

# Transport



Bus Service at the Met Office, Exeter

<b>Policy TR1</b>	<b>81</b>	<b>Policy TR10</b>	<b>95</b>
Devon Travel Strategy		Strategic Road Network and Roadside Service Areas	
<b>Policy TR2</b>	<b>82</b>	<b>Policy TR11</b>	<b>95</b>
Co-ordination of Land Use/travel Planning		Safeguarding Transport Networks	
<b>Policy TR3</b>	<b>83</b>	<b>Policy TR13</b>	<b>96</b>
Managing Travel Demand		Ports	
<b>Policy TR4</b>	<b>84</b>	<b>Policy TR14</b>	<b>97</b>
Parking Strategy, Standards and Proposals		Airports	
<b>Policy TR5</b>	<b>85</b>	<b>Policy TR15</b>	<b>99</b>
Hierarchy of Modes and Transport Assessment		Freight Distribution Network	
<b>Policy TR6</b>	<b>86</b>	<b>Policy TR16</b>	<b>100</b>
Network Integration		Travel Investment Priorities	
<b>Policy TR7</b>	<b>87</b>	<b>Proposal TR 17</b>	<b>102</b>
Walking and Cycling		Strategic Network Investment Proposals	
<b>Policy TR9</b>	<b>91</b>		
Public Transport			

## Introduction

5.1 One of the aims identified in Chapter 2, the Vision and High Level Policy Aims is to develop an integrated and sustainable transport strategy. A number of other aims and their supporting objectives also seek to integrate land use and transport planning through locating development where it reduces the need to travel and can be accessed by public transport.

5.2 This Chapter sets out the policies for transport that contribute towards meeting these aims and support the overall Development Strategy. It provides a strategic framework for the development of sustainable transport and priorities for investment in transport infrastructure. An important context for transport infrastructure investment is set by the Development Strategy in Chapter 3, and Policy ST4 requires that infrastructure provision is phased to meet the needs of specific new development proposals.

### Transport and Communications

5.3 The emphasis in transport planning has changed from an approach that projected travel demand, and then identified how this demand could best be accommodated, to one of managing demand, influencing patterns of development, and the promotion of sustainable patterns and modes of travel. This new approach is reflected in changing European and national policy in respect of transport.

5.4 The key challenge facing transport planning within Devon is to deliver a transport network that is accessible to the whole community, meets the community's needs and supports economic activity, in a way that is environmentally sustainable and safe for its users. In doing so, the Structure Plan has to address existing deficiencies, the needs of existing users and needs arising from future development and changing patterns of behaviour.



Traffic in Barnstaple

### European Transport Policy

5.5 Transport policy at the European level, including the development of the Trans European Networks (TENs), has evolved in accordance with the principle of providing for a choice of travel modes whilst managing demand. The TENs define a network of major routes providing for strategic connections throughout Europe with the overall aim of providing high quality links to facilitate the economic and social welfare of the member states. In 2004 the European Union published its Guidelines for the Revision on TENs, which will be carried forward in light of the European Transport Policy.

### National Transport Policy

5.6 At the national policy level Planning Policy Guidance (PPG 13) emphasises the importance of planning for land use change and transport in an integrated manner. A number of other important documents have recently been published:

- White Paper on the Future of Transport: a network for 2030 (July 2004)
- White Paper on the Future of Air Transport (December 2003).
- Strategic Rail Plan (Platform for Progress) - Strategic Rail Authority (January 2003)
- White Paper on the Future of Rail (July 2004)

5.7 The White Paper, 'The Future of Transport: a network for 2030', published in July 2004, looks ahead to travel and transport needs over the next 30 years and sets out the Government's planned national spending profiles up to 2015.

5.8 The White Paper 'The Future of Air Transport', published in December 2003, sets out a strategic framework for the development of airport capacity in the United Kingdom over the next 30 years, against the wider context of the air transport sector.

### Regional Context

5.9 Current RPG 10 states that the integration of transport and land use is essential to support more sustainable travel choices and to achieve the environmental, social and economic benefits that arise from efficient and responsible use of infrastructure. Furthermore, the spatial strategy of the RPG encourages the integration of transport and land use planning so that individuals can select the most suitable and environmentally acceptable mode of travel for their journey. The Regional Transport Strategy (RTS) (illustrated on Map 10) has 5 key objectives:

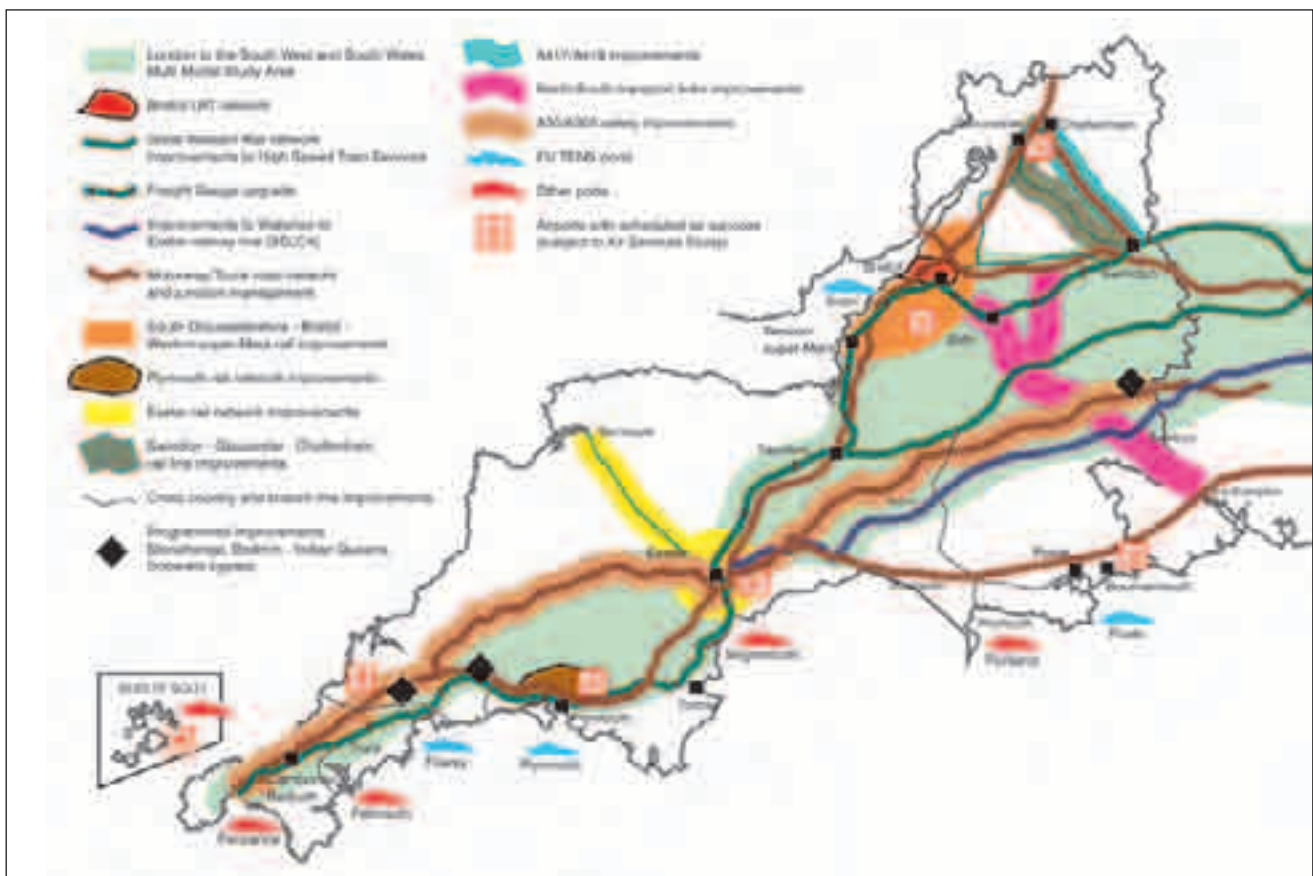
1. to support the spatial strategy of RPG 10
2. to reduce the impact of transport on the environment
3. to improved accessibility
4. to provide a modern, efficient and integrated transport system
5. to promote the safe use of the regional transport network.

5.10 Linked to the Regional Transport Strategy, the **South West and South Wales Multi Modal Study (SWARMMS)** was published May 2002. The report provided an overview of the Study which was one of a series of multi-modal studies being carried out to take forward the policies in the Government's 10 Year Plan. It covered the major transport considerations between the M25 and South Wales/Penzance. The study had wide ranging transport and planning objectives and was focussed on improvements to the whole transport system (for both passenger and goods traffic) that support the economic, social and environmental aims for the area in a cost effective and sustainable manner. This is one of the major influences which the Regional Assembly was referring to in developing the Regional

Transport Strategy (RTS) published for consultation in May 2004.

**Local Transport Plans for Devon**

5.11 In 2000, the Government introduced the requirement for statutory Local Transport Plans (LTPs) within the Devon Structure Plan area. These Plans concentrate on addressing specific local issues in the context of a 5 year plan. LTPs for the period 2002 - 2006 have been produced by Devon County Council, Plymouth City Council and Torbay Council. They identify specific new investment proposals for the area's transport networks and set out detailed policy approaches to transport management. Annual Progress Reports, assessing the effectiveness of the Local Transport Plans, are produced each year . Work has commenced on the preparation of Devon's second Local Transport Plan, covering the period 2006 to 2011, which will be published in July 2005.



Map 10: Regional Transport Strategy

## A. Devon Transport Strategy

### Devon Travel Strategy

#### Supporting the Development Strategy

5.12 The Structure Plan has developed the guidance set out in the RPG by **focusing new development proposals in those areas that have the greatest potential to develop sustainable transport linkages** and where short distance travel is likely to predominate - i.e at Devon's three Principal Urban Areas (Plymouth, Exeter and Torbay) and two Sub Regional Centres (Barnstaple and Newton Abbot).

5.13 **Elsewhere**, the Devon Development Strategy provides for an appropriate level of development to meet local needs, focused on Area and Local Centres. These Centres should also be accessible to and help meet the needs of the surrounding rural areas.

5.14 The Structure Plan's approach to transport seeks to support this strategy by realising the potential for sustainable transport at the Principal Urban Areas, by maintaining and enhancing the accessibility of other towns and settlements to the communities they serve, and facilitating Devon's economic investment by reducing peripherality.

#### Promoting Sustainability

5.15 **Transport has a critical role to play in achieving sustainable development objectives.** This is true both in terms of the role it can play in meeting community needs - enabling people to access the facilities and services they require - and the direct effects it can have on the environment, through pollution, the use of natural resources and impact on the urban and rural landscape.

#### An Integrated Approach

5.16 In moving towards a sustainable transport strategy there is a need to place particular **emphasis on integration** - both between the various transport modes and networks, and between transport policies and policies relating to land use change and new development.

5.17 Integration can only be achieved by the Structure Plan Authorities working in partnership with other organisations involved in the development of the transport systems serving Devon and the wider South West. At the regional level key organisations include the South West Regional Assembly, the South West

Regional Development Agency, and the Highways Agency. At the more local level the relevant organisations include Local Planning Authorities, public transport operators, major employers and other generators of travel and traffic.

5.18 **Policy TR1** below sets out the overall approach to transport in Devon and provides the basis for the more detailed policies and proposals.

### Policy TR1

#### Devon Travel Strategy

The movement of people and goods within and through Devon will be planned and provided for through an integrated approach to travel which will support the overall development Strategy - meeting the social and economic needs of all sectors of the community in a way which improves safety, reduces the need to travel and its environmental impact and minimises the use of resources. In doing so the strategic priorities will be to:

- 1) promote the co-ordination of land use and travel planning;
- 2) manage travel demand;
- 3) promote sustainable travel and modal choice;
- 4) develop more effective and integrated transport and freight networks;
- 5) identify an integrated approach to transport investment in each part of Devon; and
- 6) minimise the impact of transport on the environment.



RD&E Hospital (Wonford) Park and Ride, Exeter

## B. Increase Efficiency Travel

### Co-ordinating Land Use and Transport Planning

5.19 The location and nature of development can directly affect the need to travel, the length of journeys and the choice of mode.

5.20 The form of development and its size, design and layout can also facilitate accessibility by sustainable forms of travel such as walking, cycling and public transport through the provision of appropriate infrastructure. This can help to promote sustainable travel by integrating such transport networks into the development at an early stage in the planning process, by making sustainable transport a fundamental component of overall design and by ensuring that there is sufficient density to sustain high levels of provision, reliability and accessibility.

5.21 All new development needs to interact with existing land uses and one means of minimising travel need is to ensure that these linkages are recognised and that related land uses are located close to one another. There are particularly important links between residential areas, employment uses and community facilities and services.

Plymouth City Centre

5.22 Development is of a type that requires a high level of accessibility to the community as a whole. Such development needs to be located where it can achieve the highest possible level of accessibility by public transport - so that the use of the private car can be kept to a minimum and that all sectors of the community can access the development.

5.23 **Policy TR2** requires that patterns of land use should optimise the potential for the most sustainable forms of travel and that new development has regard to access by public transport.

### Policy TR2

#### Co-ordination of Land Use/travel Planning

Patterns of land use, in terms of its mix, location, density and layout should reduce the need to travel and optimise the potential for the most sustainable forms of travel.

New development should be provided for where it will be well related to other land uses with which it needs to interact. Development that would require a high level of accessibility should only be located where it can be effectively and conveniently accessed by public transport.



## Managing Travel Demand

5.24 There are a number of factors that influence the demand for travel and the way in which that demand is addressed. The **effective management of travel demand is a key element of the Devon Transport Strategy** and can significantly reduce the environmental impact of transport and the use of resources.

5.25 The management of travel demand can be achieved in three main ways:

- a) by managing and controlling parking
- b) by managing vehicle movements, addressing congestion, and
- c) by promoting and co-ordinating 'soft travel' measures that provide for and support sustainable travel choices.

5.26 The **management of parking provision** can have a significant effect on travel behaviour. To be most effective, the management of parking should take the form of comprehensive parking strategies applied appropriately to each part of Devon.

5.27 **Traffic management** measures can also be effective in discouraging car based travel, by giving priority to more sustainable modes and constraining or regulating inappropriate vehicle access for example by restricting the use of the highway to specified modes at specified times and the provision of networks favouring pedestrians and cyclists.

5.28 Traffic management can also increase the efficiency of the existing highway network - reducing fuel consumption and emission levels. District Councils should work with the Highway Authority to adopt comprehensive traffic management strategies where they would bring the greatest benefits in terms of demand management and environmental improvement.

5.29 All new development that generates a significant level of traffic should be accompanied by a travel plan which best meet these overall objectives. This will be in tandem with work to develop similar plans at existing sites.

5.30 **Policy TR3** recognises the important role that the effective management of travel demand can play and it sets out the strategic measures that need to be pursued.

## Policy TR3

### Managing Travel Demand

Travel demand will be managed so as to minimise unnecessary travel, make the most effective use of transport networks and promote the use of sustainable travel modes.

The management of travel demand will be promoted by:

- 1) the implementation of parking strategies on a consistent basis;
- 2) the introduction and development of traffic management schemes where these would discourage car based travel and encourage more sustainable modes; and
- 3) requiring new businesses and other establishments to implement travel plans which identify specific measures to minimise private car use and promote sustainable modes of travel, and encouraging existing businesses to introduce similar plans.



Traffic management scheme at Chudleigh

### Parking Strategy, Standards and Proposals

5.31 Local Planning Authorities have the opportunity to influence travel demand choices by their approach to parking provision and management, and the availability and cost of car parking has a major effect on mode choice. In this context, there needs to be effective management of the total parking stock, including private non-residential, public off-street and public on-street parking.

5.32 Parking management strategies should therefore be developed for each of Devon's Principal Urban Areas, Sub Regional Centres and Area Centres in order to:

1. discourage car based commuting into central areas by reducing the availability of long stay parking spaces
2. encourage the use of alternative modes of travel into central areas for all users
3. provide adequate shared public parking facilities
4. reduce harmful competition between centres, particularly through levels of charging, and
5. reduce congestion and unnecessary traffic

5.33 Measures are also needed to reduce the availability of existing unrestricted parking within certain residential areas, in which provision should be

prioritised for local residents. The level of vehicle parking provision for new developments will also need to be controlled in accordance with parking strategies included in Local Plans and the Local Transport Plan.

5.34 **Policy TR4** provides for appropriate parking strategies to be developed through the Local Plan and Local Transport Plan processes.

#### Policy TR4

#### Parking Strategy, Standards and Proposals

Parking strategies to be included within Local Plans and Local Transport Plans will contribute to the effective management of travel demand by:

- 1) reducing long stay parking capacity within town centres;
- 2) controlling parking provision within existing residential areas adjacent to town centres;
- 3) ensuring a consistent approach to charging and capacity management within competing centres;
- 4) requiring parking standards for new development to be at or below current regional guidance, with stricter parking standards applying in town and city centres.

Sowton Park and Ride, Exeter



## C. Promoting and Sustainable Travel Choices

### The Hierarchy of Modes and Transport Assessments

5.35 In order to promote the use of the most sustainable modes of travel, the Structure Plan defines a hierarchy of travel modes which should be taken into account when considering all land use / transport planning policies and proposals. This hierarchical approach should ensure that the potential for sustainable travel is maximised and that a choice of sustainable modes is provided. It will also provide a basis for assessing, in a systematic way, the potential for specific development proposals to offer an appropriate level of accessibility by the most sustainable modes.

5.36 Although the hierarchy should be considered in a sequential way, it is recognised that the most appropriate balance of modal provision and accessibility will differ in each area. In particular it is recognised that the modal choice appropriate within rural areas may differ from that within the main urban areas of Devon. In all cases however the objective is to secure the most sustainable overall approach to meeting travel needs.

### Transport Assessments

5.37 Promoters of a significant development will be expected to produce Transport Assessments. These Assessments should explicitly recognise the implications of the modal hierarchy, and demonstrate how the potential for sustainable travel has been addressed in a sequential way.

5.38 Where a Transport Assessment indicates that there is likely to be a detrimental impact on existing travel networks or a deficiency in the level of service provision or network, developers will need to identify and provide at their expense a package of measures to mitigate such impacts.

5.39 **Policy TR5** requires that regard is made to the hierarchy of modes and that all significant development proposals should be accompanied by a Transport Assessment.

### Policy TR5

#### Hierarchy of Modes and Transport Assessment

In co-ordinating land use and transportation planning and the management of traffic demand all development should make provision for and promote the safe use of the most sustainable and environmentally acceptable modes of travel, having regard to the following hierarchy:

- 1) Walking;
- 2) Cycling;
- 3) Public Transport;
- 4) Private Vehicles.

All significant development proposals should be accompanied by a Transport Assessment indicating, as part of a sequential approach, how the potential for the most sustainable modes in the hierarchy has been fully realised in meeting overall travel needs.



Millers Crossing, Exeter

## D. Developing Devon's Transport Networks that Promote Modal Choice

5.40 The provision of transport infrastructure for the movement of people and goods has implications for the Devon environment and the prudent use of resources (e.g. fossil fuel). There are four key strategic transport networks in Devon which require investment for maintenance and improvement. These networks are:

- The Strategic Walking and Cycle Networks
- the Strategic Bus Network,
- the Strategic/Local Rail Network and
- the Strategic Road Network, .

### Network Integration

5.41 If Devon is to have an effective transport system which meets the community's needs and offers an increased opportunity for people to choose the most sustainable means of travel, the development of its individual transport networks needs to be considered within an overall co-ordinated framework.

5.42 The integration of Devon's transport networks needs to reflect the hierarchy set out in Policy TR5. Safe and convenient pedestrian accessibility is critical both in order to promote safe and convenient walking as a mode of travel in its own right, and as the link between other modes. The cycle network needs to interact effectively with public transport and the pedestrian networks. The public transport network itself needs to interact with all of the other travel modes if its potential is to be fully realised and if it is to offer an increasingly effective alternative to the private car.

5.43 Integration within public transport modes will be encouraged by the development of new or improved interchanges. This includes the development of bus and rail interchanges and the improvement of less formal arrangements, such as connections between bus stops serving different routes.

5.44 Park and ride facilities can play an important role in improving the interchange between the private car and public transport. Local Plans should identify proposals for additional Park and Ride facilities where justified, together with any bus priority or other traffic management measures necessary for their effective operation.

5.45 To promote higher levels of public transport use, particularly for accessing the central business and retail areas within PUAs, Sub Regional Centres and Area centres, public transport interchange facilities will need to be of a high standard and easily and safely accessible to users. **Policy TR6** promotes the enhancement of interchange facilities - including the improvement of bus and rail station facilities.

### Policy TR6

#### Network Integration

New or improved interchanges should be provided in order to facilitate efficient transfer between modes of travel and to maximise the use of more sustainable modes of travel. Priority will be given to the improvement of facilities - including bus stations, park and ride sites and rail stations - and the effective co-ordination and integration of service provision, including community transport initiatives.



Kingsbridge Bus Station

## Walking and Cycling

5.46 **Walking** is the most sustainable form of travel. The existing network of pedestrian routes is considered to be the minimum required to meet the needs of pedestrians. Positive encouragement of walking as a mode of travel is afforded a high priority and is an important element of the investment framework.

5.47 Many people are currently inhibited from making journeys on foot. To help overcome this a network of pedestrian routes should be identified linking major centres of activity - providing safe and convenient accessibility. Opportunities should be taken to link networks of routes and developing new routes, particularly where they may provide other benefits e.g. green ways and wildlife corridors.

5.48 The needs of pedestrians will also be recognised through the design of all new highway improvement and maintenance schemes, particularly as part of environmental enhancement and traffic calming schemes.

5.49 Walking can also be encouraged by giving greater priority to pedestrians in the street environment and, for example, the provision of pedestrian priority areas can bring significant benefits in terms of improving pedestrian safety and the overall environment within central areas.

5.50 The opportunity to promote walking as a mode of travel will be further encouraged by ensuring that complementary land uses are well located to one another, and that secure pedestrian facilities and routes are provided or improved as an integral element of any new development.

5.51 **Cycling** accounts for less than 2% of trips in the UK, compared to 10% in Sweden, 11% in Germany, 15% in Switzerland and 18% in Denmark. Within urban areas, cycling has the potential to offer an alternative to the private car for a significant number of local trips. Opportunities for safe cycling should therefore be actively promoted.

5.52 Poor safety is a key factor constraining cycling and this reflects the fact that, for the most part, cyclists share road space with other vehicles. The development of cycling networks in and around the main urban areas can help to reduce potential conflict and improve safety

5.53 In developing cycling networks, the provision of segregated cycle routes will need to be considered. Provision of a comprehensive signing strategy for cyclists will improve the level of accessibility and attractiveness of cycle routes. The needs of cyclists should also be taken into account throughout the



Example of a 'walking bus' which escorts children to school

design of all new highway improvement and maintenance schemes, and particularly as part of environmental enhancement and traffic calming schemes.

5.54 **Policy TR7** provides for the development of strategic routes for both pedestrians and cyclists, and the need for accessibility by foot and cycle to be fully taken into account within new development proposals. Wherever possible, new development should be located where it can access the cycle and pedestrian networks. These strategic routes should be linked with network long distance footpath, cycleway and bridleway networks proposed in Policy TO6.

### Policy TR7

#### Walking and Cycling

Walking and cycling will be improved by:

- 1) identifying a network of strategic routes within towns and urban areas which provides a safe and convenient means of pedestrian and cycle access to facilities;
- 2) improving pedestrian and cycle links between settlements and adjacent rural areas; and
- 3) ensuring that all development proposals make provision for pedestrians and cyclists, and that, wherever possible, such provision is well related to the defined network of pedestrian and cycle routes referred to in 1) above.

## Public Transport

5.55 Public transport can provide for short, medium and long distance travel. Public transport provision is essential for those without access to a car, but, nationally, less than 10% of all trips undertaken are made by public transport.

5.56 In order to increase the contribution of public transport to meeting people's travel needs and realise its full potential, it is essential that individual public transport networks operate in a co-ordinated and integrated way. Public transport is recognised as a key element in the measures available to address congestion in the urban areas.

### Buses and Coaches

5.57 Bus based public transport has great flexibility, in routing and service frequency, which enables it to respond to changes in patterns of travel demand. Scheduled bus services play an important part in the transport system the County.

Area	Annual No of passengers trips 2003/4	No of Routes
Devon	18.6m	320
Plymouth	19.4m	128
Torbay	6.4m	38
Total	44.4m	486

**Table 4: Annual Number of Bus Passenger Trips in Devon 2003/4**

5.58 In urban areas there is a relatively high degree of access to bus services and this has potential to lead to an increase in the numbers of passenger trips within an overall co-ordinated strategy. Park and ride is a key element of this provision. Services and facilities should be further promoted in Devon's urban areas so as to increase the role of the bus network in satisfying travel demand.

5.59 In rural areas the level of accessibility to the bus network is significantly lower than that which can be achieved in urban areas. Rural bus services have however expanded since 1998 due in part to the Government's Rural Bus Support Grant initiative, and Devon has benefited substantially from community transport schemes. The Devon Transport Strategy seeks to build on these improvements in order to increase public transport accessibility in rural areas.

5.60 Long distance bus and coach services are an important element of inter urban travel, and the development of their role should be encouraged by enhancing facilities at main bus and coach stations.

5.61 Map 11 illustrates the Strategic Bus Network which includes those routes which are considered to be of particular significance in supporting the overall development Strategy - linking the AEAs, PUAs, Sub Regional and Areas Centres.

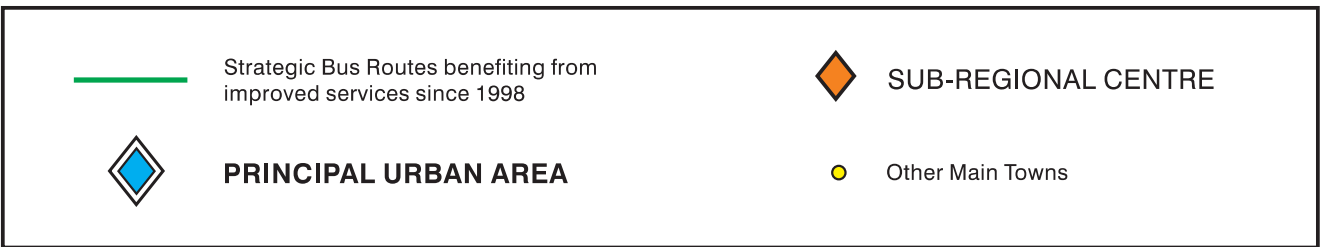


X64 service which links Kingsbridge with Exeter

5.62 The introduction of bus priority measures, including bus-only routes, can be an extremely effective measure for improving the attractiveness and reliability of scheduled bus services. Each Local Transport Plan should identify the location and nature of bus priority measures and Local Planning Authorities will need to ensure that these priority measures are recognised in Local Plans.

5.63 The existing strategic network of scheduled bus services is viewed as being a minimum, and Local Planning Authorities should ensure that future land use allocations support the retention and development of this network. Where improvements to the bus network are required for a development to proceed this should be included within the Local Plan. Equally it is essential that the Local Plan process takes account of longer term aspirations to enhance and develop bus based public transport.

5.64 The proximity of bus routes and facilities to all development is a fundamental consideration. In addition it is essential that new bus routes and services are phased in alongside new development. Developers will be expected to bear the full cost of such new or improved infrastructure and facilities, and to support their provision, where it is appropriate for them to do so.



Map 11: Strategic Bus Routes





Virgin Voyager

## Rail

5.65 Devon is fortunate in having an extensive rail network, and the retention and development of this network will play an important role in establishing an integrated transportation system. In order to ensure that the rail network maximises its potential, encouragement will be given to improving levels of service, enhancing existing facilities and providing additional stations.

5.66 The Great Western line from the Channel Tunnel to Penzance and the Exeter to London (Waterloo) line are currently part of the conventional Trans European Network (TENs) Line. The rail network (see Map 12) serving Devon's main urban areas and their associated catchment areas could play a greater role in meeting travel needs. The Devon Transport Strategy seeks to develop the role of the rail network in the urban areas by improving accessibility and locating major development where it can access the rail network.

5.67 In some parts of rural Devon, the rail network provides an alternative means of access to the urban areas and the wider national transport networks. The rural rail network should therefore be maintained and service levels enhanced wherever possible.

5.68 The retention and improvement of passenger facilities at existing rail stations is essential in order to realise the potential of the rail network. The effectiveness of the rail network in meeting Devon's travel needs can also be enhanced by improving co-ordination between rail services and other modes of transport - including bus services, pedestrian and cycle networks.

5.69 Local Planning Authorities should ensure that the distribution of future land recognises the role that the rail network can play in meeting travel needs, and supports the retention of the rail network.

5.70 **Policy TR9** proposes a series of measures to promote the use of public transport, including rail local bus and long distance coach services

### Policy TR9

#### Public Transport

The use of public transport in Devon, including bus, rail and long distance coach, will be promoted by:

- 1) locating major development where it can maximise accessibility to strategic and local public transport;
- 2) integrating public transport services more effectively;
- 3) improving accessibility to public transport networks by supporting rail and bus station development and enhanced service frequency wherever possible;
- 4) improving the quality of travel by supporting the enhancement of facilities, infrastructure and user information; and
- 5) managing the highway network so as to give greater priority to road based public transport services.



Exmouth Station

### Strategic Road Network and Roadside Services

5.71 The highway network is a fundamental element of Devon's transport system - providing the physical infrastructure for walking, cycling, road freight, bus, and car travel. This network will need to be managed and maintained in a way which enables it to be used in the most effective and efficient way.

#### European Networks

5.72 The M5 motorway, the A38 Exeter to Plymouth and the A30/A303 route to London form part of the Trans European Networks (TENs) and meet key strategic travel needs. In this context it is considered that the A30 Trunk Road from Exeter to Penzance should also be designated as part of the Trans European Road Network. This Network should be improved and maintained to a high standard in order to further reduce the peripherality of Devon within a European context.

#### The National Highway Network

5.73 The National Route Network within Devon (comprises the M5 motorway, A38 Expressway, the A30, A303, and A35). Management of this network rests with the Highways Agency and its condition has been steadily improved in recent years as increased levels of investment have been made available to enable enhancements in road safety, reduce the impact of congestion and conserve or enhance the environment.

#### The Strategic Road Network in Devon

5.74 The wider Devon highway network includes the European and national routes referred to above, together with an extensive network of more local routes which meet most of Devon's road based travel needs (see Map 13).

5.75 Within this road network, certain routes play a key strategic role, both in transport terms and in the context of supporting the overall Development Strategy. These routes, as shown on Map 14, form the Strategic Road Network (SRN).

5.76 The safe and efficient operation of the SRN will facilitate the movement of people and goods into, through and around Devon; enable the remainder of the highway network to be relieved of strategic traffic flows; facilitate economic development; and reduce peripherality.

5.77 Despite ongoing investment in the SRN, some sections of the network are operating under severe pressure. Future investment in the SRN will seek to maximise the efficiency of the existing network, and provide for new investment where this would:

- provide environmental relief to settlements lying on the Strategic Road Network
- reduce congestion where this is inhibiting movement
- assist economic growth by facilitating land use proposals identified through the Development Plan process, or
- improve the overall level of safety on the highway network

#### Roadside Service Areas

5.78 Roadside Service Areas (RSAs) play an important role in promoting road safety and reducing accidents - particularly on the Strategic Road Network.

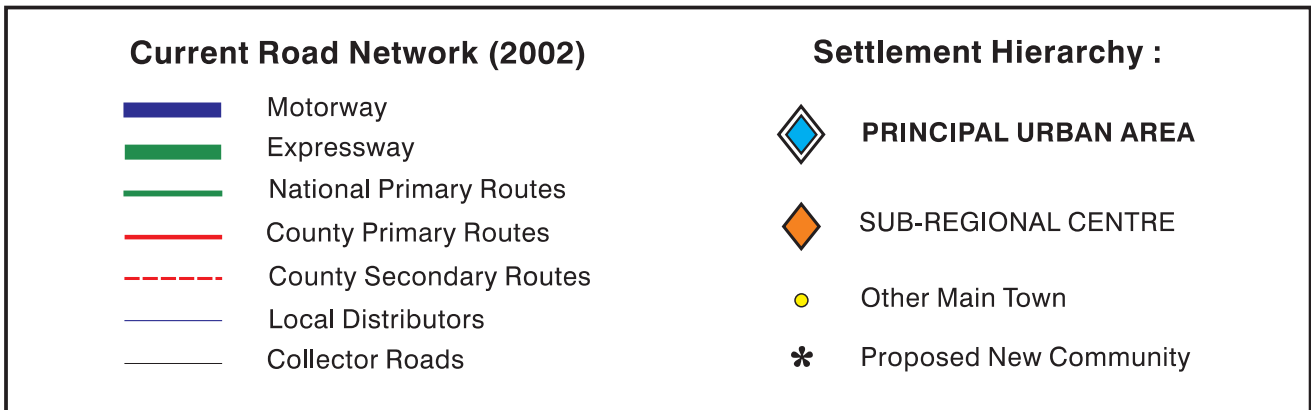
5.79 In conjunction with the Highways Agency or the Highway Authority, Local Plans should identify potential locations for RSAs on the Strategic Road Network - where deficiencies have been identified. Consideration should also be given to the enhancement of existing RSAs which have a limited level of facilities.

#### The Local Highway Network

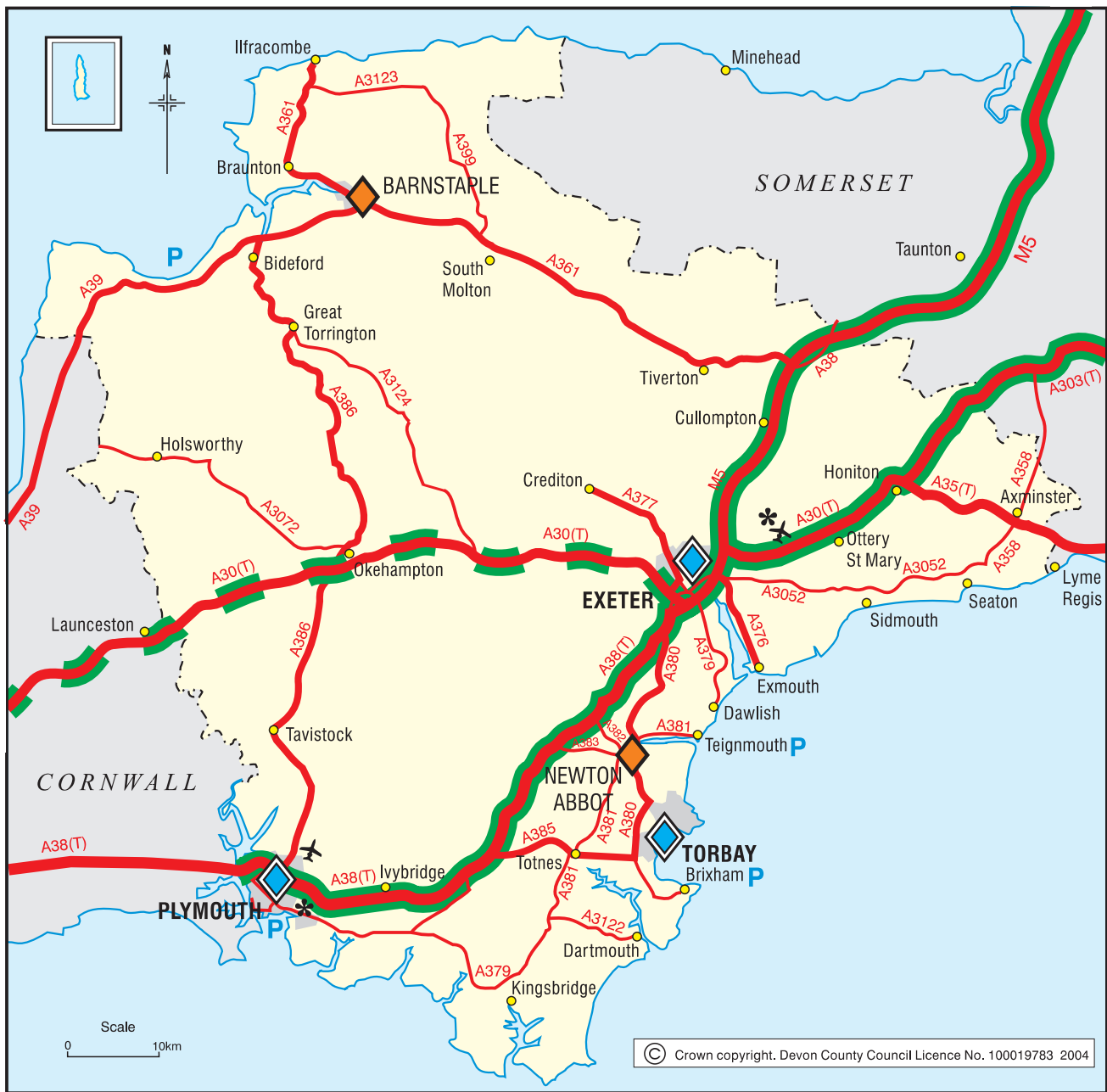
5.80 Most of Devon's highway network, however, falls outside of the SRN but it plays a fundamental role in meeting people's travel needs. The priorities for the non strategic highway network will be to improve safety, reduce pollution and the other environmental effects of traffic, ensure effective maintenance and the introduction of measures to maximise the efficient use of the existing road infrastructure.








East-the-Water relief road, Bideford









Map 13: Devon Road Network (illustrative map - does not show all aspects of the Devon Road Network - also see Strategic Road Network 2001 to 2016)



**Strategic Road Network :**

-  Road in Trans European Network ( TENS )
-  Advocated for inclusion in ( TENS )
-  Motorway / Trunk Road
-  National Primary Route
-  County Primary Route

**Settlement Hierarchy :**

-  **PRINCIPAL URBAN AREA**
-  **SUB-REGIONAL CENTRE**
-  Other Main Town
-  Proposed New Community
-  Strategic Ports
-  Airports

Map 14: Strategic Road Network 2001 to 2016

5.81 **Policy TR10** sets out the requirements for the Devon Road Network, defines the role of the Strategic Road Network in Devon and sets out the criteria that should be taken into account when considering new provision of Roadside Service Areas.

### Policy TR10

#### Strategic Road Network and Roadside Service Areas

Devon's road network will be maintained and enhanced in such a way as to minimise the impact of traffic, reduce congestion, improve safety, promote environmental and economic enhancement and maximise operational efficiency.

Priority will be given to maintaining and developing the Strategic Road Network (SRN), as defined on the Key Diagram, to a high standard. The SRN will support the overall development strategy by providing strategic road links:

- 1) through Devon, and between Devon and other parts of the South West, Britain and Europe;
- 2) between the Principal Urban Areas and Sub Regional Centres; and
- 3) to Area Centres.

In doing so the SRN will be the main road network for inter urban travel, strategic road based freight movement (including port and airport access) and for road based tourist travel.

Where a need has been established, provision should be made for new and improved roadside service areas on the Trunk Routes and National Primary Routes of the SRN identified on the Key Diagram.

Development proposals should not adversely affect the road network in terms of traffic and road safety, and access to the network should not detract from or conflict with the function of the route.

### Safeguarding Transport Networks

5.82 As time passes, certain parts of the existing transport networks fall out of use or are bypassed. The most common examples of this are the disused railway alignments that were made redundant in the 1960s. However, there are more recent examples where sections of the road network have been closed as a result of the construction of bypasses or other traffic management schemes. In other cases safeguarded routes may no longer be required for their original purpose.

5.83 Some of these disused routes could, however, play an important role in developing new transport networks - particularly for public transport, cycling and pedestrian access. **Policy TR11** therefore seeks to ensure that these opportunities are not lost as a result of new development being located where it would affect such disused or previously safeguarded transport routes.

### Policy TR11

#### Safeguarding Transport Networks

To ensure that opportunities to re-use or exploit existing, disused or safeguarded transport routes are not compromised - such routes will be protected for future transportation use wherever justified. This will include the retention of safeguarded road routes and disused railway track, rail heads and associated land.



Resurfacing work on The Tarka Trail

## I. Ports

5.84 Devon is in a relatively peripheral part of England. In order to reduce this peripherality, its transport systems need to be competitive and fully integrated with the rest of Western Europe. The Regional Transport Strategy identifies improved access to ports for road and rail and in seeking to achieve this, it will be important to recognise that Devon does have some locational advantages, having a central position along Europe's Atlantic Area seaboard, and astride one of the world's major shipping routes (the English Channel).

5.85 The **port of Plymouth** is a TENs port and is one of the principal ports serving the south west region, with considerable naval and commercial activity. It operates both as a passenger port - with services to France and Spain - and as a major commercial port for freight. Access between the port and strategic road/rail networks (especially the TENs) needs to be maintained and improved if it is to fulfil its strategic role.

5.86 The **ports of Teignmouth and Bideford** also make important contributions to commercial activity within Devon. Bideford is the main commercial port on the North Coast - offering an alternative to the transport of goods by land to North Devon. Teignmouth handles a considerable quantity of ball and other clays for export from the Bovey Basin, as well as importing freight. For both of these ports there is a need to secure appropriate transport facilities and development to complement their operation.

5.87 There are also several ports that specialise in fishing and associated activities, the principal ones being **Brixham and Sutton Harbour (Plymouth)**. Both of these ports have associated commercial activities, fish markets and quays and are important centres for European fisheries. These port uses need to be protected in order to sustain related commercial activity, which contributes to the economic diversity of Devon.

5.88 **Policy TR13** sets out the respective strategic functions of the ports in Devon.

### Policy TR13

#### Ports

Port facilities and their associated infrastructure should be maintained and developed in order to ensure that the following ports fulfil their strategic function:

- 1) Plymouth as a commercial and fishing port linked to the European Transport Network;
- 2) Teignmouth as a commercial port;
- 3) Bideford as a commercial port; and
- 4) Brixham as a fishing port.

Teignmouth Docks



## J. Airports

5.89 Devon's two main airports, at Exeter and Plymouth, provide a commercial service which contributes to the success of the local economy generally. They also provide a service to the resident population in terms of accessibility to other parts of the Country, Europe and the international air service network. Over the Plan period it is anticipated that these two airports will play an increasingly important role. In this context, it will be particularly important for both airports to be identified as "Accessibility Points" within the European Air Transport Network if they are to realise their full potential.

5.90 **A Government White Paper 'The Future of Air Transport'**, published on 16 December 2003, sets out a strategic framework for the development of airport capacity in the United Kingdom over the next 30 years, against the wider context of the air transport sector. The White Paper forecasts passenger growth of three million through Devon's airports by 2030

5.91 **Exeter International Airport** has the most traffic in terms of international destinations, fulfilling an important role for the Exeter sub-region and many parts of Devon, south Somerset and west Dorset. Passenger numbers are expected to increase from almost 400,000 in 2003 to around 2.5 million by 2030. Planning proposals for a new terminal building were given "minded to grant" status in June 2004.

5.92 **Plymouth Airport** also has an important sub-regional role in meeting business needs, particularly by providing feeder services to London. The need to retain and provide for these links will continue to be important throughout the Plan period. Passenger numbers are expected to grow to about 500,000 by 2030.

5.93 Both Exeter and Plymouth airports require a high level of accessibility - particularly from the strategic transport network and by public transport. Policy TR14 sets out the roles and development of Exeter and Plymouth airports.

### Policy TR14

#### Airports

Exeter and Plymouth Airports are Accessibility Points in the European Airport Network.

The role of Exeter and Plymouth Airports should be expanded by:

- 1) improving air service accessibility and developing direct links to international service networks;
- 2) developing new passenger and other related facilities;
- 3) providing for improved surface links to the strategic major road and rail network;
- 4) improving public transport access.



Exeter Airport

### Freight Distribution Network

5.94 The efficient and reliable movement of freight is of vital importance to Devon's economy, and nearly 90% of all inland freight movement is currently road based. Road based freight movements account for approximately 15% of total vehicle miles, and the average length of road based freight movements has increased in recent years at a faster rate than the growth in the volume of goods.

5.95 The movement of freight can have significant environmental implications, and not all roads are suitable for carrying freight vehicles. The predominance of road based freight over other, more sustainable, modes of freight movement also raises issues about pollution, the use of resources, and other environmental impacts. These impacts can, however, be mitigated by managing existing road based freight movement more effectively, and by increasing the role of rail and water based freight haulage.

5.96 freight Quality Partnerships help to develop an understanding of local freight distribution issues and problems to promote constructive solutions taking account of the need for access for goods and services and environmental and social concerns.

5.97 Freight Quality Partnerships are made up of representatives from local authorities, the freight industry, environmental groups, local businesses, the police and other interested bodies. Four Freight Quality Partnerships have been established in the Exeter Urban area, Newton Abbott Area, Northern Devon and the South Hams.

### The Management of Road Based Freight Haulage

5.98 The Strategic Road Network (SRN) has been identified as having a primary role in accommodating road based freight movement in Devon. In performing this role, the identification of the SRN will help to reduce the overall impact of freight movement by concentrating such traffic onto those parts of the network most able to accommodate it.

5.99 The impact of goods vehicles can be significant both in urban and rural areas. Access for service vehicles into central urban areas is an important requirement if their economic vitality and viability is to be maintained. At the Principal Urban Areas and Sub Regional Centres, freight management strategies need to be developed in order to identify the most sustainable and environmentally acceptable means of freight movement within the urban areas and their immediate hinterlands.



Freight by rail in operation at Heathfield

### Rail and Water Based Freight Haulage

5.100 The rail network is an under-utilised resource for freight movement, and there is scope for the expansion of long distance rail freight services. The current Regional Transport Strategy identifies the need to upgrade the gauge on the Great Western main line via Bristol for freight movement. The Trans European Rail Freight Network (TERFN) now includes the main Penzance to Bristol line and all rail lines should be fully integrated with the rest of the operational network by March 2008.

5.101 Sea transport is very efficient in the use of energy and, while the opportunities to expand the role of water based freight haulage are limited, the increased use of coastal and European shipping and ferry links for both freight and passenger traffic will be promoted and encouraged.

### Multi-modal Freight Terminals

5.102 Multi-modal freight terminals can play an important role in encouraging the use of rail rather than road based freight networks. It is considered that the strategic priorities for such terminals in Devon, in terms of their importance to the local economy and their ability to influence modal choice, are at Exeter and Plymouth.

5.103 The provision of a multi-modal freight facility in the **Exeter area** which has a strategic location in relation to national and regional transportation networks, as illustrated on the Key Diagram Inset B, will support the economic development of that part of Devon and encourage the use of the rail network for the movement of freight. There is also scope for a multi modal freight facility at Plymouth, as illustrated on Key Diagram Inset A..

5.104 Elsewhere there is considerable scope for local freight handling and transfer facilities which can help to reduce reliance on road based freight and the impact of goods vehicles - especially in urban areas and the Area Centres. Proposals for major freight generators should be located where they are well related to the rail network and existing ports.

5.105 **Policy TR15** sets out the measures required to achieve more sustainable patterns of freight distribution.

**Policy TR15**

**Freight Distribution Network**

Local Authorities, freight transport operators and other agencies will work together to achieve more sustainable patterns of freight distribution by:

- 1) locating major freight generating development and central distribution points where they would be accessible to the SRN, the rail network and / or port facilities;
- 2) providing for strategic inter-modal facilities for the transfer of freight in the Plymouth area and the Exeter area including, where appropriate, a freight distribution centre, ensuring in all cases that the use of such facilities is limited to the transfer and handling of freight;
- 3) providing for local freight handling and trans-shipment facilities where appropriate;
- 4) developing comprehensive freight management strategies within the Principal Urban Areas and Sub Regional Centres as defined on the Key Diagram;
- 5) implementing a structured programme of freight quality partnership action plans.



Loading freight at Teignmouth Docks

**Other communication networks**

5.106 The development of information and communications technology (ICT) provides new opportunities for knowledge based economic development. It also has an important role in developing transport management systems for Devon. The application of modern technology can help in reducing the adverse effects of peripherality, provide better opportunities for social interaction and assist in the management of strategic transport systems.



Real Time Information for bus passengers

## E. Transport Investment in Devon's Urban and Rural Areas

### Travel Investment Priorities

5.107 In the context of the Devon Transport Strategy as summarised in Policy TR1 and the related policies set out in the previous sections of this Chapter, the Structure Plan needs to identify the key strategic priorities for investment in transport in Devon.

5.108 **Policy TR16** below provides the overall framework for the identification of key strategic schemes for the period 2001 to 2016 and establishes priorities for the main urban areas, the Area Centres and the rural parts of Devon. These priorities should be taken into account when developing Local Transport Plan strategies and programmes.



Bus lane on Topsham Road, Exeter

### Policy TR16

#### Travel Investment Priorities

In the period 2001 to 2016 investment in Devon's transport infrastructure will seek to support economic development, improve access both within Devon and beyond, reduce congestion, and minimise the impact of travel.

#### Urban Areas (PUAs and Sub Regional Centres)

Transport investment within the PUAs and Sub Regional Centres will prioritise the development of comprehensive networks of pedestrian, cycle and high quality, high frequency public transport routes which link residential areas, main employment centres, town centres, education and other community facilities. Investment in the road network should be focused on schemes that would reduce the environmental effects of traffic by reducing congestion or removing traffic from sensitive areas, or promote public transport effectiveness by introducing bus priority and other traffic management measures. Traffic flows within the urban areas should be reduced by the provision of Park and Ride facilities on the periphery of the urban area, and by the improved effectiveness of and accessibility to the local rail network. The potential for innovative public transport systems should also be assessed.

#### Area Centres

In the Area Centres investment will seek to improve public transport links between those Centres and the main urban areas. Within Area Centres and other towns, pedestrian and cycle routes should link residential areas to main destinations, and investment in the road network should allow for improved public transport effectiveness and reduce congestion. Park and Ride facilities may be appropriate in larger towns or in settlements with seasonal traffic pressures.

#### Rural Areas

In rural areas, investment should seek to maximise public transport accessibility to the appropriate Area Centre(s), Sub Regional Centre or PUA. Investment in transport networks and traffic management initiatives should protect the rural environment by reducing the impact of inter urban travel - particularly the impact of Heavy Goods Vehicles.

## Investment in the Devon Transport Network

5.109 Regional Planning Guidance identified a number of infrastructure and investment priorities for the period 2001-2016 which are of relevance to Devon. It also identifies infrastructure and investment for encouraging sustainable transport systems within and between PUAs to support interregional movement to aid economic growth and regeneration and reduce peripherality.

5.110 In May 2004 the South West Regional Assembly launched a consultation, ahead of the full review of the Regional Transport Strategy, on regional priorities for investment in transport titled "Developing the Regional Transport Strategy - Investment Priorities for the South West". The document takes into account the outcome of the multi-modal studies - SWARMMS - and the national Airports Policy Review. The consultation will assist in determining the key issues and investment priorities for agreement in September 2004.

## Strategic Network Investment Proposals

5.111 In the context of the proposals put forward in the Regional Planning Guidance, the priorities for investment in Devon's strategic transport network are set out below in Proposal TR17. These schemes relate to the Strategic Road Network, the rail network, public transport, airport facilities and the National Cycle Network.

5.112 **Investment in the Strategic Road Network** is considered to be essential if the effectiveness of the strategic network is to be enhanced, in that they directly address specific pressure points. Their early implementation will therefore bring economic and environmental benefits.

5.113 **Investment in the rail network** is necessary in order to increase the role of rail travel and reduce dependence on the private car and road based freight. This investment needs to relate to rail infrastructure, service levels, the quality of facilities and interaction with other travel modes. New or reopened stations are proposed where they will directly affect accessibility and potential for greater use of the network. The reopening of the Plymouth - Tavistock line has the potential to reduce the environmental impact of travel within that part of Devon.

5.114 **Investment in other forms of public transport** has the potential to reduce traffic and the use of the private car. Such investment needs to

improve bus station and interchange facilities - particularly in the PUAs and at key rail stations. This investment in public transport infrastructure needs to be prioritised so as to increase the role of public transport and limit further growth in private car use. There is also a specific need to ensure the provision of strategic public transport links between the new community proposals in South Hams and East Devon and their respective PUAs at Plymouth and Exeter.

5.115 The schemes set out in Proposal TR17 need to be seen in the context of the key elements of the development strategy as set out in Chapter 3. This is particularly important in the case of the Exeter PUA, where there are a number of major development proposals which need to be brought forward during the period to 2016, including the new airport terminal; the strategic employment site at Skypark, the inter-modal freight terminal and freight transfer terminal, the new community to the East of Exeter and the Science Park within East Devon. Proposal TR17 includes a number of schemes which seek to meet the cumulative demands of these proposals in terms of their impact on transport networks. The phasing and detailed design of these schemes needs to be such as to ensure the effective and timely delivery of these development proposals over the period of the Plan. The need for such a comprehensive approach is reinforced in paragraphs 3.96 and 3.97 in Chapter 3 of the Plan.

5.116 **Proposal TR17** includes an indicative scheme for improvement of the A30/A303 route within Devon. The exact nature of this improvement will be determined by a decision of the Secretary of State. It will involve either dualling of the road or a strategic package of schemes to improve the safety and operational effectiveness of the route.

5.117 In the Plymouth area it may be viable to consider innovative public transport systems such as Light Rapid Transit and this potential should be assessed through the LTP process.

5.118 Proposal TR17 sets out the priorities for investment in Devon's strategic transport network

**Proposal TR 17****Strategic Network Investment Proposals**

The following major schemes are programmed to commence in the period 2001 to 2016.

**A. Improvements to the Strategic Road Network**

- A386 - Plymouth, corridor improvement including George Junction (by 2006)
- A39/A361 - Barnstaple Western Bypass and Down Stream Bridge (by 2006)
- A380 - Kingskerswell Bypass (by 2011)
- A380 / A3022 Torbay Ring Road - Tweenaway Junction ( by 2006 )
- A377 - Crediton (see note 2 below)
- A379 / A374 - Plymouth, Laira Bridge corridor improvements
- A380 - Haldon Chalets junction improvement
- A30 (east) / A3015 - improved Junction 29 approach capacity
- A30 Merrymeet improvement
- A30 Fingle Glen improvement
- Clyst Honiton Link
- A30/A303 - Marsh to Honiton (see note 1 below)

**B. Rail Network Investment**

Improvements in track and signalling to provide increased capacity so as to enable more frequent services and reduce journey times on the following lines:

- Great Western Main Line (Taunton - Exeter - Plymouth)
- Waterloo - Salisbury - Exeter line
- Newton Abbot - Paignton line
- Exeter - Barnstaple branch line
- Exeter - Exmouth branch line
- Cattedown to Inter Modal Freight Facility Link improvement, Plymouth

Reinstatement of former railway route:

- Bere Alston - Tavistock

New Stations at:

- Tavistock
- the new community within East Devon
- Edginswell (Torbay)

Further rail infrastructure may be considered in the light of the SWARMMS study, and Local Transport Plans, including the possibility of:

- Light Rapid Transit in the Plymouth area
- Re-opened stations at:
  - Cullompton
  - Kingskerswell
  - South Brent

**C. Investment in other public transport infrastructure**

- Improved bus / rail interchanges at major rail stations - including Exeter St David's, Newton Abbot, Totnes, Plymouth, Barnstaple, Tiverton Parkway, Torquay and Paignton
- Improved regional bus / coach station interchanges at Plymouth, Exeter and Torbay, and improvements to existing local interchanges in Area Centres
- Strategic public transport links between the new community in South Hams and Plymouth
- Strategic public transport links between the new community in East Devon and Exeter.
- New or improved Park and Ride facilities to serve Exeter (A30 west , A30 east, A376 south, A377 west, Honiton Road Interchange) Plymouth (A38 east, A379 east, A386 north), Torbay (Barton), Newton Abbot and Barnstaple.

**D. Investment in Airport Facilities**

- additional terminal capacity at Exeter Airport
- runway extension at Plymouth Airport

**E. National Cycle Network**

- Plymouth to the Dorset border

Note 1 : subject to the outcome of further Government studies

Note 2 : Transport Options to be determined by 2006