

Local Development Framework Briefing Paper Devon Travel Strategy



Devon County Council's advice to Local Planning Authorities.

This is one of a series of briefing papers prepared by Devon County Council to assist the preparation of Local Development Documents.

To view this, and other briefing papers, see <http://www.devon.gov.uk/ldf-briefing-papers> for more information or comment contact 01392 382275 or email environment@devon.gov.uk

Local Planning Authorities are requested to take the following matters into account in preparing their Local Development Frameworks and other documents:

1. **Transport Strategy for the Area** - LDF Core Strategy should set out a clear Vision and Strategy for the future of transport and land uses in the area based on and consistent with the principles set out in the emerging RSS / SP / LTP – i.e. identifying priorities, objectives, and targets.
2. **Guide development to locations that can be served by a choice of transport modes and avoid the dispersal of new development provision** - In allocating sites for development LDFs should identify locations offering a choice of sustainable transport modes, reduce the need to travel, and identify opportunities for locating high use development in accessible locations. District Councils are requested to consult to County Council at early stage in process of development distribution and allocation.
3. **Sustainable travel modes** - LDFs should indicate how LPA's will, in partnership with the Local Highway Authority, make provision for and promote the use of sustainable travel modes, recognising the modal hierarchy, providing for pedestrians and cyclists and providing for development where it can be served by public transport. Identify networks, and strategies for public transport enhancement. Also, illustrate how freight movement to be provided for – identifying routes and facilities (ports, airports, intermodal, transshipment etc)
4. **Demand Management** - LDFs should set out a range of measures aimed at travel demand management – including the strategic approach to parking, travel plans and traffic management – in towns and rural areas to promote the use of alternatives to the car and minimising unnecessary travel. LPA's should liaise with LHA's to ensure that parking strategies are coordinated with neighbouring authorities
5. **Accessibility** - LDFs should indicate how they will promote increased accessibility to community services and facilities – in towns and in rural communities – maintaining and enhancing public (and innovative) transport in less accessible areas and focussing facility provision, employment and other services at accessible hubs within the community.
6. **Reducing the social and environmental impact of travel** - LDFs should indicate how they will reduce the social and environmental impact of travel by reducing congestion, addressing issues of air quality and the social impact of transport (noise, severance, safety) recognising the priority areas identified by DCC.
7. **Transport Networks and investment** - LDF should identify the strategic transport networks within their area (policy and diagram) and include policies for their maintenance and enhancement in relation to proposed development areas. The need to maintain the function of local transport networks should also be recognised. Recognise and incorporate RFA schemes and LTP proposals.... and how these will support the development strategy and economic investment.
8. **The strategy diagram** should illustrate; the Devon Strategic Route Network [as shown in the Devon Structure Plan], those roads which are the responsibility of the Highways Agency, Rail infrastructure, other sub regionally significant transport infrastructure e.g. ports and airports, strategic walking and cycling routes, the broad location of important investment priorities e.g. South Devon Link Road. (see Section 5e)

Partnership Working

Devon County Council wishes to work in partnership with District Councils, other organisations and developers, to ensure that strategies in the development plan documents and local transport plans are consistent and complementary. (Further advice is available in separate area Briefing Papers for Plymouth Area, Barnstaple Area, Newton Abbot Area, Exeter Area, Rural areas, and Tourism and Recreation and other topic based Briefing Papers) (see Section 8)

1. Introduction

Transport has a critical role to play in achieving sustainable development. It plays a crucial role in meeting the social and economic needs of the community, but also has adverse impacts in terms of pollution, the use of natural resources and the impact of traffic and infrastructure on the landscape and urban environment, and climate change.

This Briefing Paper outlines the travel and transportation matters from Devon County Councils perspective that need to be taken into account by District Councils in preparing their Local Development document. This paper should be read in conjunction with other Briefing Papers which provide more detailed commentary about the area and topic based issues that need to be taken into account in preparing Local Development Documents¹

2. Policy Background

The Government's overall aim for transport is to secure *"transport that works for everyone"* The four central / local priorities shared priorities are:

- a) Tackling Traffic Congestion
- b) Delivering Accessibility
- c) Making Roads Safer
- d) Improving Air Quality

Planning Policy Statement PPG13 – Transport sets out the circumstances where it is appropriate to change the emphasis and priorities in provision between different transport modes, in pursuit of wider Government objectives. The car will continue to have an important part to play and for some journeys, particularly in rural areas, it will remain the only real option for travel. The main requirements for local authorities to take into account are summarised in Appendix 1.

The draft Regional Spatial Strategy (RSS)², currently being prepared by the Regional Assembly to cover the period to 2026, aims to make future development and lifestyle choices more sustainable. It includes challenging policies regarding the Ecological Footprint (Policy SD1), Climate Change (Policy SD2), The Environment and Natural Resources (Policy SD3) and Sustainable Communities (Policy SD4), focuses on directing the majority of development to SSCT (Sections 3 and 4) and Transport measures, including demand management and making walking and cycling more attractive (Section 5 and throughout). The RSS policies are expected to be approved in spring 2008

The Devon Structure Plan³ prepared by Devon County Council to cover the period to 2016 includes a travel strategy that seeks to meet the social and economic needs of all sectors of the community which improves safety, reduces the need to travel and its environmental impact and minimises the use of resources. Structure Plan policies include; focusing development proposals in those areas that have the greatest potential to develop sustainable transport linkages (ST1 to ST25), coordination land use and managing transport demand and parking (TR1 to TR4), promote sustainable choices of travel, walking, cycling and public transport (TR5 to TR9), develop more effective and integrated transport and freight networks (TR10 to TR15), and identify an integrated approach to transport investment in each part of Devon (TR16 and TR17).

The Devon Local Transport Plan 2006 -2011⁴, which also had regard to the Community Strategy for Devon and the Devon County Council's Strategic Plan set out current travel and transport priorities, programme and targets for the period 2006 to 2011.

¹ See LDF Briefing Papers about: Local Transport Plan, LTP Plymouth Area, LTP Exeter Area, LTP Newton Abbot Area, LTP Barnstaple Area, Parking, Walking, Cycling, Public Transport, Freight, Developer Contributions, Interchanges, Travel Plans, Public Rights of Way at: <http://www.devon.gov.uk/ldf-briefing-papers>

² Draft Regional Strategy published by the Regional Assembly in June 2006

³ Devon Structure Plan 2001 to 2016 (adopted October 2004)

⁴ Devon Local Transport Plan (published March 2006)

3. Transport Vision and High Level Policy Aims

The **Devon Structure Plan Transport Vision and High Level Policy Aim** set out below reflects of government policy, regional guidance and Devon's sustainable transportation objectives.

Devon Structure Plan

High Level Policy Aim 6:

A sustainable transport network

To develop an integrated and sustainable transport system, in conjunction with the land use strategy, able to meet the environmental, economic, and social needs of Devon whilst reducing the need to travel through the following objectives:

- 6a) **Reduce the need to travel**, especially by private vehicles
- 6b) **Promote the use of alternatives to car travel** such as public transport, walking and cycling
- 6c) **Guide new development to locations that can be served by a choice of transport modes**
- 6d) **Increase accessibility for those not having access to private transport**
- 6e) **Avoid the dispersal of new development provision** - in order to reduce the need to travel and maximise accessibility to facilities and services.

The **Devon Local Transport Plan** which includes the programme of local transport schemes and targets for the period 2006 to 2011 sets out a the following vision:

Devon Local Transport Plan Vision and Aims

The **Vision** for the future of transport in Devon is of a county that has high quality transport networks which:

1. Enable people to get to where they want, at a time that suits them.
2. Enable businesses to operate efficiently, creating prosperity and job opportunities.
3. Enable visitors to enjoy Devon's unique tourism resources and high quality environment.
4. Does not dominate or degrade the environment.

The **aims** of the transport strategy developed to deliver this vision are to:

- a) Ensure the safety of users of Devon's transport networks.
- b) Enhance the accessibility of services and facilities so that no-one is socially excluded.
- c) Balance the provision of different means of transport so that, wherever possible, the private car is not the only option.
- d) Provide everyone with accurate and accessible information about the transport choices available to them.
- e) Manage Devon's transport networks so that journey times are consistent and reliable.
- f) Minimise the environmental impacts of transport.
- g) Create places and spaces which people enjoy and in which they feel safe.
- h) Provide opportunities for, and encourage, walking, cycling, and other outdoor leisure and recreation, to increase levels of physical activity and improve health.

The **Devon Structure Plan** vision seeks to develop an integrated and sustainable transport system and sets out the key transportation, land use, sustainable objectives to be undertaken in meeting community needs and reducing the need to travel. The strategic land use / transportation elements of this are developed through the policies in the Structure Plan

The **Devon Local Transport Plan** develops the Structure Plan by setting out the specific programmes for the management and development of transport network proposals to 2011. Its vision is to achieve a high quality transport networks (i.e. pedestrian, cycle, public transport, road, freight, air travel, ports etc networks) to meet the individual and business needs of the community. The main aims being to provide safe, accessible, reliable, healthy and sustainable approaches to travel. The Local Transport Plan also identifies seven thematic local transportation objectives, which provide the framework for the detailed programmes and priorities investment over the period 2006 to 2011. The objectives extend the central/local shared priorities to include:

- Objective 1 – Tacking Traffic congestion
- Objective 2 – Delivering Accessibility
- Objective 3 – Making Roads Safer
- Objective 4 – Improving Air Quality
- Objective 5 – Improving Recreation, Leisure and Tourism
- Objective 6 – Promoting Heath and well being
- Objective 7 – Improving Public Spaces

4. Key Issues to be addressed

The key issues that need to be taken into account by District and stakeholders in the preparation of Local Development documents include:

a) The transportation matters appropriate for inclusion in Local Development Documents

The Government requires⁵ Local authorities to ensure that strategies in the development plan and the local transport plan are complementary: consideration of development plan allocations and local transport priorities and investment should be closely linked. Local authorities should also ensure that their strategies on parking, traffic and demand management are consistent with their overall strategy on planning and transport.

b) Overall Strategic Issues

- **Population and economic growth in cities and towns** – Growth in cities and market towns has created traffic congestion, exacerbated by commuting and growth in ownership and use of the private car. Air quality, safety and travel time are all compromised as a result. Demand management measures are required to address these, with opportunities for modal switch being taken through the development process.
- **Car ownership and Traffic Growth** - Car ownership has doubled since 1978 to 27,000,000 now, and is expected to increase by a further 20% in the next 20 years (DfT 2005; DfT 1997). The government has no policy to curb car ownership. Traffic has grown steadily over the past 20 years. Given current lifestyles and planned development for the County, it is unlikely traffic will decline. The average distance travelled per person per year in the South West region is 10,900Km of which 9,700Km is travelled by car.
- **Peripherally** - The peripherally of the South West means the strategically important road and rail links into, and from, Devon (and through Devon to Cornwall) are an important resource to assist economic development and regeneration (in both Devon and Cornwall), requiring protection and maintenance for that purpose.
- **Strategically significant cities and towns** - The Regional Spatial Strategy promotes development at the strategically significant cities and towns in the Region (at Exeter, Barnstaple, (plus Torbay and Plymouth) in the case of Devon. Transport investment is required to support the spatial strategy, with appropriate proposals required in LTPs and LDDs to support travel investment priorities in urban areas, area centres and rural areas and

⁵ PPG 13 Transport para 20

provide for the for the enhancement of long distance bus and coach services and provision of interchanges at the SSCTs and other node centres on the strategic road network.

c) To meet the requirements of the Devon Structure Plan

• **Develop an Integrated Sustainable Transport System**

- To develop an integrated and sustainable transport systems meet the environmental, economic, and social needs of Devon and reduce the need to travel, especially by private vehicles
- Promote the use of alternatives to car travel such as public transport, walking and cycling
- Guide new development to locations that can be served by a choice of transport modes
- Increase accessibility for those not having access to private transport
- Avoid the dispersal of new development provision - in order to reduce the need to travel and maximise accessibility to facilities and services.
- develop more effective and integrated strategic road, airport, port and freight network, and
- identify an integrated approach to transport investment in each part of Devon (separate Briefing Papers have setting out area / topic priorities have been prepared for Plymouth Area, Barnstaple Area, Newton Abbot Area, Exeter Area, Rural areas, and Tourism and Recreation)

d) To meet the requirements of the Devon Structure Plan and specific priorities of the Devon Local Transport Plan

• **Traffic Congestion -**

- Network Management, such as management of road space including bus priority and public transport information systems
- Demand Management, such as congestion charging/workplace changing levies, parking strategies including charges, travel plans and travel awareness, visitor plans, school and education travel plans
- Promotion of sustainable modes, such as measures to improve travel choice, park and ride interchanges, car clubs/car sharing

• **Delivering Accessibility -** Enhance accessibility for those not having access to private transport

- Supporting Community Transport Services
- Improving Public Transport
- Focusing action within those communities most remote from services and facilities

• **Making Roads Safer -** Ensuring safety of users of the transport network, particularly addressing the need to reduce accidents involving young people and children

- Specific proposals for urban and rural areas
- Measure relating to highway maintenance
- Speed reduction

• **Improving Air Quality**

- Measures to reduce current rates of traffic growth
- More effective demand management
- Influencing modal choice
- Focussing on those parts of the county suffering from the highest levels of air pollution

- **Improving Recreation, Leisure and Tourism**, especially 'green' tourism
 - Improve accessibility to leisure and recreation facilities
 - Specific measures to meet the access needs for National Parks, World Heritage sites etc
- **Promoting Health and Well being**
 - Influencing travel patterns of younger people especially to school
 - Promote health modes of travel such as walking and cycling by developing networks and improving safety and facilities
- **Improving Public Spaces**
 - Improving the quality of the public realm and those public spaces associated with or affected by public transport to create places and spaces are which people enjoy and in which they feel safe
- **Climate change / Carbon Management**
 - Reduce need to travel especially by car through the integration of land uses with walking and cycling opportunities
 - Location of major traffic generators close to public transport interchanges
 - The use of travel planning
 - Innovative and efficient technologies
 - Car clubs
 - Parking policy
 - Cross boundary coordination to facilitate multi purpose journeys and more sustainable modes of travel
- **Minimising environmental impacts of transport, intrusion, pollution, noise, landscape impact etc**
- **Provide accurate and accessible information about the transport choices available to them.**
- **Manage transport networks so that journey times are consistent and reliable.**

5. Matters to be taken into account in preparing the Local Development Documents

5a The Core Strategy Vision aims and objectives

To underline the importance of transport in achieving an integrated, sustainable spatial strategy requires embedding in the Core Strategy of LDFs. ***LDF Core Strategy should set out a clear Vision and Strategy for the future of transport and land uses in the area based on and consistent with the principles set out in the emerging RSS / SP / LTP – i.e. identifying priorities, objectives, and targets***

5b Other policies and proposals of the spatial strategy should:

Other policies and proposals of the spatial strategy should:

- a) To develop an integrated and sustainable transport systems meet the environmental, economic, and social needs of Devon and reduce the need to travel, especially by private vehicles
- b) Promote the use of alternatives to car travel such as public transport, walking and cycling, by managing travel demand, developing parking management strategies and travel planning

- c) Guide new development to locations that can be served by a choice of transport modes and ensure that decisions follow this principle.
- d) Increase accessibility for those not having access to private transport
- e) Avoid the dispersal of new development provision - in order to reduce the need to travel and maximise accessibility to facilities and services.
- f) Develop more effective and integrated strategic road, airport, port and freight network and safeguard the integrity of the road network to ensure that development proposals do not adversely affect the road network in terms of traffic road safety or the function of the route, and
- g) Identify an integrated approach to transport investment in each part of Devon. Major transport schemes are set out in the Local Transport Plan to 2011. In the longer term schemes may be identified but they will only be proposed if a strong case can be made. Such a case will need to recognise local and national transport policy, need and clear economic justification. Normally schemes will not be promoted unless they form part of the Regional Strategy and can compete against other schemes in the south west region. Any future major schemes should tie in to the overall transport strategy and be consistent with the objectives and aims set out in current transport aims and objectives in the Structure Plan and Local Transport Plan.
- h) Minimise the impact of transport on the environment
- i) Promote an approach which generates a shared partnership priority for accessibility planning

5c Approach to transport investment and Management

The policies of the core strategy should set out the approach to transport investment and management to be followed in each of the settlement types identified in the strategy.

For strategically significant cities and towns, investment that will:

- o Prioritise the development of comprehensive networks of pedestrian, cycle and high quality public transport networks which link residential areas with employment centres, towns centres, education and other community facilities
- o Reduce the environmental effects of traffic by reducing congestion or promoting public transport effectiveness
- o Reduce traffic flows by provision of park and ride facilities and by improving the effectiveness of, and accessibility to, the local rail network

For Area Centres [Market Towns], investment that will:

- o Improve public transport links between Area Centres and the main urban areas.
- o Secure pedestrian and cycle routes to link residential areas to main destinations
- o Improve public transport effectiveness and reduce congestion

For Rural Areas, investment that will:

- o Maximise public transport accessibility to the appropriate nearby town
- o Support networks and traffic management initiatives that will protect the rural environment by reducing the impact of inter urban travel, particularly by heavy goods vehicles.

5d Other Local Development Documents

The determination of development proposals provides opportunities to achieve sustainable transport outcomes. The principles of integrated sustainable transport planning should be included in LDDs and incorporated into the master planning of new communities and urban extensions from the outset. Policies and proposals should take account of:

- Transport infrastructure requirements, and the need for development to contribute to the costs of enhanced transport infrastructure, services and facilities. Advice on developer contributions to support transport measures is set out in a separate briefing paper.
- The need to support improvements to the public transport network and to promote its use, through measures such as travel planning and application of parking strategies and standards
- Development control policies should ensure that sites can be safely and appropriately accessed. Sites should also be permeable for public transport and provide high quality walking and cycling routes
- The need to test significant development proposals through transport impact assessments
- The targets of the Local Transport Plan

5e The strategy diagram should illustrate:

- The Devon Strategic Route Network [as shown in the Devon Structure Plan] (See Appendix 5)
- Those roads which are the responsibility of the Highways Agency (See Appendix 5)
- Rail infrastructure (See Appendix 4)
- Other sub regionally significant transport infrastructure e.g. ports and airports (See Appendix 5)
- Strategic walking and cycling routes (See Appendix 3)
- The location of important investment and safeguarding priorities e.g. South Devon Link Road

6. Partnership Working

An integrated approach to transport can only be achieved by 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 SWRDA, and the Highways Agency and bus and rail operators. At the more local level the relevant organisations include the Highway and Planning Authorities, public transport operators, major employers and other generators of travel and traffic.

As Highway Authority the County Council wish to work jointly on proposals with Local Planning Authorities to achieve the aims set out in this paper.

Abstract from PPG13 – Transport (para 4)

In order to deliver the objectives of this guidance, when preparing development plans and considering planning applications, local authorities should:

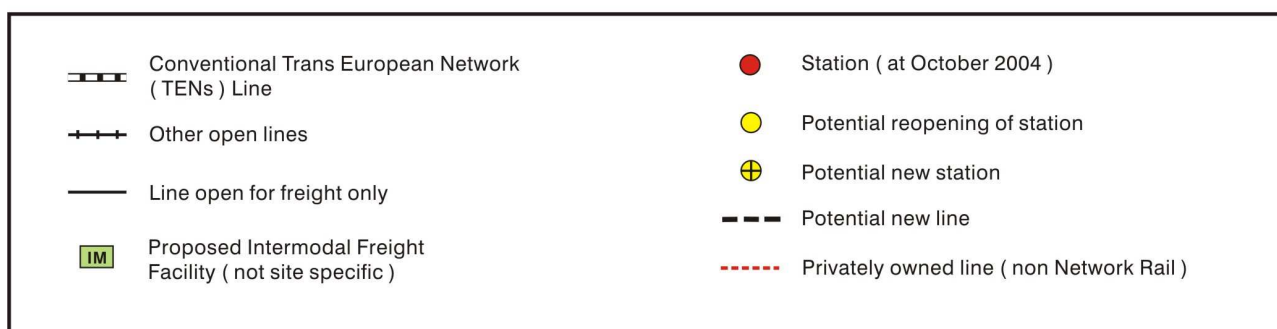
1. actively manage the pattern of urban growth to make the fullest use of public transport, and focus major generators of travel demand in city, town and district centres and near to major public transport interchanges;
2. locate day to day facilities which need to be near their clients in local centres so that they are accessible by walking and cycling;
3. accommodate housing principally within existing urban areas, planning for increased intensity of development for both housing and other uses at locations which are highly accessible by public transport, walking and cycling;
4. ensure that development comprising jobs, shopping, leisure and services offers a realistic choice of access by public transport, walking, and cycling, recognising that this may be less achievable in some rural areas;
5. in rural areas, locate most development for housing, jobs, shopping, leisure and services in local service centres which are designated in the development plan to act as focal points for housing, transport and other services, and encourage better transport provision in the countryside;
6. ensure that strategies in the development and local transport plan complement each other and that consideration of development plan allocations and local transport investment and priorities are closely linked;
7. use parking policies, alongside other planning and transport measures, to promote sustainable transport choices and reduce reliance on the car for work and other journeys;
8. give priority to people over ease of traffic movement and plan to provide more road space to pedestrians, cyclists and public transport in town centres, local neighbourhoods and other areas with a mixture of land uses;
9. ensure that the needs of disabled people as pedestrians, public transport users and motorists - are taken into account in the implementation of planning policies and traffic management schemes, and in the design of individual developments; consider how best to reduce crime and the fear of crime, and seek by the design and layout of developments and areas, to secure community safety and road safety; and
10. protect sites and routes which could be critical in developing infrastructure to widen transport choices for both passenger and freight movements.

Long Distance Cycle and Walking Routes



Map 15: Strategic Long Distance Walking / Cycle Route Network (Oct 2004)

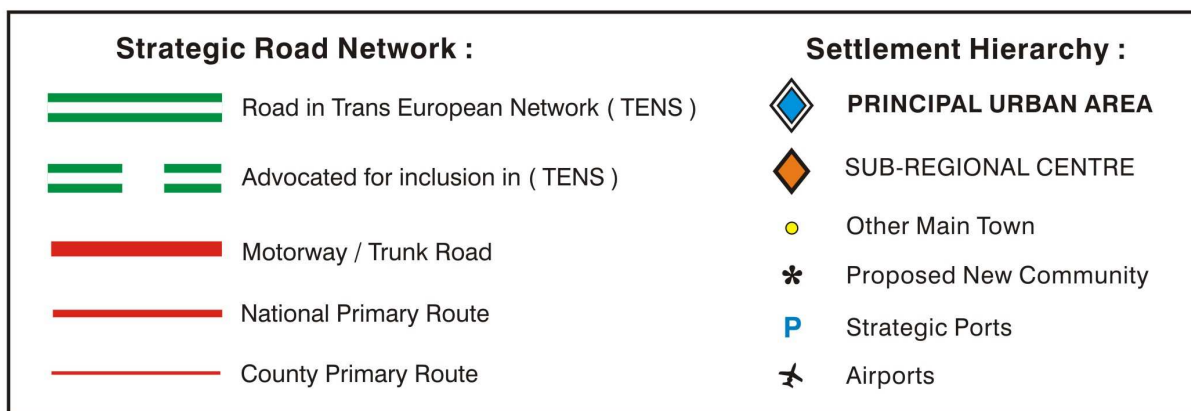
Appendix 4 Rail Network



Map 8 : Devon Rail Network (October 2004)

Appendix 5

Strategic Road Network



Map 14 : Strategic Road Network (SRN) 2001 - 2016 (Oct 2004)