

# Delivering 21st century sustainable transport in Yeovil



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# 1 The context

## 1.1 Context

- 1.1.1 South Somerset District Council has set out on a path to deliver an eco-village close to the heart of Yeovil as an exemplar to the larger sustainable urban extension to take place subsequently. The latter is currently the subject of public consultation. A critical part of this process will be to change the approach to the provision of transport and accessibility with the overall aim of reducing the need to travel and in particular reducing the reliance on the private car for many journeys. Bringing about such a change is also one of the most difficult to deliver. It requires changes of attitude and behaviour on the part of the whole community including local authority officers and members, local residents, transport operators, and businesses. Many authorities are seeking to “deliver sustainable transport” and this is work “in progress”. Progress has been focused mainly on urban areas but now there is a need to address the delivery of sustainable transport in a rural area. South Somerset District Council together with the County Council has the opportunity to be at the leading edge of delivery of this objective. This technical report summarises the key information provided by the Client relevant to an assessment of the deliverability of the objectives from a transport perspective. It is not, and not intended to be, a transport assessment but covers the brief as provided by the Client. It is not intended to be a public report but for officers.
- 1.1.2 There is now both evidence and considerable experience emerging of the substantial impact that an integrated and comprehensive approach to sustainable transport provision can achieve. Evidence from the Sustainable Towns project<sup>1</sup>, the submissions to the ACT for their 2010 Travel Plan awards<sup>2</sup>, the monitoring of implemented travel plans, and the LTP progress reports are just some examples of where concerted action has been seen to produce results. The authority’s core strategy, as well as the growing realisation by bus operators of the need to operate without reliance on subsidies, reinforces this opportunity. The Coalition Government’s Local Transport White Paper<sup>3</sup> sets out the new governments’ vision for a greener, safer transport system that promotes economic growth and improves the community’s quality of life. This vision supports South Somerset’s proposals for both the eco-village and the proposed urban extension. The Transport Act<sup>4</sup> has provided the opportunity to build Quality Bus Partnerships and establish very different arrangements for providing public transport. The first example in the country of the new form of partnership is evidenced by the innovative work being undertaken in St Alban’s. There are also

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<sup>1</sup> Evidence from the Sustainable Towns project, 2010

<sup>2</sup> Submissions to ACT for Travel plan awards 2010

<sup>3</sup> Creating Growth, Cutting Carbon: Making Sustainable Local Transport Happen, DfT, January 2011

<sup>4</sup> Local Transport Act 2008

other imperatives and drivers which provide real opportunities now to consider further changes. These are the considerably reduced level of capital funding that will be available for highway schemes in the foreseeable future, the rising costs of fuel, the requirement to reduce carbon emissions locally and nationally to achieve the 2050 carbon reduction embodied in the Climate change Act 2008 and the need to encourage greater levels of physical activity in order to protect and promote the health and well being of the population. In practice it will be up to the leadership of the authorities and their partners as to how far what are potential barriers can be turned into opportunities.

- 1.1.3 Providing a sustainable transport infrastructure provides people choice in whether or how they travel; it can reduce the costs for the family especially those on low incomes; improve the quality of place, the environment and the air; support healthier living; and seek to ensure the financial viability of public transport. The Active and Low Carbon travel report<sup>5</sup> by UWE makes very clear the wider benefits of sustainable travel. One of the key barriers from research undertaken by us as part of other work is the belief that it can't be done - so a failure to attempt to do so is added to a failure to tackle the task in an integrated, coherent and comprehensive way which is why some individual projects fail. Yeovil has previously attempted to establish a car club which failed. It will be important to understand why; how far it was part of a sustained and comprehensive approach or handled in isolation; and what would need to be done to ensure success as has happened elsewhere.
- 1.1.4 Somerset County Council and South Somerset District Council have prepared transport strategies for the wider area<sup>6</sup> and that of Yeovil<sup>7</sup> added to which the LSP has had a transport strategy prepared<sup>8</sup>. All consistently talk about the provision of sustainable transport and provide a clear evidence and policy base to support the approach. The LDF draft core strategy<sup>9</sup> reinforces the approach with a consistent justification. What is lacking at the moment is a clear delivery plan and action - there is now a need to move beyond "talk the talk" to walk the walk". This project could and should provide that impetus. If it fails to do so and reinforces existing attitudes and behaviours then the scope to develop a real Sustainable Urban Extension (SUE) subsequently will be substantially reduced. But to deliver an exemplar urban village it will be necessary for key players to take risks, provide leadership and commitment, develop smarter or "elegant" partnerships and think well beyond this project. The report below sets out a way of doing this and provide for a step change in travel in Yeovil – ***the smarter town***<sup>10</sup> **with the heart of the country, mind of a city**. It is wholly acknowledged that taking the wider area, car use is likely to be a major continuing means

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<sup>5</sup> Active and Low Carbon travel, UWE, 2010

<sup>6</sup> South Somerset District Council Local Plan, April 2006

<sup>7</sup> Second Yeovil Transport Strategy Review, 2009

<sup>8</sup> Active and Low Carbon travel, UWE, 2010

<sup>9</sup> South Somerset District Council Draft Core Strategy, October 2010

<sup>10</sup> Guardian report December 2010

of travel: the approach being suggested focuses on providing real and attractive alternatives to short car journeys within Yeovil, and exploring the opportunities for diverting some of the longer journeys away from car travel to provide choice. As has been recognised in many studies and by the Government, effective transport is critical to successful economic strategies and quality of life. The driver in St Alban's Quality Bus Partnership has been to support the economy and respond to congestion and poor air quality – the same issues that Yeovil wish to tackle.

## 1.2 Yeovil and the wider area

- 1.2.1 Many of the key elements of providing sustainable transport cannot be dealt with at the level of the sites which are subject to this project (subsequently referred to as the Site). It is not possible for the project Site to secure sustainable transport provision or achieve the LDF core strategy aims if considered in isolation. An effective sustainable transport strategy and action plan will need to put into place for at least the town of Yeovil if not the wider catchment area of the town. So this report addresses those wider issues and suggests the actions that need to be taken. This will need to be driven by the LSP rather than the local authorities alone given the nature of action required and could be a key project for the partnership. It builds on the transport strategies already produced and seeks to apply them to the area. Looking just at the Site from a transport perspective will not deliver the policy objectives. A critical mass is essential for many of the aspects of the work and as change in behaviour is required this cannot be for the Site alone.
- 1.2.2 Yeovil currently operates as a focus for services and employment, a role it wants to reinforce. That function is currently based on car journeys. Yeovil has been identified as regionally significant within the region and the population is to grow by at least 8,200 dwellings (for Yeovil 2006-2026) with around 800 dwelling already built by March 2010<sup>11</sup>. The potential service and employment function will therefore grow. Ensuring the ability for some journeys to be undertaken by non-car modes will be essential to tackle the demands for accessibility resulting from this growth & save on infrastructure costs that would otherwise be required. It is vital that levels of walking, cycling and public transport use are maximised in the town in order to benefit health, help tackle climate change, and promote economic vitality. Such a strategy would also help to minimise traffic growth on the road network and seek to prevent any further congestion and deteriorating air quality. Yeovil itself already has high levels of self-containment, meaning there is real potential for a modal shift from the car to walking and cycling, as travel distances within the town are relatively low. From this perspective it is ideally placed to take the lead in delivering sustainable transport in practice. The whole of Yeovil's urban area is also designated as an 'Air Quality Management Area' the creation of such is primarily as a result of traffic.

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<sup>11</sup> South Somerset District Council Draft Core Strategy, October 2010

### 1.3 Site

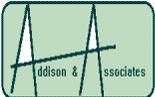
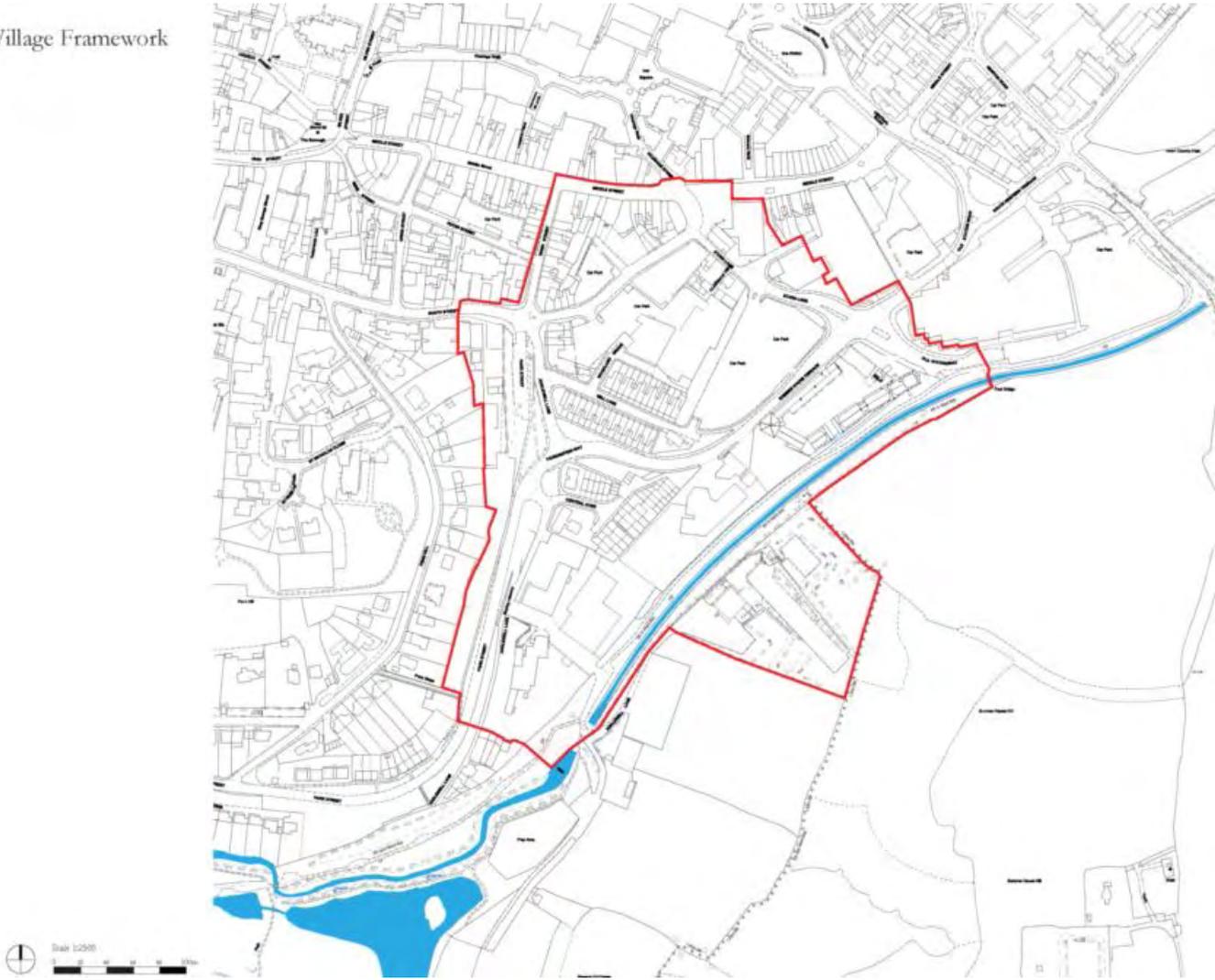
- 1.3.1 The proposed site for the urban village which is the focus of this project is made up of a collection of smaller sites located immediately adjacent to the town centre and referred to hereafter as the Site (see map 1 – site plan). The Site is therefore ideally placed to encourage and maximise walking and cycling to primary education and health facilities as well as services in the town centre and town centre employment. In addition, access to the bus station is excellent and through it to the rail station via the bus is good. The realisation of this potential will depend upon the design of the buildings and the site layout, the provision of and links to walking and cycling networks, the availability of an effective public transport network and all linked to a wider behavioural change programme within Yeovil. It will also rely on an approach to provision for the car, particularly in relation to parking, which reinforces the benefits of walking and cycling, rather than allowing “jumping in the car” to be the easiest, most convenient and cheapest travel choice.

**Map 1 - Site Plan**

Yeovil Urban Village Framework

Site Plan

 Study boundary



## 1.4 Financial position

- 1.4.1 The financial context within which this project is being undertaken is challenging and changing. The availability of public resources for transport via the grant mechanism to Somerset County Council and also to South Somerset District Council via rate support grant is likely to be extremely limited in the foreseeable future. However, it is clear in the recent government statements that: investment in transport is seen as important to economic revival; the focus for any investment is on sustainable modes; the role of a potential Local Economic Partnership and other potential partnerships will be critical to securing public resources and this needs to cover a employment catchment area; new funding routes, freedoms and flexibilities are being provided to enable investment in infrastructure via innovative and creative routes e.g. Community Infrastructure Levy, New Homes Bonus, Regional Growth Fund, the Tax Increment Financing provisions, Green Investment Bank, Local Sustainability Transport Fund, maximising section 106 funds via travel plans, and establishing Bus Quality Partnerships to combine resources. How all of these will evolve is as yet not clear but from the Government presentations so far much will depend on the drive and innovation locally generated. The Local Transport White Paper sets out some of the proposed grant schemes including the Local Sustainable Transport Fund. This fund focuses on projects supporting the delivery of sustainable measures that in turn support economic growth and reduce carbon emissions. It makes clear that it is about providing a choice in the way to travel and supporting local solutions. The continued evolution of these funds will determine what is deliverable for Yeovil and the wider area. In addition, the LDF process, via the Infrastructure Delivery Plan as well as the potential to secure funding via a Community Infrastructure Levy/tariff, can be exploited for capital and revenue as well as the possibility of sharing resources with other stakeholders for mutual benefit via a “Place based” budget process again including both capital and revenue. The latter could be particularly helpful in the context of health where increasing walking and cycling can be seen as preventative measures<sup>12</sup> and have been funded through this route elsewhere. Discussions will therefore be needed within the authorities and at a wider level given the Government drive to move towards “place-based” budgeting. Transport could be a major beneficiary of this process.
- 1.4.2 From a transport perspective it will be necessary to identify which requirements should be funded through the Site itself and how the design can encourage reduced car dependence and enhanced levels of walking, cycling and public transport use. However, there is also likely to be a need for additional investment in transport infrastructure and services which are beyond the Site boundaries and these will need to be financed through other mechanisms involving the public and private sector as these will not only have benefits for the Site but will relate to transport provision across Yeovil as a whole. It will be up to the authorities, in relation specifically to this Site, to decide the level of contributions required given the desire for the Site to be an exemplar.

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<sup>12</sup> Active travel report

1.4.3 As indicated above the local, as well as the national, policy is not only supportive of sustainable transport but is looking for it to be delivered. Identifying how is the key problem rather than the “what” and that will require: considering Yeovil as a whole; working with any potential LEP, or other broad partnership; and other key stakeholders including transport operators in a true partnership; and looking for solutions pro-actively not the barriers is the way forward to achieve results – ***where there is a will there is a way!***

## 1.5 A low carbon society – national targets

1.5.1 The UK has enshrined in law the need to reduce carbon emissions by 80% by 2050 against 1990 levels. All the evidence<sup>13</sup> would suggest that this is going to be extremely difficult to achieve and it will only be possible if all agencies, authorities and individuals take action now to address the causes. Yeovil and South Somerset have made it clear in their policy documents including the SCS and the Vision for Yeovil that they wish to be at the leading edge of this process. By doing so they could place the authority and the town as a destination for those seeking to move towards low carbon (as has happened with transition towns and the abroad in relation to e.g. green roofs) thereby improving its standing and economic status. Emissions from transport are critical to this target and therefore reducing the impact of climate change at both the national and local level.

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<sup>13</sup> Committee on Climate Change – reports published in 2010

## 2 Current position and issues

### 2.1 Current Position

2.1.1 The following section highlights the key characteristics of Yeovil from a transport perspective to inform the way forward. The town is located 40 miles south of Bristol and 20 miles east of Taunton. Yeovil currently has two railway stations, one of which is located on the South West edge of the town and the other outside the town.

**Map 2 - Yeovil and surrounding area**



Source: Active and Low Carbon travel, UWE, 2010

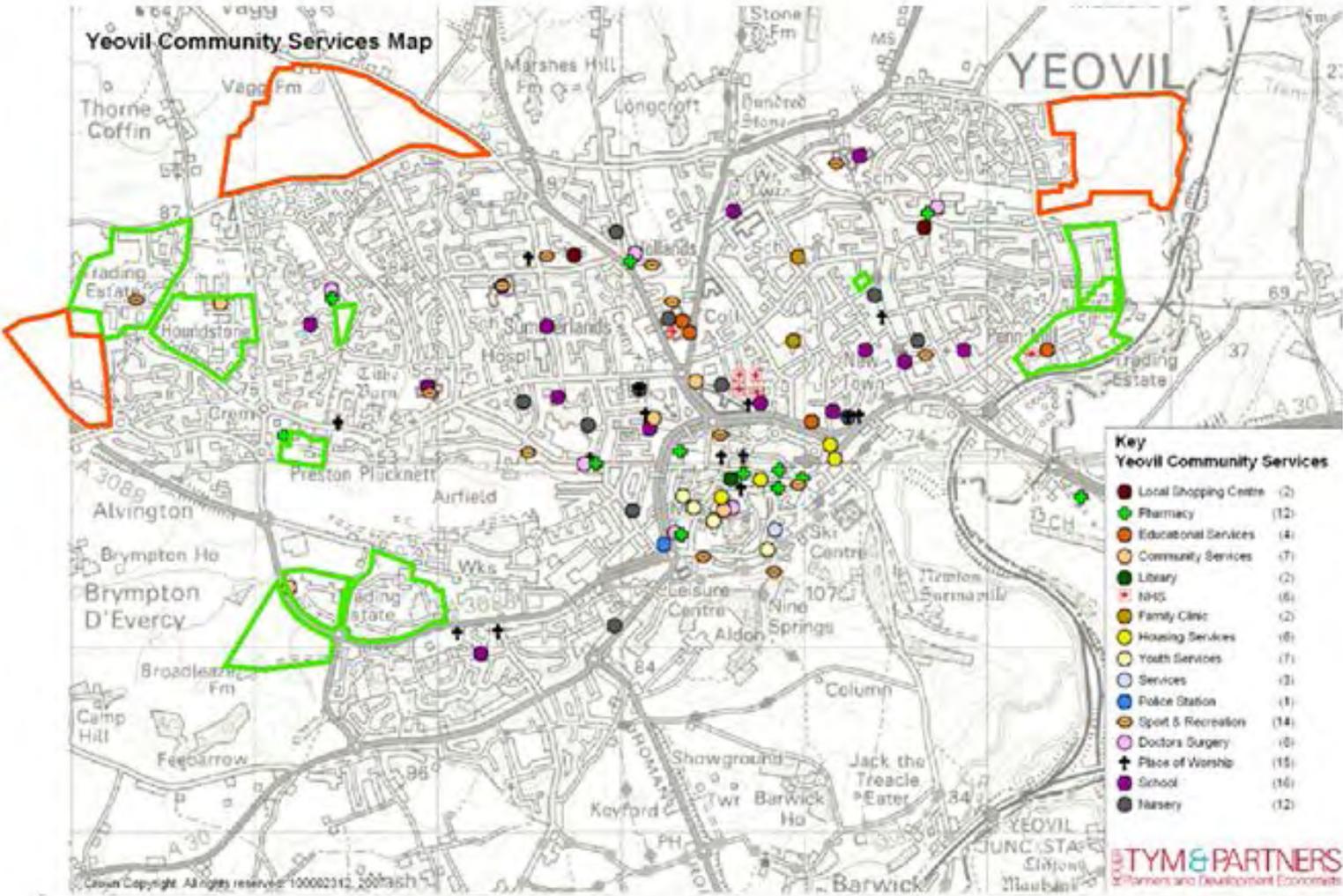
**Map 3 - Dashed circle represents 40 minute cycle commute distance (as the crow flies)**



Source: Active and Low Carbon travel, UWE, 2010

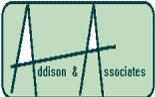
- 2.1.2 The distribution of activities that attract journeys are illustrated on Map 4 and Maps 21 & 23. These include employment areas, the town centre with its retail and service functions, education and health facilities, plus the transport facilities in terms of the bus station and rail stations. The key objective will therefore be to provide links to these where possible that can be achieved without the car.

Map 4 - Yeovil and its attractors (employment sites and community services)



(Green outline – employment land, Red outline- major sites for development)

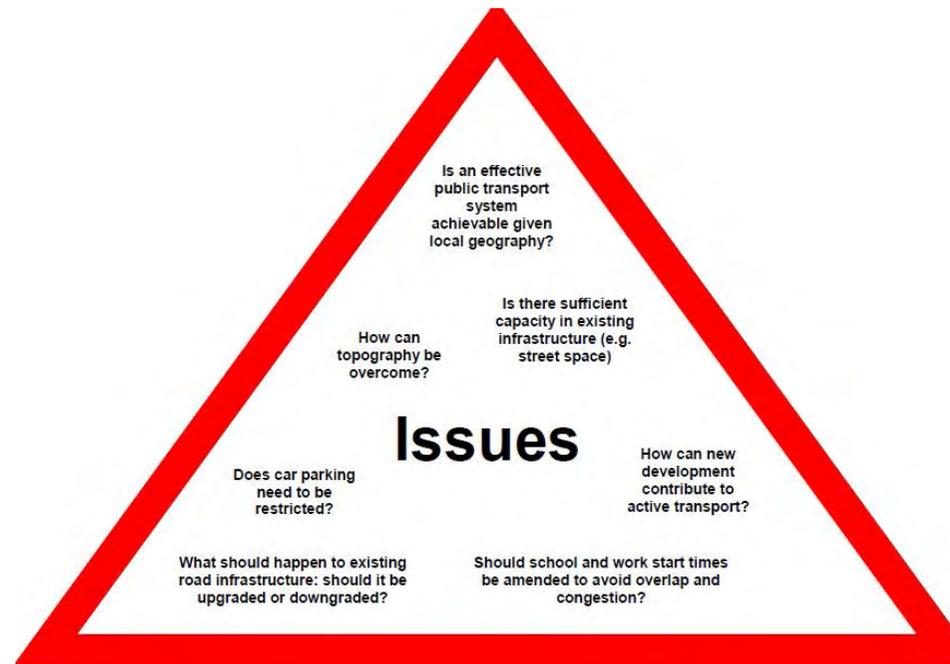
Source: Roger Tym & Partners, plus additional outlining



2.1.3 The issues for transport have been clearly highlighted in the UWE report and are illustrated by the diagram below. These issues have been identified through discussions with the community and LSP on the barriers facing a move towards more sustainable transport as well as through the work undertaken by SCC and SSDC. The information contained in this section is derived from transport reports prepared for both the SCC and SSDC.

**Figure 1 - Barriers to active travel raised at workshops in SSDC**

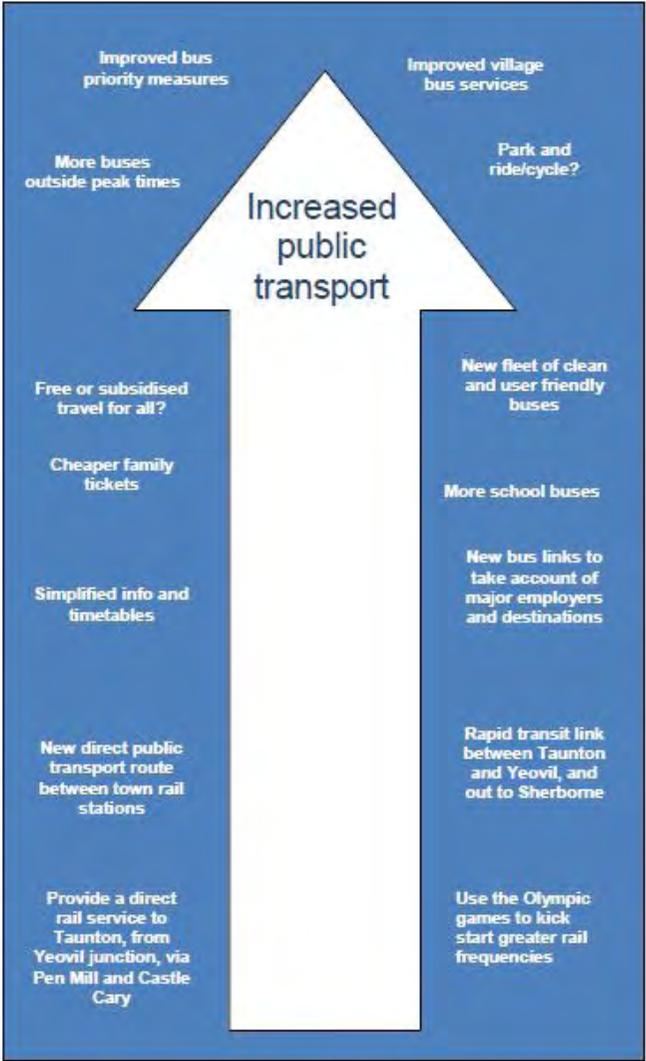
Source: Active and Low Carbon travel, UWE, 2010



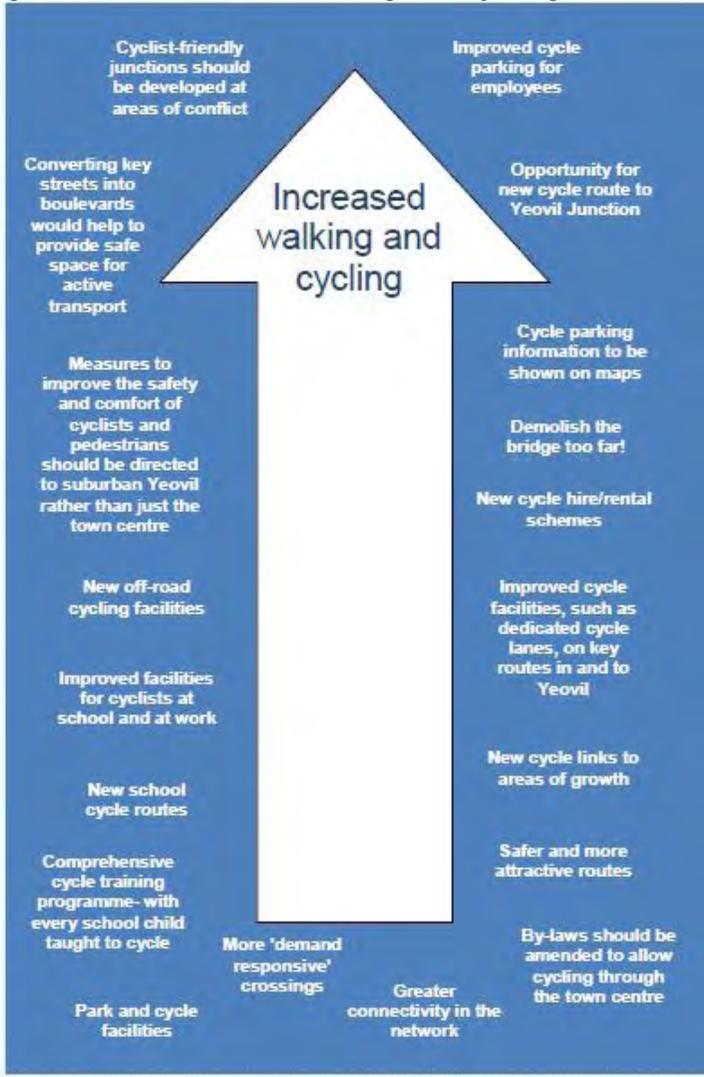
2.1.4 The town is served by four major routes: the A30, A37, A359 and A3088. The A303, a key link between London and the south west, passes 6 km to the north of Yeovil. The A30 extends through Yeovil as a 'ring-road', an intervention of the 1970s that has helped to remove traffic from the town centre but has, in doing so, turned former route ways into cul-de-sacs and made it harder and far less attractive for walkers and those cycling to enter Yeovil's heart.

2.1.5 From the work on the UWE report the key aspects to address to improve walking, cycling and public transport are set out in the diagrams below. From our experience elsewhere these are wholly consistent with other work and need to be addressed.

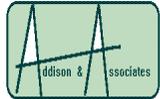
Figure 2 - Solutions on public transport raised at workshop      Figure 3 - Solutions on walking and cycling raised at workshop



Source: Active and Low Carbon travel, UWE, 2010



Source: Active and Low Carbon travel, UWE, 2010



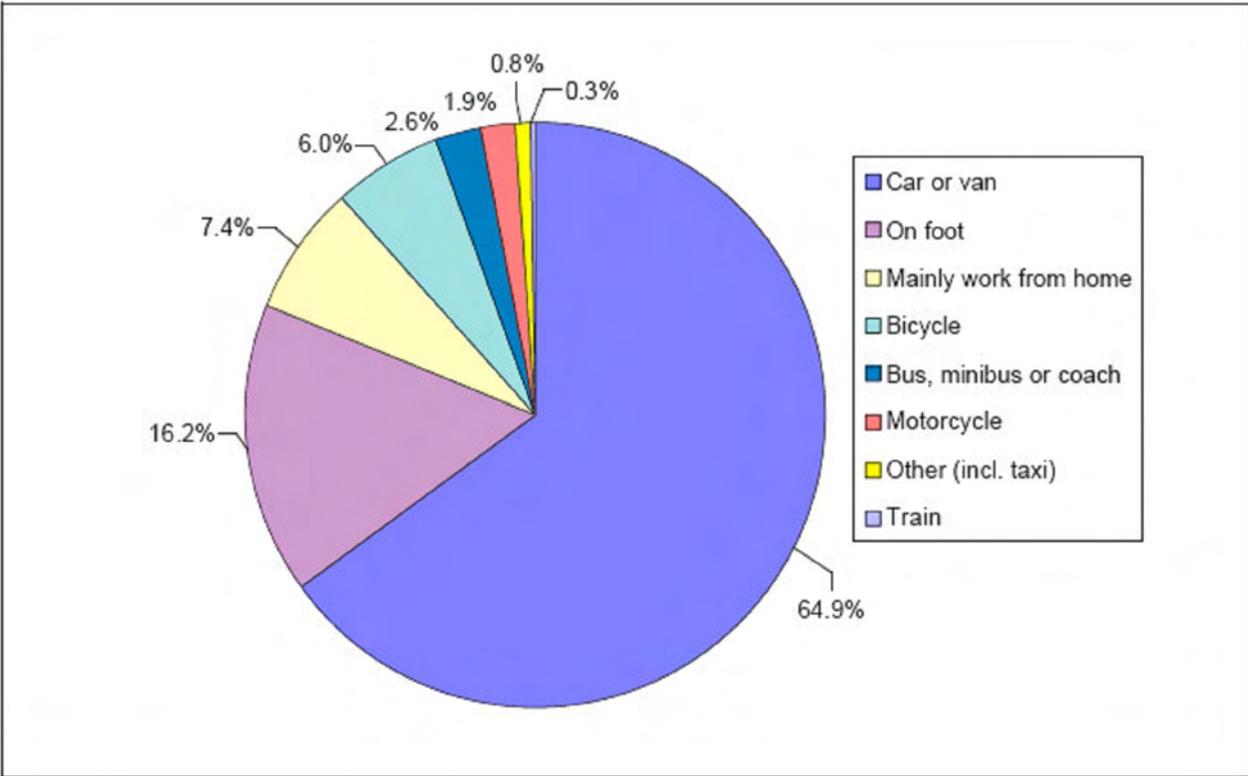
## 2.2 Travel modal split

- 2.2.1 Using the Second Yeovil Transport Strategy Review - Baseline Review of Transport Conditions<sup>14</sup> on the baseline for the transport strategy, and through it information in the 2001 Census reports, an understanding of the mode of travel to work is possible. Transport to work is a key factor & one for which information is available & probably the largest individual reason for making a journey. However, it usually only accounts for about 20% of all travel so it is important to ensure other demand drivers such as leisure, health, education, retail, family/social are also factored in. Given the information provided to us we have, however, had to focus on this area. But, if a different approach to this aspect of travel is effectively tackled, and it is often easier, then it is likely that other reasons for travel by sustainable means can follow. The journeys to work of those people living in Yeovil's five urban wards (the resident population) and those working in them (the workplace population, of whom many travel from outside Yeovil) were analysed in this report. The following key points emerged:
- Just under 25,000 people were listed as working in Yeovil, of whom half lived in the town. Unsurprisingly those living in the town were relatively more likely to walk or cycle to work than those coming from outside.
  - Half of internal trips (i.e. beginning and ending in Yeovil) were as car driver, with only one in twelve as passenger.
  - Just 4% of those travelling entirely within Yeovil took the bus.
  - In general these figures are comparable to those of Taunton, although cycling is significantly less popular (8% of internal travel to work trips in Yeovil, as opposed to 12% in Taunton).
  - The vast majority of work trips coming from outside Yeovil used private transport: 82% as car driver, 6% as passenger and 2% on motorcycle. Only 3% used a bus. These figures are, again, comparable to Taunton's.
  - Of residents travelling to work destinations outside Yeovil, 76% were a car driver and 8% passenger, 4% used a bicycle, 6% walked foot and only 3% used any form of public transport.
- 2.2.2 Although these figures date from a report in 2009 it is unlikely that they have changed significantly and we have no later figures. Travel to work patterns are dominated by private cars, particularly for trips starting or ending outside of Yeovil. Public transport use is very low, as is the case for Somerset in general. Walking and cycling are significant, however, for internal trips within Yeovil. The use of a car or van to travel to work in Yeovil was slightly below that across South Somerset and Somerset but consistent with that for the South West as a whole. The percentage of walking trips (16%) was above the Somerset and South West average of 12%. This would be expected as Yeovil is a reasonably compact urban area in a rural environment where walking is a feasible mode for many trips. Similarly, at 6% the proportion of cycle trips was twice the regional average. At 3% of journey to work trips, bus usage was higher than the South Somerset and Somerset

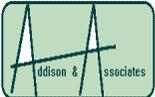
<sup>14</sup> Somerset County Council, Second Yeovil Transport Strategy Review - Baseline Review of Transport Conditions, February 2009

averages but lower than the regional average of 5%. Somerset has, however, the lowest bus use of any county in England. Working from home was significantly lower in Yeovil than in South Somerset, Somerset or the South West region. In Somerset and South Somerset some 12% of employed residents mainly worked from home whereas this value was just 7% in Yeovil.

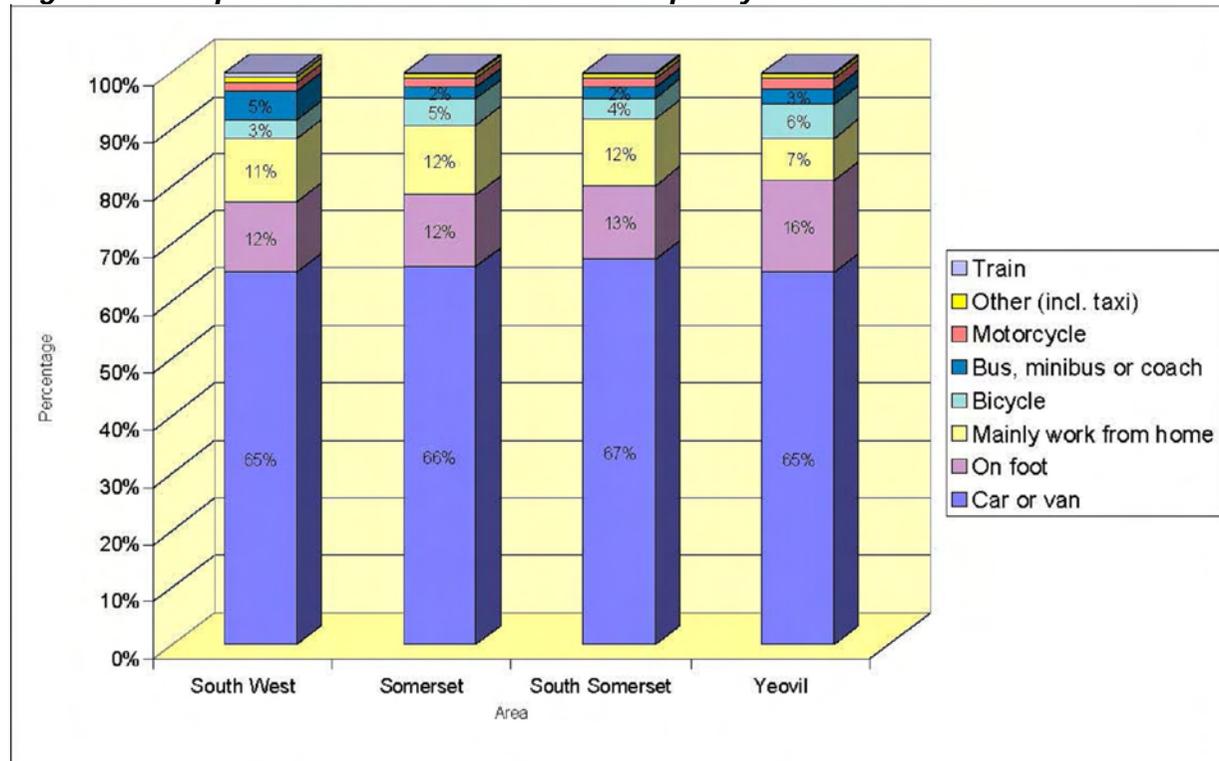
**Figure 4 - Travel to Work Mode Split for Employed Residents of Yeovil**



Source: Somerset County Council, Second Yeovil Transport Strategy Review - Baseline Review of Transport Conditions, February 2009 (From 2001 Census data)



**Figure 5 - Comparison of Travel to Work Mode Split by Area**



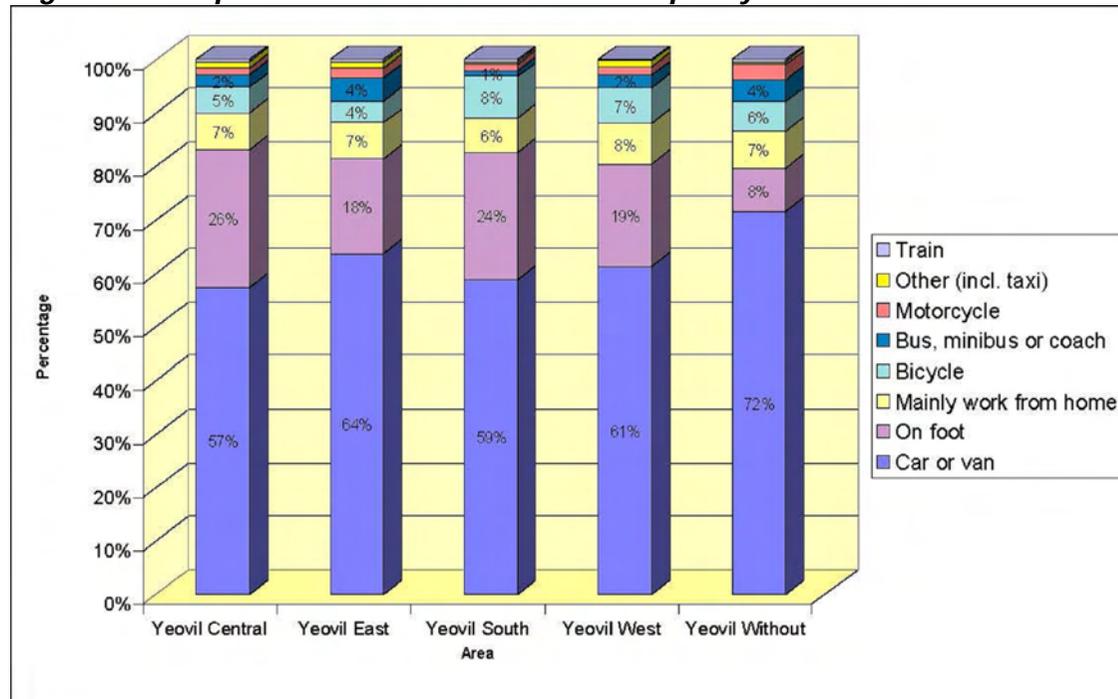
Source: Somerset County Council, Second Yeovil Transport Strategy Review - Baseline Review of Transport Conditions, February 2009 (From 2001 Census data)

2.2.3 There are also significant differences within the different parts of Yeovil itself and these could be relevant to what is the potential for the Site. Again, using information from the Atkin's report the situation is as follows. The lowest usage of the car to travel to work was for trips originating in the Yeovil Central ward, whilst the highest was for the Yeovil Without ward, which includes the rural areas to the north of Yeovil. Yeovil Central and Yeovil South are the 2 wards most relevant to the Site. The reverse can be seen for walking trips, which of course are more easily made in an urban area. The mode share figures, however, will vary by employer, time of day and the personal perspective. They will also vary in relation to other activities other than work. Leisure is the fastest area of growth in terms of car movements nationally and retail is also high, especially for supermarket shopping, although the internet and home deliveries can substantially affect this. No

information has been provided on this in relation to Yeovil so it is not clear how important this is currently. It has the potential to be very significant in future.

2.2.4 From the information below it can be seen that in Yeovil Central currently approximately 57% of people use the car, 26% walk, 5% cycle, 7% work from home and 2% use the bus to travel to work. The target for the Site from the consultation Core Strategy and the Site Brief is 50% of **all** journeys by non car modes. A key issue will how far the 57% of journeys to work can be improved on for the Site as well as improving the non-car nature of all journeys to meet the Site Brief target. This is considered in Section 3.

**Figure 6 - Comparison of Travel to Work Mode Split by Local Area**



Source: Somerset County Council, Second Yeovil Transport Strategy Review - Baseline Review of Transport Conditions, February 2009 (From 2001 Census data)

2.2.5 A key aspect of achieving the 50% target for all journeys will be where those in employment who occupy the site work. AgustaWestlands is the largest employer in Yeovil so how their workforce access work will be important to the overall approach for the town. The percentage of

journeys to work by car for AgustaWestlands is higher<sup>15</sup> than the average for Yeovil residents. The proportion of employees walking to work is less than the 16% average for residents of Yeovil. Similarly, at 1% the level of public transport usage is also below the Yeovil average. However, the percentage of journeys by bicycle is over twice the Yeovil average. These differences may be due to a number of factors specific to AgustaWestland, including the size of the employee catchment area, hours worked and site location but with an effective travel plan these could be substantially improved especially if part of a wider drive towards delivering sustainable transport. As yet there is no approved travel plan, it is still a draft. It is currently under review and will be considered within the LSP travel plan work. The ultimate form and effectiveness of this travel plan will be important as it should establish the benchmark for the future quality and nature of travel plans given the importance of the company to Yeovil.

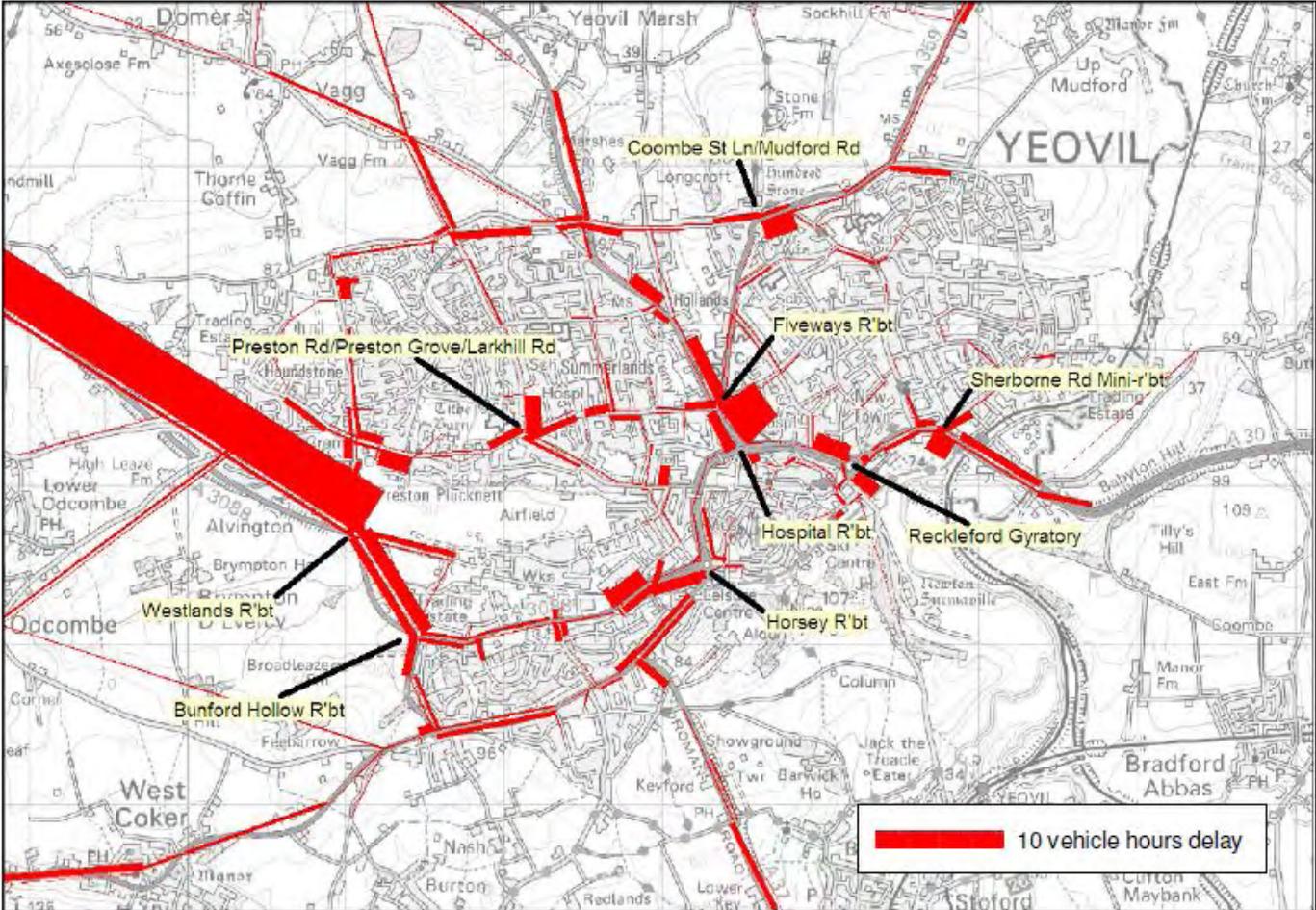
## 2.3 Levels of congestion

- 2.3.1 In the various transport reports that have been provided, reference is made to congestion in the town centre at peak times, and also on key routes into Yeovil. From the information provided in the Atkin's report, in the vicinity of the Site levels of delay do not seem to be that significant relatively speaking. The average cycle time for a set of signals is usually between 1 and 2 minutes. Delays at a set of signals only become noticeable to drivers if they exceed 2 minutes. Junction delays appear to be less than a minute at all those junctions around the Site – see diagram below. It is accepted that an individual journey may be made up of a cumulative delays of small ones at a series of junctions. However, no individual junction therefore appears to have excessive delays – probably because if the delays built up drivers would try alternative routes to avoid that site. In our experience we do not consider these levels of congestion significant – they would certainly not justify major investment to reduce them. There does appear to be one junction (near Westland's) on the diagram of the town which has slightly more delay than all the others but it is nowhere near the Site. If there is a UTC system in Yeovil and the delays are at signals there may be ways of reducing overall delay through adjusting the signal timings, although a SCOOT system would do this automatically.
- 2.3.2 Given the desire to encourage the move from car-based movements to non car modes, the level of congestion and any increase in it may support this change. In these circumstances it should be possible to affect improvements at the junctions and along the highways to improve permeability for walking and cycling as well as cater for improved bus movements. As delays in the vicinity of the Site are modest, likely to be confined to peak periods, they are unlikely to be affected by the development. We believe, from experience, that the reduction in trips to the area through the loss of the car parks would outweigh the additional trips generated by the Site itself (assuming 50% non-car journeys as proposed). Without modelling, however, this cannot be proved. This would need to be considered in more depth once a site for the

<sup>15</sup> Source: Somerset County Council, Second Yeovil Transport Strategy Review - Baseline Review of Transport Conditions, February 2009 (From 2001 Census data)

replacement Stars Lane car park has been identified. There may be a little additional congestion arising from other journeys switching to other town centre locations to park. However, we doubt that these would result in any significant change.

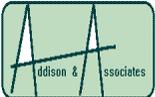
**Map 5 - Modelled Delays in Yeovil – AM Peak**



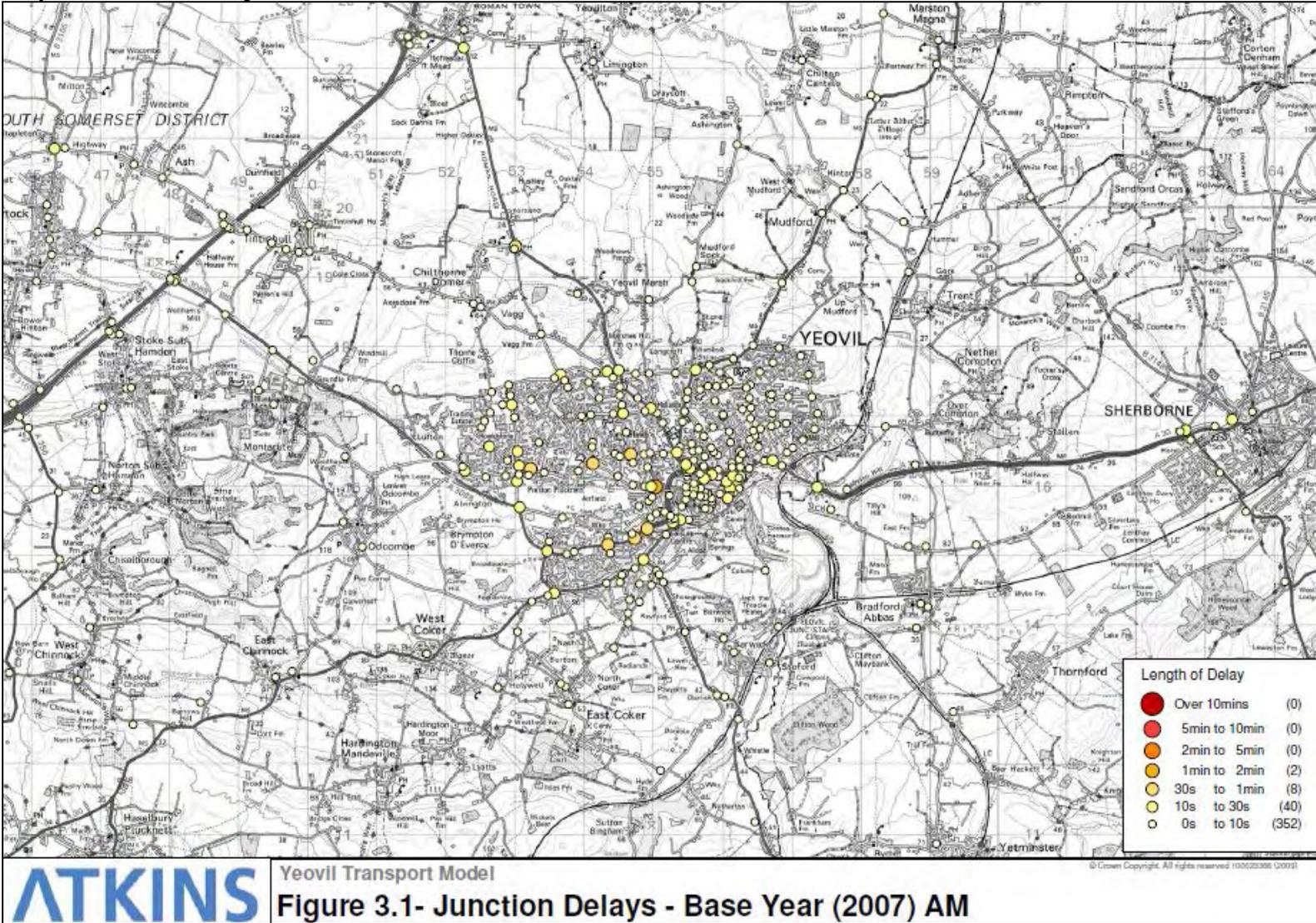
Source: 2007 Yeovil Traffic Model (AM).

Not to scale. Base map © Crown copyright. All rights reserved 100023366 (2008)

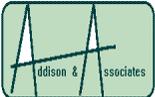
Source: Somerset County Council, Second Yeovil Transport Strategy Review - Baseline Review of Transport Conditions, February 2009



Map 6 - Junction delays within Yeovil 2007



Source: Yeovil Transport Model Forecasting Report, Atkins, March 2009



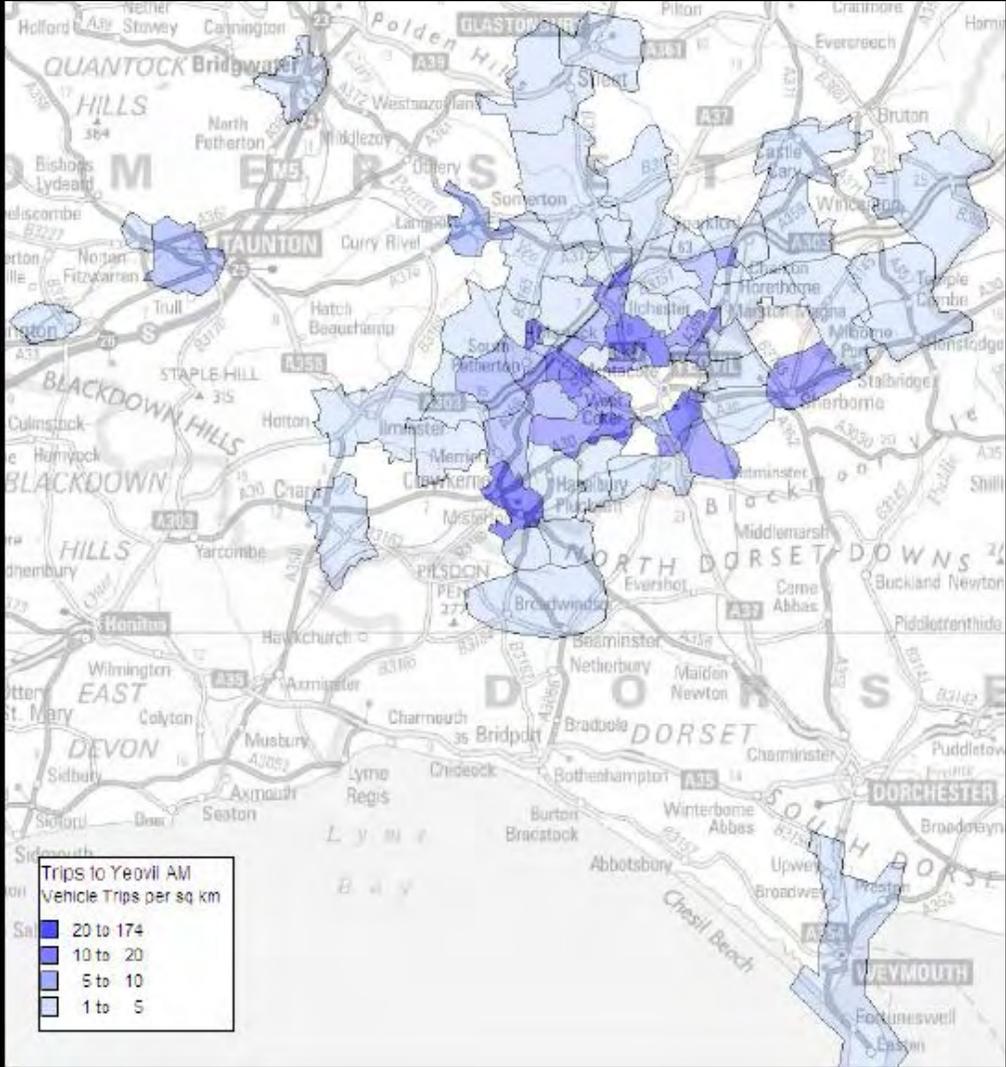
## 2.4 Traffic movements

2.4.1 The traffic movements in Yeovil comprise of car, van and freight movements which vary considerably across the day, and locationally, as well as in relation to journey length. The Atkin's report<sup>16</sup> shows the major sources of long-distance trips arriving in Yeovil in the AM Peak. Map 7 below shows the major source of the external trips arriving in Yeovil. From Dorset, the towns of Sherborne and Weymouth, along with parts of the northwest of the county, generate significant numbers of vehicular trips. Most towns in South Somerset and Mendips generate trips, along with Bridgwater, Taunton and Wellington. Maps 8 and 9 below illustrate the traffic flows in the wider area.

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<sup>16</sup> The Second Yeovil Transport Strategy Review - Baseline Review of Transport Conditions FINAL DRAFT - February 2009

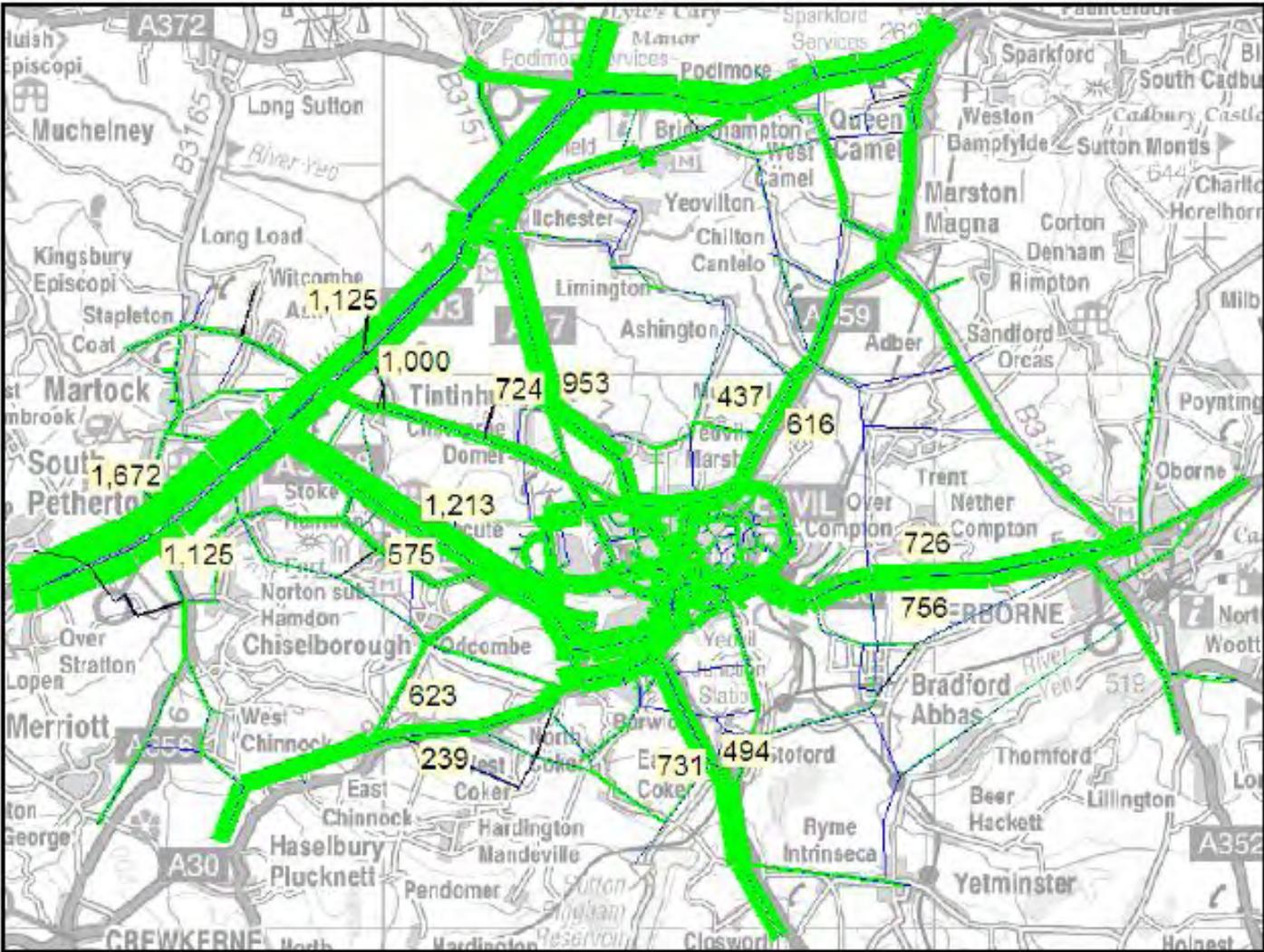
Map 7 - Major External Origins of Trips to Yeovil in the AM Peak



Source: The Second Yeovil Transport Strategy Review - Baseline Review of Transport Conditions, February 2009

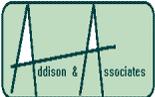


Map 8 - AM Peak: Modelled Vehicle Flows in Yeovil Area

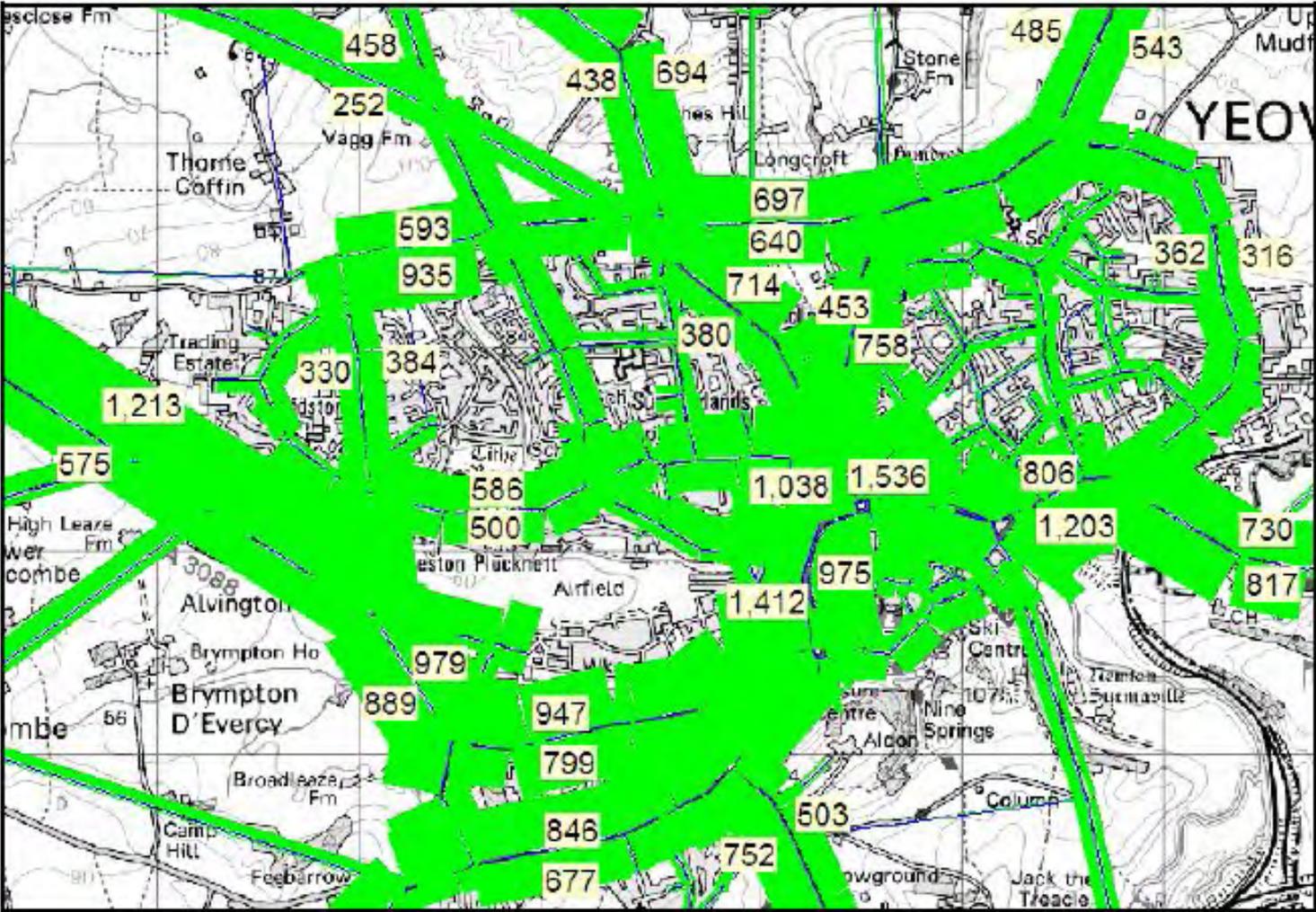


Source: 2007 Yeovil Traffic Model (AM Peak). Not to scale. Base map © Crown copyright. All rights reserved 100023366 (2008)

Source: The Second Yeovil Transport Strategy Review - Baseline Review of Transport Conditions, February 2009. No key provided.

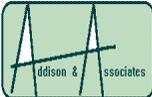


Map 9 - AM Peak: Modelled Vehicle Flows in Central Yeovil



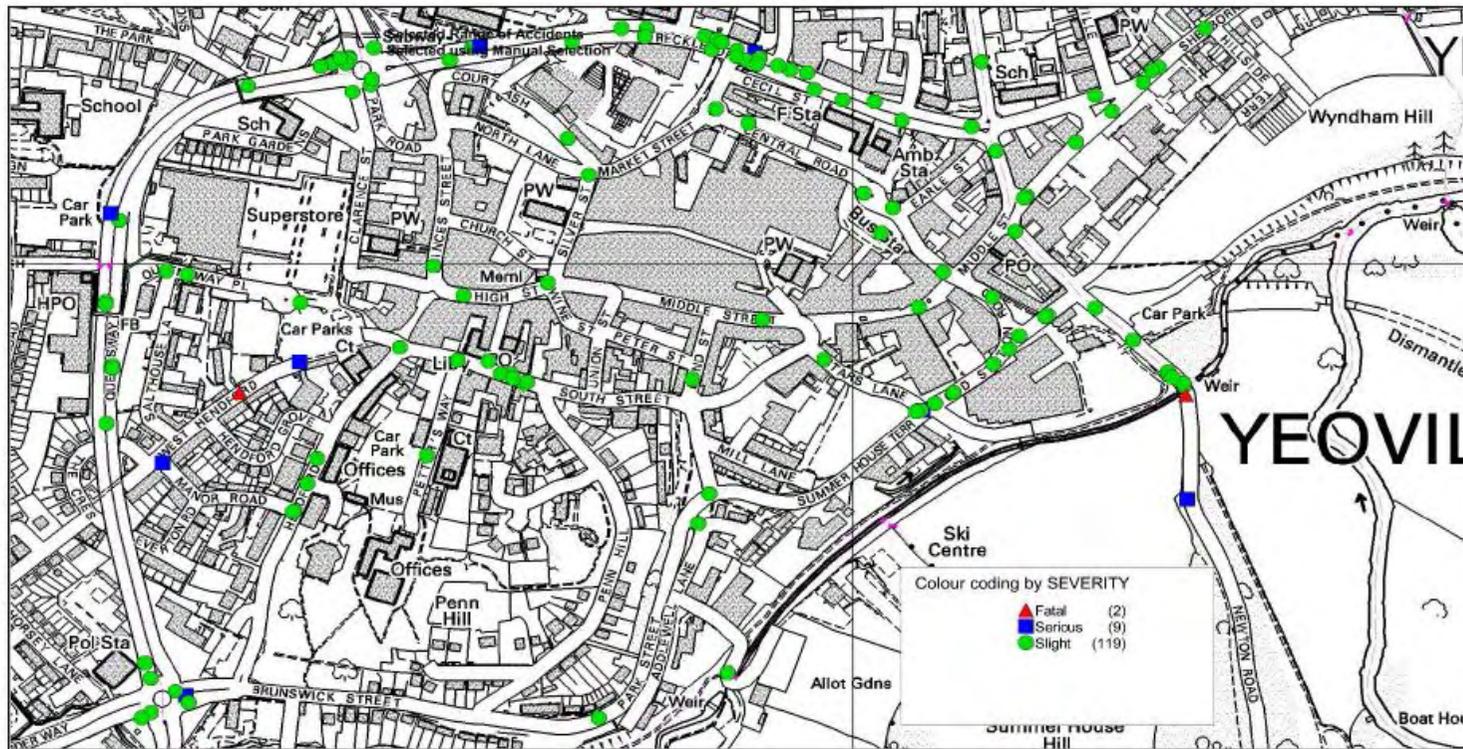
Source: 2007 Yeovil Traffic Model (AM Peak). Not to scale. Base map © Crown copyright. All rights reserved 100023366 (2008)

Source: The Second Yeovil Transport Strategy Review - Baseline Review of Transport Conditions, February 2009. No key provided.



2.4.2 In terms of accidents the information contained in the YTSR2 report, although somewhat old, does not indicate that there are serious issues as illustrated in Map 10 below.

**Map 10 - Personal Injury Accidents in Yeovil Study Area (2003-2007)**



2.4.3 The Atkin's baseline survey work showed that during peak hours only about a third of vehicles passing through central Yeovil had destinations in central Yeovil, with around 40% passing through the centre en-route to other parts of Yeovil. About one in eight journeys into the inner cordon in the morning peak and interpeak (IP) periods are passing straight through the town; in the evening peak this proportion rises to one in four. Just over one third of all vehicle trips in Yeovil (39% in the AM peak and 36% in the PM peak) are internal.

2.4.4 The five busiest corridors in terms of two-way volumes (estimated from the Yeovil Traffic Model, to the nearest 100 vehicles) over the 12 hours (0700–1900) are: · Sherborne Road 18,300; · A3088 Alvington 15,300; · A37 Dorchester Road 11,600; A37 Ilchester Road 13,600; A30 West Coker 10,600. Sherborne Road is the busiest corridor over the 12 hour day by some 3000 vehicles. In the inter-peak period, it carries an average of 1500 vehicles per hour two-way compared to the 1080 vehicles per hour on the next busiest corridor which is the A3088 at Alvington. In the AM peak, however, both the A3088 and A30 to the west of the town carry larger inbound flows than Sherborne Road. Traffic flows are thought to have increased by 2% over 5 years or 0.4% per annum between 2002-2007. There are no figures available for the current position but it is likely to be either the same or slightly higher given the national comparison although the impact of the recession may have resulted in a decrease (further work on this is beyond the scope of this study). Projections for car movements for the future will see substantial increases unless demand management systems are put in place and modal shift achieved.

### ***Trip generators***

2.4.5 The Yeovil urban area consists of a compact town centre surrounded by residential developments and industrial developments plus a limited number of retail areas. Key trip generators need to be identified to understand the movements and the need. Yeovil town centre is within the area bordered by the A30 Queensway and Reckleford to the west and north and the natural topography to the south. The historic retail centre is located along the High Street and Middle Street with the Glovers Walk and the Quedam Shopping Centre providing additional retail facilities. Yeovil town centre provides the typical mix of retail outlets for a town of its size including shops, banks, restaurants and cafes. In addition to the food retailers found in Yeovil town centre (Marks and Spencer, Iceland) there are large food retailers at the following locations which generate significant numbers of trips onto the road network: Tesco - A30 Queensway. This store has been extended since 2002; Morrisons now 'Farm Foods' - A3088 Lysander Road; - A30 Sherborne Road; Asda - Preston Road; and Lidl - Lyde Road. This store has been extended since 2002. The Tesco store is within the designated town centre but, as vehicular traffic has access via the A30 Queensway only, trips do not need to enter the town centre. Other retail stores outside of the town centre that contribute to the overall generation of trips include: B&Q and PC World on the A3088 Lysander Road; Wickes on Brympton Way (off the A3088); The Houndstone Retail Park (Halfords, Comet, Maplins, Currys, CarpetRight, Homebase, Mothercare and others) located off Western Avenue near the Preston Road roundabout; The Peel Centre retail park (Boots, Next, Matalan, Footwear, Brantano Footwear, Sportsworld and others) off the A30 at the bottom of Babylon Hill (in Dorset); and a number of car showrooms in the Summerhouse Terrace and Houndstone areas. (

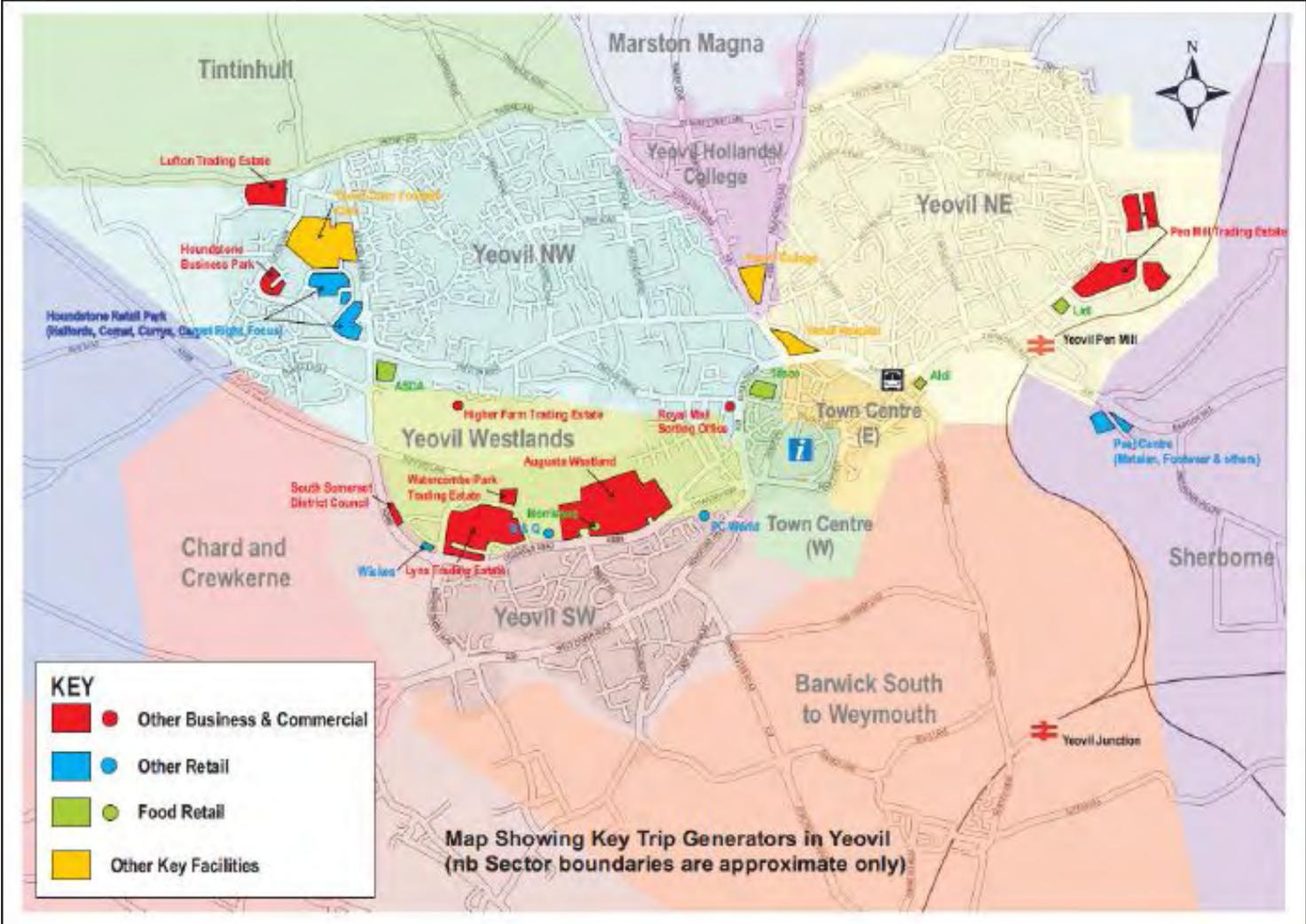
2.4.6 Outside of the town centre and excluding the retail areas described above, the other significant trip generators are: AgustaWestland - Lysander Road; Lynx Trading Estate; Higher Farm Trading Estate; Houndstone Business Park; Lufton Trading Estate; Pen Mill Trading Estate; Post

Office Sorting Office, Huish; South Somerset District Council; Watercombe Park Trading Estate; Yeovil College; Yeovil Hospital - Higher Kingston; and other educational establishments.

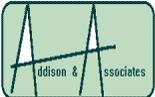
***Distance travelled***

- 2.4.7 From the survey worked undertaken as part of the review of the LTP it has been identified that 66% of the working residents of Yeovil's five urban wards travelled less than 5km to their place of employment and 75% travelled less than 10km. Of the remaining 25%, some 7% worked at home and 7% travelled over 30km to work. (This figure includes people who live in Yeovil and work outside of Yeovil.) Some 52% of the workplace population of Yeovil made journeys of under 5km to reach their place of employment and 63% travelled less than 10km. Of the remainder 7% travel over 30km. In 2001 there were 23,600 journeys to work with destinations in Yeovil and 16,600 journeys to work originating in Yeovil. Not all of these are weekday peak hour journeys. Of the 15,892 journeys to work in Yeovil by car reported by the 2001 Census, 20% were under 2km and 42% under 5km. Subsequent work through the 2007 Yeovil Traffic Model demonstrates a very similar distribution of vehicle trip lengths in the AM peak hour. These journeys represent a mixture of journeys to work, journeys to school and trips for other purposes. A total of 14% of vehicle journeys ending in Yeovil are less than 2 km, 51% under 5 km, and two thirds less than 10 km. This is consistent with Census data on travel to work trips by car. The nature of the journeys in terms of length and the focus of the trip generators should mean that many current car journeys could be replaced by other modes.
- 2.4.8 This information would indicate that there is a key issue to address in Yeovil and that is to reduce the 51% of car journeys that are under 5 km and in particular the 14% of journeys of under 2 km by car. Identifying why these journeys take place, where and how to reduce them would significantly contribute to reducing congestion, air pollution and allow for some essential growth in car movements resulting from the SUEs in Yeovil.

Map 11 - Location of Major Trip Generators in Yeovil



Source: The Second Yeovil Transport Strategy Review - Baseline Review of Transport Conditions, February 2009

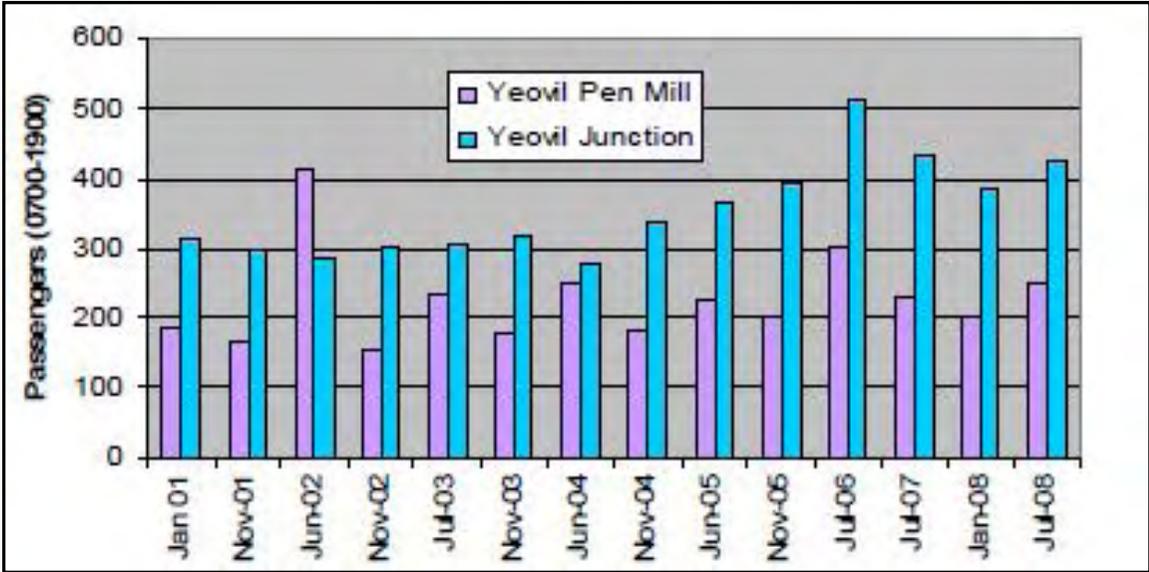


2.5 Public transport provision

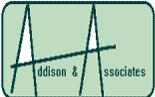
**Rail**

2.5.1 Yeovil is connected to the National Rail Network via two town stations. Yeovil Junction lies 3km to the south of the town centre and Yeovil Pen Mill station lies 1.5km to the east of the town centre. Passenger footfall varies considerably between the two stations with Yeovil Junction having an average footfall of some 354 passengers per day (07:00-19:00) over the period 2001- 2008, whereas the equivalent figure for Yeovil Pen Mill is 227 passengers per day. Data from Network Rail suggests that the passenger footfall at Yeovil Junction is comparable to Bridgwater and Castle Cary whilst at Yeovil Pen Mill it is comparable to Frome and Crewkerne. Rail use in Yeovil is generally low but a key aim of the council is to integrate rail travel with other transport modes.

**Figure 7 - Rail passengers Boarding and Alighting at Yeovil Stations (2001 – 2008)**



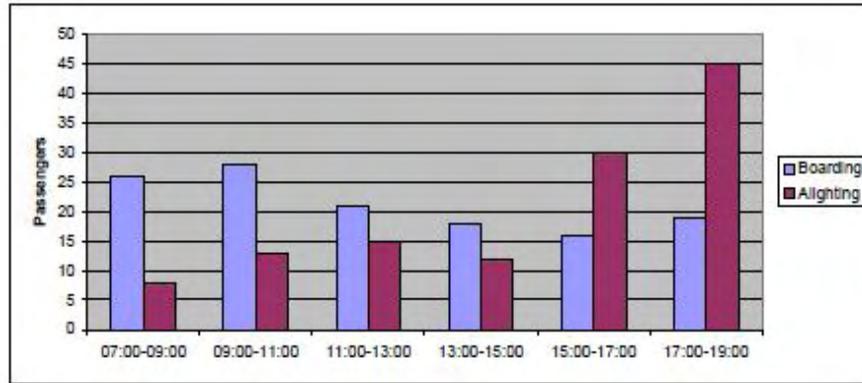
Source: Second Yeovil Transport Strategy Review - Baseline Review of Transport Conditions, February 2009 (SCC one day counts 0700-1900)



- 2.5.2 Yeovil Junction is on the Exeter to London Waterloo line, and carries an hourly service in either direction run by South West trains. The station is linked to the town centre solely by a rural road with no footways for the majority of its length making cycling and pedestrian access difficult. Its alignment, layout and its distance from the town centre makes it highly inaccessible to pedestrians. At Yeovil Junction, due to its location, the predominant means of access is car with the remainder of passengers using the bus or taxis, which are located at a taxi rank at the station. The station car park has spaces for 199 cars and charges £3.50 per day (Monday to Friday and £3 Saturday and Sunday); there are 11 disabled spaces and 6 motorbike spaces. The station is served by a linked bus service to the town centre, route 68 (968 on Sundays) which runs a half hourly service (0630 – 2000 Mondays to Saturdays). There was limited connectivity between the two stations due to a lack of a direct bus service, however, this changed on the 2nd August 2010 when route 68 became a non-subsidised service and added Yeovil Pen Mill Station to its route. Most journeys on this route are operated by low floor buses. There is also a proposed Sustrans National Cycle Network route from the town centre to Yeovil Junction Station.
- 2.5.3 Yeovil Pen Mill station is on the Weymouth to Bristol line. First Great Western run eight trains Monday to Friday (running close to a two hourly frequency increasing to three hours in the evening), on Saturdays ten services to Weymouth and nine to Bristol, and on Sundays six services to Weymouth and seven to Bristol. The station is on what is known locally as the 'Heart of Wessex' line with passenger numbers showing seasonal variation due to effect of tourist travel on the line. Yeovil Pen Mill station is linked to the town centre via road and an off road lit cycle/ pedestrian path. Travellers arrive at the station via a variety of modes; 37% by car, 34% on foot, 14% by bus and 8% by cycle<sup>17</sup>. There is free parking for 39 vehicles including 4 disabled vehicles opposite the station building. The bus stop on the A30 to the station is 200 metres away and is served by three bus services; the 57, 58 and 58A. However, the 68 now visits the station. The services do not appear to run in direct connection with the timetabled train services. There is no taxi rank at the station.

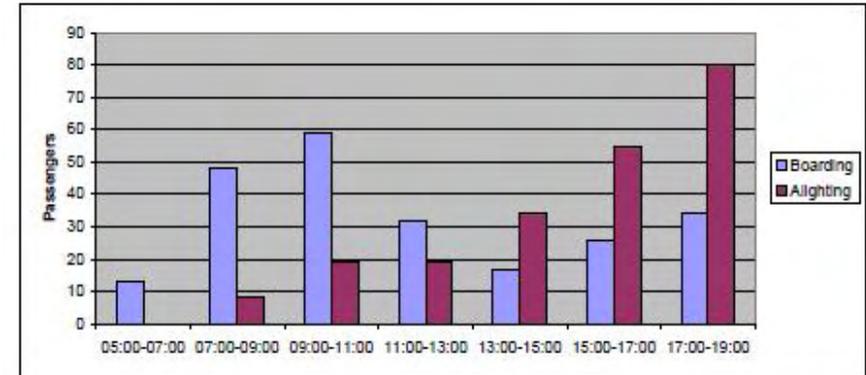
<sup>17</sup> The Second Yeovil Transport Strategy Review - Baseline Review of Transport Conditions, February 2009

**Figure 8 - Rail passengers Boarding and Alighting at Yeovil Junction**



Source: SCC Survey, 3 July 2008

**Figure 9 - Rail passengers Boarding and Alighting at Yeovil Pen Mill**



Source: SCC Survey 17<sup>th</sup> July 2008

Source: Second Yeovil Transport Strategy Review - Baseline Review of Transport Conditions, February 2009 (SCC one day counts 0700-1900)

2.5.4 As stated in the Second Yeovil Transport Strategy Review - Baseline Review of Transport Conditions report the use of the stations varies with commuter use (especially in the direction of Salisbury and London) being more prevalent at Yeovil Junction and greater leisure, off-peak, use at Yeovil Pen Mill.

**Buses**

2.5.5 There is low bus usage within Yeovil with figures from the 2001 census showing only 4% of those travelling entirely within Yeovil took the bus. Bus usage was lower than the regional average (2001 Census) for commuters both for those commuting in and out of Yeovil (Figure 1-3). The national concessionary fares scheme has, however, seen a 10-40% growth in usage in the bus market. Within Yeovil there are two main bus operators, First and South West, with some services also run by Stagecoach, NORDCAT (for pre-booked journeys) and the Nippybus. There has been investment by the County in the Yeovil bus services which has seen an improvement in routes and passenger numbers. The use of low floor busses on many of the routes has also increased, quadrupling between 2007-2009 thereby improving access to the services for those with mobility impairments. In 2009 Somerset County Council estimated a figure of 30,000 for weekly bus patronage, with weekday figures of 5,000 compared to the 20,000 AM and PM peak hour demand on the whole network.



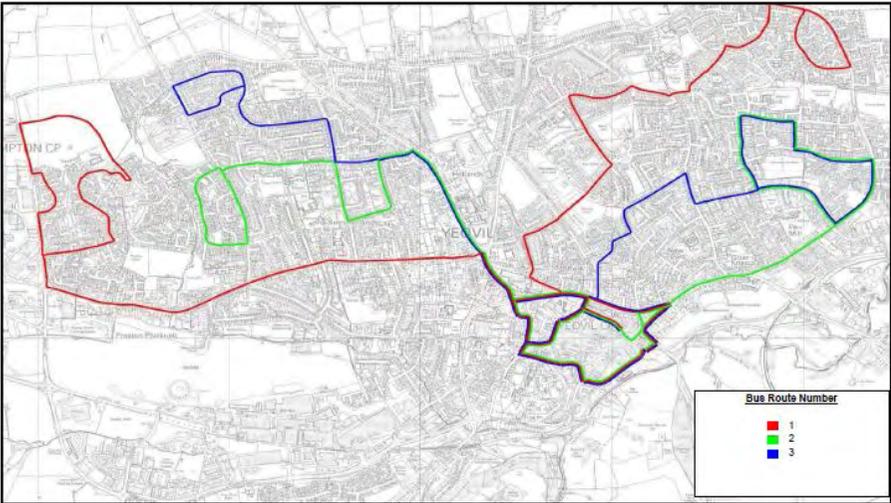
- 2.5.6 Both commercial and subsidised bus services operate in Yeovil, subsidised services are those that are operated under contract to the County Council as commercial operations on that route are not viable currently. First run four commercial services within Yeovil town (routes 1-4, see Maps 10-11) with routes 1-3 running 4 times an hour 0700 to 1900 Monday to Friday, the early and later services not stopping at outlying stops. Routes 1-3 link the town centre, both the Bus Station and Borough stops, with the north east and north west residential areas. Route 4 links the town centre with the south west residential areas and Tesco's and runs once an hour from 0755 to 1808 Monday to Friday with a later start of 0822 on a Saturday. The Yeovil Bus Station to Yeovil Junction and Yeovil Pen Mill (also Barwick & Stoford & Lyde Road area) route 68 has recently become commercially operated. There is also the Nippybus service which is a demand responsive late night bus service Wednesdays to Saturdays linking Yeovil town centre with the edges of Yeovil and a number of the surrounding villages e.g. Martock, Ilchester and Yeovilton. This service is commercially operated with the exception of the N3 service on Wednesdays.
- 2.5.7 Most of the remaining services in the area are currently subsidised by the local authority, either wholly or in part. This situation is likely to change in the very near future given the financial context.<sup>18</sup> Over the next three years bus subsidies will be contracting significantly and though it is unclear as yet what services will be affected by these cuts it is estimated there will be up to 50% loss of total funding. This reinforces the need to take urgent action. The remaining Yeovil town service is the number 11 (in addition to routes 1-4) and runs from Yeovil town centre further to the north west of the town centre than route 1 and includes the Houndstone Business Park, though with few peak trips and mainly off-peak journeys (0734 – 1852). Sunday services within Yeovil are round trips to the main superstores only from the Bus Station and Borough stops. The remainder of the services operating within Yeovil link Yeovil via the radial routes to outlying areas but with no services spreading into the intermediate areas. Services to Bower Hinton, Taunton, Wincanton & Shaftesbury, Barwick and South Petherton (routes 52, 54, 58, 68 and 81) offer at least an hourly service Monday to Saturday. Routes 52, 54 and 58 connect the main villages and towns on the radial routes with Yeovil town centre, and during term times the schools and colleges, with services timed accordingly for AM and PM peak. There are also a number of services which connect the hinterland with Yeovil intermittently during the day or with a once or twice a week 'shopping' service to the town centre and Asda and Tesco supermarkets. Specific school bus services operate to the west, north and east of Yeovil. In addition, a special service is put on from the football ground to the bus station on match days. There are two areas in Yeovil where bus priority exists but these do not greatly enhance the services.

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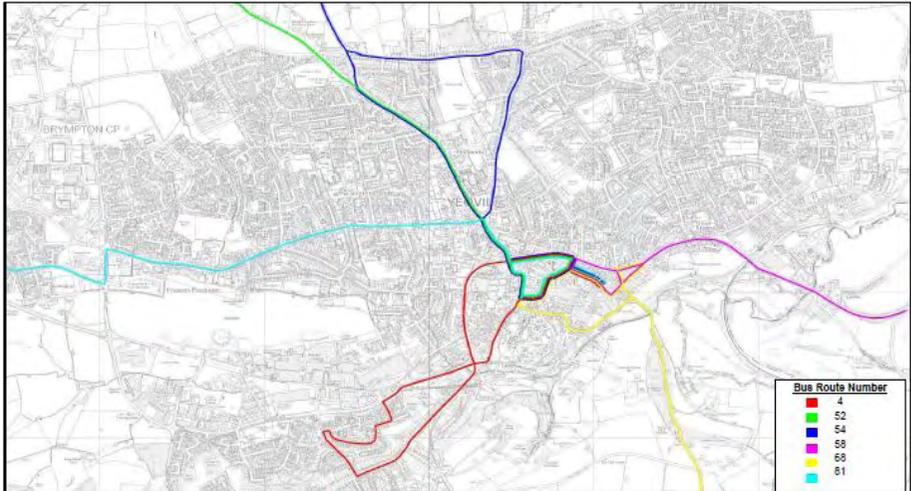
<sup>18</sup> LTT559 26 Nov- 9 Dec. 2010

2.5.8 Figure 5 shows the comparison of mode share between local areas. Yeovil South has low bus use compared to other areas due to the poor provision within that ward. Yeovil East and Yeovil Without have higher bus use as a result of a greater number of services accessing these areas and with higher frequency routes. As described above and shown in Maps 12-14 below there is a great variation in the frequency and accessibility to bus services available both within Yeovil and connecting it to the outlying areas.

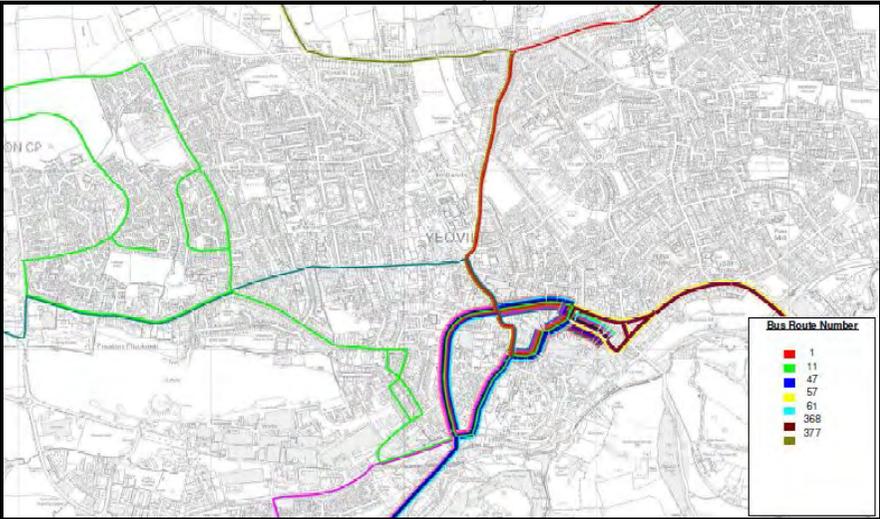
**Map 12 - Bus Routes with Frequency >3 per hour (0700 – 1000)**



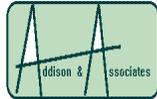
**Map 13 - Bus Routes with frequency between 1 and 3per hour (0700-1000) \*\*Route 68 has been revised since this map was produced**



**Map 14 - Bus Routes with Frequency <1 per hour (0700 – 1000)**



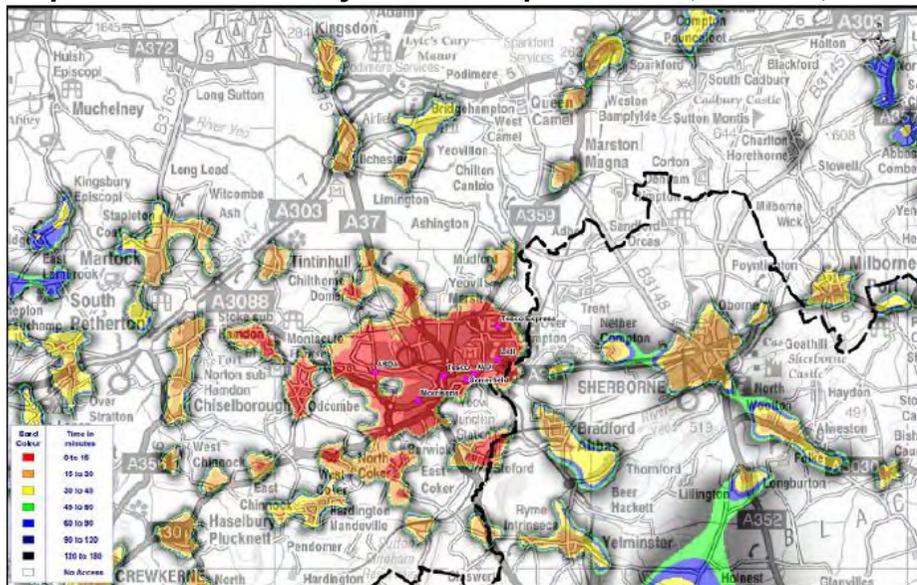
Source: Second Yeovil Transport Strategy Review - Baseline Review of Transport Conditions, February 2009 (SCC one day counts 0700-1900)



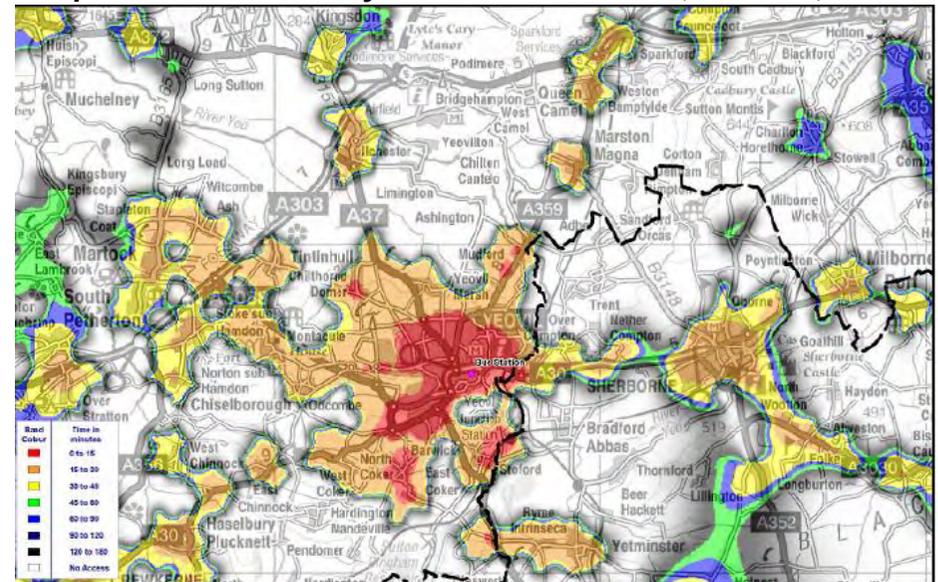
2.5.9 As can be seen from Map 14 below the connections to Yeovil Town Centre (Bus Station) from some of the surrounding area is good but some areas have no direct access to the town by bus at all. The red areas show the highest level of accessibility, i.e. destinations that can be reached in an average of 15 minutes, and black areas where it can take between two to three hours to reach the destination. The mapping is based on the premise that walking distances of 400m to/ from the bus stop at each of the journey are acceptable in term of accessibility. There is a large amount of white shown and this is where there is no access to any bus services although some may be covered by the DRT.

2.5.10 The analysis, undertaken as part of the Second Yeovil Transport Strategy Review, on bus accessibility to both the hospital and AgustaWestland, Yeovil's largest employer, shows little bus access to the sites or extended journey times which are not competitive with car journey times.

**Map 15 - Bus accessibility to Yeovil Supermarkets (0900-1200)**



**Map 16 - Bus accessibility to Yeovil Bus Station (0700-0900)**



Source: Second Yeovil Transport Strategy Review - Baseline Review of Transport Conditions, February 2009 (SCC one day counts 0700-1900)

- 2.5.11 Two Bus Quality Partnerships (only at a route level) currently operate in the Yeovil area on routes 376/7, Yeovil to Wells and then Wells to Bristol, and route 54, Yeovil to Taunton. This form of partnership is very different to that discussed above and below in relation to St Albans.
- 2.5.12 The nearest bus stop to the urban village, the current Zero C development and Stars Lane car park, is in Old Station Road near the Leisure Centre. This is served by route 1 on its return leg from the hospital and routes 2 and 3. Other routes can be easily accessed through the Bus Station and Borough bus stop in the Town Centre which is 5-10 minutes walk away from Zero C development and slightly more from other parts of Site. The N3 Nippybus also uses the stop in Stars Lane.

## 2.6 Walking and cycling

- 2.6.1 Yeovil is a small town with a tight urban centre and therefore walking and cycling are viable options for a large amount of journeys within the town itself. The 2001 Census shows that for internal travel to work trips a significant percent of people walk (29%) and cycle (8%). For all commuter journeys in Yeovil 19% of people walk and cycle, these figures are slightly above the South West's as a whole. The effect on the area's topography and the design of access routes on modal share can be seen in Figure 5 through the comparison of mode share between local areas. In Yeovil the areas of South and West have more cycling due to the provision of good cycle routes within those areas, there is poor cycle provision in Yeovil East. The figures from the census calculate walking and cycling activity for commuter and school journeys, this therefore does not give an indication of the amount of recreational walking and cycling trips undertaken in Yeovil. Commuting and schools trips of less than 1 mile are seen as walkable by residents and this can be evidenced by the high number of pedestrians trips in these categories in the census data, but even journeys between 1 and 2 miles are predominantly by car.
- 2.6.2 Parts of the town centre are pedestrianised but the linkages across the town itself are poor, in part due to the A30, which severs the north and west access to the town centre. The pedestrian flows within the town centre can be seen in Map 17 to be mainly confined within the A30. The routes within the town are often indirect, unclear in destination and not fully accessible to all users. The Country Park curtails the town centre in the south and due to the area's topography and the lack of non-car access routes access is currently limited by non motorised modes. Outside the town the linkages to the surrounding areas are, with the exception of the main radial routes, unlit roads with a lack of footways which at present limits the potential for making such connections by foot or cycle.
- 2.6.3 There are a number of cycle routes in the town with a good west to east linkage, from the western employment sites to Yeovil Pen Mill. However, the north/ south linkages are poor with on-road routes only. These routes are often not suitable for cyclists due to either the width

of the carriageway, weight of traffic, or topography of the area. There are off-road cycle routes within the residential areas in the north west of the town giving linkages between residential blocks. The main radial corridors into Yeovil to the south and north have cycle paths but at the entrance to the built up area the cyclists are then onto A roads with the traffic. Cyclists use the road network for the majority of journeys with cycle paths providing alternatives only on some routes. The cycle flows, as in Table 1, show the low number of cycles used on the main road network within the town centre with the highest flow linked to the cycle usage at AgustaWestlands. On the segregated routes the four monitoring points show the most popular are those linked to Yeovil Pen Mill Station; then the Ninesprings (under the A30) and the Bunford Lane route linking with the employment areas with flows varying over the seasons and use peaking at commuting times. The five serious cycle incidents (2204-2008) were mainly on the Preston Road with one on Watercombe Lane, these are all key routes to employment sites or the town centre. There is little cycle storage provision within the town centre with only a small number of Sheffield stands but these are not well signposted or sheltered.

Map 17 - Snapshot of pedestrian movement in the own centre

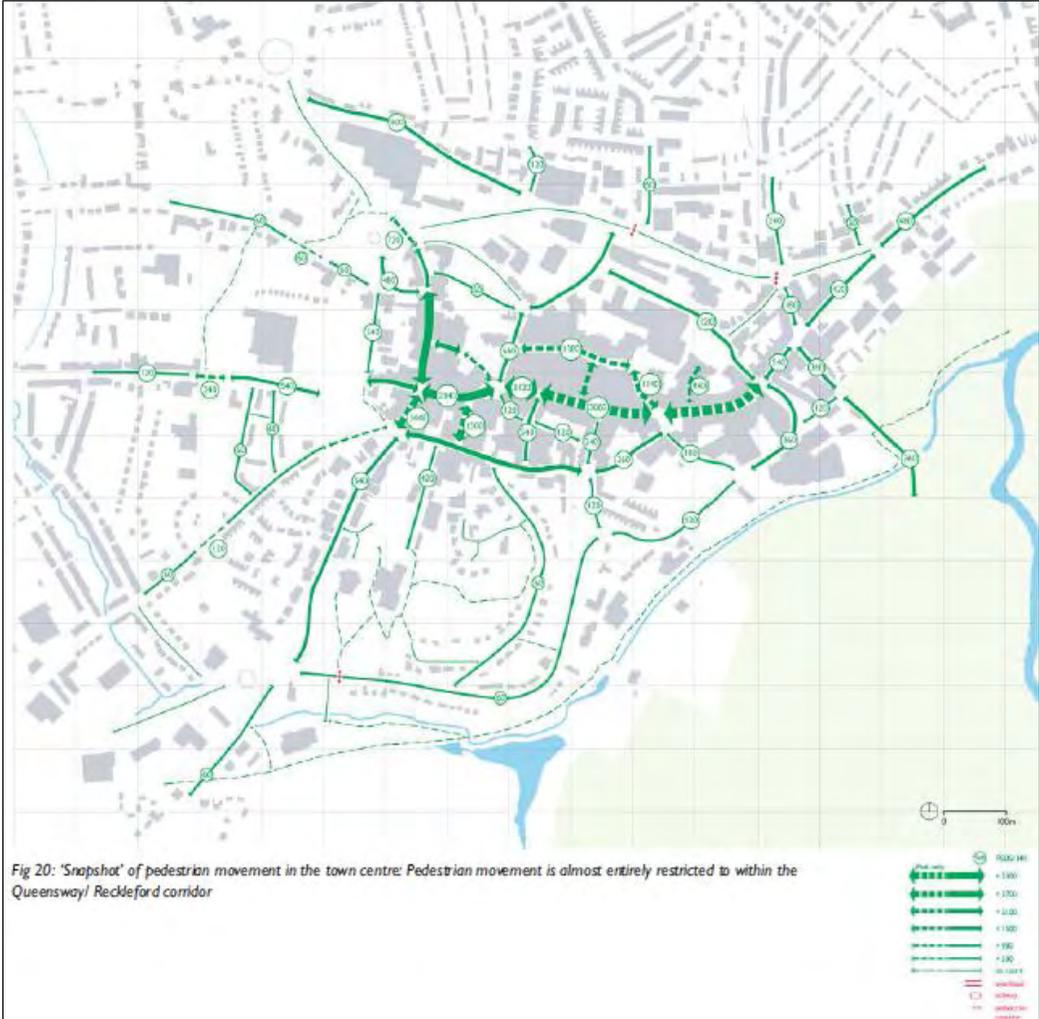


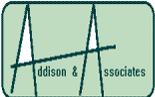
Table 1 - Yeovil Cycle Flows

Location	12-hour Cycle Flow	12-hour All Vehicle Flow	Percentage Cycles
A30 Babylon Hill/Compton Road Roundabout	59	18555	0.32%
A30/A3088 Police Station Roundabout	31	41458	0.07%
A30 West Coker Road/Bunford Hollow Roundabout	57	19111	0.3%
A30 West Coker Rd / Forest Hill / Sandhurst Road	64	16123	0.4%
A359 Mudford Road/Coombe Street Lane	53	17639	0.3%
A3088 Lysander Road/Forest Hill/Westlands	150	23196	0.65%
Central Road/Market Street Roundabout	35	7042	0.55%
Newton Road	15	2712	0.55%
Summerhouse Road/Stars Lane	33	9709	0.34%
Thorne Lane/Western Avenue	44	14589	0.5%
Western Avenue/Copse Road	21	4622	0.45%

Source: SCC Survey Data

Source: Second Yeovil Transport Strategy Review  
Baseline Review of Transport Conditions, February 2009

Source: Yeovil Town Centre Urban Development Framework 2005

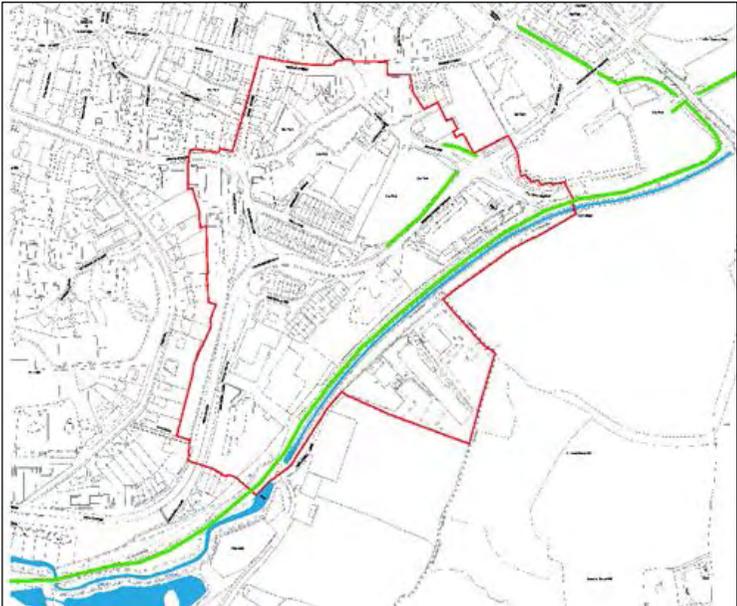


- 2.6.4 The mode of travel to schools in Yeovil is predominantly on foot (67%), however, this varies considerably dependant on the type of school, i.e. Primary, Secondary, Special Educational Needs or religious, and the distance between the school and home. The variation in walking to school is substantial. In primary schools for example in 98% pupils from Parcroft Junior School walked to school compared to 47% at St. Gilda's School, the remainder of pupils travelling to school mainly by car. The same variation is evident in Secondary schools with variation between 97% of pupils walking to Bucklers Mead Community School compared to 61% at Westfield School, again with cars being the main other mode of transport. Cycling was not well used within the primary sector largely due to the age of the pupils and due to the location of the schools, often near main roads, so cycling for younger children was not felt safe. Its use increased within the secondary sector but not substantially with only one of the 3 secondary schools, Preston Community College, having a relatively high percentage of cycle use of 5%. Preston Community School in the North West of Yeovil is near a series of the traffic free cycle paths, Westfield School with 1% cycle use also relatively near the north western cycle paths. Bucklers Mead Community School with 0% cycle use to school has no traffic free cycle routes in the vicinity.
- 2.6.5 Figures for Yeovil's largest employer, AgustaWestlands, show 31%<sup>19</sup> of employees live within a 2 mile radius of the site. Mode share data for all employees show 11% walk to work and 16% cycle to work. Within the draft travel plan the company hope to encourage all those living with the 2 mile radius to walk or cycle and those travelling under 5km to cycle to work. The site is located off the east to west cycle route with off-road cycle access from the North West, however, there is no off-road cycle linkage to the cycle path from the North East of Yeovil.
- 2.6.6 The Urban village site itself is on the west to east traffic free cycle route which gives it good safe access to the employment sites to the west (see Map 18 and 21). The entirety of the site is within 5 to 10 minutes of the town centre (Map 19).

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<sup>19</sup> AgustaWestlands Travel Plan Appendices September 2008

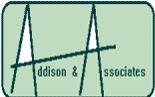
Map 18 - Cycle routes within and near the Urban Village site



Map 19 - Walking distances from within 400 and 800 metres (5 and 10 minutes) of the town centre



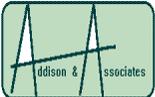
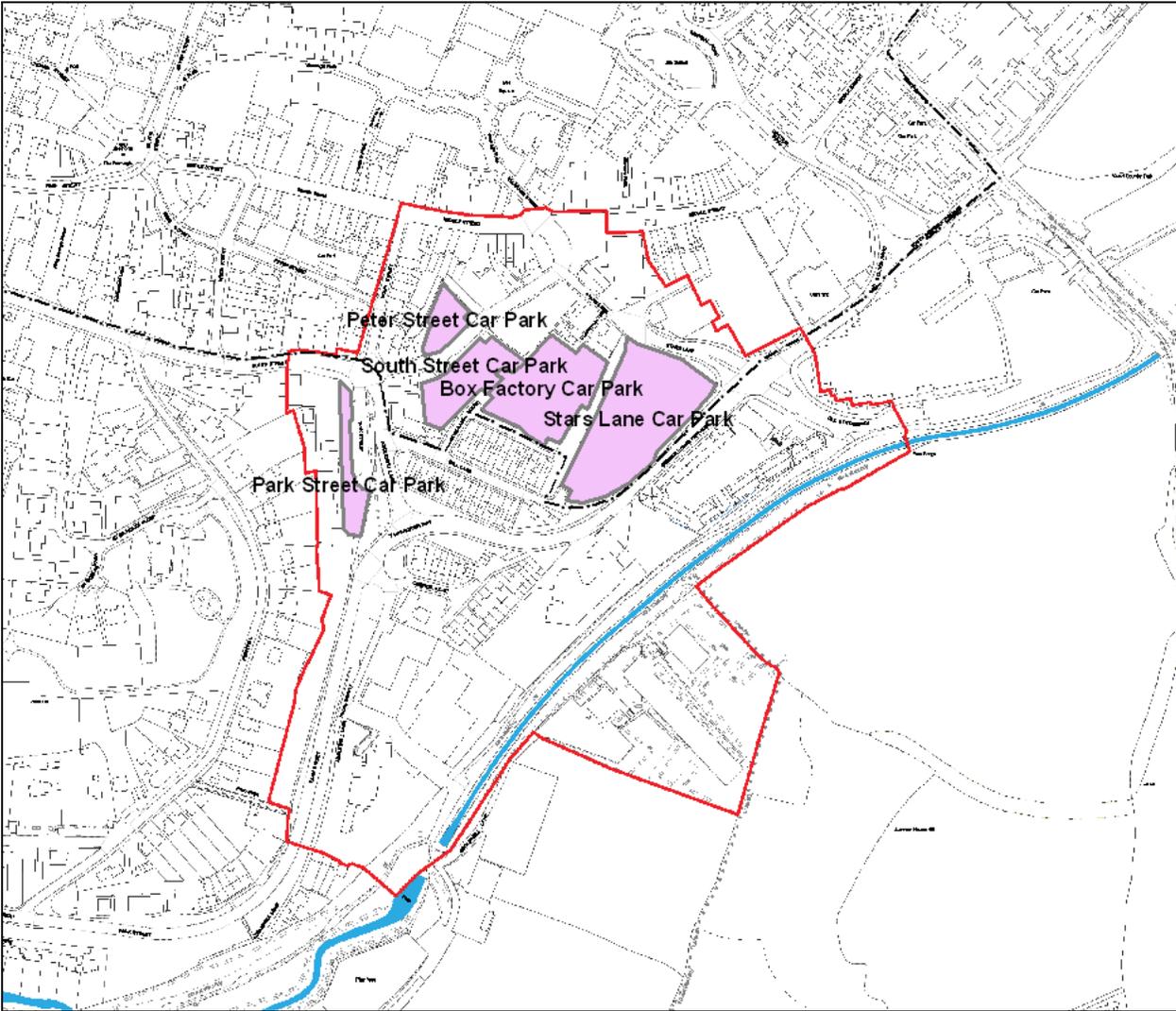
Active and Low Carbon tr



## 2.7 Parking on and off site, long and short term, and its income

- 2.7.1 The Atkins report provided estimates of the number of parking spaces throughout the town centre of Yeovil and their usage based on surveys undertaken in 2005/6. No later information was available at the time of writing this report but data obtained in 2007 may subsequently be available. This report also precedes the 2011 car Parking Survey. In total the study estimated that there were some 3,500 spaces, of which approximately 400 were on-street spaces and 1,000 were in private ownership. These 1,000 were in the car parks at the Quedam Centre and the Yeo Leisure Park which charge users and permit medium lengths of stay. A further 850 are also available at Tescos, following its recent extension, where a stay of up to 2 hours is free of charge for customers. The 24 public car parks, which can accommodate of the order of 2,000 vehicles, are scattered throughout the area and are all smaller than those in private hands. They range in size from less than 20 spaces to just over 200 and their tariffs are structured to accommodate short, medium or medium/long term use of the car park. Approximately half of these spaces are currently used for medium and long stay parking. Data presented within the Atkins report provided some information about the patterns of use at each of the car parks. More data was available in relation to the short and medium stay car parks; less information was provided in relation to the long stay car parks. However, from the data that is available it appears that the short stay car parks were being well used at the time of the surveys. The medium stay car parks showed a more mixed picture with the Box Factory being under-used. Occupancy of the long stay car parks appears to be high throughout the day suggesting that they are used by commuters.
- 2.7.2 During this study information about the use of these car parks came to light which was relevant to the assessment of the effects of any possible re-development of the area. However, this was not supported by specific data. In particular, the extension of the Tesco car park, together with the management arrangements in place, has made this car park increasingly popular for short stay shopping trips. It is possible to be a customer of Tesco and have sufficient time to shop in the town centre, parking at the store without any charge. This appears to have resulted in a shift away from the Council's short term car parks. It is also understood that the Leisure Centre car park is not fully occupied during the day but is very well used in the evenings. On some days of the week, particularly Wednesdays, overspill parking from the Leisure Centre during the evenings makes use of the Stars Lane car park which is otherwise poorly used after 6 p.m.
- 2.7.3 There are currently five car parks within the Site boundary. Peter Street, South Street and Park Street provide for short stays and have a total capacity of 87. The Box Factory, which accommodates medium stay parking, has a capacity of 130. The car park at Stars Lane is the largest within the site and the most well used. It can accommodate 203 vehicles and operates at almost its capacity for much of the day.

Map 20: Car Parks within the Urban Village site



**Short stay parking**

2.7.4 The three short term car parks within the development site are mostly well used, although Park Street somewhat less so than the others. The table below, which is based on the 2005 data, shows the distribution of % occupancy and then estimates the actual no of vehicles parked throughout the day. This has enabled an estimate to be made of the total number of vehicles which would be displaced through the loss of all three car parks, based on this pattern of use. The number of vehicles likely to be displaced is of the order of 50.

**Table 2 – distribution of short stay car park occupancy**

Location	Capacity	09.00-10.00	10.00-11.00	11.00-12.00	12.00-13.00	13.00-14.00	14.00-15.00	15.00-16.00	16.00-17.00	17.00-18.00
Peter Street % occupancy	24	87	83	96	91	97	78	57	57	22
<b>Number parked</b>		<b>21</b>	<b>20</b>	<b>23</b>	<b>22</b>	<b>23</b>	<b>19</b>	<b>14</b>	<b>14</b>	<b>5</b>
South Street % occupancy	47	45	35	44	52	45	45	41	28	21
<b>Number parked</b>		<b>21</b>	<b>16</b>	<b>21</b>	<b>24</b>	<b>21</b>	<b>21</b>	<b>19</b>	<b>13</b>	<b>10</b>
Park Street % occupancy	15	53	20	73	53	40	53	47	7	0
<b>Number parked</b>		<b>8</b>	<b>3</b>	<b>11</b>	<b>8</b>	<b>6</b>	<b>8</b>	<b>7</b>	<b>1</b>	<b>0</b>
<b>Total Short Stay</b>	86	50	39	55	54	50	48	40	28	15

**Medium stay parking**

2.7.5 The YTSR data indicated that the Box Factory car park, which has a capacity of 128, is underused and is seldom even half full at any point during the day. It is understood that this trend has continued since that date. Its loss as part of the re-development of the site would result in the displacement of approximately 50 vehicles.



**Table 3 - distribution of medium stay car park occupancy**

Location	Capacity	09.00	10.00	11.00	12.00	13.00	14.00	15.00	16.00	17.00
		- 10.00	- 11.00	- 12.00	- 13.00	- 14.00	- 15.00	- 16.00	- 17.00	- 18.00
Box Factory % occupancy	128	29	43	41	41	36	33	22	14	6
<b>Number parked</b>		<b>37</b>	<b>55</b>	<b>52</b>	<b>52</b>	<b>46</b>	<b>42</b>	<b>28</b>	<b>18</b>	<b>8</b>

**Long stay parking**

2.7.6 There are currently 8 car parks which cater for long stay parking within the town providing a capacity of just over 900 spaces. The YTSR also included in its assessment the Mill Lane car park which has now been lost to development. All the car parks appeared to be operating almost at their full capacity. There was also evidence that they have continued to be well used. The loss of the Stars Lane car park could result in the displacement of demand for as many as 200 vehicles.

**Table 4 - occupancy of long stay car parks**

Location	Capacity	Max'm occ'y - %	Max No
Earle Street M/L	67	94	63
Golden Stones M/L	144	86	124
Stars Lane West M/L	202	92	186
Brunswick Street L	60	93	56
Fairfield L	91	100	91
Goldcroft L	109	97	106
Huish L	223	100	223
Market Street L	29	100	29
<b>Total demand</b>	<b>925</b>		<b>877</b>



**Analysis of income**

2.7.7 Income from car parking is currently significant for the District Council, raising of the order of £1.9m over the district as a whole. Income for the financial year 2009/10 was slightly lower than that for 2008/09 but this overall figure hid numerous quite large variations.

**Table 5 – car park income 2008/09 – 2009/10**

	Year ending			To week 25		
	Mar-09	Mar-10	% change	Sep-09	Sep-10	% change
	£k	£k				
Peter Street	51.6	37.1	-28.1	14.7	21.5	46.3
South Street	33.8	30.6	-9.5	14.4	15.1	4.9
Park Street	14.9	14	-6.0	7.0	6.2	-11.4
Box Factory	93.2	86.1	-7.6	39.5	39.7	0.5
Stars Lane	246.2	251.3	2.1	119.8	127.3	6.3
<b>Totals</b>	<b>439.7</b>	<b>419.1</b>	<b>-4.7</b>	<b>195.4</b>	<b>209.8</b>	<b>7.4</b>

2.7.8 Nearly all the car parks within the Site experienced a drop in income in the year ending March 2010. The only exception was Stars Lane – this confirms that this car park continues to experience a high level of demand. In overall terms income from the car parks that would be affected by the development fell by almost 5%. The fall in income at some of the car parks suggests that changes in tariffs, combined with additional capacity becoming available elsewhere (presumably at Tesco), and possibly changes to the bus pass provisions, resulted in considerable changes in driver behaviour and parking patterns. Information for the current year is only available for the period to mid September but this indicates that some of the falls in income and the use of short stay car parks have been reversed and that the demand for Stars Lane remains strong. Given that this car park is operating almost full it seems likely that the additional income has come from increased tariffs. This confirms that there is flexibility within this market. Short stay parking is highly sensitive to price and is “mobile” and can be relatively easily

switched to alternative locations. Long stay parking tends to be less price sensitive and also is more restricted about where it could move given that all the long term car parks are well used.

## 2.8 Highway design

- 2.8.1 Summer House Terrace and Old Station Road are currently minor distributor roads within the town centre. Stars Lane serves only to provide local access. The junction, which is shown below, is signal controlled and appears to occupy an area which is excessive in relation to its place in the network and the volumes of traffic being carried. Any changes which reduced its capacity might increase delays but might also have the effect of encouraging some trips to find alternative routes through the area or more importantly change mode.
- 2.8.2 Since this junction is in a very important location in relation to the development Site its design and appearance have a fundamental effect on the “feel” for the area. The opportunity could be taken to redesign this junction to make it more “people” friendly than car focused and this aspect is discussed further in section 3.

*Image 1 – Star Lane/ Summerhouse Terrace junction*



### 3 Key issues raised by current situation

#### 3.1 Car dependence

3.1.1 It is clear from the information above that there is a high level of dependence on the car in some areas even when journeys are very short. This provides therefore real opportunities in central Yeovil to change patterns of behaviour if the barriers to using sustainable modes listed can be addressed. This is particularly possible for the Site, where the opportunity to walk and cycle to service and employment destinations within the town is high. Creating convenient and attractive walking and cycling routes to, from and within the Site, will encourage their use. It should be possible to substantially reduce those car journeys that are under 5 km but to do so will require consideration and the requirements of this Site to be part of a wider strategy and action plan promoting behaviour change concurrently throughout the town as well as improving the provision for non-car modes. Promoting the health benefits of walking and cycling will also be important in reducing car dependency. There is considerable evidence of the scale of change that can be achieved with concerted action<sup>20</sup>. A key issue for the relevant authorities will be how far they wish to pursue this course of action and the actual approach taken if they are to be effective.

#### 3.2 The public transport network

3.2.1 Public transport has a poor image within the area and as such is not well used with fewer journeys made by public transport in Somerset than any other county in England and Wales. Public transport only provides 3% of the commuter transport for residents working outside Yeovil. In a survey undertaken in 1999 by Local Agenda 21 the majority (65%) of respondents stated that public transport was not available or practical. The two other main reasons given for not commuting by public transport were the comfort and convenience of car travel and the feeling that public transport was too expensive.

3.2.2 There is local concern about the frequency and accessibility of public transport services. In relation to train journeys, the commuter's use of them for journeys to and from Yeovil Pen Mill is seen as an issue as both north and south bound trains as timings do not lend themselves to these journeys. The current train times also affect the use of trains for students travelling to Yeovil College as the time table does not fit with the college day. The poor accessibility of Yeovil Junction station to all means other than the car lessen the desirability travelling to the station by bus or cycle though this may have improved with the half hourly route 68 service now on offer. There is a good commuting service to Salisbury and London from Yeovil Junction but the trains towards Exeter are less of an option commuting with trains arriving in Exeter at either 0817 or 0942 in the morning. The creation of a specific off-road cycle (and pedestrian) route to Yeovil Junction with improved cycle

<sup>20</sup> ACT 2010 Awards information and Smarter Towns report

storage facilities, i.e. covered Sheffield stands, would improve access but this is currently hindered by land ownership issues and the topography though there is a proposed Sustrans route from the town centre to the station. However, for both train lines there are long sections of single track which constrain the capacity and frequency of services. Passing loops on the Salisbury to Exeter section of the line have been installed and have helped improve the frequency of service on this route, allowing hourly trains but the broader issue of the suitability of the current services for commuting and college purposes still need to be addressed.



- 3.2.3 Map 21 shows the current linkages within Yeovil and the relationship, or lack of it, to key community services and the major employment sites. There is a lack of connectivity between public and sustainable transport modes and also the town's trip attractors. There are large gaps in the current service provision in terms of times and frequency of services and desirability of mode i.e. comfort, security and ease of use.
- 3.2.4 Bus services in and around Yeovil are not well used and account for a small part of the transport market, only 4% of journeys within Yeovil itself. The usage has increased only since the introduction of the national concessionary fares scheme. This increase in passenger numbers has provided a greater degree of stability for the services and has also increased 'ordinary' passenger growth. There are currently 5 bus routes that serve Yeovil town, with three of them serving the residential areas north east and north west through the town centre at a reasonable frequency, but large areas of Yeovil are not within 400m of a bus stop or any frequent service. The frequency of other bus routes linking Yeovil with outlying villages and towns is generally poor and are based on the radial routes from the town and not servicing the outlying/ intervening areas. There is no effective bus access to the main employment area to the west of the town and other employment areas are served by services on their periphery only. Due to this poor quality of service AgustaWestland's, Yeovil's largest employer, have currently determined not to include growth in bus use in the targets for modal share within their draft travel plan as the existing bus timetable do not meet their employees' needs.
- 3.2.5 The town's bus station is well located within the town centre but is in need of a fundamental refurbishment and modernisation due to its poor facilities and inadequate provision of information<sup>21</sup>. There is a general lack of facilities, including shelters or information, at many of the bus stops in the area. Improved facilities for all modes would encourage greater usage of the services, and issue that needs to be addressed if better usage is to be encouraged. Yeovil also has few bus priority measures and it is not clear why: those in place have little effect on the service.
- 3.2.6 Currently there is little joint ticketing available in the area; only a 'plus bus' ticket to Yeovil town centre can be bought with train tickets and SmartCards for those on concessionary fares. Further opportunities for this, including across bus networks need exploring. The recent workshops undertaken as part of the UWE report 'Active and low carbon travel' showed participants want an improved public transport network with increased linkages across modes. The current accessibility to the railway stations, key employers and key villages within the hinterland was also seen as lacking. In addition there was also a need to improve the linkages to historic and recreational sites e.g. the Country Parks for both residents and tourist use by all modes.

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<sup>21</sup> Somerset Interchange Audit, 2003

3.2.7 The Site as it currently stands has good access to the town centre. The creation of good access along desire lines to the town centre and to the bus routes available can contribute to the residents' using public transport. The propensity of new residents to use the services will depend on the marketing approach taken to all new residents to ensure they are aware of the services on offer and the bus routes. The service provision will have to take into account the increase in demand from this Site as currently no routes run down Summerhouse Terrace or Park Street and this will be especially an issue for residents of the southern section of the site.

### 3.3 Viability of public transport

3.3.1 Many existing bus routes in rural areas are subsidised by the local authority but this approach is now under severe threat given the reductions in public sector finance. In Somerset and in Yeovil the situation is critical given the number of routes which are viable (see Map 21) and the recent statements by the Somerset CC on cutting subsidies. It will therefore be essential to seek to move towards a financially self sustaining bus network as rapidly as possible as part of any sustainable transport strategy as far as practical. This requires looking again at the total bus network, its frequency, timing and routing; the level of usage required to make it break even; the ease of ticketing and accessing information as well as the cost; and how to encourage more people to utilise it and not perceive it as an unacceptable option. It will be particularly important to take full account of the potential for mode shift from existing and new development. Addressing the barriers raised via the previous consultation processes will be critical as will working in a "real" partnership with the operators to achieve a step change in perception and reality. This approach and the willingness of key players to actively participate will be crucial to success.

3.3.2 Yeovil has the advantage of having three large operators; First, South West and Stagecoach, with which to move forward an improved service. Both First and South West currently operate in town services, all of First services are commercially viable. Some of the current routes may no-longer serve their original purpose and could potentially be reviewed to give better access to Yeovil from the surrounding hinterland in line with current access needs. Some of the key areas for future development in Yeovil are currently not well served by the bus network both in terms of residential and employment sites. This will need to be taken into account when planning and implementing any new bus routes to ensure that sustainable modes of transport are available as soon as the site is in use to enable residents/ employees travel habits to not become rooted in car travel. Establishing the right travel behaviour from day one is critical and there is research to prove it<sup>22</sup>. Within the Second Yeovil Transport Strategy Review the possible increase in patronage from car to bus of short distance urban journeys is highlighted as a key

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<sup>22</sup> Smarter Choices: Changing the Way We Travel, Cairns, S. et al, DfT, 2004 and Less traffic where people live: how local transport schemes can help cut traffic; Sloman, L: Transport 2000 Trust/University of Westminster 2003

method of improving patronage and thereby viability. Use of travel Information Packs, as mentioned in the Draft Core Strategy, need to be included within the information to all new residents and businesses on the site to promote transport options. Travel information packs are by their nature, however, a snap shot in time: to encourage people to continue to use sustainable modes in the long term good quality, easy to access, up to date information needs to be provided. This could be operated through a bespoke Yeovil website providing information on sustainable and discounted travel, e.g. the [www.teamvalleylinks.com](http://www.teamvalleylinks.com) website. This website is designed for a business park but the principle remains and it could include sections on local events and activities in the area. Viability of services can be improved due to planned growth of Yeovil by 8,000+ dwellings but if not designed with sustainable transport in mind, current road networks will need major infrastructure investment to cope with the increase in car traffic and this will further diminish the opportunity to become more sustainable from a transport perspective. The use of CIL for sustainable transport purposes will be critical as will the development of the Infrastructure Delivery Plan as part of the LDF.

- 3.3.3 Yeovil also has two local operators, Nippybus and NORDCAT, who provide demand responsive services. This model could be expanded from the Nippybus's current night time only operation and the Sherborne and Dorchester to Yeovil services via NORDCAT.
- 3.3.4 Through the rolling out of 'real-time' public transport information to the town centre, leisure sites, employment areas as well as bus stops the use of public transport will increase due to the increase visibility of the services and perceived increase reliability. This whole network can be added to as in St Albans in Hertfordshire where as a result of a unique approach to a Quality Bus Partnership substantial improvements have been made resulting in enhanced patronage.
- 3.3.5 The future of the improvements to the transport interchanges within Yeovil are currently partly dependant on the County Future Transport Plan and current funding issues. All future residential and employment developments could contribute to sustainable travel, whether this is through Smartcard technologies and real time information or through improvements to transport interchanges. Talks about direct contributions in-line with the scale of the development to enhance existing or create new routes/ demand responsive services (dependant on type of site) need to be pursued alongside a full Quality Bus Partnerships to focus on improvements to the network and routes through priority measures, and improved stops with real time information and better accessibility.
- 3.3.6 The Draft Core Strategy mentions the need for shelters at all new residential development of 20 dwellings or more and employment sites with a floor space of greater then 2400sqm should provide a bus stop and each stop should include a bus shelter with timetable information – this

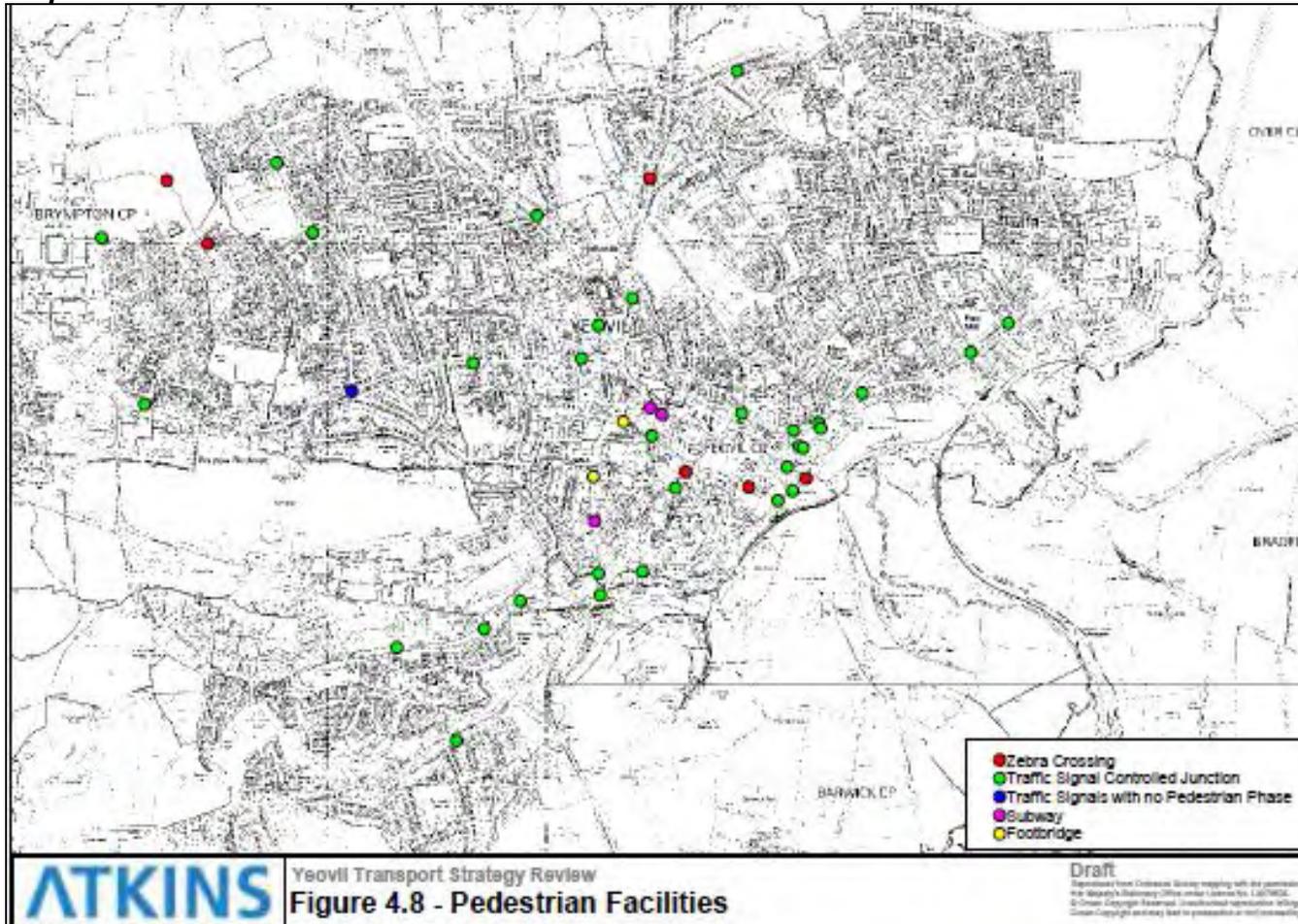
needs also to be rolled out across the network. As the Core Strategy also points out direct simple bus routes are more important than bus routes distorted by the criterion of bus stops within 400m of dwellings.

### 3.4 Walking and cycling provision

- 3.4.1 The current draft SSDC Core Strategy, the SSDC Strategy for health and well being (2007-2012), the Somerset Local Transport Plan and the Yeovil Transport Strategy Review all place significant emphasis on improving the walking and cycling mode share in Yeovil. All these reports identify a number of key issues hindering an increased uptake in sustainable travel modes. The A30 barrier, poor public transport access, high car ownership and poor pedestrian and cyclist provision are continuous themes within the reports. As part of the work to increase walking and cycling within Yeovil guides have been introduced, however, to encourage people to use both the routes shown and these modes in general the network of routes, signposting and the public realm need to be improved. Behavioural change and the approach to it needs to be addressed.
- 3.4.2 Map 3 shows the 'as the crow flies' 40 minute cycle commute distance from Yeovil and though this does not take account of terrain etc. it gives an indication of the area from which a commute could be possible to help inform planning of practical cycle routes to Yeovil.. The mapping and promotion of cycle routes, both on and off road, plus the existence of the link road, currently gives the impression of a fragmented network. In practice many of the roads not marked as 'cycle routes' or link routes maybe accessible and safe for cyclists. The design and upgrade/ repair of the road network needs to take into account the aim to increase the number of cyclists as providing a safe and smooth on-road environment will improve the use of bikes for a wider range of journeys. There is currently a lack of attractive cycle parking within Yeovil at key locations with a lack of covered storage and advertised CCTV coverage to give users secure and dry cycle parking. The links to the north and south of Yeovil by cycle are not easily accessible. To the north, cycle link routes to the A37 from the town centre to the edge of Yeovil are on indirect back roads and not alongside or on the main road due to the amount of traffic it carries and as, for most of its length, it is single carriageway. The other northern route out of Yeovil also carries heavy traffic volumes, but not as great as the A37. It is also a single carriageway with no direct parallel routes available for cyclists. To the south, the route to Yeovil Junction from the town centre is not suitable for cyclists, however, the linkages to the National Cycle Network/ regional route can mostly be undertaken on specified link roads and cycle paths. The A30 can be crossed in a number of places either by bridge, subway or controlled crossing. However, on many parts of these routes cyclists are not allowed and would have to dismount which add an additional barrier to their journeys.
- 3.4.3 The walking environment itself is fragmented by not only the A30 but by a lack of safe crossing places on pedestrian desire lines both within the town centre and linking the suburbs with the centre, as well as each other. The nature of traffic movement is free flowing thereby

hindering pedestrian flows, for example, the lack of crossing places on Summerhouse Terrace and Park Street. As can be seen in Map 22 there are, given the nature of the roads, few crossing points at key points, with some areas of the town having no delineated crossing at all. The A30 crossings are situated next to or near junctions but pedestrians' view subways as dangerous and unpleasant, and bridges impractical, adding time to their journey. The multi level road schemes also use up large areas of land and as such change the image and feel of an area making what in are effect short journeys appear long and non-direct. To encourage walking the public realm needs to be designed on a 'human scale' whereby pedestrians and their activities dominate the streetscape. The current town centre is busy and provides a range of shops within a safe pedestrian environment but the linkages to areas outside the town centre are poor and not on a 'human scale'. This has, therefore, the effect of "putting of" pedestrian movements into the area, so that car use is preferred. Research has shown that such improvements to the public realm can increase turnover on the high street by 5to 15%. The health benefits of walking and cycling also need to be promoted to all sectors of the community and will be encouraged through an improved public realm.

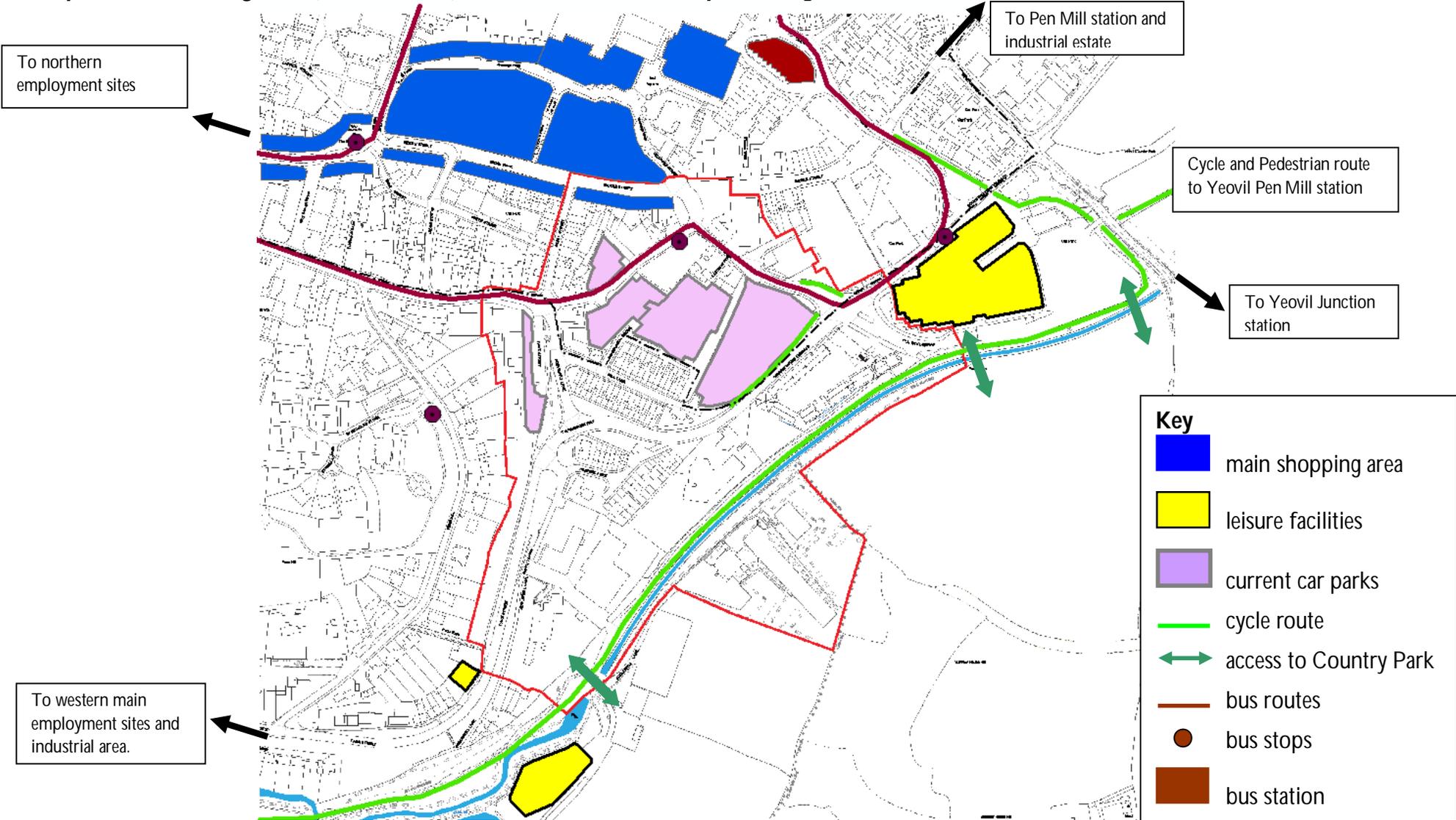
Map 22 - Pedestrian facilities



3.4.4 The town centre itself is not seen as permeable due to the traffic flows and the layout of the walking environment. There is a lack of clear signage aimed at pedestrians and cyclists focused on the key attractors. There are a number of roads and junctions with railings to corral pedestrian movements limiting flow along desire lines. The flow of pedestrian movement towards the town centre from the Site is currently limited by the lack of crossing points on Summerhouse Terrace, Park Street and Addlewell Lane, as well as the “closed-off nature” of the

town centre. The image towards the Site itself is of the backs of the shops onto the Stars Lane site. The Country Park on the other side of the Site can be accessed at three points: one at the south which is accessible for pushchairs etc., and two to the northern end, the first of which is only accessible on foot and the other is more accessible to other users.

Map 23 - Urban Village site (in red outline) with attractors and transport linkages



### 3.5 The management of car parking

3.5.1 The South Somerset District Wide parking strategy, approved in 2007, has a series of objectives which are set out below:

1. To offer car parking that is convenient, well maintained, secure and publicised;
2. Provide capacity that seeks to balance the competing demands of residents, workers and visitors;
3. Be consistent with nation, regional and local planning policies;
4. Contribute to wider transport strategies relating to congestions, sustainability and the environment;
5. Used tariffs to control use by time, influence modal shift and better balance the comparative costs of car and public transport;
6. Provide income for maintenance and future investment;
7. Recognise local conditions that warrant different approaches
8. Introduce restraint only when matched by the provision of convenient, attractive alternatives;
9. Protect and enhance the vitality and viability of Yeovil and market towns and rural centres.

3.5.2 Whilst these may be laudable objectives individually it is apparent that they cannot all be equally achieved and there will be conflicts to resolve in coming to an agreed balance between them. Although none of the objectives appear explicitly to have been given priority it would seem, from the way in which parking is currently being managed, that priority is being given to 1), 2) and 9). There is little evidence to suggest that restraint measures are being contemplated, partly because of the difficulties (both real and perceived) of providing adequate alternatives to the car. It is also unclear how these objectives are now related to, and integrated with, the wider sustainability objectives set out in the draft core strategy.

3.5.3 At the present time car parking in Yeovil is not being managed in a holistic way. Privately owned car parks are managed to meet the needs of their owners and operators (for example, Tesco, Quedam, the Leisure Centre). There is also a plentiful supply of parking associated with the many retail activities on the western side of the town. The public off-street car parks are managed by the District Council as are the on-street residents' parking areas. However, on-street enforcement is still the responsibility of the police. The move to civil parking enforcement, which would be led by the County Council, has yet to take place.

3.5.4 To manage the parking stock in a more integrated manner would therefore be challenging due to the current fragmentation of responsibilities and ownerships. The perception of the town as a place in the countryside has generated an approach over many decades where it has been considered appropriate to provide an adequate supply of parking, much of which is then available to be used either free of charge or at relatively low cost. The 2007 strategy advocated increasing the number of spaces available through the decking of at least two car parks to

accommodate the growth that was thought likely to take place in the population of the town over the subsequent 20 years. The parking strategy went on to deal in detail with a number of tariff changes and advocated the introduction of civil parking enforcement (CPE). A report on the possibility of a CPE is due to be presented to members. The approach set out in the district wide strategy needs to be re-evaluated in the light of changes since 2007 and any decision relating to the implementation of CPE as well as the LDF core strategy. It would also be beneficial to consider how the strategy should be developed and taken forward in Yeovil bearing in mind proposals for the sustainable urban village and urban extension. The parking strategy needs to be wholly integrated into the transport strategy and managed holistically in a way previously not achieved.

### 3.6 Car park standards

- 3.6.1 Provision of parking spaces in residential development is always a source of controversy. Some city centres are now advocating car-free development. Given the nature of Yeovil this is not considered realistic in this case; the current local plan advocates a maximum standard of 1 space per dwelling in town centres. However, it also suggests that where sites are particularly accessible provision will be expected to be substantially below the required maximum.
- 3.6.2 In 2008 concern was expressed by Members about the number of planning applications within Yeovil that had been allowed with parking provision which was lower than the maximum standards. These concerns primarily related to the issue of overspill parking into nearby residential areas and car parks which are primarily intended for use by shoppers. A total of up to 659 units had been granted permission with 166 parking spaces provided between 2000 and 2008. A significant proportion of these have yet to be built but in response to the concern a survey of those which have been completed was carried out during 2009. The survey covered nearly 300 units with a parking provision of about 80. Responses to the survey were of the order of 30%.
- 3.6.3 Just over 40% of respondents said that they did not need to have a car because they lived in the town centre; approximately 60% of their journeys were done on foot. Car ownership was approximately 50:50 with half the households not owning a car. Of those that did own a car, 60% did not experience parking problems near where they lived. From this evidence it should be concluded that applying a standard significantly below 1 space per dwelling is appropriate in similar town centre situations, such as the Site. Since the Site is within a 5 minute walk of the main shopping area and very close to the Leisure Centre and Country Park an average standard of 0.5 spaces per dwelling should be adequate. However, it is appreciated that there has been a perception of some overspill parking problems in other areas surrounding new development so a key issue for the Site will be whether the application of the new proposed standard can be accompanied by improved management of all other on-street parking and be an integral part of marketing the Site. Those moving into the new development will also

need to be aware that alternative locations in which to park are not simply available in the area immediately beyond the Site in any marketing document.

### **3.7 Integration of planning and transport to achieve sustainable transport**

- 3.7.1 From the information available currently it would not appear that consideration of all aspects of planning and transport are fully integrated and consistent. Although the policy framework is in place, delivery in practice does not appear to be the norm. The parking policies and parking management, road network and junction design, the approach to cycling, walking and the public transport network, as well as that to demand management, do not appear to reinforce the approved policy on the ground. Part of this “fragmentation” is due to the complexity of dealing with sustainable transport in practice – integrating different officers and members, across authorities; trying to improve public transport which is private sector controlled; dealing with people’s behaviour and attitudes as individuals and businesses; and financial and legal limitations to name but some. These are highlighted in the work the county council has undertaken on travel planning, where as yet, this process is not delivering what could be achieved and significant issues have yet to be resolved with key travel plans e.g. AugustaWestland. This could be for a wide variety of reasons including the lack of understanding and senior/member support for the travel planning process or lack of interest from the private sector. It is, however, when combined with a clear vision and plan of a sustainable transport network, a key way of delivering change. The travel plan process should be a key ingredient of every major application whatever its use and these travel plans need to be produced to be effective and monitored to ensure they are. ?
- 3.7.2 Transport is a supporting activity and needs to be seen as such. It is a way of supporting economic growth, enhancing accessibility for all the community to services, employment and leisure facilities. It is also clear from much recent research that how it is approached affects the social, environmental and economic quality of place. The UWE report has made very clear the health and other benefits of promoting active travel and this has been strongly supported by the health sector locally. However, as yet it would appear that these ideas have not progressed in active delivery from the information available. For this to work effectively again it needs to be an integral part of the implementation of the spatial plan and transport strategy, delivered through very active travel planning, effective partnerships and resourced with full political support. There is clear evidence that such an approach can be effective and at relatively low cost but determination, consistency and action are essential. For a variety of reasons they may not be forthcoming so this will be a key issue. Accessibility, other than by those who have access to a car, is poor overall and as fuel prices rise this could be an increasing issue.

### 3.8 Conclusion

3.8.1 On the basis of the above analysis the key issues to be addressed in relation to the Site are:

- The need to look at responding to the challenge of moving towards the provision of sustainable transport within Yeovil as a whole and not the Site alone concurrently
- The requirement to address both the physical and attitudinal barriers to securing modal shift within both new and existing development concurrently
- Securing an understanding of the inter-relationship of action in planning, transport and parking, and ensuring consistent and coherent delivery – by members, officers, providers and the community
- To secure buy-in from all key parties to the need for change, an appreciation of the opportunities presented but also of the scale of the challenge, and the need for leadership

3.8.2 The town and the Site are ideally placed to deliver improved sustainable access and be part of if not ahead of delivering 21<sup>st</sup> century transport. There are clear opportunities for this project to establish the “modus operandi” and be the first step on the “step change” ladder – in the town, the district, county and south west. The level of change of travel mode (50% of all journeys by non car mode) is relatively modest and with consistent concerted effort is achievable technically on the Site. The views of the LSP and other key stakeholders as expressed through the work on the Vision and the UWE report all reinforce the desire and willingness to make the change required. What is also required, however, to deliver it is a political will, a “can do” attitude to overcome the challenges, really effective partnership working across the public, private and third sector, and an agreed delivery plan which is actually implemented by all parties. If the latter is pursued it should be possible, even in these difficult financial times, to achieve change of the nature being sought. Sections 3 and 4 below develop this conclusion, setting out the rationale on the basis of the above evidence and a suggested way forward.

## 4 Implications and opportunities for the site

### 4.1 Town centre proximity and reducing car dependency

- 4.1.1 Given the location of all the parts of the Site, within a maximum of 15 minutes walk to the town centre, 25 minutes to local primary schools, 15 minutes to health facilities, and 15 minutes to the bus station, the aim of achieving 50% of all trips by non-car modes is a reasonable target for the site as a whole. It will be an attractive location for those who either wish to live without a car or would prefer not to incur the expenses of owning and running a vehicle. The attractiveness of the location, particularly for young adults, the retired and some families on low incomes is likely to result in car ownership being significantly lower than in either other parts of the town or the surrounding rural areas. In terms of the journey to work it should be possible to achieve more than the 26% of people walking, 5% cycling and 2% using public transport, especially if the bus network is reconfigured to link to places of employment from this residential area. A significant proportion of other journeys, such as those for shopping, leisure and education could also be achieved by sustainable modes from this location. However, this will involve encouraging a change in people's expectations and to make sure that the change in behaviour is achieved in reality. Many towns are already moving towards sustainable travel e.g. Lewes, Worcester, Peterborough etc.
- 4.1.2 Experience has shown that it is important to ensure the choices to car use are in place prior to occupation and that new occupants are well informed about the choices available to them. The alternatives need to be easier, faster and cheaper to access than the car; and it needs to be made clear to potential occupiers that having access to a parking space comes at a cost. The choices that will be available to them need to be known before purchase as well as when they move in to the development through personalised marketing and information. The possible use of incentives to new residents, e.g. free bus season tickets as in Caterham Barracks, also needs to be considered as part of the marketing package to encourage quick uptake of sustainable modes. There also needs to be confidence that the alternatives will be available permanently and will be good quality products supported by continuous and updated information. The developers must therefore be signed up to this approach, building it into the design and contributing to the delivery of the information throughout the construction and marketing of their sites at least until post occupancy management arrangements have been established. A modal share of 50% for car journeys would therefore be easier to achieve on this site than elsewhere in the town where there are small incremental changes and the opportunities for pro-actively managing and promoting alternatives are limited.
- 4.1.3 There will still be a need to consider the effects of traffic movements from the development on the capacity of the surrounding road network in due course and whether this would result in any net increase in traffic in the locality. However, the objective at this stage must be to reduce overall demand and encourage the use of alternative modes. If there are some junctions in the vicinity which are assessed as having only

limited spare capacity this could add a further incentive to use those alternative modes and are not be a reason for providing additional highway capacity, particularly as it is not considered that there are any serious delays to traffic in the vicinity of the Site outside the peak periods. Furthermore with the closure of the car parks resulting from the redevelopment some traffic movements will be taken away from the area and this could off-set the additional trips generated by the Site itself.



## 4.2 Using the market to change attitudes and behaviour

- 4.2.1 The Site provides the opportunity to establish a new pattern of behaviour and attract those both on higher incomes but who want a healthier more environmentally friendly life style and those on lower incomes who need to reduce the cost of living. The Site could actively market this approach which would be attracted to people of different ages as well as income levels. Those who work at the hospital, the college and at the town's major employers (such as AgustaWestland) could therefore find a development on this Site particularly attractive. Similarly, the Site would be attractive to those who choose to work partially from home. It will be critical, if the Site is to be successful as an exemplar and establish the starting point for the SUEs, that all marketing does highlight the significant differences and benefits as well as the "look" and operate differently in terms of the site design/layout and appearance. Ensuring personalised marketing through a travel planning process as

recommended<sup>23</sup> in various guides will be an important part of this creation of “difference”. Through working with local major trip attractors service users could be provided with both ‘origin’ travel information through the personalised information and ‘destination’ travel information with ‘How-to-get-to’ guides. This style of guide has is used e.g. in West Central Scotland with travellers being provided with personalised information relevant to their travel needs. These guides set out both the public transport journeys which will get patients to their appointments on time plus car parking and other transport information.

- 4.2.2 Notwithstanding the opportunities provided by the beneficial location of the Site, for a move towards sustainable transport to be effective on this Site, action would need to be taken concurrently across Yeovil as part of a wider initiative. It will not be deliverable without and if considered in isolation. There is considerable experience of doing this, e.g. in Devon, Norfolk, Hertfordshire, Worcester, Peterborough, Darlington etc. which all demonstrate the scale of change that can be achieved through a coherent consistent campaign considering all transport modes, all activities, working across planning and transport and with all key partners. It would be possible for such a campaign to have been initiated prior to the development of the Site given the lead in time and therefore the Site became part of the delivery strategy. This process could then be reinforced by the development in the SUE’s.



<sup>23</sup> Good Practice Guidelines: Delivering Travel Plans through the Planning Process, DfT, 2009 and Making Personal travel Planning Work, Practitioners’ Guide, DfT, 2008

### 4.3 Providing for access to a car for residents on site

- 4.3.1 In the last thirty years it has been assumed by planners, engineers and decision makers that residents will want to own and use a car. Development has therefore been designed to accommodate car ownership with the provision of garages, parking spaces and hard-standing in front of houses. The layout of new residential areas has sought to accommodate private car ownership and use. In areas which are some distance from key destinations, poorly served by public transport and with inadequate or unattractive walking and cycling routes reliance on the car, even for short journeys, has been the norm.
- 4.3.2 However, it does not have to be this way. There are different ways of delivering development which do not rely on car dependence and therefore do not require so much space to be given over to providing for the car. There is the opportunity on this Site to design the homes and businesses so that working from home, walking to services/work or cycling are extremely easy, quick and pleasant. From research it is clear that if cars are parking adjacent to homes or businesses, people will use them in preference to other modes even for short journeys. The evidence showed that a significant number of journeys within Yeovil are less than 2 km in length and yet are still undertaken by car. There is a real opportunity with this Site to encourage all such short trips to be by other modes. This is more likely to be the case if there is some physical separation between the houses and the car parking spaces that are provided within the development. Examples in this country and abroad have demonstrated that designing residential areas where the cars are separate from the home and where the “estate roads” are designed for low key/shared use, looking more like paths, has a substantial psychological impact on the propensity to walk or cycle. Parking standards are also crucial to the decision to own and use a car.
- 4.3.3 The Local Plan suggests that the maximum provision in town centre sites should be 1 space per dwelling. However, there is an expectation that it should be significantly lower. The District Council has already granted planning permission for developments with lower standards. Although there is a perception from some that this has caused problems of overspill parking on other residential streets where there is limited parking capacity a survey of those residents in these developments provided clear evidence that a standard of less than 1/dwelling is appropriate. Firstly, only 50% of households in these new developments owned a car. Secondly, residents indicated that they undertook 60% of all their journeys on foot, primarily because of the convenience of the location. This provides a strong local basis for reducing the standard expected for this Site – which is to be seen as an exemplar for the future. A standard of 0.5/dwelling would therefore be the most appropriate. This should be the average for the Site as a whole and could allow for some small areas to have no access to parking whilst others could have 1 space per unit.

- 4.3.4 Until recently the cost of providing for the car was built into the overall price for a dwelling and has been a one-off cost. Once the space has been provided there has been little or no incentive to reconsider the use of that space and, if provided on an individual basis, there are few opportunities to consider a redesign of the urban form. Historically streets which were constructed without any provision made efficient use of land and resulted in compact urban forms. However, as car ownership grew the only space available for parking was on street and this has, in many places, resulted in parking stress with demand outstripping supply. This has caused numerous problems for residents and the local authorities attempting to manage street space. The solution in many areas has been to introduce residents parking schemes for which charges are made. Whilst these schemes do not provide answers they do introduce the concept that parking cannot be free. Any space within the urban area has a value and the price paid needs to reflect that value. This Site is very close to the town centre. If parking provision is generous it will effectively reduce the amount of land available for development or, if being placed underground, will be very expensive. The cost of doing this should therefore be reflected in both the amount of space that is provided and the price that those using it can expect to pay for using it. Access to car parking space within the Site should not be free of charge – by renting the spaces for an annual fee, residents are more likely to consider whether or not they really need a car. They also have the opportunity each year to re-examine that decision, for example in the light of rising fuel prices or improving alternatives. As access by other modes improves the cost of renting a parking space can be increased offering a further incentive for them to consider their choice about whether or not to own a car. The way in which charges are levied on the Site could also reflect their environmental credentials and should be linked to emissions, thereby encouraging those who do decide to own a car to consider having one which has low emissions.
- 4.3.5 It can often be that people are reluctant to give up owning a car because there are occasional journeys which are much more convenient and cost effective when done by car. It is therefore important to consider if there are other ways of providing access to a vehicle for such journeys which does not necessarily mean having to own a car but having the use of one when required for particular journeys and when their use is the most appropriate and sensible choice. This need can be met by car sharing facilities and car clubs both of which are highly successful in other places e.g. Poole, Brighton and Leeds. Car Clubs and Car Sharing are very different and there is now considerable experience in running both commercially. Given the central location of this Site, and the intention for it to be an exemplar for the SUEs, it could be the initial catalyst for both these activities linked to work already underway on business travel plans. Whilst a car club could not be sustained by the Site in isolation there are opportunities to consider how a Car Club could be provided for residents across the town centre including the local authority, hospital and business use. It may well be that there are areas which are suffering car parking stress and where the development of such a facility could make a valuable contribution to addressing that problem if effectively managed. A car sharing facility could also be established in conjunction with local businesses and services.



***Car Clubs and car sharing***

4.3.6 Often people need access to a car but may not need to own their own or have more than one car. Being a member of a car sharing scheme is a growing trend to meet this need and there are excellent providers of this approach e.g. Liftshare, easit (who work with the private sector) etc. The establishment of such a scheme for Yeovil and environs linked to an active travel planning process particularly with key businesses could, given the nature of the journey to work movements highlighted earlier, provide a very effective contribution to providing choice. It would appear that there are opportunities for partnership working involving the LSP and some of the town's major employers such as AgustaWestland, the hospital & the Chamber of Trade to deliver the critical mass for this. The Site, in isolation, is not of sufficient size for a scheme to work but the town could be if all major employers including the council became members so establishing a core requirement. Advice on this could be sought from Carplus and there are many reference guides. Lewes have recently set up a car club of two ca. This enables members after a one off £25 joining fee (but no annual membership fee) to book a car. The booking can be done either over the 'phone or on the website and the hourly rate covers fuel, insurance, MOTs, tax or maintenance costs, plus there is in addition to this is a small mileage fee. Given the rural nature of the surrounding area using a rural based car club as a model may also be applicable e.g. Moorcar Car

Club based around Dartmoor. The Community Interest Group 'Common Wheels' offers local car clubs in Norfolk and has worked with Norfolk County Council to develop new markets.



- 4.3.7 Similar to car sharing, the provision of a car club has the potential to provide the residential and business community with the option to use a car but without having to own it. Again there are many examples of very successful car clubs across the country including in rural areas. There are a growing number of companies that provide this facility (Zipcar, Streetcar, City Car Clubs) and the size of Yeovil should be sufficient for this to be viable if linked, as in other places, to business (including council) use as well as for residents and facilitated via the travel planning process for all businesses and developments.
- 4.3.8 This and the car share scheme could be established as part of the implementation of the Site development as the initial phase to be developed via the SUEs and existing activities in Yeovil. Parking provision will need to be made for the car club in a way that facilitates ease of access from all parts of Yeovil. This could be considered as part of any car parking strategy as could the provision for car share spaces. Further advice can be found on this subject via Carplus for example. The opportunity should also be taken to provide electric cars within a pool as

this could actually achieve increased membership i.e. initial cost of purchase may put individuals off of buying, but the low running costs of electric cars and the 'being seen to be green' element may act as a strong incentive.

### ***Parking standards***

4.3.9 When deciding what the appropriate parking standards should be for the Site, given its location, the following factors should be considered:

- The proximity of the Site to many facilities in the town centre
- The proximity of the Site to local schools, community facilities and major employment areas
- The way in which the Site could be designed to encourage use of local facilities and their access through walking, cycling and use of public transport
- The amount of space within the Site which would be required to provide parking standards of 1 space/dwelling
- The cost of providing a parking space for every dwelling – parking in an undercroft is likely to cost £14-20,000 per space
- The evidence that 50% of those living in current new developments in the town centre did not feel the need to own a car
- The fact that these residents undertook 60% of their journeys on foot
- The need to start to change perceptions of parking and car use in the light of local emissions, climate change and reducing CO2 levels, rising fuel prices and improving public transport viability

4.3.10 Taken together these factors provide a compelling case on this Site to reduce standards to 0.5/dwelling and ensure that those moving into the Site are clear that alternative locations to park are not available in the immediately surrounding area.

## **4.4 Dealing with displaced car parking, ensuring town centre viability**

4.4.1 Since the Site includes five of the existing public off-street car parks displacement of vehicles to other places is a major issue for any development proposal. It is understood that options for the redevelopment of sites which are in council ownership may appear to be easier than those which involve land assembly. However, there are several reasons why this may not be the easy option that it at first appears. Firstly, the public will attach a value to the existing car parks and may therefore resist their loss, particularly in the absence of alternatives or a defensible way forward. Secondly, existing businesses in the town centre may oppose the loss of car parking which is seen as vital to support the viability and vitality of the retail centre and finally, there may be a loss of a valuable source of income to the local authority. If this approach is to be pursued it is vital that the issue of displaced parking is dealt with effectively initially, at the very beginning, and is the subject of debate and agreement with those who are likely to be most affected. Decisions on parking overall are crucial to the whole form and nature of development on the Site and the phasing.

- 4.4.2 The analysis of the current use of the car parks on the site has indicated that there about 50 short term and 50 medium term (up to 5 hours) spaces would need to be found to accommodate the loss of space on the development site. Given the available capacity at the remaining car parks in the town centre, including those in private ownership, it seems that these could be shifted to alternative locations. The introduction or amendment of the existing tariffs could also be used to further amend driver behaviour by reducing overall demand or shifting it to times of the day in which there is sufficient capacity to cope with the extra vehicles.
- 4.4.3 The biggest challenge of the redevelopment of the site will be the loss of the Stars Lane car park for long stay parking. This is likely to result in the displacement of some 200 vehicles into other locations. Since the other long term car parks are well used there is very limited spare space elsewhere to absorb this demand. The only car park which could provide some additional capacity would be that at Huish Old Pool by removing its exclusive use by season ticket holders. Since season ticket holders do not necessarily make use of their spaces all the time it can mean these spaces are both under-used and the income may also be less than would be achieved through charging on a daily basis. Furthermore, the ability to purchase a season ticket can then encourage car use rather than providing users with a daily opportunity to consider whether or not their journey is necessary or they could do it on another mode. Although there may be less choice for those coming into Yeovil from the surrounding rural area the encouragement of home working could be one means of reducing the demand for long stay parking.
- 4.4.4 Without further information (which may be available from a more detailed analysis of income and ticket sales data) it is not possible to know how many of the spaces are occupied all day as opposed to being medium stay spaces. If it is assumed that 80% of the use is long stay, i.e. more than 6 hours, it would give rise to a need for 160 long stay spaces. However, if prices were to rise, the number of season tickets reduced, other incentives provided for car sharers and home working encouraged it is likely that demand could be reduced by a further 10-15%.
- 4.4.5 This would still mean that approximately 135 spaces need to be provided as a replacement. However, it should not be necessary to provide them on a site that is so close to the town centre, in fact given the LSP/UWE report it would be better not to, to encourage more walking. In order to provide a more robust assessment of the loss of the Stars Lane Car Park, to verify the ability of the other town centre car parks to accommodate the demand for short and medium stay parking and to consider where best to provide alternative long stay parking it would be helpful to have the following information:
- The capacity, pattern of use and management arrangements of the Tesco car park;

- The pattern of use and potential spare capacity of the Quedam car park;
- The pattern of use, potential spare capacity and management arrangement of the Leisure Centre car park;
- The pattern of use throughout the day of the Stars Lane car park;
- The proportion of parkers in the Stars Lane car park who park for 6 hours or longer;
- The purpose of journeys of those who park in Stars Lane;
- The origins of those who park in Stars Lane.
- The use of the Stars Lane car park in the evening and on Sundays when the parking is provided without charge.
- Whether there is alternative parking available for evening use close to the cinema and leisure centre
- Whether and where there may be alternative parking for those attending the Gateway centre on Sundays.

4.4.6 An alternative site (or sites) to replace the Stars Lane car park should be found which serves the needs, as estimated by an assessment of the above information, and is within 10/15 minutes walk of the destinations of the majority of the users. It does not need to be closer as this is a reasonable distance to walk if the parking is for long stay. No costs have been identified for either replacement parking off site or seeking to replace these spaces on site through undercroft/decking but the latter is likely to be expensive and could affect the viability of the development.

4.4.7 In addition, there is the expectation that the town will grow further in the future. This could increase the demand for long stay car parking unless those developments also address the issue of providing adequate alternatives and encourage the use of walking, cycling and public transport, particularly for work journeys and which generate the need for long term parking. Given the policies and proposals for this Site and those of the SUE's this should be the case. A very active approach to travel planning requirements for all new developments as part of the planning process will be important as will supporting other voluntary travel plans for instance via the LSP or a similar group.

### ***Management of car parking***

4.4.8 A robust strategy which prioritised the objectives and took a more radical approach to the management of the publicly available parking stock within Yeovil would have a profound effect on the way in which the development of the urban village site is taken forward. Ideally a partnership of public and private sector operators and owners should come together to agree how the parking stock can be managed to the maximum long term benefit of the town as a whole consistent with the wider objectives. This would include such items as:

- Agreeing tariffs
- Providing access at different times of the day
- Ensuring a fair distribution (both geographically and numerically) of short, medium and long stay spaces
- Agreeing priorities for enforcement.

### **4.5 Securing the alternatives to travel**

4.5.1 The success of reducing car dependency depends not only on making it explicitly more costly and less convenient to own a car (as in reality it is) but also on the provision of effective alternatives which support behavioural change and provide residents with real and attractive choices. There is a perception by many that it is not possible to provide effective alternatives but there are many cases across the country in both urban and rural environments where people have changed the way they travel or reduced the need to travel.

4.5.2 In respect of the latter, there is an increasing tendency nationally for more people to work in part or wholly from home. The scope should be provided within all developments and particularly on this Site for this to be a real and practical possibility by ensuring both adequate space and fast broadband connections. At present, the number of people working from home in Yeovil is not as high as in other parts of the country.

### ***Walking and cycling***

4.5.3 From the perspective of this Site a priority must be to ensure effective and safe walking routes from all parts of the Site to: schools, the town centre, the country park, health facilities, shops, public transport and where possible employment areas. An illustration of how this can be done is set out below. The site needs to exploit its proximity to public services e.g. health, schools, the bus station, as well as other retail and leisure facilities through direct links. Research by Sustrans<sup>24</sup> has shown that walking and cycling routes have a substantially greater benefit-to-cost ratio than typical transport schemes; 20:1 rather than the typical 3:1 for rail and road schemes. This is further supported by the Department of Health report 'Value for Money: An economic assessment of investment in walking and cycling' which points to a 13: benefit-

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<sup>24</sup> Economic Appraisal of local walking and cycling routes, Sustrans, 2006

to-cost ratio from its research of walking and cycling improvements over the standard 2:1 which is considered by the Department for Transport as 'high' value for money.

- 4.5.4 In addition to walking, safe and convenient cycle routes should be a core part of the design of the Site plus they should be part of a wider cycle network for Yeovil that links residential areas to employment areas, and the town centre, as well as to rail and bus links. Not only do the routes need to be identified and conform to best practice in design<sup>25</sup> but they need to be accompanied by good quality covered cycle parking facilities at the destination as well as within the residential area and home together with quality information. All units on the Site should have the provision to store a bike for each member of the household (or in the business) which is easily accessible and safe. Common storage areas within the Site may be the best way of meeting this need if secure and accessible.
- 4.5.5 The town centre needs to be an attractive place encouraging residents, shoppers and tourists to visit with its high quality safe environment. To ensure that residents of the new developments walk to their local amenities, the Sites need clear linkages with the town centre along key desire lines with a continuous quality and accessible public realm environment. There have been a large number of studies of the built environment's effect on walking and cycling and they consistently show that pedestrian and cycle friendly streets with good quality street design encourage greater use of walking and cycling. Increasing the permeability and legibility of Yeovil as a whole for both pedestrians and cyclist will not only encourage more use of these modes but would create a more 'people friendly' and safer feeling town due to increased non car movements. The Commission for Architecture and the Built Environment states that neighbourhoods need to meet the needs of all user and not just drivers to encourage greater walking and cycling. Through making the area more walkable - increasing the visibility and number of pedestrian movements - traffic speeds will generally be lower as drivers perceive the areas of higher pedestrian movement as more hazardous and therefore slow down. This can be evidenced by the work in Kensington High Street, The Strand and in the many shared surface town centres in the UK and in Holland which have increased the footfall as those walking feel they have priority. Transport for London have conducted a number of studies of areas focused on valuing the urban realm<sup>26</sup> which have shown that streetscape interventions that enhance the urban environment produce measureable benefits to the local economy, health, social wellbeing and safety. The promotion of local heritage and character throughout the town centre and linking this through to the public realm i.e. through choice of pavement/ surface cover/ lighting/ street furniture and signage as has happened in part, areas within the town can be increasingly integrated thereby

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<sup>25</sup> See guidance by Sustrans and DfT

<sup>26</sup> Valuing Urban Realm – Business Cases for Public Spaces' for Transport for London in 2006 by Accent and Colin Buchanan and secondly research on the relationship between street quality and property value for Design for London by MVA Consultancy in 2008

giving users a welcoming and attractive walking environment. This quality environment and image of the town will encourage inward investment and more visitors.

- 4.5.6 The walking and cycling guides produced to date are a key part of any plan to improve the number of people walking and cycling in Yeovil. These can be further developed through improvements in the public realm and more marketing to encourage uptake as well as clear signposting for pedestrian and cycle users. There has been considerable work undertaken on the health benefits of walking and cycling within South Somerset and this work needs to link in with the further improvements to the public realm environment and the increased marketing of the walking and cycling routes through the town.
- 4.5.7 From the data available (see earlier) journeys of less than a mile are commonly walked by Yeovil residents but for journeys of 1 to 2 miles car use is the main mode of transport. The Yeovil Town Centre Urban Development Framework states that most AM peak trips within the town centre are less than 5km (2,100 trips) with 40% of these being less than 3 km. Yeovil has a very viable 'market' in which to encourage a change of travel mode through promoting a change in behaviour and improved facilities. Through partnerships with schools and businesses these AM peak short distance users can be targeted with bespoke information promoting increased use of walking and cycling as modes of travel. The most effective way to encourage more cycling is through traffic and speed reduction measures which ensure cyclists have a safe environment in which to travel, along current routes and not through extended non-direct diversion off the main roads. There is no need for specialist on/ off road cycle facilities if the road network in place is people-orientated rather than vehicle orientated as this will ensure it is a cycle-friendly environment.



4.5.8 Yeovil's urban area has been classified as an Air Quality Management Area and as such any decrease in car use would have a beneficial effect on the air quality of the town as well as the general attractiveness of the town centre. This aspect, together with the physical exercise aspects of walking and cycling, will both have substantial benefits for the health of the community.



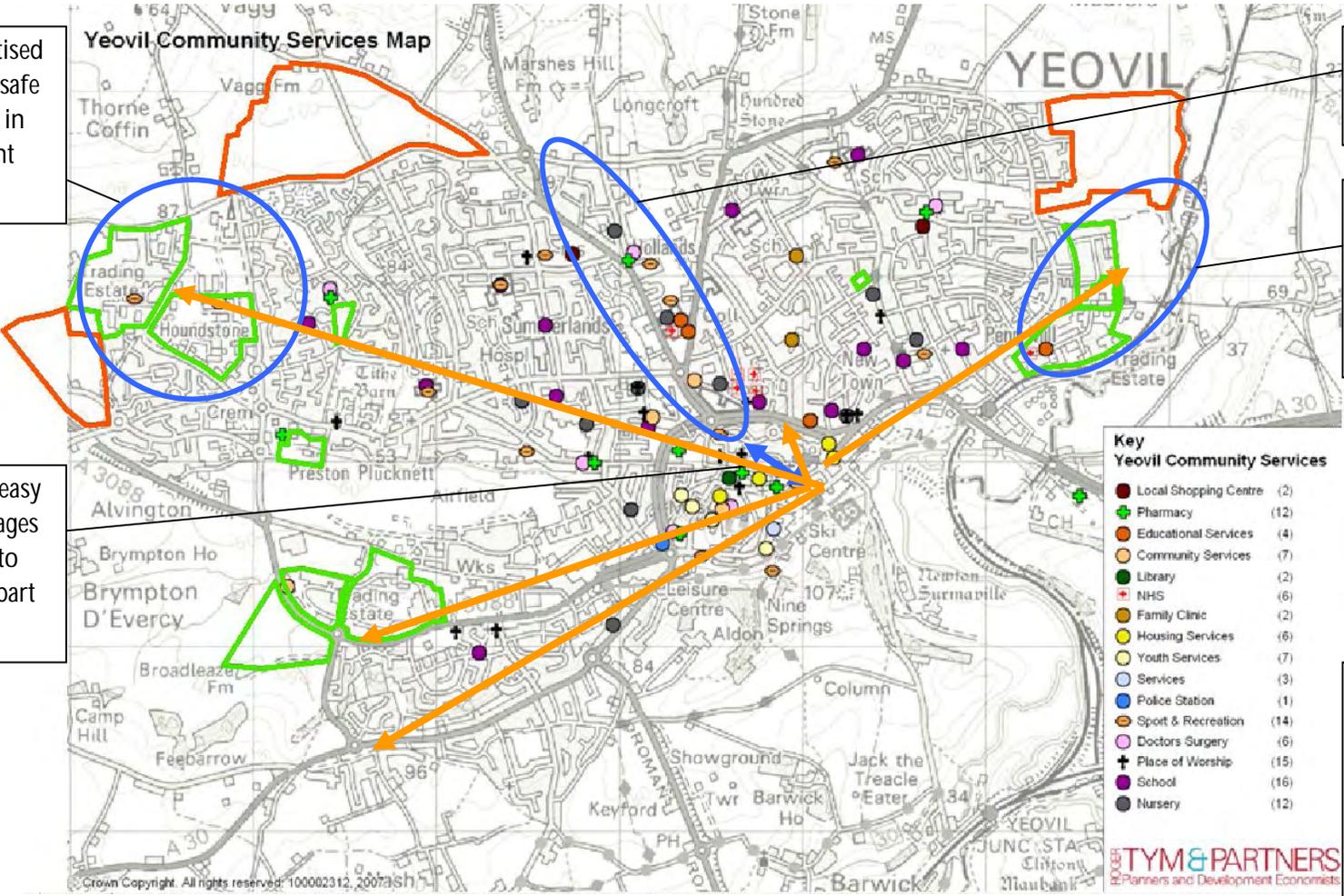
**Illustrative public transport and cycle linkages**

Ensure advertised cycle routes/ safe routes extend in to employment zones e.g.

Improved cycle linkages to the North

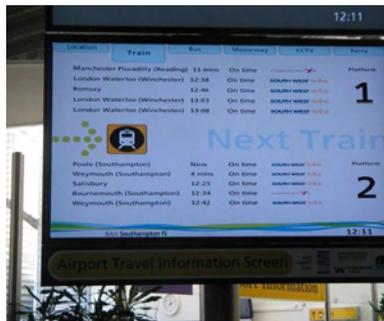
Extend cycle route/ advertised suitable routes for cyclists further east

Ensure good easy to access linkages from the site to the northern part of Yeovil



**Effective and accessible public transport**

4.5.9 Securing an effective and accessible public transport network will be critical to Yeovil’s sustainable transport strategy. As highlighted above, the current network does not meet the needs in terms of routes, frequency, information, costs or convenience. There is now the opportunity for the authorities (SCC/SSDC) to enter into a Quality Bus Partnership<sup>27</sup> together with the operators, key businesses and other stakeholders (e.g. hospital/college/AgustaWestland etc.) to secure a better network that meets everyone’s needs. Through this process, given that some bus routes within Yeovil are currently operated on a commercial basis, it should be possible to develop a business case and improve the financial sustainability of the whole network on the basis of substantially enhanced use. The focus would need to be on Yeovil initially with the possibility of improving key routes that meet the needs of those on main travel to work corridors in the surrounding catchment area as well as inter-town movements. Public transport needs to feed the key employment sites, public transport hubs, the town centre and other key attractors. Improvements in information, buses, bus station, waiting facilities as well as frequency and cost will all be critical but such changes have been achieved elsewhere with clear positive outcomes. The Site itself cannot resolve this current deficiency but again it can be the catalyst to action. To provide good access by public transport to all of the Site buses need to be routed along Summer House Terrace following an analysis of key public transport corridors. Bus stops should be provided for these services on Summer House Terrace, with clear real time information and quality shelter. As illustrated in the UWE report improving public transport has to be co-ordinated and integrated into other actions to be successful.



<sup>27</sup> Local Transport Act 2008

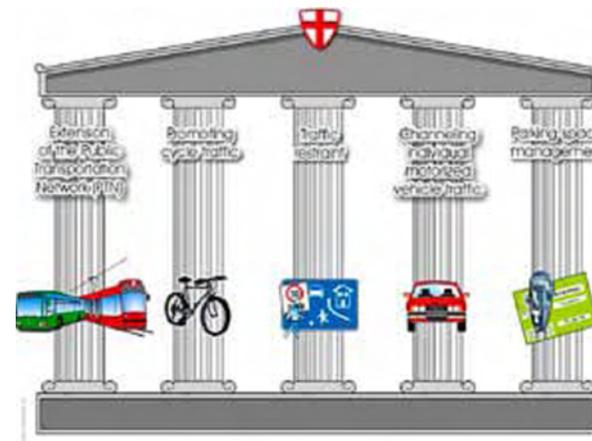
- 4.5.10 Yeovil wishes to grow substantially within the next 20 years, both in residential and commercial terms, and therefore needs to attract small and large employers to the town. The new developments need to support bus/train use as part of their travel planning and as such they need confidence in the current as well as future systems to be in place. To ensure occupiers are able to use sustainable travel patterns as soon as they move to the site, public transport needs to be in place. In Caterham, the developer set up a bus service linking to the town centre after 50 homes had been constructed and agreed to buy and run the bus service for five years achieved through a section 106 agreement thereby encouraging a reduction in car usage from the development. The service was run at regular intervals and contributions towards the running of the bus were included in the village's management fees. To encourage greater uptake residents, visitors and businesses were provided with travel vouchers. The service continued to run post the developer funding ending due to its popularity with, at that stage, the shortfall being picked up by the County Council. The current service to the western employment areas is such that the town's current main employer, AgustaWestland, has chosen not to include increased bus use as part of its draft travel plan as it does not feel the services at present meet the needs of its employees. The bus services connecting the town and the major attractors, especially the employment sites, need to be reassessed to meet the demand of a changed and changing employment and development landscape to ensure the services meet the needs of potential users. Through the evidence gathered from the large number of travel plans within Yeovil as well as other data on key travel commuter routes etc., a review of current provision could be undertaken to help develop future bus services that would support a larger number of employees and employers through either new routes or designated business buses from set locations. This should increase the viability of all services. There are also currently a larger number of journeys out of Yeovil at AM peak than into Yeovil and an increase in commuter journeys into Yeovil or residents remaining in Yeovil to work in future, whether for a local business or home workers, would make more sense from a local economic perspective. Moving these on to a quality bus network would add also to the viability of services. This could become a key aspect of marketing for the town attracting people and businesses to the area as a cutting edge town with good facilities for both its workforce and the businesses themselves.
- 4.5.11 As well as potential improving the routes, improving the times of services, increasing the marketing and the integration of the train network with other modes, could all increase the footfall at both train stations. Through increased linkages to other modes i.e. covered cycle shelters at key public transport locations, clear signed and pleasant walking routes to bus stops will improve the image and use of public transport within Yeovil and the surrounding area. Improved bus shelters and waiting areas, plus real time information at all stops, as well as an option to scan in and receive live web based travel information would increase the positive perception of bus travel. Increasing the use of joint ticketing between modes and operators would help remove one of the currently perceived barriers to public transport use as users wish for smooth transfers between modes. Joint ticketing can encompass both mode to mode and operator to operator. Given the number of operators in the

area a 'through' ticketing system allowing passengers to buy one ticket for their entire journey e.g. from the periphery of Yeovil to the town centre then out to another town. A through ticket simplifies the journey and would improve the perception of ease of use of public transport. There are already SmartCards in operation for concessionary fares and this is something that could be rolled out across public transport modes.

4.5.12 There is considerable experience in improving substantially the use and perception of public transport in this country and abroad. The results from the Sustainable Towns Initiative as well as submissions to the ACT 2010 Travel Planning awards process all demonstrate the potential for improvement as does the current work in St Albans on the Quality Bus Partnership. It is clear in all cases that a coherent and active approach to improving and promoting public transport can have a considerable impact on usage and satisfaction levels. Freiburg has taken this approach consistently over a period of more than 20 years. Their approach is confirmed by the findings in the UK, Holland and Scandinavia. The design of whole neighbourhoods e.g. Vauban, and Malmö, is based on walking, cycling and an extremely effective public transport system.

4.5.13 The five pillars in an integrated approach to public transport in Freiburg are:

- 1 - Public transport fare policy directed at increasing ridership
- 2 - Promotion of cycling to relieve congestion
- 3 - Home zone policy
- 4 - Car access control to restrict car mobility in towns
- 5 - Parking control to balance modal use costs



4.5.14 In Freiburg success of the public transport is measured by use – and it is very successful in both the urban and rural area. However, from the research undertaken here and elsewhere it is clear that action has to be consistent across the integrated areas covered above and also include incentives as well as constraints. Yeovil will need to adopt the same approach to be successful.

## 4.6 Approach to junctions and highway design

4.6.1 People's perception of how accessible a place is for walking, cycling and public transport is strongly influenced by highway design. In the past the focus on highway design has been on improving access and safety for movement by car. Following considerable work over the last 15 years this approach has begun to change as highlighted in the Manual for Streets publications<sup>28</sup>. It will be important that all new development is designed in future on this basis and that some current road schemes are reconsidered to increase their "permeability" to non car users. In relation to the Site this is particularly important in respect of the Stars Lane junction with Summer House Terrace.

### *Junction Stars Lane/Summer House Terrace*

4.6.2 As it stands this junction appears very focused on car movements and together with Summer House Terrace are perceived as a barrier to walking and cycling from or to south of the Site. The junction should therefore be reviewed and re-designed to be a simple cross roads with minimal facilities for turning traffic and improved crossing facilities for pedestrians and cyclists. In particular, pedestrian and cycle routes between the town centre and the cinema complex, the country park and the new residential development on the south-west corner of the junction should be strengthened. Approach widths for traffic should be reduced and land gained from these changes should be included in the development site, used to provide facilities for cyclists, buses and/or provide opportunities for improved landscaping and "greening" of the street scene. The principles used in a redesign should comply with those set out in the recently published "Manual for Streets 2". It is not possible within this report to look in detail at the junction as it is beyond the scope of the project but the diagram below illustrates an approach that could be followed subject to further detailed work.

4.6.3 The opportunity should be taken to redesign this junction using the principles set out in Manual for Streets 1 and 2 (MfS1 and MfS2). For example, MfS2 suggests that where HGVs and buses make up only a small proportion of traffic flow lanes of 2-2.5m may be adequate at traffic signal stop lines. It states that lanes wider than 3m are not necessary in most urban areas carrying mixed traffic. MfS2 also provides examples of where the dimensions of junctions have been altered, making it easier for pedestrians to cross by providing simple straight crossings that follow desire lines and central refuges which do not involve kerbs or negotiating dog-legs surrounded by guard railing (see example on P61). The Stars Lane junction would benefit considerably from such a redesign to improve connectivity for pedestrians between the town centre, the Leisure Centre and the Country Park and enable some space to be given to cyclists and for landscaping and appropriate street furniture in the area. The approach width to the traffic lights on Stars Lane itself could also be narrowed, to 2-2.5m. This could

<sup>28</sup> Manual for Streets 2 - Wider Application of the Principles, CIHT and DfT, 2010 and Manual for Streets, DfT and CLG, 2007

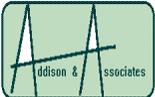
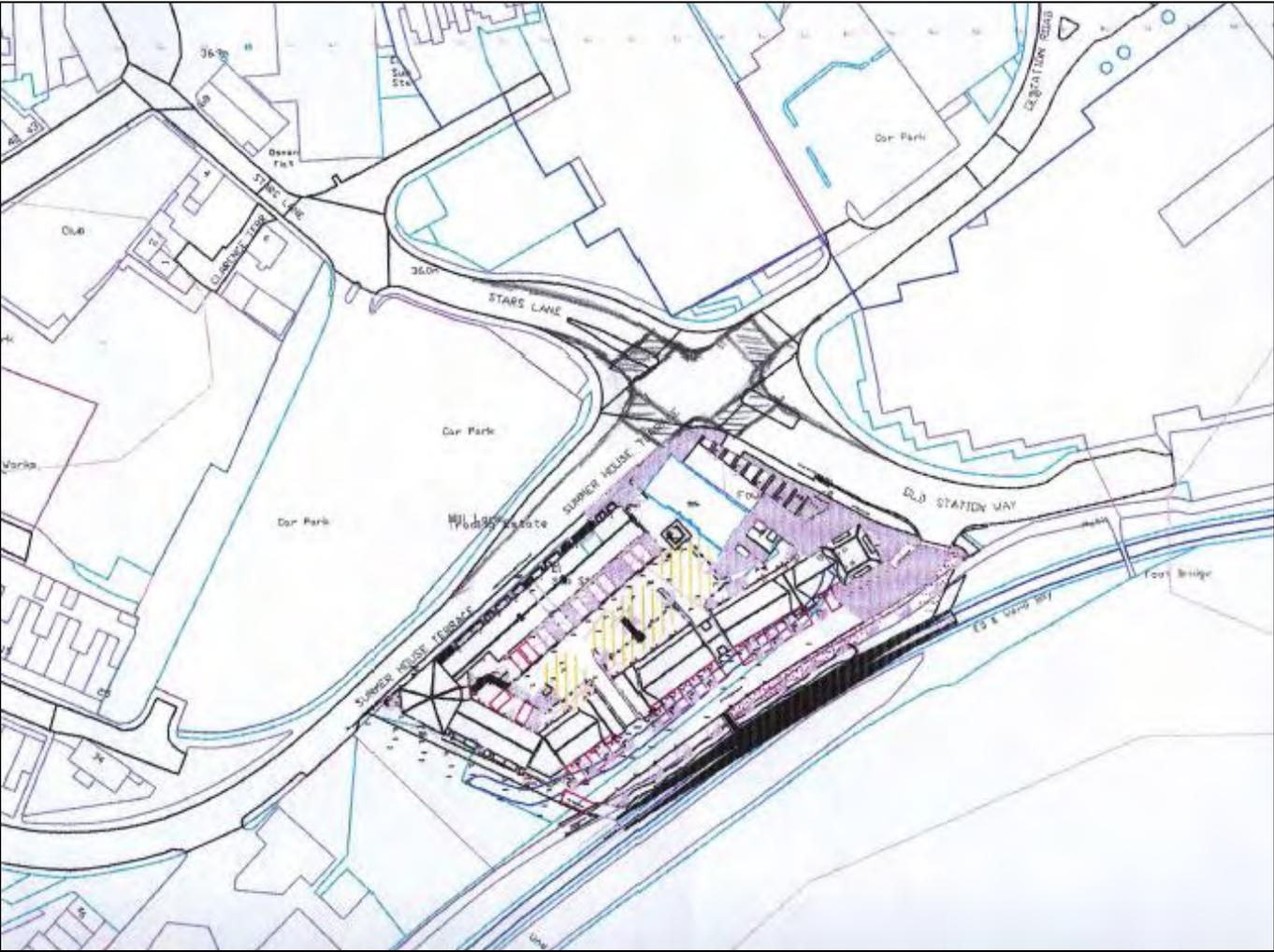
provide opportunities for some on-street parking away from the junction which would make use of existing carriageway space on Summer House Terrace and also further reduce speeds on this link. Parking should be very limited if at all on Stars Lane so its focus is on pedestrian movements and providing space for sitting out etc. near restaurants on this route. It will be important for Stars Lane to feel that people have priority. Any parking provided on Stars Lane would be best laid out parallel to the kerb.



4.6.4 Within the Site itself the streets should first be identified for their place in a movement and place hierarchy – in line with the principles set out in MfS1. With the possible exception of Stars Lane itself they will all be minor roads, which could be described as having low to medium movement and place functions. MfS1 suggests providing descriptive terminology for streets which define the character of the street. These can include definitions such as boulevard, avenue, and mews. In this case the width of streets should be reduced and shared surfaces provided wherever possible with the aim of keeping traffic speeds below 20 mph to reflect their role as part of a residential area where vehicles should not predominate. Children playing, people sitting and those walking should have priority. Parking spaces should be provided in blocks and can either be at right angles to the buildings, or in an echelon arrangement. The width of the streets will depend to some extent on the height of the buildings – MfS1 recommends a minimum and maximum height to width ratio of 1:1 and 1:1.5 for minor streets. A width of 3.7 m is sufficient to allow access for emergency vehicles and other larger vehicles servicing the Site and can be part of a shared surface. Providing connectivity through the site rather than cul-de-sacs, will reduce the need for such vehicles to turn round and/or reverse

and has the benefit of providing better routes for pedestrians and cyclists. Accommodating the needs of refuse collection is a major consideration on the Site and a subject that is discussed in MfS1 at some length (p 76-77). The largest vehicles ideally require a street width of 5 m but smaller widths are acceptable where on-street parking is discouraged or well managed. A street layout that minimises the need for reversing and one where there are collection points for residents can reduce the requirements for road widths that have a detrimental impact on the quality of the place. If waste is to be managed in the method used for example in Malmo or parts of Copenhagen, where it is collected in central locations or by pipe moving it underground, then the need for access to the site by refuse vehicle is removed. However, emergency vehicles will still need access as will removal etc. vehicles so the same principles apply.

*Illustrative diagram of Stars Lane/ Summer House Terrace junction*



## 5 The choices to be made – the way forward

### 5.1 The way forward

- 5.1.1 Many people and organisations claim to be committed to delivering development which is more sustainable in transport terms. However, when the implications of this are then set out, for example in terms of parking standards, there is frequently resistance to making the changes that will be necessary. The reality is that if sustainable access is to be achieved development cannot be delivered in the same formats that have been promoted in the last 20-30 years. This means that the attitudes of those building and purchasing new homes needs to change as does that of those who will be negotiating schemes with developers and making recommendations through the planning process. This Site, if developed on the eco-principles, could create the confidence for other sites to follow by demonstrating how to deliver.
- 5.1.2 Making changes will require strong consistent political leadership. It needs those who will be prepared to make decisions that may be unpopular in the short term because they are convinced that they will deliver long term benefits. If the urban village is to be an exemplar it will mean being prepared to think big, to think beyond the Site itself and working to seek the support of all sections of the community. It will involve doing things differently and being prepared to take risks. This will feel particularly difficult in the present climate when resources are scarce and the housing market is weak. It will therefore be very important to set out clear goals and objectives and ensure consistency in moving towards delivering.
- 5.1.3 The schedule below sets out an initial action plan and recommendations following on from above. It works from the premise that the authorities and communities wish to really promote a sustainable village where no more than 50% of all journeys are by car as this is clearly achievable given the evaluation of the information provided. It identifies actions by the different authorities and agencies relevant as well as looking at action at different spatial levels as achieving sustainable transport cannot happen at the Site level alone. The full range of different actions need to be taken consistently and coherently at the following spatial levels:
- Yeovil and its catchment area
  - Yeovil town
  - Yeovil town centre
  - The Site
  - The individual property unit or home

- 5.1.4 If sustainable transport is to be realised in Yeovil and become “the norm” where practical thereby facilitating more effective car movement where it is necessary, and this Site is to be the “exemplar”, in summary it will be important to:
- Design out the need for a car by providing effective alternatives which are easily reached and used across Yeovil town simultaneously with action on the Site specifically
  - Ensure that the Site has substantial distinctiveness and not more of the norm in terms of its layout
  - Maintain the principles around sustainable transport throughout the design, negotiation and marketing highlighting the strengths and benefits
  - Redesign the local highway network and junction so that the perception is changed for being primarily for use by cars at speed to one where people walking or cycling feel comfortable
  - Design all homes and other uses to promote the use of cycles or walking rather than the car by:
    - Providing cycle facilities for all potential users in the home or close by which are secure
    - Provide real time information via broadband facilities
    - Instigate personalised travel planning as part of marketing
    - Provide for home deliveries in a secure area
    - Provide for the opportunity to charge electric vehicles on site
  - Through a widely based Quality Bus Partnership look to improve the provision and perception of the bus network including frequency, routing, costs, viability, information, ticketing etc.
  - Consider the phasing of development in relation to the resolution of the wider approach to parking and the ability to improve the perception of sustainable transport modes
  - Link the marketing of the Sites to the launch of a sustainable transport campaign in Yeovil
  - Research the opportunities for funding for the development and delivery of sustainable transport through innovation and exploiting a combination of opportunities.
- 5.1.5 The promotion of sustainable modes will reduce the overall area's car dependency thereby lessening the potential impact of the proposed increase in population on the town's transport infrastructure. It will also be important in the context of attracting people to move into the Site, the SUEs and to move about the town without the need for a car. Travel planning for all new developments will enable the district to manage the impact of greater movement of people within the confines of the current transport infrastructure. Through incorporating sustainable travel measures into the plans for each site at the beginning, before occupation, the new occupiers will have access from the

moment they move in to access sustainable modes linked to their development thereby encouraging and promoting good travel patterns from the start.



## 5.2 Funding and deliverability

5.2.1 The deliverability of the action plan will depend on the following:

- Commitment from all key parties and setting up the appropriate delivery arrangements
- Leadership
- Programme and project management as well as governance
- Collaborative action
- Innovation and creativity
- Risk taking
- Exploitation of all available resources

5.2.2 In terms of funding it will be essential to combine resources from all relevant public sectors and from the private sector. The use of a partnership approach across all sectors will provide the opportunity to pool resources and think creatively about all potential funding streams. It will be essential to any public sector bids as the Local Transport White Paper indicates that this approach is more likely to be successful in the current restricted financial climate. Utilising the “place based” budgeting approach in relation to the public sector could allow access to health, education, employment and local government funds for both revenue and capital. There is also the potential of the Regional Funding

Allocations, the Local Sustainable Transport Fund, the Integrated Transport and Highways Maintenance Block as well as possibly other public funding routes as the current public funding arrangements become clearer. The Local Sustainable Transport Fund focuses at projects that involve a package of measure which is what is being proposed for both the eco-village site and Yeovil itself and the scope it offers and the criteria given need to be analysed to see if this fund could benefit Yeovil as a whole. Many of the action plan issues are within the scope of this fund. It will be important to be clear as to the split for transport funding between the development and the wider needs of the local area in terms of sustainable transport.

- 5.2.3 The opportunities also exist through better development and use of the Community Infrastructure Levy, the development of the Infrastructure Delivery Plan as part of the LDF and via section 106 agreements as well as the New homes Bonus. The maximum use of an effective travel planning process could also resource – the provision of expertise, improved facilities and services, better information collection and evaluation, and increasing understanding and ownership of the whole approach.
- 5.2.4 From activities elsewhere in the country public transport operators are increasingly interested in participating in enhancing the whole experience and will support improvements when part of a wider strategy and partnership. They, together with local employers and services, could also assist in providing resources to implement the action plan. It will be for the partnership body established as one of the initial actions suggested to develop the relevant funding sources, phasing and priorities.

5.3 Action Plan

Aim and objective	Location	Recommendations for action	By whom
<p><b><i>Create excellent pedestrian networks</i></b></p>	<p>Within the site</p>	<p>Ensure that the design of all elements of the new development put access on foot as the first priority along pedestrian desire lines.</p>	<p>Masterplan should identify key routes</p>
	<p>Between the site and the surrounding area</p>	<p>Create clear physical links to the key destinations near the site – town centre, public transport services i.e. bus station, local schools, leisure centre, and employment facilities Provide safe crossing points across Summer House Terrace</p>	<p>Prepare full pedestrian strategy – work with SCC/SSDC  SCC/SSDC</p>
	<p>In the town centre</p>	<p>Improve attractiveness and usability of the town centre and its pedestrian network through linked designed connections within the town centre and to the outlying neighbourhoods Improve pedestrian network signage to key attractors aiming at both residents and visitors</p>	<p>S Prepare full pedestrian strategy – work with SDC/SCC</p>
	<p>Across Yeovil</p>	<p>Increased promotion of walking as a mode of transport for pleasure, business and promoting health. Working across Yeovil and the Site concurrently actively initiate programme of behaviour change alongside improvements to travel alternatives Encourage greater use of walking as a mode through the use of shared surfaces, greening and good lighting  Integrate requirements into all travel plans</p>	<p>Partner with major employers and other key stakeholders such as education and health providers – work with the LSP to increase walking  SCC/SSDC  SCC/SSDC</p>

Aim and objective	Location	Recommendations for action	By whom
<p><b>Improved provision for cycling</b></p>	<p>Within the site</p> <p>In the town centre</p> <p>Across Yeovil</p>	<p>Provide cycle routes within the site</p> <p>Provide secure, accessible covered cycle parking at all individual developments- within the home/business or safe and nearby</p> <p>Provide secure covered cycle parking in the town centre in locations that are convenient, obvious and are well signed (including within pedestrianised areas)</p> <p>Improve connections between the Site and key destinations and ensure they are clear and visible</p> <p>Provide new cycle routes – including through Country park and to the rail stations</p> <p>Improve signage of cycle routes both through the provision of cycle maps (including cycle routes and safe cycle corridors) and signage of routes on the ground</p> <p>Promote bespoke maps of routes to key locations i.e. schools/ hospitals/ main employment areas showing safe cycle/ walking routes – ‘attractor maps’.</p> <p>Advertise the use of Transport Direct as a means of accessing Yeovil cycle planner information</p> <p>Provide more covered cycle parking and facilities for cyclists at key destinations including employment, health, retail and education sites across the town.</p> <p>Incorporate cycling provision in all travel plans</p>	<p>Masterplan/developer</p> <p>Design for units - architect</p> <p>SCC/SSDC</p> <p>Partner with major employers and other key stakeholders such as education and health providers – work with the LSP.</p> <p>Obtain through travel planning work via planning process. Continue working with Sustrans to achieve town centre to Yeovil Junction Route</p> <p>Utilise Quality Bus Partnership process to gain support and information</p> <p>Work with major attractors through travel plans to produce destination based information.</p> <p>SCC/SSDC</p>



Aim and objective	Location	Recommendations for action	By whom
<b><i>Improved public transport and information about services</i></b>	Within the site  Across Yeovil	Identify the best location for bus stops and associated infrastructure – ensure includes real time information and shelter  Analyse and improve current bus links between the Site and key destinations in other parts of the town – employment areas, hospitals, schools, retailing on western fringe  Improve links to railway station  Provide residents/occupiers with real time information access via broadband access in the home  Improve bus stops with bar code technology to enable passengers to get real time information on the service they require  Improvements to the bus station – especially waiting and interchange areas  Develop a new integrated and comprehensive public transport network	Masterplan/Developer  Partnerships with key stakeholders and operators through Quality Bus Partnership          SCC/SSDC/LSP/Quality Bus Partnership
<b><i>Agree optimum level of on-site parking</i></b>	On site	Parking standard of 0.5 spaces/dwelling  Provide design for shared spaces, not allocated parking.  Consider appropriate rental fee per space per year and incentives for residents to Not take a parking place e.g. by charging for parking separately.	SSDC Masterplan/developer

<b>Aim and objective</b>	<b>Location</b>	<b>Recommendations for action</b>	<b>By whom</b>
<b><i>Replace lost on-site parking</i></b>	On site  Town Centre  Elsewhere within Yeovil – close to but outside the town centre	Undertake further surveys of the use of Stars Lane car park and some other car parks in the vicinity of the site. Accept displacement of short and medium stay parking to other parts of the town Carry out site search for long stay car parks for up to 135 spaces (but reviewing the requirement in the light of data and evidence collected)	SDCC/SCC to undertake development of holistic parking strategy SSDC  SSDC to commission surveys to be undertaken early in 2011 but avoiding school holidays
<b><i>Improve the management of car parking through a more holistic approach</i></b>	Across Yeovil	Review existing parking strategy and tariffs Consider CPE Develop a more holistic approach to management by including private sector providers	SSDC SSCD/SCC Discussions/partnership with Quedam, Leisure Centre and Tesco
<b><i>Reduce the capacity of the Stars Lane/Summer House Terrace junction</i></b>	Within site	Reduce road widths and reduce approach lanes to one in each direction, with the possible exception of a right turn facility from Old Station Road into Stars Lane, Remove islands, tighten corners to reduce major road impression Improve crossing facilities and reduce clutter Improve landscaping and possibly street furniture Accept increased congestion at the junction; expect some traffic to be diverted onto other routes.	SCC – to produce revised design  Developer to consider within design – temporary or landscaping approach could be used for low cost arrangement

<b>Aim and objective</b>	<b>Location</b>	<b>Recommendations for action</b>	<b>By whom</b>
<b><i>Travel plan for new developments</i></b>	Within Site	Require the production of a framework travel plan for the whole site and individual linked travel plans for each section of the development Ensure appointment of travel plan co-ordinator. Provide personalised travel information to all new residents and businesses Develop management arrangements Secure incentives/benefits and discounts for new residents to use public transport	Developer/SSDC  Work with operators
<b><i>Travel planning</i></b>	Yeovil	Implement an active travel planning approach on a voluntary basis and through the planning process to provide information on needs, support for mode shift, finance for improvements	SDCC/SCC
<b><i>Establish partnership and governance arrangements</i></b>	Across Yeovil	Set up a partnership body including major employers, services, operators and the local authorities to develop an agreed action plan and funding strategy	SSC/SSDC
<b><i>Car Clubs</i></b>	Within Site  Across Yeovil	Provide space for a car club within the site (with electric charging points) Establish the car club so services more widely in Yeovil e.g. hospital and major employers	SSC/SSDC + private operator  SSC/SSDC + private operator