

# ChapterTwo

## The Transport Strategy for Devon

### Introduction

Transport in Devon is a function of its geography, its environment and its social and economic make up. Devon's major transport networks are a key component of the wider regional picture, straddling the main road and rail corridors between Cornwall, Plymouth and the rest of the South West. These regional links are critical to the economy of the far west of the region, including the tourism industry, and wider issues of regeneration. The importance of tourism within the region and within Devon itself is reflected in significantly increased traffic flows, and peak period congestion, in the summer – both on the strategic networks and within the major settlements.

Devon is a county with a high quality landscape and environment, and while much of its area is sparsely populated it also has major urban areas and larger towns. Its main urban area, Exeter, has an extensive rural hinterland while other parts of the County, in the south and south west, relate closely to the adjacent urban areas of Plymouth and Torbay. This settlement pattern has resulted in contrasting characteristics in terms of transport and travel patterns, with congestion in Exeter and some larger towns but remoteness and relatively poor accessibility in the most rural areas. Devon has a large number of historic market towns and coastal towns which play a key role as focal points for local services and facilities.

In such a large County, there are also contrasts between areas in terms of accessibility to networks and choice. The south and east of Devon are accessible to the major national and regional road networks, and are well served by the main line and branch rail networks. This area is also accessible to Exeter (and Plymouth) airports. The north of the County, including such main centres as Barnstaple, is less well served by these strategic networks.

The size of the County also means that its highway networks are extensive and, in addition to the national routes, there are over 12,800 km of County roads, more than any other Highway Authority area in England. This network is a key asset to local communities and its maintenance is a priority for ensuring effective accessibility and safety.

The environmental quality of Devon, with two National Parks, the Jurassic Coast World Heritage Site and a number of Areas of Outstanding Natural Beauty present particular challenges to the County Council as Highway Authority, balancing the need to conserve these areas while maintaining and improving accessibility for both residents and visitors.

Traffic in Devon has grown steadily over the past 20 years, a product of increased car ownership, increased travel and significant growth in population. Population growth is expected to continue over future years and emerging policies in the Regional Spatial Strategy confirm the current planning framework in focussing growth on the major urban areas such as Exeter, Barnstaple and Newton Abbot. This concentration of population growth and economic development will have significant implications for future travel patterns and investment.

## Our Overall Vision

Against this background, our **Vision** for the future of transport in Devon is of a county that has high quality transport networks which:

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

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

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



## Key Themes of the Devon Transport Strategy

### **Supporting the Spatial Strategy within Devon**

The draft Regional Spatial Strategy identifies transport as a key component of delivering the spatial strategy and its main development proposals. The transport strategy for Devon must help to ensure the delivery of the overall spatial development strategy within this part of the South West, supporting economic growth and regeneration and enabling the sustainable development of the main urban areas and other strategic settlements.

The spatial development strategy in Devon, as expressed through the adopted Structure Plan and further developed through the emerging Regional Spatial Strategy, is one in which the primary focus for growth will be at a limited number of strategic settlements, including Exeter, Barnstaple and Newton Abbot - together with Plymouth and Torbay. These centres will accommodate significant levels of both housing and economic development, and the spatial strategy envisages that the function of such settlements can be maintained and enhanced partly through the development of the transport networks linking them to the communities they serve.

The development strategy does however also recognise the continuing role of towns and other settlements in meeting local development needs, and the transport strategy needs to ensure that these settlements can function effectively as focal points for local employment, services, facilities and housing provision.

In doing so, the Devon Transport Strategy must recognise the needs of the economy and the business community, in terms of maintaining and enhancing accessibility to markets, distribution networks and interchanges, which will be critical in supporting the spatial strategy and economic prosperity.

### **Addressing the travel needs of all sectors of the community**

Different sectors of the population have specific transport needs, particularly the young, the elderly, and the mobility impaired. The Devon Transport Strategy must recognise these differing needs in developing proposals for transport networks and localities.

### **Improving the safety and effectiveness of Devon's transport networks**

Devon is already served by extensive and complex transport networks. These networks have evolved over many years and have adapted to the changing needs of society. They have had to respond to pressures arising from significant population growth and economic development. The Devon Transport Strategy will need to ensure and improve the safety of existing transport networks and to improve network maintenance, management and integration so as to maximise effectiveness and efficiency.

### **Reducing the environmental impact of transport**

Transport is a major contributor to carbon emissions and other forms of air pollution. These impacts can be felt at the global level, in terms of global warming, and at the very local level in terms of local air quality, noise and disturbance. The physical development of transport networks can also have direct environmental impacts. The Devon Transport Strategy will therefore need to directly address these environmental impacts through influencing modal choice, reducing the need to travel and improved network management and efficiency.

In order to pursue these Aims and Key Themes, the Devon Local Transport Plan sets out a series of component thematic strategies.

## Component Strategies

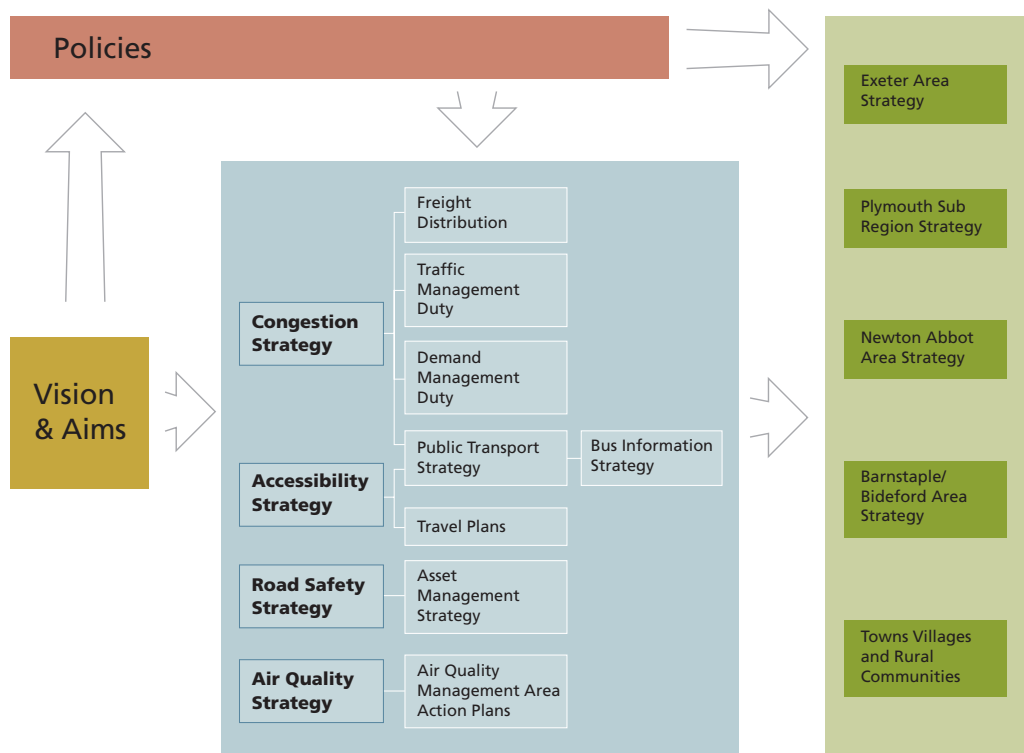
A series of component strategies are described in Chapters 3 and 5 including:

- Congestion
- Accessibility
- Road Safety
- Demand Management
- Bus
- Bus information
- Freight distribution

It also establishes integrated strategies for key areas of change as described in Chapter 5 – those parts of Devon playing a major role in the delivery of the spatial strategy:

- Exeter sub - region
- Plymouth sub - region
- Newton Abbot area
- Barnstaple and Bideford area

### The Transport Strategy for Devon



## Transport Planning Policies for Devon

The Devon Local Transport Plan will be the primary focus for the delivery of the Devon Transport Strategy, through the successful implementation of its detailed investment programmes. It will also be important however to ensure that Local Development Frameworks take full account both of the specific proposals set out within the Devon Local Transport Plan and the longer term aspirations of the Devon Transport Strategy.

The Devon Structure Plan 2001 to 2016 was adopted in October 2004 by Devon County Council, Plymouth City Council, Torbay Council and the Dartmoor National Park Authority. This provides a strategic planning framework for the development and use of land, including strategic transport policies, and establishes a common basis for the objectives, targets and programmes for 2006 to 2011 in the Local Transport Plans of Devon, Plymouth and Torbay.

The Structure Plan will however lapse during the course of the current Local Transport Plan, and while some of the policy guidance currently set out will be replaced by the emerging Regional Transport Strategy, other transport related policies have now been incorporated into the Devon Transport Strategy so as to maintain effective and comprehensive guidance to those Authorities responsible for Local Development Framework preparation.

The **overall philosophy** underlying the Devon Transport Strategy (as currently set out within the adopted Devon Structure Plan Policy TR1) is one in which the movement of people and goods within and through Devon will be planned and provided for through an integrated approach to travel. This 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:

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

### 1. Reducing the need to travel (derived from Structure Plan Policy TR2)

Patterns of land use in Devon, 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.



## 2. Managing Travel Demand (derived from Structure Plan Policy TR3)

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:

- The implementation of parking strategies in liaison with District Councils, on a basis which reflects the demand restraint requirements
- The introduction and development of traffic management schemes where these would discourage car based travel and encourage more sustainable modes
- 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.

## 3. Parking Strategy, Standards and Proposals (derived from Structure Plan Policy TR4)

Parking strategies to be included within Local Development Frameworks will contribute to the effective management of travel demand by:

- Reducing long stay parking capacity within town centres
- Controlling parking provision within existing residential areas adjacent to town centres
- Ensuring a consistent approach to charging and capacity management within competing centres
- Requiring parking standards for new development to be at or below current regional guidance, with stricter parking standards applying in town and city centres
- Defining demand management measures to fulfill public transport, congestion, economic and air quality objectives.

## 4. Promoting Sustainable Modes of Travel (derived from Structure Plan Policy TR5)

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:

- Walking
- Cycling
- Public Transport
- 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.



### **5. Accommodating New Development** (derived from Structure Plan Policy ST4)

Provision for development should only be made where the infrastructure which is directly required to service it is in place or can be provided in phase with development in a sustainably acceptable way. Developers will be expected to contribute to, or bear the full cost of, such new or improved infrastructure and facilities where it is appropriate for them to do so.

### **6. Walking and Cycling** (derived from Structure Plan Policy TR7)

Walking and cycling will be improved by:

- 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
- improving pedestrian and cycle links between settlements and adjacent rural areas
- 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.

### **7. Long distance recreational footpaths and cycle routes** (derived from Structure Plan Policy TO6)

The long distance footpath and cycle route networks as defined on the key Diagram should be maintained and extended, and proposals that would affect these routes should only be permitted where the integrity of the network can be maintained. In maintaining and developing the footpath, cycleway and bridleway networks, advantage should be taken, wherever practicable, of redundant canals and railways.

### **8. Public Transport** (derived from Structure Plan Policy TR9)

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

- Locating major development where it can maximise accessibility to strategic and local public transport
- Integrating public transport services more effectively
- Improving accessibility to public transport networks by supporting rail and bus station development and enhanced service frequency wherever possible
- Improving the quality of travel by supporting the enhancement of facilities, infrastructure and user information
- Managing the highway network so as to give greater priority to road based public transport services.

### **9. Devon's Strategic Road Network** (derived from Structure Plan Policy TR10)

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) to a high standard. 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.

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.





### 10. Safeguarding Transport Networks (derived from Structure Plan Policy TR11)

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.

### 11. Ports (derived from Structure Plan Policy TR13)

Port facilities and their associated infrastructure should be maintained and developed in order to ensure that Teignmouth and Bideford fulfil their strategic function as commercial ports.

### 12. Exeter International Airport (derived from Structure Plan Policy TR14)

The role of Exeter International Airport as an Accessibility Point in the European Airport Network should be expanded by:

- Improving air service accessibility and developing direct links to international service networks
- Developing new passenger and other related facilities
- Providing for improved surface links to the strategic major road and rail network
- Improving public transport access.



### 13. Freight Distribution Network (derived from Structure Plan Policy TR15)

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

- Locating major freight generating development and central distribution points where they would be accessible to the Strategic Road Network, the rail network and / or port facilities
- Providing for strategic inter-modal facilities for the transfer of freight in 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
- Providing for local freight handling and trans-shipment facilities where appropriate
- Developing comprehensive freight management strategies within the Exeter, Barnstaple and Newton Abbot areas
- Implementing a structured programme of freight quality partnership action plans.

**14. Longer Term Investment Priorities (derived from Structure Plan Policy TR16)**

Within the urban areas and larger towns, priority should be given to 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.

In Devon's other towns, investment will seek to improve public transport links between those centres and the main urban areas. 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.

In rural areas, investment should seek to maximise public transport accessibility to the appropriate main settlement. 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.

Devon Structure Plan 2001 to 2016: Key Diagram

Devon Structure Plan 2001 to 2016 : Key Diagram (Adopted October 2004)

**I - DEVELOPMENT STRATEGY**  
 General Principles (eq. Sustainable Development)  
 Principal Urban Area (PUA)  
 Extent of the PUA at 2001  
 Development at the PUA 2001 to 2016  
 Sub-Regional Centres  
 Area Centres  
 Local Centres and Elsewhere  
 New Community  
 Housing Provision 2001 to 2016  
 Employment Land 2001 to 2016  
 Affordable Housing  
 Mix and Type of Housing  
 Strategic Employment Sites  
 Re-assessing and Safeguarding Employment Land  
 Priority for Economic and Social Regeneration

**II - CONSERVATION**  
 Landscape Character and Local Distinctiveness  
 Dartmoor National Park  
 Area of Outstanding National Beauty  
 Area of Great Landscape Value  
 Coastal Preservation Area Inland boundary  
 Historic Environment  
 Mature Conservation  
 Energy  
 Area of Search for strategic wind based energy production  
 Water Resources, Agricultural Land, Air Quality, Noise  
 Minerals

**III - TRANSPORT**  
 Waste Management  
 Transportation Strategies  
 Strategic Road Network  
 Motorway / Trunk Road  
 National Primary Route  
 County Primary Route  
 Trunk Roads  
 Major Highway Improvements  
 Public Transport Infrastructure Investment / Links  
 Rail Network  
 Proposed new rail line / new station  
 Park and Ride facilities  
 Commercial Port / Fishing Port  
 Airport / Improvements  
 Freight  
 Intermodal Freight Facility  
 Walking and Cycle Provision

**IV - SHOPPING / TOURISM / RECREATION**  
 Shopping  
 Tourism and Recreation  
 Tourism Development in Resorts, main towns, rural areas  
 Touring / Camping sites and major recreation facilities  
 Long distance Walking Routes  
 Long distance Cycle Routes

**V - MONITORING**  
 General  
 County Boundary  
 Planning Authority Boundary  
 Market / Coast Towns, Area Centres & other main towns  
 Places mentioned in Plan

**Policy / Proposal Number**  
**ST1 to ST25**  
 ST1, ST3, ST4  
 ST5, ST6, ST7, ST10, ST11, ST13, ST21, TR10, TR16, TR17  
 ST5, ST9, ST13A, ST17, ST19, ST21  
 SH2, SH3, ST5, ST15, ST21, TR16, TR17  
 ST5, ST16  
 ST7, ST9, ST11, ST12, ST23, ST24, ST25  
 ST7, ST9, ST11, ST12, ST17  
 ST7, ST8, ST11, ST12, ST17  
 ST3, ST16, ST18, ST23  
 ST19  
 ST20  
**CO1 to CO16**  
 CO1  
 CO2, MNG, T04, T05  
 CO3, MNG, T04, T05  
 CO4, T05  
 CO5, T04, T05  
 CO6 to CO8  
 CO9, CO10  
 CO11, CO12  
 CO12, CO2, CO3  
 CO13 to CO16  
**MN1 to MN6**  
**WM1**  
**TR1 to TR17**  
 TR1 to TR7, TR9, TR11  
 TR10  
 TR10  
 TR10  
 TR10  
 TR16, TR17  
 TR8, TR11, TR15, TR16, TR17  
 ST12, TR17  
 ST8, TR16, TR17  
 TR13  
 TR14, TR17  
 TR15, TR17  
 TR15, TR16, TR17  
 TR7  
**SH1 to SH4**  
**SH1 to SH4**  
**T01 to T06**  
 T01 to T03  
 T04, T05  
 T06  
 T06  
**MO11**



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## Local Transport Plan Strategic Objectives

In the context of the Vision, Aims and Policies outlined above, the Devon Local Transport Plan has identified a series of thematic local transport plan objectives. These provide a framework for the detailed programmes and priorities for investment over the period 2006 to 2011, set out in full in Chapter 5.



### **Objective 1: Tackling Traffic Congestion**

The Devon Transport Strategy seeks to tackle traffic congestion through more effective network management, demand management measures and the promotion of sustainable travel modes.



### **Objective 2: Delivering Accessibility**

The Devon Transport Strategy aims to improve accessibility to services and facilities for communities within Devon, by supporting community transport services, improved public transport, and focused action within those communities most remote from the services and facilities they need.



### **Objective 3: Making Roads Safer**

The Devon Transport Strategy seeks to achieve a major reduction in the number of people killed or seriously injured on Devon's roads. In doing so it specifically addresses the need to reduce accidents involving young people and children. The strategy includes specific proposals for urban and rural areas, and measures related to highway maintenance, traffic management and speed reduction.



### **Objective 4: Improving Air Quality**

The Devon Transport Strategy seeks to address air quality issues by introducing measures to reduce the current rates of growth in traffic and travel, through more effective demand management and influencing modal choice, and by focusing on those parts of the County suffering from the highest level of air pollution.



### **Objective 5: Improving Recreation, Leisure and Tourism**

The Devon Transport Strategy seeks to support the development of the tourism industry, especially 'green tourism', and improve accessibility to leisure and recreational facilities. Devon has a wide range of recreation and tourism assets – including those of international and national importance such as the Jurassic Coast World Heritage Site and the Dartmoor and Exmoor National Parks. The strategy includes specific measures to meet the needs of these areas.



### **Objective 6: Promoting Health and Well-being**

The Devon Transport Strategy recognises this by focusing on influencing the travel patterns of younger people, especially in terms of travel to school. At a more general level, the strategy seeks to promote healthy modes of travel such as walking and cycling by developing networks and improving safety and facilities.

**Objective 7: Improving Public Spaces**

The Devon Transport Strategy will address a number of issues affecting the quality of the urban environment, particularly within town and city centres. In addition to environmental impacts, the Devon strategy focuses on the quality of the public realm and those public spaces associated with or affected by transport networks.

**Chapter 3** of the Plan considers each of these Objectives in greater detail, highlighting priorities for action in the period to 2011.