This Chapter describes the County Council’s approach to consultation and participation with people and organisations across Devon. It also sets out the framework for taking the Plan forward in partnership with key organisations.

5.1 Consultation

The County Council has paid particular attention to effective consultation from the time the Government published its 1998 White Paper on A New Deal for Transport (DETR Table 2). Over the last two years it has implemented a phased and coordinated programme of consultation relating to the Local Transport Plan at both local and county level (Topic Paper 1). A key initiative was the Devon Quality of Life Survey undertaken by MORI in 1998 which identified ‘more and cheaper bus and train services’ as the most important improvement to lifestyles across Devon. In addition it has analysed feedback from other consultations on non-transport issues, which have raised transport-related concerns and suggestions. Transport related issues have also been a focus through a range of Devon Seminars hosted by the County Council in 1999. These include seminars on Rural Devon, on Rail Services in Devon and on the future of Public Rights of Way in Devon.

At local level, the County Council has pioneered joint Partnership Committees with District Councils as part of the Modernising Local Government agenda.

The County Council embarked on a comprehensive consultation programme specifically linked to the Local Transport Plan in Autumn 1998. The main elements are set out in the following pages. They included a series of Panel Hearings in 1998/99 and a Public Technical Examination of the Plan in May 2000.

“It is really encouraging to see that we are having an impact on County Council planning and transport”

Janet Crocker, University of the 3rd Age and Member of Devon Better Government for Older People Advisory Group

Devon County Council is supporting the award winning Global Action Plan project for sustainable transport at Exmouth Community College

Devon Local Transport Plan - Public Technical Examination 31 May 2000

Representatives from these eighteen organisations participated in this roundtable discussion which was the final element of consultation prior to the Plan’s publication:

- Carmel Coaches
- Stagecoach
- Transport 2000
- Cyclists Touring Club
- North Devon Economic Partnership
- North and East Devon Health Authority
- Exeter College
- Exeter City Council
- Exeter Initiative
- Exeter Airport
- Dartmoor National Park Authority
- Teignbridge District Council
- Friends of the Earth
- Council for the Protection of Rural England
- South West Regional Development Agency
- Freight Transport Association
- Devon and Cornwall Police
- Highways Agency
Consultation and Participation on the Devon Local Transport Plan

Devon Quality of Life Survey 1998
Carried out by MORI, on behalf of the County Council and partners through initial group discussions in July 1998 and face to face interviews, between September and November 1998, with a balanced sample size of 1,231 residents.

Devon County Council Environment Scrutiny Committee 24 May 2000
As part of the County Council’s modern political structure, this Committee carried out an independent assessment of the Consultation Document on the Plan.

Public Technical Examination
31 May 2000
Representatives from 18 organisations participated in a roundtable discussion of key aspects of the Plan.
Feedback from the consultation and participation on the Devon Local Transport Plan

Key issues included:

**Devon Quality of Life Survey 1998**
- More and cheaper bus and train services

**Travelling into Devon’s Future** November 1998 Newspaper Supplement
- Improve footpath access and maintenance
- Increase the frequency of buses
- Meet the needs of pedestrians and cyclists

**Travelling into Devon’s Future** November 1998 Technical Document
- Improving public transport should be a priority
- Better integration between different modes of transport
- Reducing bus and rail fares

**Devon Local Transport Plan Panel Hearings**
December 1998 to February 1999
- The need to address the practicalities of enabling children and young people to walk or cycle to school and college.
- Recognise that transport is central to the quality of life of older people and people with a disability
- Acknowledge that reducing reliance on the car will take a long time

**Taking The Next Step Questionnaire** Winter 1999/2000
- Widespread support for the objectives and programmes in the Provisional Plan.
- 96% of respondents supported the aim of giving people wider travel choice
- Better walking, cycling and public transport links to reduce unnecessary use of the car.

**Consultation Document on Devon Local Transport Plan 2001 - 2006**
April/May 2000
- Road safety should be a key objective of the Plan
- Exeter’s status a regional centre should be reflected in the Plan
- Maintenance and management of the road network should be a high priority

**Devon County Council Environment Scrutiny Committee** 24 May 2000
- The opportunities for greater use of rail freight and sustainable distribution should be closely examined
- The need for smaller improvement schemes should be examined
- The parking strategy, particularly for charging, should take different approaches between the main urban areas and the market/coastal towns

**Public Technical Examination** 31 May 2000
- The Plan will benefit from clear objectives
- Setting targets will be the key to measuring progress using appropriate indicators
- Need to understand the problems of Devon as a large rural county
5.2 Community Participation

The County Council has made full use of the potential of participative processes for identifying transport issues. This includes community-based research and analysis of community appraisals. This has been particularly helpful in identifying the needs of different sectors (e.g., older people, women, and people living in remote areas) across Devon. Also highly relevant to the Local Transport Plan are the results of community participation in town centre enhancement proposals, community development trusts and rural transport fora.

The Local Government Bill will give local authorities a duty to prepare “community strategies” for promoting or improving economic, social and environmental well-being. The County Council is developing community strategies covering:

- Community Safety
- Children and Young People
- Health and Social Care
- Investing in the Local Economy
- Lifelong Learning
- Transport

Partnerships between the public, voluntary and community sectors have been reinforced through an agreement which sets out shared principles and commitments to action. There are 100 signatories to the Partnership Agreement, “Working Together for Devon”, which was launched in July 1999. Project groups are developing proposals to take forward the Commitments to Action in the Agreement to ensure that community planning will benefit from high quality partnerships.

Community Planning and Leadership - A Devon Case Study: East Devon District Community Planning Forum

Key agencies in East Devon District have agreed to provide health and social care to local people, through joint agency and partnership working. The District Community Planning Forum (CPF) will be a multi-agency alliance formed from the key East Devon agencies. It will be the locus for the planning, implementing and monitoring of strategic plans of these agencies through the development of an overall Community Plan for East Devon.

The Forum will address the health, social care and wider needs of local communities, promoting their social, environmental and economic well being effectively and in a way that offers value for money.

The Forum will include representatives from:

- East Devon Primary Care Groups
- East Devon Volunteer Support Agency
- East Devon District Council
- Devon County Council
- Community Trust
- Probation Service
- Devon and Cornwall Constabulary

The priorities for the Forum are:

- Youth Strategy
- Transport
- Coronary Care
- Mapping Estates
- Community Development
- Community Safety
- Public Involvement
- Learning
- Housing Support
5.3 Partnership

The successful implementation of the Objectives of the Devon Local Transport Plan will only be achieved with the active support of key partners. The following key partners have been identified:

1. **District Councils and National Park Authorities**: These have a particular role to play as the Local Planning Authorities preparing Local Plans and determining planning applications. Short submissions from each Authority, explaining how they propose to help to ensure effective implementation of the Plan, are set out in **Topic Paper 2**. The table below identifies the scope of each submission in relation to the themes that have been identified as particularly important to the plan.

2. The **Partnership Committees**, established between the County and District Councils (together with the Exeter Joint Highways Committee) have enabled duties, powers and responsibilities to be exercised coherently and respond to community needs. The Committees are also a focus for work, and partnerships, between agencies and organisations: Health Authorities, the Devon and Cornwall Constabulary, Parish and Town Councils.

3. **Transport Operators**: Operators for all modes of transport, especially public transport, have very significant contributions to make to the implementation of the Plan. These include:

   - Coach and Bus Travel: National Express, First Western National, First Red Bus, Stagecoach Devon Ltd., other Bus Operators, Community Transport Groups.

   - The Strategic Rail Authority

   - Train Operators: English, Welsh and Scottish Railway, First Great Western, South West Trains, Virgin Trains, Wales and West, Railtrack.

   - Air Travel: Exeter Airport.

   - Taxi Operators.

   - Shipping Operators: using ports of Bideford and Teignmouth.

   - Freight Transport Operators: these operators have been given particular consideration in the light of rising public concerns about freight and distribution particularly on rural roads in Devon, and the development of Freight Quality Partnerships.

4. **Organisations promoting walking, cycling and horse riding**: national and local groups and organisations.

5. **Adjacent Highway Authorities**: the Local Transport Plans prepared by the County Councils and Unitary Councils adjacent to Devon are directly relevant to the Devon Local Transport Plan particularly for the regional and cross-boundary interfaces. These authorities are:

   - Cornwall County Council
   - Dorset County Council
   - Plymouth City Council
   - Somerset County Council
   - Torbay Council

Devon County Council has been in discussion with these authorities throughout the period of the preparation of its Plan.

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**Table: Issues highlighted in District Council and National Park Authority submissions to the Devon Local Transport Plan (see Topic Paper 3)**

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<th>Authority</th>
<th>Land Use Planning</th>
<th>Air Quality and Noise</th>
<th>Car Parking</th>
<th>Green Travel Plan</th>
<th>Taxi/Minibus Hire</th>
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**KEY**

- Statement of action taken / proposed
- No decision yet taken
- n/a Not applicable

Issues highlighted in District Council and National Park Authority submissions to the Devon Local Transport Plan (see Topic Paper 3)
**Identifying key cross boundary issues with Cornwall, Dorset and Somerset**

### Devon/Cornwall Issues

- The Authorities will continue to support transport initiatives related to tourism and recreation in the Tamar Valley Area of Outstanding Natural Beauty, and this will include promotion of ferries, boats and quays on the River Tamar.
- The Authorities will, through the Plymouth and South East Cornwall and Environs Transportation Study, continue to address transport issues in relation to Plymouth as a major urban centre.
- The Authorities will, through the Devon and Cornwall Rail Partnership, work to promote rural rail services.
- The Authorities will continue their joint support for bus services serving Boscastle, Launceston, Okehampton and Exeter - service X10; and Bude - service X9. The Authorities will continue their joint support for other bus services.
- The Authorities will work closely on the development and promotion of the National Cycle Network and the South West Coast Path.
- Work jointly with other authorities in the South West to develop improved public transport information.
- The authorities will co-operate on the introduction of improved bus services giving access to the South West Coastal Path.

### Devon/Dorset Issues

- Continued working between the two authorities and other authorities in the South West as part of the SELCA group which aims to promote and develop the Salisbury to Exeter Railway line.
- Public transport improvements will be pursued jointly to include co-ordination of services introduced through the Rural Bus Grant.
- Work jointly with other authorities in the South West to develop a network of strategic bus routes linking the main town centres and key tourist locations.
- The Service 31, between Weymouth, Dorchester, Lyme Regis and Axminster and the X53 service between Weymouth, Dorchester and Exeter will continue to be supported jointly through the Rural Bus Grant.
- Work jointly with other authorities in the South West to develop improved public transport information.
- The authorities will co-operate on the introduction of improved bus services giving access to the South West Coastal Path.
- The Authorities will work closely together to progress traffic management solutions to the problems of through traffic in Lyme Regis, including investigation of possible route redesignations.
- The Authorities will co-operate on the implementation of the SUSTRANS south coast cycle route from Dorchester into Devon.

### Devon/Somerset issues

- The Authorities will work closely on the implementation of the Exmoor National Park Authority’s Traffic and Transport Strategy and Action Plan.
- The Authorities will support the upgrading of the Waterloo to Salisbury to Exeter railway so as to enable an hourly interval passenger service.
- The Authorities will support proposals to provide hourly interval rail services from London to Plymouth and improvements to reduce journey times.
- The Authorities will, through the Bristol Channel Project, support improved sea links between South Wales and the South West.
- The Authorities will continue their joint support for bus services between Tiverton, Dulverton and Minehead - service 398; Barnstaple, South Molton, Tiverton-Taunton - service 307; and Taunton-Wellington to Honiton/Seaton - service 20.
- The Authorities will continue their existing joint arrangements for other bus services.
- Work jointly with other Authorities in the South West to develop improved public transport information.
- The Authorities will co-operate on the introduction of improved bus services giving access to the South West Coastal Path.

### Devon/Plymouth/Torbay Issues

- Plymouth City Council and Devon County Council participate in the Plymouth and South East Cornwall and Environs Transportation Study (PSECETS) Group which ensures a consistent and compatible approach to transport planning.
- The approach to transport planning resulting from the close working between Torbay Council and Devon County Council includes the joint study of the A380 Newton Abbot-Torquay Corridor.
6. Other Key Partners: From the wide range of other partners with whom the County Council has close working links, the following have been identified as being of particular importance to the implementation of the Devon Local Transport Plan:

- The Business Sector.
- The Community Council of Devon.
- The Countryside Agency.
- Devon and Cornwall Police.
- English Heritage.
- Environment Agency.
- Primary Care Groups.
- The Health Authorities.
- The Highways Agency.
- Better Government for Older People - Devon Pilot Initiative.
- Parish and Town Councils and Community Groups.
- Schools and Colleges.
- South West Tourism.
- The South West Regional Development Agency.
- Sustrans.

7. Road safety has been identified as a key Objective for the Plan and the key partners which have a role are:

- Parish and Town Councils and local communities
- Devon and Cornwall Constabulary
- District Councils
- Highways Agency
- Health Authorities
- Magistrates
- Major employers
- Schools and Colleges
- Driving Instructors and Specialist Driving Associations
- Media - radio, newspapers and television
- Agencies and interest groups - motoring organisations, groups representing horse riders, cyclists and pedestrians, and countryside conservations groups
- Other local authorities

5.4 Ongoing Consultation 2001 - 2006

Consultation, participation and partnership will continue over the period of the Plan. The ways in which the Plan will be implemented will include:

- detailed consultation with local communities and Town and Parish Councils on schemes and measures
- Partnership Committees and the Exeter Joint Highways Committee continuing to have a key role in determining the schemes and measures undertaken as part of the Local Area Programme
- on-going public involvement through user satisfaction surveys and travel diaries
- work with the Countryside Agency on rural transport
- close working with Plymouth City Council and Torbay Council

As part of this ongoing consultation, Devon County Council recognises the key role that raising public awareness has in moving towards more sustainable methods of travel. The Devon TRAVELWISE campaign will be an essential part of implementing the objectives of the Devon Local Transport Plan over the next decade. Its Action Plan for the coming years is focused on:

- Raising Public Awareness - campaigns with the health authorities and other partners.
- Employers Travel Plans - the County Council’s own Plan and those of major employers.
- School Travel Plans - working with schools around Devon.
Chapter 6: Local Transport Plan Objectives

This Chapter sets out a Vision for Devon looking forward over the next 20 years, and identifies the Local Transport Plan Objectives to help achieve it.

6.1 Vision
Making predictions about the future is always difficult: anticipating long term changes and trends is not easy. A wide range of global and national factors will have influences on Devon's longer term future, for example:

- rate of economic development
- changes in employment and industry
- climate change resulting from global warming
- use of alternative fuels for vehicles such as gas, electricity and solar power
- cost of conventional fuel: petrol and diesel
- use of information technology to reduce the need to travel
- population growth and household size

Key themes for the future
A range of social, environmental and economic factors are of critical importance for the future, including:

A sustainable future - the need to consider the longer term effects of decisions on pollution, energy consumption, climate change, bio-diversity, as well as the local environment.

Health and safety - the need to reduce air pollution, particularly from traffic, and the contribution that planning and design can make to reducing accident risks and crime.

Living environment - the need to retain, and enhance, the distinctive characteristics of Devon's urban and rural areas which help to give a sense of place.

Housing - the provision of a choice of housing of a type and price and in places to meet people's needs.

Economic prosperity - the creation of jobs, the development of skills and incomes which are closer to the national average.

“Devon on the Move” serves as an important step towards achieving this long-term Vision, especially through its Objectives, which aim to chart a course over a ten-year period in addition to shaping the five-year Implementation Programme.
Devon Local Transport Plan 2001 - 2006

Visions for Devon’s Future - City and Countryside

“Devon on the Move” reflects visions for the future of both urban and rural areas: pictures of where communities want to be in the future and how transport will contribute. It presents its own vision and draws on others in Devon. It reflects complementary Visions such as those for Exeter and for Dartmoor.

**Exeter 20:20 - Exeter’s Future in Focus**

*Exeter 20:20 is a vision for the whole community, prepared by the Exeter Vision Partnership of leading figures in the City. It aims to consider, implement and review a strategic vision for Exeter to answer the question “what might Exeter be like in the year 2020” as a place to live, work and visit. The fundamental aspirations for the City’s future are:*

- to be widely recognised as the Regional Capital, both administratively and politically
- to become recognised nationally as a major centre for business and culture
- to be perceived nationally as an innovative city, especially in the fields of education, health and sport
- to enhance the reputation and positive image of Exeter as a prime location, in which to live, work and study, as well as to visit
- to recognise and encourage the aspirations of all of its Citizens
- to achieve change whilst minimising adverse effects on the environment

**A Vision for Dartmoor**

The Dartmoor National Park Authority is looking several generations into the future with a vision for the National Park in which

- the wilderness of remote moorland remains undiminished, and past physical and ecological damage has been repaired
- farming remains the principal land use, and is always maintaining and enhancing the character and wildlife interest of the landscape
- the moorland is free from live firing
- hardy, traditional ponies freely graze
- all broadleaved woodland is being actively conserved and conifer plantations are better integrated into the landscape
- the air, soils and rivers are unpolluted and diverse wildlife thrives
- the archaeological and historic character of buildings, settlements and landscapes are being actively conserved
- residents and visitors still find peace, solitude and enjoyment, in harmony with the landscape and with each other
- the impact of the motor vehicle is reduced and attractive viable alternatives to car travel exist
- services, amenities, housing and employment opportunities are meeting the needs of a thriving local community
- everyone shares a deeper understanding and appreciation of National Park values and is working together to sustain and enhance Dartmoor’s distinctive high quality environment.

In this vision, Dartmoor is a place where all human activity is in harmony with the conservation and enhancement of the area’s scenic beauty, ecological value and cultural heritage. It is a place of inspiration, of evolution and of socio-economic viability, where resources are managed sustainably. National Park status is seen as critical to ensuring that Dartmoor remains a special and distinctive place in which to live, to work and to experience quiet enjoyment.
6.2 Devon Local Transport Plan Objectives

The Devon Local Transport Plan has nine Objectives. Integrated Transport and Safety are the two key Objectives which have been identified as having a higher priority than the other seven.

The identification of Objectives lies at the heart of the Devon Local Transport Plan. As transport affects all aspects of our daily lives, a wide range of objectives are relevant to the Plan. The Objectives of this Plan are consistent with European, national and regional objectives. In particular it demonstrates links with the Government’s Integrated Transport Policy and its overarching objectives for transport based on the five themes of: Environment, Safety, Economy, Accessibility and Integration (see Chapter 3). The Plan also includes Objectives for four additional key issues which have been identified as a result of consultation as being of special importance to Devon: Health, Lifelong Learning, Social Exclusion and Tourism.

### Devon Local Transport Plan Objectives

<table>
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<tr>
<th>Objective</th>
<th>Description</th>
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<tbody>
<tr>
<td>1. Integrated Transport</td>
<td>To integrate all forms of transport with the Devon Structure Plan and Local Plans leading to a better, more efficient, transport system.</td>
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<tr>
<td>2. Safety</td>
<td>To ensure that travel can be undertaken safely by all modes.</td>
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<td>3. Accessibility</td>
<td>To improve accessibility to work, facilities and services for all, especially for those without access to a car.</td>
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<tr>
<td>4. Economy</td>
<td>To maximise the contribution of sustainable transport networks to an efficient economy.</td>
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<tr>
<td>5. Environment</td>
<td>To protect the natural environment and historic heritage of Devon.</td>
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<td>6. Health</td>
<td>To encourage healthier lifestyles through promotion of walking and cycling.</td>
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<tr>
<td>7. Lifelong Learning</td>
<td>To improve and enhance access by sustainable transport to schools, colleges and cultural destinations.</td>
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<tr>
<td>8. Social Exclusion</td>
<td>To meet the transport needs of all social groups and contribute to community needs.</td>
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<tr>
<td>9. Tourism</td>
<td>To integrate tourism and public transport to give visitors a wider choice of modes.</td>
</tr>
</tbody>
</table>

In identifying and testing these Objectives, the County Council has appraised their scope against a palimpsest of European, national, regional and county objectives. These include:

- European Commission Strategic objectives 2000-2005
- The European Spatial Development Perspective
- The Government’s Sustainable Development objectives
- The Government’s Transport objectives
- The Draft South West Regional Planning Guidance
- The Devon Structure Plan First Review objectives.

The Table below sets out the results of this analysis. In addition, the Devon Local Transport Plan Objectives have been tested through public consultation, through which they have received high levels of support.
Key European, National, Regional and Devon Objectives

**European Objectives**
The *European Commission’s Strategic Objectives* for 2000 to 2005 are
1. Promoting new forms of European governance.
2. A stable Europe with a stronger voice in the world.
3. A new economic and social agenda.
4. A better quality of life.

**National Objectives**
*Sustainable Development Objectives* are:
1. Social progress which recognises the needs of everyone
2. Effective protection of the environment
3. Prudent use of natural resources; and
4. Maintenance of high and stable levels of economic growth and employment

*The Government’s Transport Objectives*:  
1. To protect and enhance the built and natural environment;
2. To improve safety for all travellers;
3. To contribute to an efficient economy, and to support sustainable and economic growth in appropriate locations;
4. To promote accessibility to everyday facilities for all especially those without a car; and
5. To promote the integration of all forms of transport and land use planning, leading to a better, more efficient transport system.

**Regional Objectives**:  
The *Draft Regional Transport Strategy* has six key objectives: 
1. To reduce the impact of transport on the environment
2. To support the Spatial Strategy of the Regional Planning Guidance
3. To secure improved accessibility to work, facilities and services
4. To create a modern, efficient and integrated transport system
5. To ensure the safe use of the Regional transport network
6. To add value to previous investment by completing missing links in transport infrastructure

**Devon Structure Plan Objectives**
The aim of the *Structure Plan* in relation to infrastructure is to:
“to develop an integrated and sustainable transportation system, in conjunction with land use strategy, able to meet the environmental, economic and social needs of Devon whilst reducing the need to travel”.

Five objectives pursue this aim:
1. Reduce the need to travel, especially by private vehicles.
2. Promote the use of alternatives to car travel such as public transport, walking and cycling.
3. Guide new development to locations that can be served by a choice of transport modes.
4. Increase accessibility for those not having access to private transport.
5. Avoid the dispersal of new development provision - in order to reduce the need to travel and maximise accessibility to facilities and services.
### Analysis of Strategic Objectives

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**Key**

- ● Primary Link with Devon Local Transport Plan
- ○ Secondary Link with Devon Local Transport Plan

**Sources:**

- Regional objectives from: “Draft Regional Planning Guidance for the South West”, South West Regional Planning Conference, August 1999

### 6.3 Devon Local Transport Plan Strategy

The Plan will implement the nine Objectives through:

1. A series of **Devon Strategies** (Chapter 7 and **Topic Paper 3**) which provides the basis for the Implementation Programme.

   The purposes of the Devon Strategies are to:
   
   - understand varying travel needs and requirements
   - recognise that in providing alternatives to the car all the components of a journey have to be addressed
   - show how the results of consultation and participation will be addressed by actions and policies for the future

2. An **Implementation Programme** (Chapter 8 and **Topic Papers 5, 6 and 7**) which gives priority to the particular problems of different localities through investment in:
   
   - **A Regional Programme** reflecting the importance of key elements of regional transport infrastructure
   - **A Countywide Programme** of measures for which a strategic approach is need across the whole county
   - **A Zones Programme** for five Zones based on longer journeys along major transport corridors
   - **A Local Areas Programme** focussing on shorter journeys and reflecting the role and potential of Devon’s market and coastal towns together with their networks of smaller communities
   - **A Major Scheme Programme** identifying Barnstaple Western Bypass as the scheme to be commenced within the period 2001 to 2006 and highlighting two other major schemes: Kingskerswell Bypass and Crediton Bypass for development over the period 2007 to 2011.
The Countryside Agency is a key partner in delivering the rural transport strategies of the Devon Local Transport Plan. The Agency’s choice of a Devon landscape to illustrate its new State of the Countryside report highlights the County’s rural character. Under Devon’s Plan, the communities in this view, looking from the Haldon Hills towards the Exe Estuary, will see major benefits in investment in sustainable transport, especially walking, cycling and public transport over the next five years.