

Somerset County Council Transport Policies TRANSPORT & DEVELOPMENT



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1 Introduction

1.1 This Technical Note outlines the specific aspects of Transport and Development that are important in developing places suitable for our future generations to live. It sets out the County Council's policy approach, as the transport authority for Somerset, which will inform our advice to district councils, developers and other parties involved in transport and development.

1.2 Land-use development has an enormous impact on the transportation network in terms of trips and traffic volume. History has shown us that where land-use planning and transport policy have not been aligned, developments are built that contribute largely in a negative way on both society and the surrounding environment. Examples of good practice, where development allows the free-flow of all transport modes, are still in a minority. Where these developments do exist, it is easier for communities to strengthen and for people to live more active and healthier lifestyles.

Development Location

1.3 A primary planning consideration is to deliver sustainable development. From a transport perspective, the County Council will seek to ensure that development proposals are well located, reinforce self-containment of settlements and reduce the need for travel. They should achieve suitable connection to appropriate transportation infrastructure and services in order, where travel remains necessary, to maximise the use of sustainable forms of transport appropriate to the particular location by:

- Ensuring most new development is located in the main urban areas where it is most accessible and can help to increase the use of non-car modes and the layout takes account of climate change;
- Managing travel demand, reducing air pollution and enhancing road safety;
- Enabling and promoting safe, sustainable and accessible alternatives to the fossil-fuelled car. As well as public transport services this means appropriate connections to highway or other Rights of Way that are safe for pedestrians, users of aids that assist mobility, cyclists and occupants of vehicles. In short, all modes of travel need to be considered;
- Encouraging efficient, safe and sustainable freight transport;
- Requiring all applications for developments which are likely to have significant transport implications to be accompanied by a Transport Assessment, a Travel Plan, and an Air Quality Assessment, and,
- Creating attractive environments which are accessible and which provide links to the wider transport network.

2 The Development Planning Context

The Development Plan

2.1 The 'development plan' is the formal framework for planning for sustainable development and for that development to be managed effectively. In Somerset the development plan comprised, at February 2011:

- Saved policies from the Somerset and Exmoor National Park Joint Structure Plan Review (April 2000) (JSPR);
- Saved policies from district-wide local plans, the Exmoor National Park Local Plan and the Somerset Minerals and Waste Local Plan; and
- Adopted Development Plan Documents (DPDs), to date only the Taunton Town Centre Area Action Plan.

2.2 In time the saved local plan policies will be replaced by new policies in Core Strategies and in other development plan documents emerging through the Local Development Framework processes of the Local Planning Authorities (LPAs). The government has indicated that structure plans will cease to exist once the Planning Bill has been enacted later in 2011. In the meantime they remain part of the statutory development plan.

2.3 This document provides a Somerset County Council policy on Transport and Development which the Council has adopted for the purpose of being a material consideration in planning matters. While it will not form part of the Development Plan Process, we will encourage the LPAs within Somerset to view it as a material consideration and incorporate its principles into their own documents and policies.

Local Development Framework (LDF)

2.4 A key aspect of developing this Technical Note in particular is to ensure that it fits in closely with the LDF processes being undertaken by the LPAs within Somerset: Sedgemoor District, Mendip District, West Somerset District, Taunton Deane Borough, South Somerset District, Somerset County (as Minerals and Waste LPA) Councils and the Exmoor National Park Authority.

Core Strategies



Figure 2.1 The DPD Process

development to take place and how this will be funded. 'Infrastructure' in this context means everything required to support the development; from flood-reduction measures to green space and play areas; from affordable housing provision through to school places, new roads and pedestrian/cycle facilities. In transport terms this means that all significant new infrastructure anticipated over the plan period needs to be included within the relevant IDP.

2.7 In Somerset, because different district councils are at different stages in the Core Strategy process, the County Council is feeding into these plans as they are developed in order to ensure that transport needs are reflected in these IDPs. It will be necessary at some point in the future to refresh our transport policies to reflect the adopted Core Strategies.

Strategic Urban Extensions

2.8 As major areas of development come forward there will be a need to ensure that these are planned effectively to deliver the economic benefits that new employment brings, together with the high quality housing that is needed across the

2.5 A core strategy is the LPAs overall vision for the area, which sets out how the area and the places within it should develop and includes strategic objectives, a delivery strategy for achieving these objectives and arrangements for managing and monitoring the delivery of the strategy⁽¹⁾. As Figure 2.1 shows, we are working to fully integrate our transport policies with the LDF Core Strategies as they are completed. Officers at both District and County level have worked closely to ensure that where the relevant timelines have not married up, where possible, our policies and proposals align to deliver a comprehensive policy approach to the integration of transport and land-use planning.

Infrastructure Delivery Plans (IDPs)

2.6 Infrastructure Delivery Plans (IDPs) support the district-level core strategies and are of particular significance because they set out what infrastructure is needed to enable

1 Department for Communities and Local Government (2008) Planning Policy Statement 12: Local Spatial Planning, DCLG

County. This will be a continuing challenge for Somerset over the plan period, as it will be increasingly important to make sure that all developments mitigate their transport impacts so that the burden does not fall on local communities.

2.9 In particular, emerging core strategies are identifying strategic urban extensions at Taunton, Yeovil and Bridgwater; these present significant challenges to test the future transport mitigation scenarios with their developers in order to mitigate the impacts and provide necessary supporting infrastructure. The County Council will be working closely with the relevant LPA to help masterplan these extensions and provide a sustainable future for Somerset's communities.

2.10 The strategic urban extension of North East Bridgwater is the most advanced and comprises a major employment site co-located with residential development. Joint working between the two authorities has secured some improvements to the highway network and a travel plan.

Supplementary Planning Documents (SPD)

2.11 Supplementary Planning Documents (SPD) also form part of the LDF process. These are documents that may cover a range of issues, thematic or site specific, and provide further detail of policies and proposals in Core Strategies and other development plan documents.

Travel Plans SPD

2.12 A travel plan is a package of measures to encourage people to use alternatives to single-occupancy car-use. Such a plan for example, could include: car sharing schemes; a commitment to improve cycling facilities; a dedicated bus service or restricted car parking allocations. It might also promote flexible-working practices such as remote access and video conferencing⁽²⁾

2.13 In partnership with the LPAs, we are developing an SPD to support the delivery of Travel Plans (TPs) in Somerset using the Manual for Travel Plans (MfTP)⁽³⁾, as outlined in 'Schedule of Policies'. The SPD will to help the development industry prepare high quality travel plans that provide sustainable and long-lasting outcomes. Once the SPD is complete, it is anticipated that all LPAs within Somerset will formally adopt the document as part of their own land-use policies being produced through the LDF (where its principles have not already been written into emerging policies).

2 Department for Transport and Department for Communities and Local Government (2009) Good Practice Guidelines: Delivering Travel Plans through the Planning Process, DCLG/DfT

3 Somerset County Council (2009) Manual for Travel Plans, SCC

Taunton Deane Planning Obligations SPD

2.14 Planning obligations (or "s106 agreements")⁽⁴⁾ are private agreements negotiated, usually in the context of planning applications, between local planning authorities and persons with an interest in a piece of land (or "developers"), and are intended to make acceptable development which would otherwise be unacceptable in planning terms⁽⁵⁾.

2.15 Planning obligations allow us to enter into an agreement with a developer or landowner to ensure that they contribute to transport infrastructure improvements, such as new junctions, cycle ways, buses and associated infrastructure. We have worked closely with Taunton Deane Borough Council to develop an SPD, which addresses securing contributions for transport infrastructure through the planning process. Our requirement to secure transport measures through development includes the infrastructure outlined in 'Major Transport Infrastructure' later in this Section. Other LPAs in Somerset have, or are planning on developing, similar documents to ensure that developers contribute to improving transport in the county. We discuss Planning Obligations in more detail later in this document.

County Council Transport Policies

2.16 The County Council has a set of transport policies and strategies that have over the last ten years generally been set out within a Local Transport Plan. Somerset County Council is currently refreshing its suite of transport policies and strategies to replace the current Local Transport Plan which expires in March 2011. Developers should have due regard to the new schedule of transport policies and associated strategy documents when preparing development proposals. This will also ensure that any off site improvements identified within our transport strategies can be wholly or partly delivered through development or associated planning obligations. Strategic transport measures will be outlined in the relevant district IDPs. Local improvements required to accommodate particular developments may be negotiated with SCC as Highway Authority and the LPA.

3 Assessing Transport Impacts of Development

3.1 Advice from the County Council as transport authority for Somerset, to LPAs, stakeholders and developers, on the transport impacts of development will address:

- the expected nature, mode and volume of trips, particular attention will be paid to motorised traffic and parked vehicles generated by the development, which should not compromise the safety and/or function of the adjoining highway (particularly National Primary and County Routes);
- the travel generated by or attracted to the development, and its impact on the character or amenity of the area in terms of type, volume or speed;

4 HMSO (1990) Town and Country Planning Act: Section 106 – Planning Obligations

5 Department for Communities and Local Government (2005) Circular 05/05: Planning Obligations, DCLG (formerly ODPM)

- development's access to the highway network and other transport networks, and that it is commensurate with both the scale and nature of development and function of the adjoining highways and other transport networks;
- the transport impact of development and the provision of necessary transport infrastructure, facilities, services and information to mitigate its effects; and,
- required parking, facilities and vehicular servicing (for all modes).

3.2 In its advice the County Council will have regard to the findings of Transport Assessments and Travel Plans.

Transport Assessments

3.3 All new development is required to address its own transport implications and those which are likely to have significant transport implications, are required to prepare Transport Assessments (TA), which determine whether the impact of the development on transport is acceptable⁽⁶⁾. A TA is a comprehensive and systematic process that sets out transport issues relating to a proposed development. It identifies what measures will be taken to deal with the anticipated transport impacts of the scheme and to improve accessibility and safety for all modes of travel, particularly for alternatives to the car such as walking, cycling and public transport.

Travel Plans

3.4 The purpose of a Travel Plan (TP) is to support the TA in delivering sustainable travel outcomes. It illustrates how the level of trips generated will be minimised, how those 'net' additional trips will be accommodated, and how accessibility to the site by all modes of transport will be achieved. Developers will be expected to use our Travel Plans SPD⁽⁷⁾, as outlined in our 'Schedule of Policies', to prepare their Travel Plans. The SPD sets out:

- When a TP is required;
- An outline of the expected content and standards of different types of TP and when they are required;
- The process of submitting a TP and gaining TP approval;
- Arrangements for the monitoring and ongoing auditing of travel plans;
- Procedures for the effective operation and enforcement of travel plans;
- The respective responsibilities of all the parties involved in developing, implementing and monitoring travel plans;
- How proposed developments can contribute to modal shift; and
- Good quality cycle parking and other on-site physical facilities which support low impact transport modes using the new development.

6 Department for Transport and Department for Communities and Local Government (2007) Guidance on Transport Assessment, DCLG/DfT

7 Somerset County Council (2010) Enabling Smarter Travel Through Travel Planning in Somerset: Supplementary Planning Document (Draft Guidance), SCC

3.5 The SPD will help achieve consistency across different LPA areas and to set out a consistent process for the delivery of promised travel plan outcomes describing the overall process for efficient and predictable decisions. In essence the MFTP aims to provide a 'one-stop-shop' for guiding all parties interested in development across the county as to what type of Travel Plan would be appropriate for their development, and what it should contain.

Air Quality Assessments

3.6 Broadly speaking, air quality across the County is good. and the major source of emissions is from traffic. As a result of traffic emissions, Air Quality Management Areas (AQMAs) have been declared in two local authorities; within Taunton Deane (East Reach and Henlade) and in South Somerset (Yeovil). However, there is a possibility of air quality levels falling in other areas of Somerset, where congestion is a problem. Consequently, this means that:

- Where air quality is likely be an issue within an area of concern in relation to a new development, the LPA will request an air quality assessment to be submitted to, and agreed, by them.

Network Management Duty

3.7 It is the duty of a local traffic authority to manage their road network with a view to securing the expeditious movement of traffic; also to facilitate the expeditious movement of traffic on road networks under another traffic authority. In performing this duty the Authority may take action which it considers will contribute to securing more efficient use of the road network; or to avoid, eliminate or reduce road congestion or other disruption and may involve regulation or co-ordination of the uses made of any part of the road network⁽⁸⁾. As stated at the start of this document, the effects of changing the use of land can effect substantial change in traffic using the road network, as a result of strategic developments or the cumulative impact of many local ones.

3.8 The transport network across Somerset is dominated by the north-south corridor of the M5 and Bristol to Penzance mainline rail line and east-west A303(T) route and London to West Country rail line.

3.9 The Somerset Network Hierarchy identifies the order of roads in the County, depending on their size and the volume of traffic they take. Our main strategic routes are made up of the roads that link the larger settlements of the County internally and externally to other major destinations. The national route network (known as category 1 routes and managed by the Highways Agency) in Somerset consists of Motorways and Trunk Roads. Also part of the national route network are the National Primary and County Routes, as identified in Policy 51 of the saved policies, from the Somerset and Exmoor National Park Joint Structure Plan Review (April 2000). These are referred to as categories 2 and 3a in the Somerset Network Management Plan⁽⁹⁾

8 Department for Transport (2004) Traffic Management Act 2004, DfT

9 Somerset County Council (2010) Network Management Plan, SCC

3.10 Major development sites will be required to minimise and/or mitigate traffic movement on the National Primary and County Routes. Specific works and management regimes for these corridors that are identified during the plan period may affect the phasing of sites where it is proven that the development is significantly dependent on infrastructure needed to provide such mitigation.

3.11 In order to prevent the unnecessary interruption of traffic flow and to reduce the risk of harm to users of highways the formation of new direct accesses onto these roads must be carefully managed. Where direct access is justified the advice and guidance in the Design Manual for Roads and Bridges (DMRB)⁽¹⁰⁾ will be appropriate to achieve safe access.

3.12 Direct access is appropriate where it accords with place-making to accommodate appropriate types and scales of development in settlements. In many urban locations advice and guidance in the Manual for Streets and Manual for Streets 2⁽¹¹⁾ will be appropriate to achieve the balance of efficient and safe networks in places where people live and work. In other locations, particularly where traffic speeds are high the advice and guidance in the DMRB will be more appropriate. Sometimes the type of development is such that it requires direct access onto the National Primary and County Routes, such as roadside service stations, freight transfer facilities, or livestock markets, which may be also be outside existing settlements.

3.13 In Somerset it is likely that developments requiring direct access to high speed roads, especially onto the National Primary and County Routes, will be assessed on a case-by-case basis. In summary, this could include:

- Access to proposed development that will connect to rural roads carrying relatively high speed traffic should be designed according to the needs of drivers and other users to enter safely into the high speed traffic.
- Where a new access is proposed to replace an existing access of substandard design or which will result in reduced use of a sub-standard junction or access this is less likely to attract a highway objection.
- Developers will need to ensure that proposals which specifically require a location with direct access to the National Primary and County Routes due to the volumes and type of traffic generated are suitably located on these networks.

Development Impacts

3.14 As set out in Section 3.3 above Transport Assessments should generally accord with the DfT Guidance on Transport Assessment.

10 Department for Transport (1992) Design Manual for Roads and Bridges (TSO Shop)

11 Department for Transport and Department for Communities and Local Government (2007) Manual for Streets, DCLG/DfT *and* Chartered Institution of Highways and Transportation (2010) Manual for Streets 2 - Wider Application of the Principles, CIHT

3.15 In agreeing the scope of the Transport Assessment the developer will be required to agree with the case officer an appropriate methodology for determining whether the development will have a material impact on the highway network.

3.16 The key issue is the need to ensure that development proposals strive to achieve nil detriment ('no worse off') to the highway network, for the opening year and an appropriate agreed future horizon year or years.

3.17 If the Transport Assessment or County Council's strategic traffic model for the area in question confirms that a development will have material impact on the highway network, the level of impact at all critical locations on the network should be established in detail.

3.18 A particular example of material impact would be a worsening of congestion. In congested areas, the percentage traffic impact that is considered significant or detrimental to the network may be relatively low (possibly below the average daily variation in flow), and should be determined in discussion with the County Council⁽¹²⁾.

3.19 The Council will agree a suitable approach to determining the level of impact depending on the location and scale of the proposed development. In the main urban areas of Taunton, Bridgwater and Yeovil strategic traffic models are available and should be used in the first instance to identify potential development impacts. A useful starting point is to identify those junctions where the development traffic increases the modelled queue length by 5 or more vehicles on one or more arms of the junction. More detailed investigations into the impact of development traffic at these locations should then be undertaken using appropriate junction modelling tools. It should be noted that this is only a guideline value and the Case Officer may identify other junctions where detailed assessments will be required on a case-by-case basis.

3.20 In other towns, strategic traffic models should be used where possible to identify those junctions where the development traffic impacts are likely to be significant using the guideline value noted above. Where strategic traffic models are not available or the scale of development is such that it would be unreasonable for the Council to require the developer to create a strategic traffic model, an appropriate methodology for identifying locations for detailed assessment will need to be proposed by the developer and agreed by the Case Officer, or locations will be identified through discussion.

3.21 Once detailed investigations into the impact of development traffic have been undertaken at agreed locations the Council will consider whether measures are required to mitigate the impacts of the development. In considering the assessment and subsequent mitigation, the Council will seek to achieve the following outcomes. and will agree on a case by case basis how this will be assessed by the developer:

12 For the avoidance of doubt, the 1994 national guidance regarding the assessment thresholds of 10 per cent and 5 per cent levels of development traffic relative to background traffic is no longer deemed an acceptable mechanism, since it creates an incentive in favour of locating development where high levels of background traffic already exist.

- Nil-detriment to junction capacity and delay from development traffic where junctions currently operate at greater than 85% ratio of flow to capacity (RFC) for non-signalised junctions, or 90% for signalised junctions;
- Nil-detriment from development traffic on links where capacity is currently at 90% or more;
- Nil-detriment to journey times for traffic on agreed routes;
- Nil-detriment to journey times for public transport, walking or cycling;
- Nil-detriment to accident rates at clusters along key routes; and
- Agreed mode share targets for development related trips where travel plans are required (see Section 3.4).

3.22 This approach will be used to advise on the majority of planning applications although there will occasionally be exemptions. Each case must be considered on its own merits and this does not preclude the use of professional judgement by the case officer.

Planning Obligations

3.23 The ability to deliver transport improvements and the timing of its delivery are critical determinants of the scale, location and timing of development. Transport infrastructure, softer measures and services play a key role in creating sustainable travel patterns to, from and within development areas.

3.24 Investment is required to mitigate the impact of development and enable growing communities to be as sustainable as possible. Development can place additional demands upon physical infrastructure and social facilities, as well as having impacts upon the environment. In many cases planning obligations will be required so that provision is made for any necessary improvements to services and facilities and to deliver community infrastructure needed by the inhabitants, occupiers or other users of the development. In many instances, this may amount to contributions towards softer measures, through marketing of travel information, provision of travel vouchers or delivering travel plan initiatives.

3.25 LPAs will need to liaise with stakeholders who provide infrastructure and other facilities to contribute to the achievement of their aspirations and objectives, insofar as their activities may be affected by the changes resulting from delivery of this Core Strategy. The LPA area will form part of a wider regional and sub-regional growth area, and some of the items for which contributions will be sought will be of strategic nature. In terms of planning obligations:

- Development proposals will be expected to provide or contribute fully or in part towards the cost of providing transport obligations in accordance with all of the following three statutory tests⁽¹³⁾ whereby the planning obligation is:
 - (a) necessary to make the development acceptable in planning terms;

13 Department for Communities and Local Government (2010) The Community Infrastructure Levy Regulations; Statutory Instrument 948, DCLG

- (b) directly related to the development; and
 - (c) fairly and reasonably related in scale and kind to the development.
- Contributions may also be required to meet the management and maintenance of services and facilities provided. The appropriate range and level of contributions will be assessed in a comprehensive manner, taking into account strategic infrastructure requirements and using standard charges where these have been determined.
 - The nature and scale of any planning obligations sought will be related to the form of development and its potential impact upon the surrounding area. In determining nature and scale, specific site conditions and other material considerations including viability, redevelopment of previously developed land or mitigation of contamination may be taken into account.
 - The timing of provision of measures will be carefully considered in order to ensure that appropriate provision is married against occupation of the development.
 - Contributions relating to transport that may be required for a range of developments include (but are not necessarily limited to):
 - transport (including footpaths, bridleways, cycleways, highways, public transport provision and infrastructure, car parking, motorcycle and bicycle parking and travel planning);
 - physical requirements for access for emergency and other essential services; and
 - drainage / flood prevention and protection.

4 Operational Design and Layout

Site Permeability and Prioritising Non-car Modes of Travel

4.1 Developers should have regard to the principles to encourage a shift of priority away from motorists and towards pedestrians, cyclists and public transport. They should seek to create environments that are attractive and that encourage travel by modes other than the car to the wider transport network. The Government publications 'Manual for Streets' and 'Manual for Streets 2 - wider application of the principles' and Manual for Streets 2⁽¹⁴⁾ contain guidance on design of streets and roads and encourage this shift of priority. It makes a distinction between roads and streets, in that streets should be inclusive for all and attractive places in their own right rather than just corridors for traffic. The Council's advice will address:

- Supporting and promoting safe, sustainable and accessible alternatives to the car;

14 Department for Transport and Department for Communities and Local Government (2007) Manual for Streets, DCLG/DfT *and* Chartered Institution of Highways and Transportation (2010) Manual for Streets 2 - Wider Application of the Principles, CIHT

- Improving, supporting and promoting well designed walking and cycling networks in the vicinity of the site, particularly in urban areas less well served by public transport, including areas of relative deprivation;
- Giving priority to the needs of pedestrians in town centres;
- Giving priority to the needs of pedestrians and cyclists in the design of new developments, including links to existing networks and requiring the provision of adequate cycle parking
- Supporting and promoting improved public transport services and infrastructure; and
- Making sure the network is suitable for all users' functionality and safety.

4.2 'Manual for Streets 2', provides more guidance on this issue on streets up to 40mph.

Parking

4.3 Provision of parking levels is addressed in our Parking Strategy. The design and provision of parking in new developments should support our transport goals and challenges.

4.4 The availability of parking can have a significant effect on people's choice of transport. Good development provides adequate vehicle servicing and parking facilities to serve the needs of all users.

4.5 Government policy seeks to manage levels of parking associated with new development in order to reduce the use of the car and promote more sustainable modes of transport⁽¹⁵⁾. Car parking can also occupy a great deal of space and therefore impact upon the layout and appearance of development and the efficient use of land. Insufficient parking associated with new development can lead to inappropriate parking (including harmful competitive parking) on streets and verges creating highway safety problems and unsightly environments. The overarching principles for both residential and non-residential development are outlined in government Planning Policy Statements 3 and 4⁽¹⁶⁾. In our Parking Strategy advice we will address:

- appropriate parking, either within the site's boundaries or through pooled parking facilities;
- Provision of motorcycle and disabled parking;
- Encouraging active travel through the provision of cycle parking;
- appropriate parking for freight transport;
- use of best practice in the design of parking facilities;
- flexibility in choosing the best mix of allocated and shared parking spaces;

15 Department for Communities and Local Government (2011) Planning Policy Guidance 13: Transport, DCLG

16 Department for Communities and Local Government (2010) Planning Policy Statement 3: Housing, DCLG *and* Department for Communities and Local Government (2009) Planning Policy Statement 4: Planning for Sustainable Economic Growth, DCLG

- a flexible approach to the levels of parking supplied, provided that departures from the standards are covered by stringent travel plans and supported by robust evidence and monitoring; and
- Effective future management of parking facilities.

'Future Proofing' sites

4.6 As we move towards the potential for 'Peak Oil' scenario, a situation where oil resources diminish and become difficult to extract, we will need to look at ways of helping people reduce the need to travel. We will therefore look to ensure that developments are 'future-proofed' by:

- Promoting the installation of the appropriate infrastructure to facilitate the delivery of high-speed broadband technology as well as 16 amp (or any future standardised equipment) charging points for electric vehicles within residential and non-residential car and bike parking designations.
- Considering future technologies, as they develop in order to ensure transport requirements continue to reflect present and future applications.

5 Other Planning Considerations

5.1 Whilst the Government recognises that road transport is likely to remain the principal mode for many freight movements, it considers that planning policies can help to promote more sustainable distribution, including where feasible, the movement of freight by rail and water. Accordingly, it also requires local planning authorities to identify and, where appropriate, protect sites and routes, both existing (such as former railway track beds and other railway land) and potential, which could be critical in developing infrastructure for the movement of people and freight (such as freight interchange facilities allowing road to rail transfer).

5.2 The likely availability and use of public transport is a very important element in determining planning policies designed to reduce the need for travel by car. To this end, LPAs are encouraged to explore the potential, and identify any proposals, for improving public transport by rail, including the re-opening of rail lines. Such routes could also provide walking and cycle routes (sometimes as an interim measure prior to the introduction of rail services).

5.3 Somerset's rail strategies for both rail-passenger and rail-freight transport use are published in our Transport Policy Schedule and modal strategies. In terms of our approach to safeguarding and improving transport infrastructure, we will work with LPAs to ensure facilities are safeguarded in development plans, in particular to:

- Support strategic and local transport infrastructure proposals, which provide an improved environment and enhanced quality of life, improve connectivity and help deliver a sustainable transport network;

- Safeguard existing and new transport infrastructure which is important to an efficient and sustainable transport network from development that would prejudice their transport use; and
- Safeguard sites and routes with the potential to contribute towards the provision of an efficient and sustainable transport network at some point in the future.

5.4 It is also important that developments do not cause (or compound) rural deprivation. People in rural communities need to be well connected in order to allow them to take part in all the opportunities Somerset has to offer. Therefore, providing appropriate facilities and transport links is vital for rural developments. This is particularly important for affordable housing, whose inhabitants are particularly vulnerable to becoming excluded in badly connected developments.

6 Hinkley Point Nuclear Development Proposals

6.1 One of the developments that is likely to have a big impact on transport in Somerset over the next 15 years is the proposed construction of a new nuclear power station Hinkley Point, comprising two new reactors and associated development. At the moment this development is only a proposal, but it has been necessary to work with the promoters EDF, to start understanding the likely transport implications and what degree of impact this expansion may cause, as well developing a comprehensive package of measures that will deal with these impacts. This is a unique development in Somerset and the first of its kind nationally, so specific policies have been adopted to set an appropriate context for the Council's response to the development.

6.2 Two main stages of the project need to be considered: the construction period when up to 5,600 construction workers will be on site and deliveries of construction material will take place, and the operation phase when some 900 permanent staff will be employed on site.

6.3 There are a number of issues to consider ranging from sourcing and transporting the raw materials, through to how to transport the considerable number extra workers that will be required during the construction phase and where to house them. We require the full range of options to be explored such as the opportunities for using the coastal location to bring in heavy materials via sea, using localised 'consolidation centres' to minimise and control the number of freight trips along local roads, and adopting strict shift patterns to enable planned 'mass transit' of workers from new park and ride sites so as to minimise additional congestion on already-busy local roads.

6.4 The development will be considered by the Infrastructure Planning Commission (IPC) or its successor body as a Nationally Significant Infrastructure Project.

6.5 Nuclear National Policy Statement (EN 6)⁽¹⁷⁾, alongside the overarching Energy National Policy Statement (NPS), will be the primary decision making guidance document for the IPC, when considering development consent applications for the construction of new nuclear power stations. The draft Nuclear NPS lists the Hinkley Point C site and identifies the site boundary for the site.

6.6 In determining the application the IPC must have regard to Local Impact Reports produced by local authorities.

6.7 Somerset County Council's transport policies related to potential new nuclear development at Hinkley Point C (HPC) are therefore set out below.

17 Department for Energy and Climate Change (2009) Nuclear National Policy Statement EN-6, DECC

Policy HIN 1 Transport Requirements for New Nuclear Development

The County Council will require the developer of new nuclear power stations in Somerset to:

- Minimise the volume of road traffic associated with the development of the new power station especially at peak hours and during the peak tourism season between the months of June, July and August. The efficient and safe functioning of key routes, including the M5, A38, A39, A361, A370, A371 and A372 must be protected;
- Maximise the safe, efficient and sustainable movement of people and materials required for the proposed nuclear power station;
- Provide sustainable transport solutions for access to the site that workers and visitors will be required to use. This should include provision of public transport priority measures on key routes from associated development sites to the main site for construction and other vehicles, providing a beneficial transport legacy;
- Provide sustainable transport linkages to and from all associated development sites to provide access to employment, education, retail, leisure and healthcare facilities;
- Ensure as close as possible to zero parking spaces are provided at or near to the site during the construction phase;
- Enable effective controls to be put in place to ensure workers and visitors adhere to the transport strategy and do not park in inappropriate locations;
- Provide necessary improvements to the transport network and public rights of way network to mitigate against any adverse impacts on the community, including but not limited to congestion, air quality and road safety impacts. For example:
 - Provide transport mitigation where additional traffic flows of the project exacerbate or cause highway congestion problems; and
 - Provide safety improvements where the additional traffic flows of the project exacerbate or cause road safety problems.
- Any new major highway proposals are to be justified by a full New Approach To Appraisal (NATA) assessment. For example, the need for and (if required) route of a Bridgwater Northern Bypass should be established by a NATA type assessment, including an option based on the improvements needed in Bridgwater if the bypass were not provided. The preferred route for the Cannington by-pass should also be justified through a NATA assessment. Appraisals should address potential impacts raised during consultation, such as the potential severance effect to Brymore School of the western bypass option at Cannington;
- All proposed highway works are to be the subject of a full operational analysis and a road safety audit in accordance with current guidance;
- Ensure as much construction material as possible is delivered by sea;

- Minimise the amount of waste materials, including topsoil, transported off-site;
- Minimise traffic disruption both for the local community and visitors to the area;
- Control and manage the flow of any road freight movement associated with the development in order to ensure appropriate routes are used, avoid peak hour movement and to respond to incidents on the transport network;
- Agree and enable deployment of robust plans for managing unforeseen incidents on the transport network; including but not limited to traffic management plans, diversionary routes and freight/ delivery management systems;
- Provide long-term, sustainable legacy benefits for the local community;
- Protect the natural and built environment and ensure the image of the area is not adversely affected;
- Ensure that existing public transport services are protected throughout the construction, operation and decommissioning of the Hinkley Point nuclear power stations;
- Ensure that the needs of cyclists and pedestrians are protected and enhanced throughout the construction and operation of the proposed nuclear power station. This should include enhanced pedestrian and cycle facilities from associated development sites to the centres of nearby towns and villages, including provision of the Bristol Road / Bath Road link and rail crossing in Bridgwater;
- Protect current Public Rights of Way (PRoW) in and around Hinkley Point and associated development sites, and where stop-ups are required, ensure that PRoW are implemented that do not result in significant diversion lengths;
- Monitor all movement associated with the development to ensure agreed mode share targets and thresholds for traffic congestion, air quality and road safety are achieved during construction and operation; and
- Fully mitigate against and compensate for the adverse environmental impact of development related traffic. This should involve providing sufficient funds through appropriate legal agreements to enable the relevant authorities and agencies to implement further mitigation measures should any unforeseen impacts occur during the construction of the development.

Policy HIN 2 Requirement of an Evidence-Based Approach

An evidence-based approach will be taken to determine the effectiveness of the proposed transport interventions for the implementation of the HPC transport/freight strategy. We will require the HPC project promoter to adhere to performance criteria in relation to key parts of the transport network⁽¹⁸⁾. It should be noted that as such, a transport strategy package of measures will be expected to meet this approach, which would include:

- Highway improvements, including junction improvements and more strategic network improvements identified through the transport assessment process and associated evidence base;
- Public transport provision, including waiting facilities, support for existing and additional services, and priority measures that will ensure public transport journey time reliability;
- Intelligent Transport Systems (ITS) to promote and support the use of public transport facilities;
- Road Safety Improvements;
- Infrastructure needs associated with deploying a Traffic Management Plan;
- Pedestrian and cyclist facilities, including those which support the use of public transport and support the provision of a high quality public realm;
- Motorcycle parking;
- Park and Ride facilities if demonstrated as necessary;
- Car parking management for the site, associated development and residential areas, including clearway provision;
- Coach and rail facilities;
- Provision and management of water-borne transport;
- Highways and bridge strengthening measures;
- Transport maintenance packages; and
- Transport monitoring strategy to assess effectiveness of measures and identify further mitigation, where necessary.

18 The assessment criteria set out in Section 3.21 should be used with the addition of unique performance criteria for this development such as an agreed proportion of workers living within 30, 60 and 90 minutes travel time of site and an agreed proportion of freight arriving via sea.

Policy HIN 3 Evidence for the Development Consent Application

Prior to the Development Consent Application to the IPC the Council will require the following evidence to be in place to enable the robust development of a Statement of Common Ground and a Local Impact Report:

- A Transport Assessment to cover the construction and operation of the site and associated developments, including an assessment of the required access arrangements, likely impacts, appropriate mitigation and improvements to the transport system with completed technical audits;
- A Transport Strategy and associated evidential base for managing freight waste and people movements associated with the construction of the development;
- A Travel Plan for the construction phase; including mode share targets for access to and from the main site and each associated development site; directly linked to parking standards, provision of access infrastructure, provision of sustainable transport linkages and design of development layouts;
- Full transport assessments and travel plans for any other significant related development proposals that emerge such as induction facilities;
- A Travel Plan to manage access to the development in its operational phase;
- A Visitor Management Plan to manage visitor access to the site and maximise access by sustainable transport;
- Traffic Management Plans to manage unforeseen incidents on the transport network;
- Construction Management Plan for HGV and construction worker movements; and
- Agreed monitoring, control and enforcement proposals for all aspects of movement.

Policy HIN 4 Agreements Prior to Commencement of Construction

Prior to commencement of construction the Council will require the following to be agreed with the relevant authorities and agencies:

- Site specific travel plans for each associated development site;
- Final detailed freight management plans based on actual materials sourcing;
- Final detailed waste management plans;
- Implementation of agreed access arrangements and necessary controls;
- Implementation of an agreed transport mitigation package;
- Implementation of visitor management, traffic management, monitoring and enforcement arrangements; and
- Any required financial contributions.

7 Major Transport Infrastructure

7.1 There are a number of ways in which transport improvements can be delivered and for further detail on the different types of funding please see the section on the Implementation Plan of our transport strategy. However, while the Council has the ability to invest directly in transport improvement schemes to address the challenges as it sees fit, invariably some of the larger proposals are outside the realistic scope of being delivered entirely by local authority funding due to their large cost.

7.2 Before July 2010 publicly funded major transport infrastructure items costing over £5m were termed 'major schemes' and funding was prioritised at a regional level. The county council's local priorities for major transport investment are set out below and we will pursue all opportunities to secure any available public funding for these schemes according to the prevailing funding mechanisms. However central government has made it clear that no new publicly-funded 'major schemes' will be considered within this spending round, so all authorities across Somerset need to work on the basis of there being no public funding for new major schemes until 2016/17 at the earliest. As set out in 3.16, we also anticipate that developer funding contributions will be required to bring these critical schemes forward in order to support housing and economic growth.

7.3 Larger scale interventions such as 'major schemes' are necessarily concentrated on areas where transport issues are most problematic and where future growth is likely to be concentrated. In Somerset the current major transport schemes anticipated within the next 15 years are:

- Completion of the Third Way bridge and road in Taunton. The Council successfully secured £5.464M from government funding through the Regional Funding Advice (RFA) in 2010 to complete this scheme. Completion is due in May 2011.
- Construction and completion of the Northern Inner Distributor Road in Taunton. The Council was advised in January 2011 that its 'best and final' bid to DfT had been successful in securing £15.2M towards this scheme.
- Completion of the A358 major maintenance scheme. The Council successfully secured £4M in 2010 to undertake this maintenance work on this regionally-important stretch of road
- Completion of the A30 Eastern Corridor package in Yeovil.
- Delivery of the Western Corridor package in Yeovil.
- Delivery of infrastructure associated with Hinkley as per the above section.
- North East Taunton Urban Growth Infrastructure package.
- A38 Corridor package (Bridgwater to Taunton).
- A303/A358 Improvement package. This project will be a joint scheme with the Highways Agency who are responsible for the A303. These improvements will concentrate on delivering journey time reliability and improved safety; however the full-scale dualling proposal of a few years ago has been dropped in light of cost concerns.

7.4 The above schemes or packages set out the larger-scale transport improvements that are likely to be necessary during the next 15 years, linked to current proposals of land-use as being finalised by the LPAs across Somerset. These schemes will be included within the emerging district-level Infrastructure Delivery Plans which consider both timing and funding arrangements. It is important to note that many of the above will need to be delivered without any public funding.

7.5 At this time it is not intended to support the promotion of any other strategic road schemes as may previously had been aspired to (these were historically set out within the 'roads review' list which was superseded in 2009). In planning terms any routes that are 'protected' within district core strategies need to be deliverable within the plan period and as such any historic safeguarding as was contained within previous Local Plans will lapse. The only exception to this will be where routes are covered under the policies set out elsewhere regarding the protection of former transport routes (such as railways or associated land) to ensure options are available to revise these at some point in the future.

7.6 Due to the current economic pressures faced across the country the scope for public-sector funding of large-scale transport infrastructure is limited until 2016/17 or until DfT provides updated guidance on how future investment selection processes will be managed. The consideration of future public funding of major transport schemes will therefore be dependent on future policy, prioritisation and economic reviews, so we will need to continue to ensure that we are in a strong position to argue the case for investing in Somerset.

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