

**Government Office for the South West**  
London to South West and South Wales  
Multi-Modal Study  
Participation Report No.3  
Cross-Regional Workshop, October 2000  
February 2001



**Halcrow**

Burderop Park Swindon Wiltshire SN4 0QD  
Tel +44 (0)1793 812479 Fax +44 (0)1793 845970  
[www.halcrow.com](http://www.halcrow.com)

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# 1 Introduction

## 1.1 *Context*

1.1.1 Halcrow was appointed by the Government Office for the South West (GOSW) in March 2000 to undertake the London to South West and South Wales Multi-Modal Study ('SWARMMS' – South West Area Multi-Modal Study). The overall aim of the study is to make recommendations for a long-term strategy to address passenger and freight transport needs within the key transport corridors between London and the South West of England and South Wales (M3, M4, M5, A303, A30, A38 and the parallel rail routes).

1.1.2 This will include, as and where appropriate, plans of specific interventions to address existing and predicted strategic transport problems in the study area, looking in particular at opportunities for reducing congestion by better management and modal shift, as well as options for taking forward focused improvements.

1.1.3 A comprehensive programme of stakeholder participation is included in the study process, involving workshops of invited stakeholders from across the study area and from a mix of involved and interested organisations. Workshops have been targeted at local and regional participants. The purpose of these workshops is to combine regional and local lay knowledge with regional and local expert and professional knowledge. Sustainable Futures, sub-consultants to Halcrow, lead the participation aspects of the study.

1.1.4 The Participation Programme for the Study has four phases. They are:

- Inception and Scoping Phase
- Problem Identification Phase
- Option/Solution Development Phase
- Recommendation Phase

## 1.2 *'Cross-regional' Workshop*

1.2.1 Following on from the three 'Design Group' meetings held during the inception/scoping phase, and the three sub-regional workshops held in July 2000, a consolidated 'cross-regional' workshop was held to take forward the problem identification and address the option development stage of the study.

1.2.2 The workshop was held on 13<sup>th</sup> October 2000, at the Thistle Hotel in Exeter, bringing together participants who had attended the three sub-regional workshops held in Bristol, Salisbury and Exeter in July 2000. The workshop provided a forum for participation across the whole study area.

1.2.3 A further series of regional workshops is planned at the recommendation stage, and will be discussed in detail in a subsequent 'Participation Report'.

### 1.3 ***This Report***

1.3.1 This report describes the outcomes of the 'cross-regional' workshop held in October 2000.

1.3.2 Chapter 2 outlines the workshop process, including attendance and tasks. Chapter 3 describes the outcomes of the workshop. Chapter 4 contains a summary of the findings.

1.3.3 There are three appendices.

- Appendix A contains the workshop attendance lists;
- Appendix B contains some of the documentation sent to participants prior to the workshop taking place; and
- Appendix C shows the workshop agenda.

## 2 Workshop Details

### 2.1 *Attendance*

2.1.1 Participants invited to the cross-regional workshop included all those who had been invited to the three sub-regional workshops. Some 350 invitations were sent to participants, and a total of 92 people attended the workshop. Appendix A has details of participants at the workshop.

### 2.2 *Aims of the Workshops*

2.2.1 The overall aims of the workshops were to:

- enable stakeholder groups across the study area (including both the South West and South East regions) to work together to develop options and solutions for the whole study area;
- enable stakeholders to offer views to the consultants on which combinations of options and solutions need to be taken forward to be ‘appraised’ in the next stage of the Study; and
- clarify which options and solutions have stakeholder agreement and where there are differences between stakeholders.

### 2.3 *Briefing information prior to the workshop*

2.3.1 A number of pieces of information were sent to those invited to the workshop. The full list of items sent to participants included:

- diagram of the study process, showing development of an overarching strategy (see Figure 2.1);
- letter briefly outlining the topics to be discussed in the workshop and initial suggestions for 14 elements that might be considered as components of the strategy options (see Table 2.1);
- summary of the strategic problems and issues in the study area (see Appendix B);
- summary derived from Participation Report No.1 (that outlined the result of the sub-regional workshops held in July 2000); and
- SWARMMS newsletter no.1.

**Table 2.1: '14' Elements of Potential Transport Strategy Options**

<b>Element</b>	<b>Details</b>
<b>(1) Local Action I</b>	To include those schemes and measures being promoted by local authorities, particularly through the Local Transport Plans, that are directly relevant to the SWARMMS study network.
<b>(2) Local Action II</b>	Intended to identify specific 'local' schemes and measures off the study corridors that could improve conditions on the corridors.
<b>(3) Demand Management I</b> (road tolling)	To comprise road tolling on a selection of the motorway and inter-urban trunk road network.
<b>(4) Demand Management II</b> (reducing the overall need to travel)	This will reflect increase education of 'hearts and minds', providing better travel information, and implementing land use changes to bring local facilities to meet local needs
<b>(5) Public Transport I</b> (rail line Waterloo-Exeter)	Upgrade route and relevant services.
<b>(6) Public Transport II</b> (rail line Paddington-Reading-Penzance, via Westbury)	Upgrade route and relevant services.
<b>(7) Public Transport III</b> (rail line Reading-Swindon-Bristol/S.Wales-Taunton)	Upgrade route and relevant services.
<b>(8) Public Transport IV</b> (bus & coach)	Includes expanded regional bus/coach network, linkages to local services and provision of new coachway facilities.
<b>(9) Sea &amp; Air</b>	Improved access to the ports and a wider choice of air travel.
<b>(10) Road Network I</b> (M25-Exeter via M3, A303 & A30)	Upgrading the road network to better cope with congestion. This will include the A303/A30 'on-hold' schemes
<b>(11) Road Network II</b> (M25-Bristol/South Wales via M4, then Bristol-Exeter via M5)	Upgrading the road network to better cope with congestion.
<b>(12) Road Network III</b> (Exeter-Penzance via both the A30 and A38 routes)	Upgrading the road network to better cope with congestion. This will include the A38 'on-hold' schemes.
<b>(13) Road Network IV</b> (making better use)	Small-scale measures to improve traffic flow and improve safety.
<b>(14) The Next Generation</b>	This seeks to look to the future and identify those technologies, techniques and social attitudes that may become prevalent in (say) 2030. Information and energy-use technologies are moving fast and we must try not simply to deal with an extrapolated set of 'today's problems' by imposing 'today's solutions'.

2.4

### ***Workshop Tasks***

2.4.1

The workshop was held for a full day, and divided into five sessions, starting with an introduction, when updates were provided on the participation programme by Sustainable Futures and an updated overview of the Study given by Halcrow.

2.4.2

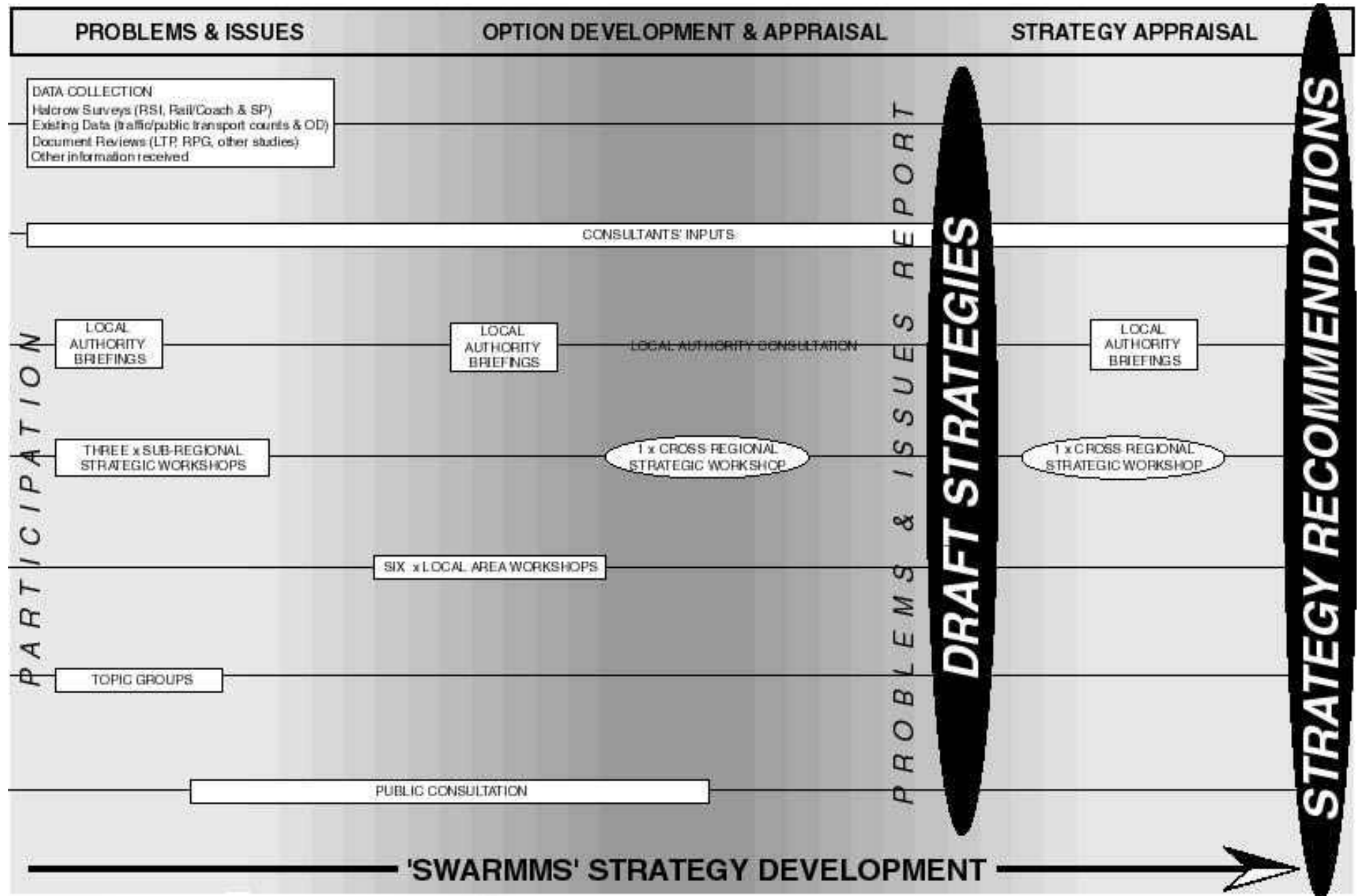
Following on from the introductory session, there were four other sessions during the day. These were:

- *Session 1* – presentation by Halcrow, on the key problems and issues identified, followed by a plenary question and answer session;
- *Session 2* – defining and agreeing the key elements that could form the basis for strategy options;
- *Session 3* – defining the strategy options for appraisal; and
- *Session 4* – working on some of the strategy option details.

2.4.3

Details of the individual sessions, plus the outcomes, are contained in the next chapter. In addition, the full workshop agenda can be found in Appendix C.

Figure 2.1: The Study Process



## 3 The Workshop

### 3.1 *Session 1: Presentation by the study consultants*

3.1.1 The purpose of this session was to inform the participants of the key findings of the study so far, so that the participants would be informed for the next stages of the study.

3.1.2 The Halcrow project manager gave a presentation that summarised the key problems and issues that had been identified from a number of sources in Phase 1 of the study (see Appendix B for details). The sources included the previously held sub-regional and local participation workshops; note that Figure 2.1 shows all the information sources.

3.1.3 The presentation discussed key problems and issues in the study area (including what is working well in the study area), highlighting areas of agreement and tension, and leading into and the next stage of the study. Problems were outlined in terms of key modes of transport (rail, bus/coach, road, freight, and sea and air), and in terms of multi-modal problems and environmental problems.

3.1.4 Following the presentation, the workshop participants were invited to ask questions for the purpose of clarification.

### 3.2 *Session 2: Defining and agreeing the key elements*

3.2.1 The purpose of this session was to check the level of broad agreement on the 14 elements put forward in the information sent to participants prior to the workshop. It was proposed that these elements could form the basis of developing a number of strategy options for appraisal in the subsequent stage of the study.

3.2.2 In Step 1 of session 2, participants were asked to check through the list of elements, firstly asking a number of questions and, secondly, discarding any they disagreed with and adding any new elements they thought should be included on the list. Each of the elements was written on a card for each table and sticky notepaper provided for extra elements and comments.

3.2.3 In Step 2 of session 2, participants were asked to bring the cards with the elements on and cluster these on a 'wall', so that all the participants could see comments of others, and to help collate the results of the session.

3.2.4 Table 3.1 shows the results of this session. In the table, the original elements proposed by the consultants are in paragraphs numbered (1) to (14). The other text records how workshop groups developed each of the elements with further suggestions.

3.2.5 Suggestions were made by participants that some of the elements should be merged, alternatively that some other elements should be split into two or more new elements. However, whilst some of the suggestions have been taken forward in the workshop outcomes, it was decided that there would be no merit in merging/splitting elements for the remaining tasks and sessions at the actual workshop.

3.2.6 According to the workshop participants, elements that should be split included:

- (9) Public Transport (bus and coach) – into be short-distance and commuter bus (9a) and long-distance bus and coach (9b); and
- (8) Sea and Air – into sea/ports (8a) and air services (8b).

3.2.7 In addition, three new elements were suggested. These were subsequently included in the rest of the work carried out at the workshop. The new elements were:

- (15) Freight;
- (16) Links to main corridors i.e. connections to main road and rail routes; and
- (17) Integration.

### 3.3 ***Session 3: Defining the strategy options for appraisal***

3.3.1 For this session the aim was to identify and agree a series of (suggested 4 or 5) strategy options that could be fed into the initial process of identifying strategies to undergo formal appraisal.

3.3.2 The first step of this session asked participants to do some more work on the elements, by way of starting to define which elements might be included in the various strategies. Specifically, the first question asked if there were any elements that participants thought should be common to all the strategies tested.

3.3.3 In essence, there were three elements that participants thought should be common to all strategies. These were:

- (4) demand management II – reducing the need to travel

- (14) next generation – future new technologies and social attitudes e.g. information and energy efficient technologies; and
- (17) integration – inter- and intra-modal.

3.3.4 The final step of this session asked participants to identify a series of strategy options for ultimate appraisal, and to begin to suggest which elements should be included in that strategy option.

3.3.5 The consultants' workshop team subsequently reviewed the strategies put forward, and produced a best-fit 'consensus list' of strategies to be reviewed by the whole workshop in the final sessions.

#### 3.4 ***Session 4: Working on the strategy option details***

3.4.1 The purpose of this session was to work up the 'consensus list' of strategy options in more detail. Step 1 saw the consensus list of strategy options derived from the morning session being reviewed with the whole workshop. Seven distinct strategies emerged. These were:

- maximum public transport – increasing the public transport system significantly (road- and rail-based);
- freight strategy – seek to make freight transport more efficient (in particular allowing greater use of rail);
- local action – schemes which are not directly on the main corridors;
- minimum intervention – just the elements common to all strategy options;
- maximum intervention – everything in the other strategies;
- road strategy – use road improvements as the principal tool; and
- demand management – restrict demand for travel (road use in particular).

3.4.2 An eighth strategy was also initially suggested – a 'sustainable development strategy'. However, as this was discussed further, it became clear that this should not be a separate strategy but should be a principle included in all of the strategies.

3.4.3 The second step of this session asked participants to self-select the strategy option that they would like to work on in more detail. Participants were invited to form revised groups, with each group to work on a single strategy option (note that several of the options had more than one group working on it).

3.4.4 The results of this session are shown in Table 3.2.

**Table 3.1: Clustering and developing the elements: Session 2 (Steps 1 & 2) and Session 3 (Steps 1 & 2)**

Element	(1) Local Action I	(2) Local Action II	(3) Demand Management I (road tolling)	(4) Demand Management II (reducing overall need to travel)
<b>Description</b>	Those schemes and measures being promoted by local authorities, particularly through the Local Transport Plans and properly collated so that they are directly relevant to the SWARMMS network.	Is intended to identify specific 'local' schemes and measures on and off the study corridors that could improve conditions on and access to the corridors.	To comprise road tolling on a selection of the motorway and inter-urban trunk road network.	This will reflect increased education of 'hearts and minds', providing better travel information, and implementing land use changes to bring local facilities to meet local needs.
<b>....from W'shop</b>	<ul style="list-style-type: none"> <li>Walking and cycling?</li> <li>Strategic Inland waterways</li> </ul>	<ul style="list-style-type: none"> <li>Walking and cycling?</li> <li>Improvements to branch rail lines to integrate better with main trunk routes.</li> <li>For road and rail – need to deal specifically with local journeys, especially where they conflict with long distance flows.</li> </ul>	<ul style="list-style-type: none"> <li>Slip road management</li> <li>Problems with which road (tolling)?</li> <li>Yes, but three reservations: <ul style="list-style-type: none"> <li>Impacts on other routes and the wider network</li> <li>Economic effects</li> <li>Need to distinguish urban &amp; rural situation</li> </ul> </li> <li>Spreading peak</li> <li>Demand management on roads – additional measures &amp; methods</li> <li>Suggestion to merge with Element 4</li> </ul>	<ul style="list-style-type: none"> <li>Doubts on hearts and minds</li> <li>Integration with land use planning (new development)</li> <li>Joint ticketing</li> <li>Education &amp; Publicity</li> <li>A Must Have in any strategy option</li> </ul>
Element	(5) Public Transport I (rail line Waterloo-Exeter)	(6) Public Transport II (rail line Paddington-Reading-Penzance, via Westbury)	(7) Public Transport III (rail line Reading-Swindon-Bristol/S.Wales-Taunton)	(8) Public Transport IV (bus and coach)
<b>Description</b>	Upgrading route and relevant services.	Upgrading route and relevant services.	Upgrading route and relevant services.	To include an expanded regional bus and coach network, improved linkages to local services and provision of new coachway facilities.
<b>....from W'shop</b>	<ul style="list-style-type: none"> <li>Up-grading rail branch lines</li> <li>Station re-opening</li> <li>Better through rail services</li> </ul>	<ul style="list-style-type: none"> <li>What about brand new high speed rail line. Allow existing line for local use. Step change in rail provision.</li> <li>Suggestion to merge Elements 5,6 &amp;</li> </ul>	<ul style="list-style-type: none"> <li>Must include services to / from Midlands and North.</li> <li>Multi-modal interchanges – passengers</li> <li>Strategic interchanges</li> </ul>	<ul style="list-style-type: none"> <li>Accessibility for local communities (part of road-all modes)</li> <li>Access for all</li> <li>Better services from Cornwall to Southampton via Salisbury</li> </ul> <p><i>Separate into:</i></p> <ul style="list-style-type: none"> <li>8A. Local bus and commuter links.</li> <li>8B. Long distance bus, National Coach &amp; Express services</li> </ul>

Table 3.1: Clustering and developing the elements: Session 2 (Steps 1 & 2) and Session 3 (Steps 1 & 2)

<b>Element</b>	<b>(9) Sea &amp; Air</b>	<b>(10) Road Network I (M25-Exeter via M3, A303 &amp; A30)</b>	<b>(11) Road Network II (M25-Bristol/South Wales via M4, then Bristol-Exeter via M5)</b>	<b>(12) Road Network III (Exeter-Penzance via both A30 and A38 routes)</b>
<b>Description</b>	Include improved access to the ports and a wider choice of air travel.	Upgrading the road network to cope with congestion. This will include the A303/A30 'on-hold' schemes.	Upgrading the road network to cope better with congestion.	Upgrading the road network to cope better with congestion This will include the A38 'on-hold' schemes.
<b>....from W'shop</b>	<ul style="list-style-type: none"> <li>Improve links to major traffic generators i.e. Ports; Resorts</li> <li>Access to airports esp. Heathrow</li> <li>Potential of coastal shipping &amp; ferries</li> <li>Include energy audit</li> </ul> <p><i>Separate into:</i></p> <ul style="list-style-type: none"> <li>9A Sea</li> <li>9B Air</li> </ul>	<ul style="list-style-type: none"> <li>Feeder roads</li> <li>Linkages between corridors</li> <li>Must examine wider implications</li> <li>suggested when looking at elements 10-12 to clarify congestion problems, look at pinch points and causes and seek broader solutions.</li> </ul>	<ul style="list-style-type: none"> <li>Integration North/South links</li> <li>Linkages between corridors</li> <li>Must examine wider implications</li> <li>Strategic links to Europe, Wales, Ireland and other studies (air, sea, rail, road)</li> </ul>	
<b>Element</b>	<b>(13) Road Network IV (making better use)</b>	<b>(14) The Next Generation</b>	<b>(15) Freight</b>	<b>(16) Links to main corridors</b>
<b>Description</b>	This will comprise small scale measures to improve traffic flow and improve safety	This seeks to look into the future and identify those technologies, techniques and social attitudes that may become prevalent in (say) 2030.	<b>NEW ELEMENT</b> (suggested at workshop)	<b>NEW ELEMENT</b> (suggested at workshop)
<b>....from W'shop</b>	<ul style="list-style-type: none"> <li>Feeder roads</li> <li>Linkages between corridors</li> <li>Must examine wider implications</li> <li>Intensive investment in walking &amp; cycling. Local measures to reduce motor traffic.</li> </ul>	<ul style="list-style-type: none"> <li>Innovative solutions and technology</li> <li>A Must Have in any strategy option</li> </ul>	<ul style="list-style-type: none"> <li>Multi-modal freight logistics</li> <li>Efficient movement of goods by all modes</li> <li>Key elements should include strategy for the efficient movement of goods by all modes</li> <li>Intermodal freight terminals</li> <li>Identify a Strategy</li> <li>Opportunities for freight on rail</li> <li>Rail freight needs investment</li> </ul>	<ul style="list-style-type: none"> <li>Connections to towns off trunk routes e.g. Torquay; Barnstaple</li> </ul>
<b>Element</b>	<b>(17) Integration</b>	<b>OTHER COMMENTS</b>		
<b>Description</b>	<b>NEW ELEMENT</b> (suggested at workshop)			
<b>....from W'shop</b>	<ul style="list-style-type: none"> <li>Strategic links for other South and East destinations</li> <li>Modal integration including non-motorised travel</li> <li>Regional &amp; sub-regional</li> <li>A Must Have in any strategy option</li> </ul>	<ul style="list-style-type: none"> <li>Define the user and origin/destination</li> <li>Need to view Transport needs differently</li> <li>Bus and rail legislation (franchises)</li> </ul>		

Table 3.2: Summary of Strategy Option details: Session 4

Strategy Option	Maximum Public Transport (1)	Maximum Public Transport (2)	Demand Management (1)	Demand Management (2)
<p><b>...from W'shop</b></p>	<ul style="list-style-type: none"> <li>road – local bus, long distance bus/coach, taxis, cars, community services</li> <li>population density affects practicality/viability: high density – urban – public services viable, medium density ?, low density –car or taxi (for start of journey)</li> <li>towns: local services frequency, early start/late finish, hinterland services, p&amp; r, cost &amp; restraint on parking. schools – buses, virtual buses, parking &amp; stopping restraints at schools</li> <li>cities – congestion charges, higher parking rates</li> <li>bus/coach subsidies needed, reliable services</li> <li>rail services: new stations, new track, minimum hourly services, more services, bus links, upgrading track &amp; signalling, double tracking Salisbury to Exeter &amp; Yeovil loop</li> <li>light rail – Bristol, Bath, Plymouth. Yeovil –v light transport e.g. people carriers</li> <li>ferry service –high speed s. coast</li> <li>bus lanes – more</li> <li>travel cards – different level discounts for all age groups &amp; used on all public transport services, including taxis – may need to be subsidised for particular groups</li> </ul>	<ul style="list-style-type: none"> <li>need fully integrated network</li> <li>role of Exeter-Waterloo route</li> <li>access from SW to other areas</li> <li>high speed line –upgrade existing?</li> <li>Tavistock/Okehampton gap</li> <li>suburban network – LRT: Bristol, Exeter, Plymouth, Thames Valley, Swindon</li> <li>freight usage –gauge, capacity, terminals</li> <li>rural branches</li> <li>best way of accessing main lines – bus/rail integration</li> <li>park &amp; ride –stations. ferry ports, airports – long term parking, public transport links</li> <li>walking/cycling access &amp; security at stations</li> <li>taxis at stations –disabled access</li> <li>legislation changes needed</li> <li>franchises timetable</li> <li>quality of interchanges –rail, bus/coach</li> <li>through ticketing</li> <li>flexible fare structure</li> <li>network of express buses</li> <li>orbital network with new rail head hubs</li> <li>priority of bus/coach long distance links – more possible</li> <li>information –real time, new technology</li> <li>branches</li> </ul> <p><i>Strategy Flow</i></p> <ul style="list-style-type: none"> <li>strategic improvements</li> <li>regional pt network</li> <li>LTP &amp; other local actions (info &amp; education, local road improvements)</li> <li>legislation changes,</li> <li>strategic road improvements where justified</li> </ul>	<ul style="list-style-type: none"> <li>road space reallocations</li> <li>parking restrictions/pricing</li> <li>flexible transport costs by mode/time</li> <li>corridor/area wide/dynamic traffic &amp; congestion management</li> <li>road pricing and access management</li> <li>high occupancy vehicle lanes</li> <li>car free areas</li> <li>city car clubs</li> <li>charging for transport should reflect society's needs, not operators needs</li> <li>public intervention needed</li> <li>integration of modes</li> <li>local sourcing of goods &amp; materials</li> <li>internet shopping management,</li> <li>just –in-time deliveries a problem for traffic management</li> <li>tax incentives</li> <li>speed management</li> <li>continue fuel escalator</li> <li>flexible working e.g. more home-working</li> <li>integrated land use planning</li> <li>green travel plans – for businesses &amp; sports events</li> <li>planning agreements</li> </ul>	<p><i>What is demand for travel?</i></p> <ul style="list-style-type: none"> <li>reason –work, school, leisure, shopping, emergency. healthcare</li> <li>quantity: is it necessary?</li> <li>timing: when/time of day/time of year</li> <li>location: where?</li> <li>cost/price/environment</li> <li>availability</li> <li>economy</li> </ul> <p><i>Future prediction – problems?</i></p> <ul style="list-style-type: none"> <li>understand conflicts of demand &amp; policy</li> <li>strategy to deal with the problem</li> <li>impact on the economy &amp; other criteria e.g. accessibility</li> <li>pricing –user charging</li> <li>location of services</li> <li>supply chain</li> <li>information/education</li> <li>parking availability</li> <li>modal shift (alternatives)</li> <li>new technology, working at home, etc</li> <li>travel planning e.g. schools/work</li> <li>flexible working/school day</li> <li>sustainable tourism</li> <li>pricing should address the following: fully costed trips, hidden costs of car travel</li> <li>pricing mechanisms: petrol price, subsidies, smart technology linked to car tax, etc</li> <li>planning: new development – self-contained to minimise travel, located to minimise travel, travel plans for existing developments</li> </ul>

Table 3.2: Summary of Strategy Option details: Session 4

Strategy Option	Freight Strategy (1)	Freight Strategy (2)	Road Strategy (1)	Road Strategy (2) Extreme scenario
<p>...from W'shop</p>	<p><i>Objective</i></p> <ul style="list-style-type: none"> <li>The efficient &amp; economic movement of goods in a sustainable manner</li> </ul> <p><i>Need to address</i></p> <ul style="list-style-type: none"> <li>Congestion - road &amp; rail</li> <li>Journey time unreliability</li> <li>Social &amp; Environmental impact of HGVs</li> <li>Reduction in freight miles</li> </ul> <p><i>Also</i></p> <ul style="list-style-type: none"> <li>Reduction of car road use</li> <li>Improving rail capability –loading gauge &amp; routes beyond Exeter</li> <li>Intermodal transfer points +adequate road access</li> <li>Local actions to reduce conflicts between HGVs &amp; people</li> <li>Action re. freight miles</li> <li>Optimise movement by sea</li> </ul>	<p><i>Issues</i></p> <ul style="list-style-type: none"> <li>Integrated package</li> <li>Rail terminals – plus road improvements</li> <li>Land use planning –terminal link with employment/housing</li> <li>Changes – price/cost</li> <li>Just in time delivery reliability essential</li> <li>Rail can be as reliable as road</li> <li>Congestion on rail stops freight use</li> <li>Planning decisions that reinforce road patterns</li> <li>Rail – gauge constraints Cornwall/Devon &amp; gradients</li> </ul> <p><i>Strategy</i></p> <ul style="list-style-type: none"> <li>Involve local &amp; regional authorities &amp; industry</li> <li>Rail – enhance capacity, use overnight freight</li> <li>Road – access to other modes, demand management, road charging,</li> <li>Ports – integration of railheads</li> <li>Air</li> <li>Land Use/Planning intermodal systems for freight &amp; passengers, locate developments on modal transport systems</li> <li>Management – involve industry in transport decisions</li> </ul>	<ul style="list-style-type: none"> <li>Best use of existing infrastructure</li> <li>Minimising impact of HGVs by use</li> <li>Intermodal facilities –passenger &amp; freight</li> <li>Road hierarchy evaluation –varying strategies - local /long distance mix</li> <li>Origin-destination studies</li> <li>Public transport to reduce congestion- improve modal choice</li> <li>Improve strategic routes for strategic traffic (i.e. long distance)</li> <li>Exclude local traffic (by reducing access onto motorway network)</li> <li>Better info. systems</li> <li>Travel; choice (door to door)</li> <li>Packet of measures including Green Transport Plans –cycle under 5 miles etc</li> </ul> <p><i>Difference of opinion:</i></p> <p><i>Social exclusion &amp; severance issues</i></p> <ul style="list-style-type: none"> <li>Local access to strategic network (if restricted) leads to increased traffic misery on parallel routes through villages</li> <li>Carrot &amp; stick argument</li> <li>Better public transport on 'village' routes will not produce problem</li> </ul>	<ul style="list-style-type: none"> <li>Full implementation of construction schemes &amp; 'work down' using GOMMMS</li> <li>Road demand exists: bus/car/freight &amp; will change – test various options</li> <li>Management of demand (including tolls)</li> <li>New/increased infrastructure (existing roads)</li> <li>Upgrade existing infrastructure</li> </ul> <p><i>Issues</i></p> <ul style="list-style-type: none"> <li>Why peak demand problems? –local vs long distance</li> <li>New/upgrade/toll road impact on buses/freight/car sharing</li> </ul> <p><i>Costs</i></p> <ul style="list-style-type: none"> <li>Money – oil \$35 &amp; rising</li> <li>Environmental, economic (+benefits)</li> <li>Social (+benefits)</li> </ul> <p><i>Changing habits –carrots/sticks</i></p> <p><i>Strategy – consider:</i></p> <ul style="list-style-type: none"> <li>Demand management of existing roads e.g. tolls/workplace parking/bus &amp; freight lanes/high occupancy vehicles/local vs long distance etc</li> <li>Upgrade existing infra structure – local/junction upgrades (safety) e.g. M5/ J25, around Bristol, M4 Reading /Slough/Swindon</li> <li>Assess building new roads &amp; impacts</li> </ul>

Table 3.2: Summary of Strategy Option details: Session 4

Strategy Option	Local Action	Maximum Intervention	Minimum Intervention	Sustainable Development
<p><b>...from W'shop</b></p>	<p><i>Overall Aim:</i></p> <ul style="list-style-type: none"> <li>To reduce the demand for travel &amp; implement measures to allow local people to travel without using the private car in order to reduce the impact on the strategic road network</li> </ul> <p><i>Notes</i></p> <ul style="list-style-type: none"> <li>Strategic Transport should enhance local transport</li> <li>Local solutions can benefit local communities &amp; the strategic network</li> <li>Solutions having least environmental impact should be preferred</li> <li>Local solutions need to be fully integrated with land use planning &amp; behavioural change</li> <li>Improve walking, cycling networks, public transport &amp; interchanges</li> <li>Local involvement/consultation at an appropriate time</li> <li>More funding for public transport: local buses, stations, subsidies</li> <li>Improved regulation of bus industry + rail: specify bus design, information, service level, through ticketing, access to rural areas, integrated with road &amp; rail</li> <li>Accessibility – encouragement of use &amp; information</li> <li>Transport that minimises energy use/emissions</li> <li>Personal security especially waiting for buses –rural &amp; urban problem</li> <li>Solutions to be flexible &amp; adaptable, tailored to problems &amp; localities</li> </ul>	<p><i>Improve public transport (elements 5,6,7,8)</i></p> <ul style="list-style-type: none"> <li>Including branch lines</li> <li>Evaluate new rail line from Penzance – Plymouth – Exeter, - Bristol – London</li> <li>&amp; bus &amp; coach network</li> </ul> <p><i>Improve trunk road infrastructure (elements 10.11.12.13)</i></p> <ul style="list-style-type: none"> <li>&amp; local roads that connect to trunk roads</li> </ul> <p><i>And:</i></p> <ul style="list-style-type: none"> <li>Considerable investment in local transport – especially walking, cycling &amp; local buses (&amp; P&amp;R)</li> <li>village bypasses</li> <li>safe routes to school</li> <li>Green Travel Plans</li> <li>redressing past land use mistakes</li> <li>local safety schemes</li> </ul> <p><i>Freight</i></p> <ul style="list-style-type: none"> <li>Develop freight strategy to include intermodal freight transfer terminals and mini depots</li> <li>Freight Quality Partnerships in urban areas</li> <li>Increased access to rail &amp; sea for freight</li> </ul> <p><i>Other</i></p> <ul style="list-style-type: none"> <li>Speed control on minor roads</li> <li>Consider road tolling to free up space for freight &amp; busses/coaches</li> <li>Better air links e.g. to Europe</li> <li>Improve telecommunications/teleworking/teleconferencing</li> </ul>	<p><i>Elements 4, 14, 17</i></p> <p>Making what we have work efficiently</p> <ul style="list-style-type: none"> <li>Education is the key –focus on 3 areas: work, travel &amp; school</li> <li>Information delivery</li> <li>Providers improve joined up thinking &amp; action</li> <li>IT Solutions – improve communication systems to facilitate less need to travel</li> <li>local interaction/facilities</li> <li>Avoid social exclusion</li> <li>Leisure trips not a main consideration</li> <li>Small scale measures to overcome safety issues</li> <li>Health &amp; environment issues to be considered on all modes</li> <li>Integrated &amp; co-ordinated multi-modal infrastructure – includes freight</li> <li>Real time information</li> <li>Enforcement of Green Travel Plans</li> </ul>	<p>This should not be a strategy, but needs to be included in all strategies</p> <p>Minimum Intervention elements are key – all strategies to include the elements:</p> <ul style="list-style-type: none"> <li>Integration</li> <li>Reduce need to travel</li> <li>Next generation i.e. new technologies</li> </ul>

## 4 Summary

### 4.1 *Outcomes*

4.1.1 This workshop brought together participants across the study area, from seven different stakeholder groups, to look at how to address a wide range of transport issues. For this reason, alone it was a significant event.

4.1.2 The workshop asked participants to agree on the elements that might go towards making up strategies to address the transport issues in the area, and to put forward a number of options for strategies. There was significant agreement in the workshop on both the elements to be taken forward, and in defining the strategy options to be taken forward for appraisal.

4.1.3 Key outcomes with respect to the strategy elements included:

- three new elements to be added:
  - freight;
  - links to main corridors; and
  - integration;
- split elements:
  - (8) 'bus and coach', into 8a short; and 8b long distance buses; and
  - (9) 'air and sea', into separate 9a 'air' and 9b 'sea' proposals; and
- consider amalgamation of:
  - elements (1) and (2), 'local action I & II';
  - road elements (10-13);
  - demand management elements (3 & 4); and
  - public transport elements (5-8).

4.1.4 In addition, elements that should form part of any strategy would include:

- (4) demand management II – reducing the need to travel;
- (14) 'next generation'; and
- (17) integration.

4.1.5 A series of seven strategy options were derived to go forward for future appraisal. They were:

- maximum public transport;
- freight strategy;
- local action strategy;
- minimum intervention;
- maximum intervention;
- road strategy; and
- demand management.

4.1.6 In essence, the workshop was a working event, from which results could be taken as guidance to the consultants and the Steering Group in the next phase of the study. In this respect, the workshop provided the consultants with a significant amount of information.

## 4.2 *Issues*

4.2.1 There were few areas of technical disagreement in the workshop as a whole, although there were some areas of disagreement within individual groups. For example, a difference of opinion was noted in the records for one of the afternoon session groups working on a road strategy. There was significant agreement on the need to put sustainable development in every strategy rather than as a separate strategy in itself. Similarly there was agreement on including reducing the need to travel, integration and ‘the next generation’ as elements in all the strategies, as well as sustainable development as an over-riding theme.

4.2.2 Whilst the event was successful in the outputs generated, it has to be acknowledged that there was some criticism from attendees. Some sessions worked better than others, and a small minority of attendees sometimes dominated questioning in plenary periods.

4.2.3 When considering the feedback forms filled in by participants, the whole day was broadly neutral, with an almost 50:50 split of participants rating the day as ‘effective’ versus ‘ineffective’. However, some participants did not understand the aims of some tasks, and for these tasks the responses were ‘ineffective’ overall.

4.2.4 In summary, there were significant tensions between the points of view of attendees, which was to be expected and is in fact one of the key aims of such a broad workshop invite list. However, there were also some misunderstandings of the process being attempted that caused some participants to feel the event was ‘ineffective’. Nevertheless, the consultants’ team felt that the event provided valuable inputs to the study process.

# Appendix A

## Workshop Attendance

**Cross-Regional Workshop Attendees, 13<sup>th</sup> October 2000, Exeter**

<b>Name</b>	<b>Organisation</b>	<b>Name</b>	<b>Organisation</b>
Barry Deller	ACTVaR (Thames Valley)	Mike Ellingham	National Farmers Union
Paul Stephens	Avon & Somerset Police	June Crossland	National Trust
Daniel Gigg	Berkshire Joint Strategic Planning Unit	W M Bawden	Objective 1 Partnership
Wyn Davies	Bristol City Council	June Hackett	PANIC
Bob Hewett	Bristol City Council	Jack Pomfrett	PANIC
Alan Davies	Bristol International Airport	David Rawlins	Pedestrians Association
Colin Bryan	British Transport Police	Ray Bentley	Plymouth City Council
Paul Adams	Carradon District Council	James Mackay	Rail Freight Group
John Wilkinson	CBI	Mike Bartle	Railtrack – Southern
Eric Newton	CBI c/o John Heathcote & Co Ltd	John Dixon	Railway Development Society
Simon Face	CBI SW	David Duckworth	Railway Development Society
Anna Hoyle	Community Projects Trust	David Payne	Railway Development Society
Kay Scarle	Cornwall Association of Town and Parish Councils	John Walker	Railway Development Society
Colin Jarvis	Cornwall County Council	Peter Gould	Ramblers Association
Leslie Pearman	Countryside Agency	Lesley Punter	Reading Borough Council
Christine Tudor	Countryside Agency	Mike Moore	Road Haulage Association
Henrietta Sherwin	CPRE	Alan Wright	Safeway Stores
Colin Woodman	Cyclists Touring Club	Bob Castelijm	Sainsburys
David Warbey	Devon County Council	Paul Walker	Salisbury District Council
Martin Taylor	Devon Local Agenda 21	Matthew Lodge	shadow Strategic Rail Authority
George Hocking	Dobwalls	Catherine Mack	Somerset County Council
Malcom Bradley	Dobwalls Parish Council	Mike O'Dowd-Jones	Somerset County Council
Gwilym Wren	English Nature	Tina Crowson	South Devon Chamber of Commerce
Pat Steward	Environment Agency	Martin Tugwell	South East England Regional Assembly
Ruth Sanders	Exeter City Council	Nigel Hammond	South Gloucestershire Council
Sue Mills	Exeter Initiative	Pat Hockey	South Gloucestershire Council
Peter Blackburn	Federation of Small Businesses	Martin Williams	South West Regional Assembly
Brian James	First Western National	Claire Gibson	South West RDA
Barrie Hodson	Freight Transport Association	Mike Birkin	Sustainability SW
Chris Edgar	Gloucestershire County Council	Nick Farthing	Sustrans
Peter Botham	GOSW	Delwyn Matthews	SW Tourism
Ron Davies	GOSW	Richard Bell	Swindon Borough Council
Tony Ennew	Hampshire Constabulary	Helen Powell	Swindon Borough Council
Phil Marshall	Hampshire County Council	Peter Brunt	Torbay Council
Cliff Baston	Highways Agency	Bernie Richardson	Torbay Council
Adrian Beaumont	Highways Agency	Norman Brown	Transport 2000
Ian Parsons	Highways Agency	Anne Locke	Transport 2000
Colin Smith	Highways Agency - Mott MacDonald	David Redgewell	Transport 2000
David Black	P.B. Kennedy Donkin (HA)	Nigel Rose	Transport 2000
Jo Hanslip	House Builders Federation	John Winterson	Transport 2000
Frank Cashmore	Avon JSTPU	Jane Osborne	University of Plymouth
T. Child	MAFF	Bob Houghton	Wales & West Trains
Joy McMullen	Mid Cornwall LA21 Group	Christopher Dunford	West Devon Borough Council
Ben Burnip	MOD DLO Andover	Howard Thomas	West Dorset District Council
Irvine Picenik	National Assembly for Wales	S. Colwill	Wiltshire Constabulary
M Lambden	National Express Group plc	Spencer Drinkwater	Wiltshire County Council

## **Appendix B**

Summary of Strategic Problems and Issues

## Strategic Issues and Problems

This note provides a brief overview of the key problems and issues identified during the study. Problems have been identified from a number of sources, including data collection, workshops, topic groups and other information received.

### *Summary of Key Problems & Issues*

- operational and capacity (daily and seasonal) on both road and rail networks (including reliability and quality of journeys)
- economic development and need for regeneration (equally to avoid 'overheating')
- need for upgrade quantity and quality of public transport infrastructure and services
- protection of landscape and built environment
- location and scale of new developments
- road freight vs rail freight
- road safety issues
- need/demand to travel
- impact of traffic on local communities
- role of air services and access to airports
- institutional issues – management of the transport system
- institutional issues – co-ordination of transport and planning
- poor image and public perceptions of public transport (quality) and 'slow modes'
- perceived transport costs – passenger and freight
- global environmental issues and local air quality
- modal integration
- port development
- rural accessibility to public transport

### *Overall Perceptions*

Specifically, there are a number of general areas of concern related to transport that were raised in the participation and consultation exercises. These are summarised as:

- lack of quality public transport services (particularly as an alternative to the car)
- an entrenched 'car culture' and lack of awareness
- insufficient pedestrian and pedal cycle options
- traffic congestion and its detrimental impacts
- development occurring without good public transport infrastructure
- the dominance of car based commuting

### *The Strategic Road Network*

There are a number of stretches of motorway that are congested at peak and/or seasonal times. These include sections of the study corridor routes. Examples include the M3 through Surrey, M4 at a number of locations (including Slough, Swindon and Bristol) and the M5 around Bristol and Exeter.

There are also a number of motorway junctions that are described as at or over capacity. Examples on the M5 for instance include junctions 19, 20, 21 and 25.

Within the SWARMMS study area there are a multitude of other strategic links that experience peak time and seasonal congestion. The main study corridors are included. For instance, congestion on the A303 occurs at single-carriageway sections, and the A30 and A38 in Devon and Cornwall experience severe seasonal congestion.

Routes off the main study corridors also experience peak-time and seasonal congestion. Examples of routes that link into study corridors include inter-urban sections of the A4, the A370 (North Somerset-Bristol) and A346 (Marlborough-M4 Junction), A419 (east of Swindon) and A380.

Environmental effects on rural communities adjacent to major trunk routes are seen as an issue - noise, air pollution, severance etc. Pressure points were noted not only in the countryside but also within towns, particularly historic towns.

### *Public Transport*

There is a general problem identified in achieving the 'seamless journey' that public transport services need to provide. In particular there are individual problems of long distances between bus and rail stations and problematic interchanges.

There is generally a lack of 'positive' use of the bus/coach, i.e. selection of the bus even though a car is available, and broadly speaking a negative public perception.

Key problems with bus/coach services (identified by surveys as key areas for improvement) include:

- on-board facilities and comfort
- travel options and flexibility through increased frequencies
- reducing interchange through additional direct services
- passenger facilities at coach stations
- integration between coach and local bus and rail services
- congestion on roads is contributing to unreliability of bus services.

Some generic rail-related problems include insufficient capacity on key sections of route, delays caused by both service/train and infrastructure problems, fares too high, timetabled services are irregular and infrequent in many areas and a lack of feeder services (inconvenient connections).

For instance, although the Great Western Main Line route is not operating to theoretical capacity in terms of services operating it is nearing its limit of reliable operation that is set at approximately 90% of theoretical capacity. Spare seats exist on most services in the off peak although during peak hours into the main conurbations, the train service is running at maximum capacity although not at maximum formation.

There are a number of bottlenecks on the railways which are affecting the capacity both through the growth in freight traffic and the need to provide additional passenger train paths.

- the flat junction at Reading West and the layout of platforms and lines at Reading inhibits the easy access off the Berks and Hants and onto the Paddington-Bristol line.
- slow journey times west of Exeter which need to be addressed particularly west of the Tamar Bridge if rail is to become a long distance competitor to the road out of Cornwall. Also, the single line sections between Plymouth and Penzance especially Saltash Bridge and Burngullow to Probus restrict timetable flexibility.

- between Newton Abbot and Plymouth are long signal sections which limit the capacity to path further trains, the steep gradients also slow services, journey times uncompetitive with road.
- the need for services to cross opposing running lines to access stations causing operational difficulties and creating capacity pinch points, such as Weston-super-Mare (Worle Junction).

Note that railway infrastructure is a particular heritage characteristic in the South West (e.g. Great Western Railway).

### *Freight transport*

- there is a general concern for the proportion of freight currently moved via the road network, in particular with reference to the social costs of HGVs using unsuitable roads and under-utilisation of the rail network.
- HGVs are recognised as having a substantial impact in terms of imposing costs such as health, safety, environmental and road maintenance concerns. Individual roads can be singled out as experiencing these problems. Noise (particularly at night) can also be a problem.
- the trend to just-in-time delivery is perceived to result in more vehicle km being run to deliver a given volume of goods, smaller vehicles being used to make frequent deliveries when one trip by an HGV could achieve the same net result.
- road hauliers cite the chief problems as unreliable journey times, rather than congestion in general or any particular bottlenecks – it is unpredictable delays that cause problems.
- concerns were expressed by freight users regarding: the slowness and complexity of the planning process in developing or improving terminal facilities; and the ability of the rail network to accept more freight or meet shippers' modern, 'just-in-time' requirements. This was particularly relevant in the light of proposals for freight transfer facilities.
- the main problem facing rail hauliers is the prioritisation of passenger traffic on key sections of the network and the prospect of further increases in both the number and speed of passenger trains, leaving less capacity for freight. Particular concern was expressed about two locations – the Severn Tunnel and Reading, but infrastructure and pathing deficiencies were noted on a number of other sections
- the International Airports of Bristol and Bournemouth are both experiencing significant increases in demand and problems of providing any further parking provision.

### *General Environmental Issues*

A particular concern is the fragility of the landscape in the study area, which contains high quality landscape and biodiversity assets, which together with its cultural heritage, are particularly distinctive and important in the national context, and a key resource for the region's economy (perceived to be the 'Environmental Driver' in the region).

There is a public perception that air quality is worsening, and that there are possible ozone problems in Devon and Cornwall (possibly associated with agricultural practices).

## Appendix C

### Workshop Agenda

## Workshop Agenda

10:00 am	Registration and refreshments
	Opening, welcome and introduction to the day
<b>10:30</b>	<b>Session 1: Presentation by the Study Consultants, Halcrow</b>
11.05	Plenary Session – questions and answers. The purpose of this session is to clarify key questions of fact so that participants are better informed for the next session.
<b>11.15</b>	<b>Session 2: Defining and agreeing the key elements.</b> The aim of this session is to check whether there is broad agreement on the 14 elements that are drawn from the areas of agreement and that could form the basis of a number of strategy options.
11:30	Coffee and tea will be served during this session (at approximately 11.30)
<b>12.05pm</b>	<b>Session 3: Defining the strategy options for appraisal</b> The objective of this session is to identify and agree 4 or 5 strategy options that will be chosen for appraisal. There are three steps in this session.  <u>Step 1</u> : Identifying elements that could be common to all the strategy options <u>Step 2</u> : Reporting back to the whole workshop. <u>Step 3</u> : Identifying strategy options and a list of the elements to be included in each strategy.
13.00	Lunch
<b>14.00</b>	<b>Session 4: Working on the strategy option details</b> The purpose of this session is to work up the preferred options in more detail. There are two steps in this session.  <u>Step 1</u> : Reaching broad agreement with participants as to which 4 or 5 strategy options are to be taken forward for appraisal. <u>Step 2</u> : One or more tables will work on each preferred option. Participants will be asked to self-select an option they would like to work on in a group of their choice. The aim will be to work on specific detail and potential solutions on one of the strategic options.  Tea and coffee will be served during Session 4.
15:45	Closing remarks and Workshop Evaluation
16.00pm	Close