |
|           | <ul style="list-style-type: none"> <li>Key local issues if necessary.</li> </ul>   |  |  |  |  |
| P2.9      | Work with the Regional Freight Forum to explore the potential for encouraging rail freight.  |  |  |  |  |
| P2.10     | Working within Somerset County Council to improve signage (and the route hierarchies that support signage) for large vehicles.   |  |  |  |  |
| <b>Do</b> |  |  |  |  |  |
| P3.1      | More advanced interactive routing tools (such as journey planners) which route hauliers according to Somerset County Council's freight routes and restrictions.                                |  |  |  |  |
| P3.2      | Producing and promoting a more developed webpage, incorporating features discussed below and downloads for existing SatNavs.   |  |  |  |  |
| P2.3      | Providing information on the benefits freight transport delivers.  |  |  |  |  |
| P2.7      | Downloadable 'up our street' information packs to help drivers access difficult locations in a better way. Developed with interested businesses and communities and made available on webpage. |  |  |  |  |

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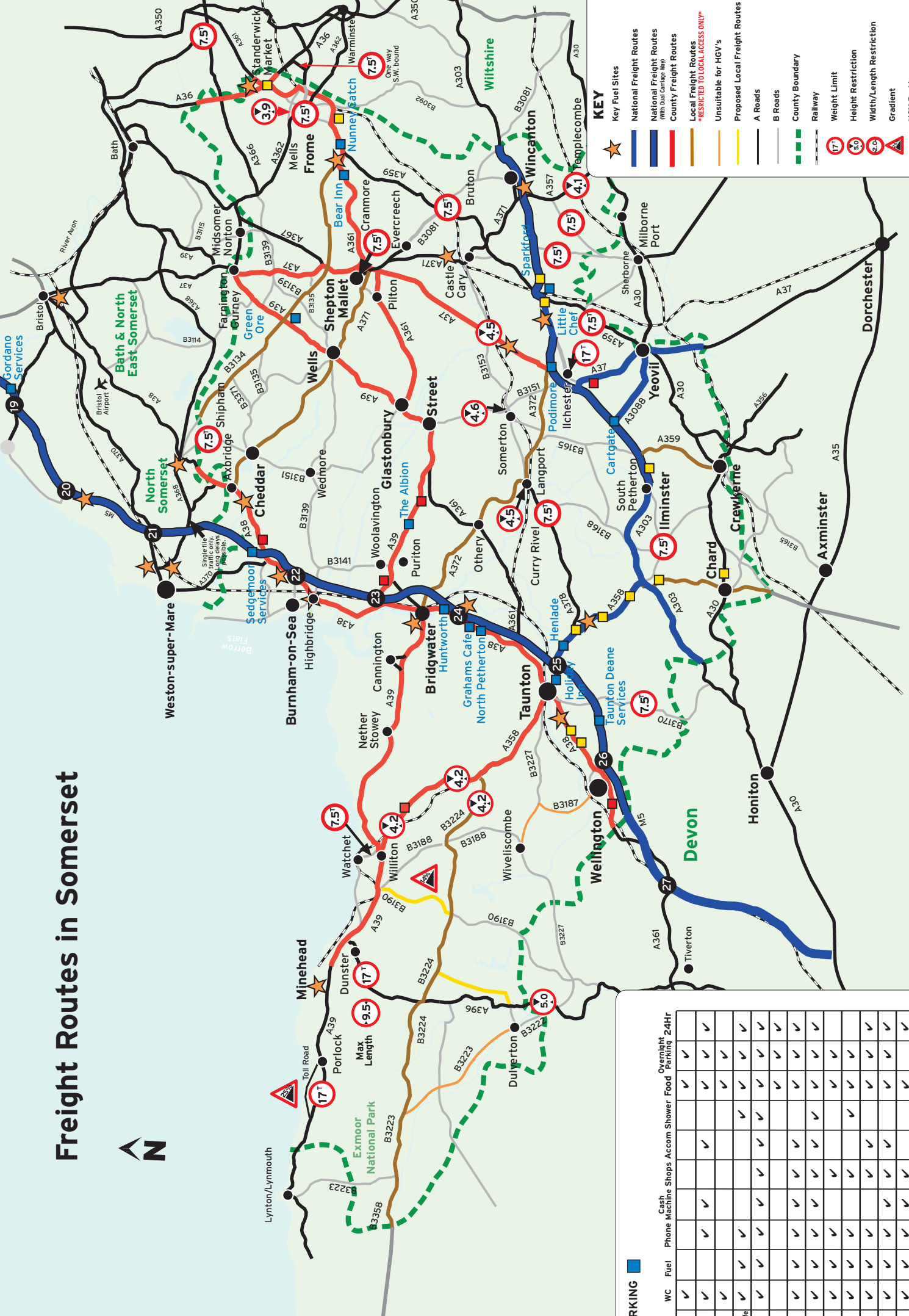
Will be available on <http://roadsafetysomerset.org.uk/> when published.



**10 Appendix one - The Somerset Freight Map**



# Freight Routes in Somerset



## HGV PARKING

| Key | Area                    | WC | Fuel | Cash | Machine | Shops | Accom | Shower | Food | Parking | 24Hr | Overnight |
|-----|-------------------------|----|------|------|---------|-------|-------|--------|------|---------|------|-----------|
| ✓   | The Albion              | ✓  | ✓    | ✓    | ✓       | ✓     | ✓     | ✓      | ✓    | ✓       | ✓    | ✓         |
| ✓   | Bear Inn                | ✓  | ✓    | ✓    | ✓       | ✓     | ✓     | ✓      | ✓    | ✓       | ✓    | ✓         |
| ✓   | Green Ore               | ✓  | ✓    | ✓    | ✓       | ✓     | ✓     | ✓      | ✓    | ✓       | ✓    | ✓         |
| ✓   | Graham's Transport Cafe | ✓  | ✓    | ✓    | ✓       | ✓     | ✓     | ✓      | ✓    | ✓       | ✓    | ✓         |
| ✓   | Gordano                 | ✓  | ✓    | ✓    | ✓       | ✓     | ✓     | ✓      | ✓    | ✓       | ✓    | ✓         |
| ✓   | Henlade                 | ✓  | ✓    | ✓    | ✓       | ✓     | ✓     | ✓      | ✓    | ✓       | ✓    | ✓         |
| ✓   | Holiday Inn             | ✓  | ✓    | ✓    | ✓       | ✓     | ✓     | ✓      | ✓    | ✓       | ✓    | ✓         |
| ✓   | Huntworth               | ✓  | ✓    | ✓    | ✓       | ✓     | ✓     | ✓      | ✓    | ✓       | ✓    | ✓         |
| ✓   | Little Chef             | ✓  | ✓    | ✓    | ✓       | ✓     | ✓     | ✓      | ✓    | ✓       | ✓    | ✓         |
| ✓   | Nunney Catch            | ✓  | ✓    | ✓    | ✓       | ✓     | ✓     | ✓      | ✓    | ✓       | ✓    | ✓         |
| ✓   | Podimore                | ✓  | ✓    | ✓    | ✓       | ✓     | ✓     | ✓      | ✓    | ✓       | ✓    | ✓         |
| ✓   | Sedgemoor               | ✓  | ✓    | ✓    | ✓       | ✓     | ✓     | ✓      | ✓    | ✓       | ✓    | ✓         |
| ✓   | Sparkford               | ✓  | ✓    | ✓    | ✓       | ✓     | ✓     | ✓      | ✓    | ✓       | ✓    | ✓         |
| ✓   | Taunton Deane           | ✓  | ✓    | ✓    | ✓       | ✓     | ✓     | ✓      | ✓    | ✓       | ✓    | ✓         |
| ✓   | Cartgate                | ✓  | ✓    | ✓    | ✓       | ✓     | ✓     | ✓      | ✓    | ✓       | ✓    | ✓         |

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10 km

- KEY**
- ★ Key Fuel Sites
  - National Freight Routes
  - National Freight Routes (with Dual Carriage Way)
  - County Freight Routes
  - Local Freight Routes
  - \*RESTRICTED TO LOCAL ACCESS ONLY\*
  - Unsuitable for HGV's
  - Proposed Local Freight Routes
  - A Roads
  - B Roads
  - County Boundary
  - Railway
  - ⊘ Weight Limit
  - ⊘ Height Restriction
  - ⊘ Width/Length Restriction
  - ⚠ Gradient
  - HGV Parking
  - Lay bays with food
  - Lay bays with HGV Parking

**11 Appendix two - Appraisal results**

| Option | Description                 | Numerical score | Masked costs or Benefits   | Deliverability  | Key Uncertainties   | Other Issues   |
|--------|-----------------------------|-----------------|--|---|---|--|
|        |                             |                 | Costs or benefits from the national goals worksheet not obvious in the summary scores. | Feasibility, acceptability, availability and procurement of resources, existing commitment and any other threats. | Quality of evidence, assumptions and key areas for further appraisal. | Issues not covered elsewhere. e.g. Degree of innovation. |
| P1.1   | Freight map                 | 5.4             |  |   | Uncertainty re' hauliers decision making processes.                   | Required to maintain status quo                          |
| P1.2   | Correspondence and meetings | 3.5             |  |   |   | Required to maintain status quo                          |
| P1.3   | Use best practise           | 9.0             |  |   |   | Required to maintain status quo                          |
| P1.4   | FQP                         | 15.8            |  |   |   |  |
| P1.5   | Policy integration          | 20.3            |  | Acceptability relies on alignment with SCC policy.  |   |  |
| P1.6   | LU planning engagement      | 21.0            |  | Acceptability relies on alignment with SCC policy.  |   |  |
| P1.7   | Lobbying                    | 30.7            |  | Relies on cooperation from numerous parties   |   |  |

|       |                              |      |  |  |   |  |  |  |
|-------|------------------------------|------|--|--|---|--|--|--|
| P2.1  | Map with TROs and POI        | 15.2 |  |  |   |  | Uncertainty re' hauliers decision making processes.  | POI innovative in this field requires testing. |
| P2.2  | Webpage                      | 10.1 |  |  |   |  |  |  |
| P2.3  | Info' on Benefits of freight | 8.7  |  |  |   |  |  | Innovative in this field                       |
| P2.4  | Formalise dialogue           | 13.2 |  |  | Relies on cooperation between communities and businesses      |  |  |  |
| P2.5  | TRO dataset                  | 13.9 |  |  | Required for day to day traffic management                    |  |  |  |
| P2.6  | Rail freight scoping study   | 20.8 |  |  |   |  | Costs uncertain  |  |
| P2.7  | Ad hoc issues                | 6.9  |  |  | Very reactive, impact dependent on issues raised              |  |  |  |
| P2.8  | Up our street' packs         | 14.9 |  |  |   |  |  | Innovative new format                          |
| P2.9  | Regional Rail Freight group  | 19.1 |  |  | Relies upon interest from other authorities                   |  |  |  |
| P2.10 | Improving signage            | 5.7  |  |  | Requires cooperation of groups within SCC to realise benefits |  | Costs are assumed to fall elsewhere, this option simply seeks to influence pre-existing works. |  |

|      |  |      |  |  |  |  |   |   |   |
|------|--|------|--|--|--|--|---|---|---|
| P3.1 | Interactive tools and POI                      | 17.1 |  |  |  |  |   | Uncertainty re' hauliers decision making processes.                         | Innovative in this field                            |
| P3.2 | Developed webpage                              | 11.6 |  |  |  |  |   | Evidence re' value of website enhancements for freight audience is limited. |   |
| P3.3 | Promoting benefits of freight                  | 4.1  |  |  |  |  |   |   | Innovative, possible conflict with local priorities |
| P3.4 | Roaduser workshops                             | 10.7 |  |  |  |  |   |   |   |
| P3.5 | see P2.4 - Formalise dialogue                  | 13.2 |  |  |  |  | Relies on cooperation between communities and businesses  |   |   |
| P3.6 | see P2.5 - TRO dataset                         | 13.9 |  |  |  |  | Required for day to day traffic management  |   |   |
| P3.7 | Studies  | 12.0 |  |  |  | Does not capture future impact on      |   |   |   |
| P3.8 | Freight travel plans                           | 16.6 |  |  |  | Dependent on other options to deliver. | Resource intensive  | Little testing re' freight  | Innovative in this field                            |
| P3.9 | Safeguarding sites with rail freight potential | 23.7 |  |  |  |  | Relies on identification of suitable sites in rail freight study in P3.7 and cooperation of planning authorities. |   |   |

|      |                                       |      |   |                           |  |  |
|------|---------------------------------------|------|---|---------------------------|--|--|
| P4.1 | TROs (Includes P4.3 and P4.4)         | -0.1 | Would only benefit areas targeted and will create border effects. | Potentially controversial | Based on LTP2 scorecard costs (£49k x 5) but can vary greatly dependent on scheme. |  |
| P4.2 | Signage                               | 0.1  |   |                           |  |  |
| P4.3 | Scorecard (Included in P4.1)          |      |   |                           |  |  |
| P4.4 | Consultation (Included in P4.1)       |      |   |                           |  |  |
| P5.1 | Area TROs (Includes P5.2 - P5.5)      | -0.8 | Would cause significant border effects.                           | Highly controversial      | Based upon Gloucester CC's scheme costs  |  |
| P5.2 | Enforcement (Included in P5.1)        |      |   |                           |  |  |
| P5.3 | Signage (Included in P5.1)            |      |   |                           |  |  |
| P5.4 | ID TRO areas (Included in P5.1)       |      |   |                           |  |  |
| P5.5 | Wider consultation (Included in P5.1) |      |   |                           |  |  |



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