

# **Devon and Torbay Local Transport Plan 2011 to 2026**

Implementation Plan (Part A: Devon)

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# **1. Introduction**

## **1.1. Role of the Implementation Plan**

1.1.1. The Implementation Plan and the Strategy are the two main documents that form the 2011-2026 Local Transport Plan (LTP) for Devon and Torbay. These are supported by the following background documents:

- Consultation Report
- Evidence Report
- Strategic Environmental Assessment including Habitats Regulation Assessment
- Combined Health and Equalities Impacts Needs Assessment

1.1.2. The Implementation Plan sets out in more detail how we expect to deliver the schemes and other measures that achieve the goals in the Strategy document over the fifteen-year lifetime of the plan.

1.1.3. The Implementation Plan is split into two parts – one covering Devon (Part A) and the other Torbay (Part B). A number of projects such as Devon Metro and the South Devon Link Road are being delivered jointly. The Devon plan is set out according to the places in the strategy document: Strategic Connections, Exeter, and Market & Coastal Towns. For each place the plan is divided into three five year time periods – 2011/12 to 2015/16, 2016/17 to 2021/22 and 2022/23 to 2026/27. The first period is from 1<sup>st</sup> April 2011 and there must be an adopted LTP in place by that date. Not all the funding sources are confirmed at the time of writing and the proposals are therefore indicative. The Implementation Plan will be reviewed annually and fully updated every five years to take account of this.

1.1.4. The LTP sets out proposals for significant levels of investment and it is important that we are able to ensure that the money is being spent effectively, delivering against the goals and that we are getting value for money. This will be done by setting up a monitoring framework that reviews progress against a number of indicators such as levels of bus usage, cycling and traffic.

1.1.5. The monitoring information will be used to review the delivery of the LTP at the end of each five-year period and, if required, modify the strategy and planned investment programme for the following period(s) alongside other factors such as funding availability, government policy and the deliverability of schemes.

1.1.6. Transport schemes can be complex to deliver. Depending on the size, nature and location of the scheme it may involve significant consultation, acquisition of land, assembling of different funding sources and the need to obtain planning permission. The latter may require detailed audits of the impact on the natural and built environment. It is important that the Implementation Plan takes account of potential risks that may delay or even stop a scheme being delivered. This could result in funding being lost and communities losing out on the benefits altogether.

## **1.2. Partnership Delivery**

1.2.1. The LTP is not just about investment and support by Devon and Torbay Councils. The plan, and particularly its implementation, is heavily reliant on the combined

investment and day to day operations of many partner organisations including those in Table 1 below. Many of the organisations have been involved in the development of the LTP through the panel hearings and have made detailed comments on the Implementation Plan itself.

**Table 1: Key Delivery Partner Organisations for LTP3**

<b>Partner</b>	<b>Involvement in Devon and Torbay's Local Transport Plan</b>
Bus companies e.g. Stagecoach, First Bus and smaller independent operators	Provision of commercial and tendered bus services; investment in new vehicles and driver training
Car Clubs	Provision of car clubs through non-profit organisations (Devon)
Community transport organisations	Provision of community transport services through voluntary support
District Councils	Planning and managing development; management of off-street car parks including charging regimes (not Park and Ride except Dartmouth); management of some bus stations and bus shelters; some street services
Highways Agency	Management of and investment in the trunk road network; responding to planning proposals that affect the trunk road network.
Network Rail	Management of rail infrastructure; forward planning of rail capacity
Rail operating companies e.g. First Great Western	Provision of rail services; management of rail stations, information provision; investment in stations and rolling stock
Sustrans	Charity supporting delivery of cycle routes, walking routes, quality streets and information; providing advice and technical support; channelling funding from partners where available
Town and Parish Councils	Management of some local car parks and seasonal bus services; maintain some bus shelters; local management and development of public rights of way; involvement in local planning issues
Devon and Cornwall Rail Partnership	A non-profit making community rail partnership that works to promote travel on rural branch lines, seek improvements to services and facilities and promote the places served by the branch lines. Devon County Council, Plymouth City Council, Cornwall Council and a number of District Councils are currently funding partners.
Dartmoor and Exmoor National Parks	Promotion and funding of public transport, walking and cycling; management of car parking, Rights of Way Improvement Plans; supporting visitor travel plans

## 2. Funding Context

- 2.1.1. At the end of October 2010 the Government announced significant changes to both the overall levels of funding for local transport and the way they are distributed to local authorities. It set out proposals to simplify the complex range of funding pots that local authorities had to bid to the Government for. At the same time it also reduced the total amount of funding available as part of the Comprehensive Spending Review.
- 2.1.2. Transport funding is split into two types – capital and revenue. Capital pays for ‘one-off’ assets that will last several years. This can range in size from a small extension to a footway to a major road scheme. Revenue funding covers most other expenditure from maintaining information on websites to concessionary fares and bus subsidies. This is explained in more detail below.
- 2.1.3. Comparative information on the current level of spending can be found in Appendix II.

### 2.2. Capital - Major Schemes

- 2.2.1. The Government has allocated a specific budget for major schemes for the next four years that local authorities can bid for, although it has indicated that the decision making process may change beyond that. It also announced details of two additional funding sources, the Regional Growth Fund and Tax Increment Financing, which, subject to further detail from the Government, may provide alternative funding options.
- 2.2.2. Devon and Torbay have bid for the South Devon Link Road (Kingskerswell Bypass) (Total cost £108.3m including combined £33.3m contribution from the two councils). The scheme successfully progressed to the ‘Development Pool’ of schemes in January 2011. Both Councils are confident that the scheme will receive confirmation of final funding later in 2011, enabling construction to commence within the plan period.
- 2.2.3. Devon has successfully bid for £10.4m of DfT funding M5 Junction 29 improvements as part of the wider proposals for East of Exeter. The funding will be provided over two years from 2011/12. Table 2 below shows the anticipated level of major scheme funding from the Department of Transport.

**Table 2: Proposed Major Scheme Funding from Department of Transport**

£m	2011/12	2012/13	2013/14	2014/15	2015/16	Total
KK / SDLR*		5,000	25,000	25,000	20,000	<b>75,000</b>
East of Exeter	8,823	1,604				<b>10,427</b>

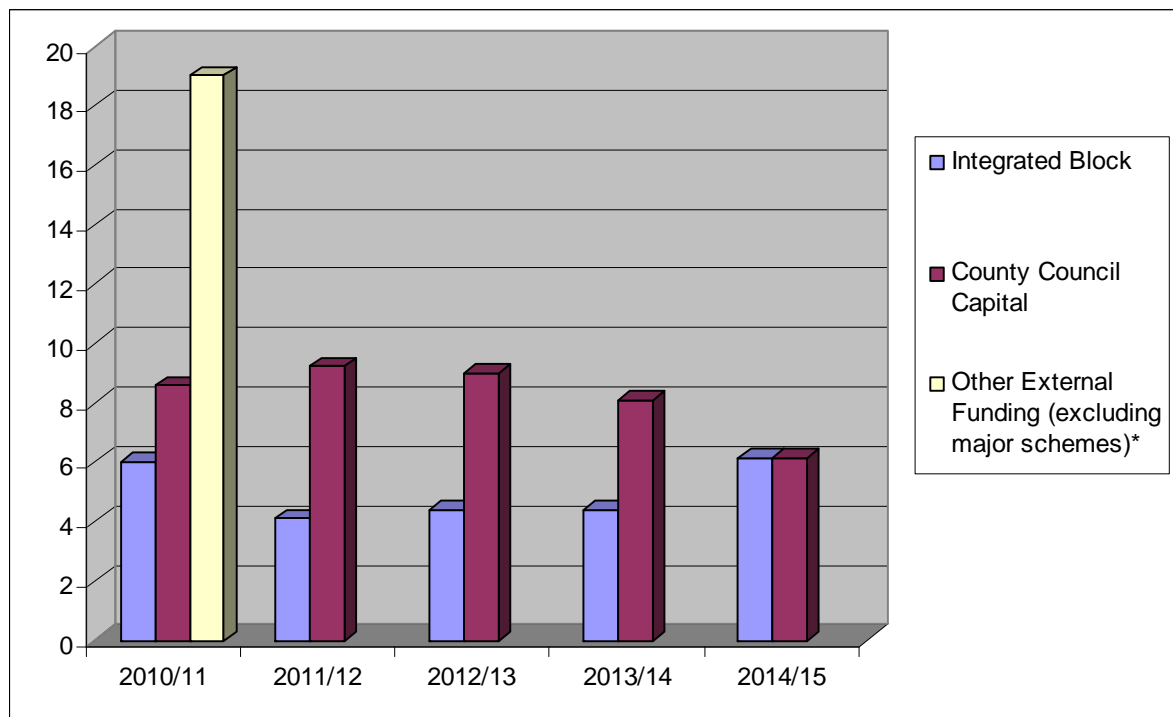
\*Indicative spend profile. Start year may vary

- 2.2.4. Not all major transport schemes in the area are funded directly by the Government. Some are delivered through local sources of funding including council corporate capital and developer contributions. More details of these schemes can be found in this document.

## 2.3. Capital - Smaller Schemes

- 2.3.1. Devon and Torbay have, in recent years, been successful in obtaining funding from various sources, many of which were specific funds set up by the Government for different purposes. These include Community Infrastructure Fund (CIF) awards for schemes in Exeter and Newton Abbot, the Big Lottery / Sustrans Connect 2 project in Newton Abbot, Living Streets in Torbay with the support of Sustrans, and the Cycle Exeter project from Cycle England. These were in addition to the basic core funding from the Government known as the 'Integrated Block'. They were substantially enhanced in Devon's case by additional funding from the County Council's own capital resources financed by borrowing. More detail can be found in Table 2 below.
- 2.3.2. The Government announced its spending plans for the next four years in October 2010. It is not possible to accurately predict what the spending plans for a future Government will be beyond 2015. Basic levels of funding for new transport schemes (the 'Integrated Block') for Devon and Torbay in the next four years are expected to fall by almost half compared to the last four – see Figure 1 below. This will be the same for all authorities across England.

**Figure 1: Indicative Integrated Block Capital Funding for Transport Schemes in Devon 2010/11 to 2014/15\***



\* Excludes South Devon Link Road and M5 Junction 29 major schemes (see above). Future external funding will vary each year and is subject to a number of factors including development rates and the availability of other time limited funds.

- 2.3.3. The Government has announced that many previous funding sources will be combined into one Sustainable Transport Fund between 2011/12 and 2014/15. This will be a combination of capital and revenue. Local authorities such as Devon will be able to bid for this funding in competition with other authorities across England, although the total available is much less than previous years. The

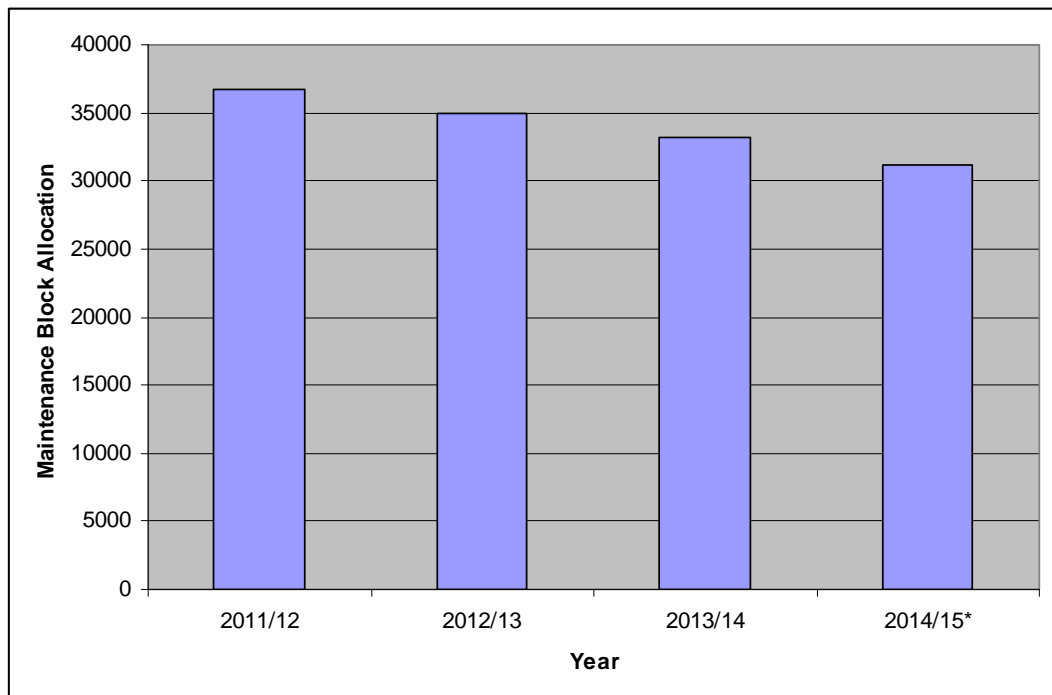
Government has published guidance on bidding to the fund which is only open to Highway Authorities.

## 2.4. Capital - Maintenance

2.4.1. The Government provides an annual sum to local authorities to help maintain their assets such as roads, footways, cycleways, bridges, retaining walls, street lighting, traffic signals and other structures and equipment. It excludes running costs such as electricity for street lighting, small reactive repairs such as filling potholes and other maintenance such as clearing ditches or cutting roadside vegetation. These are funded from revenue budgets.

2.4.2. Levels of maintenance block funding for the first four years were announced in December 2010. Figure 2 below shows the anticipated levels of maintenance funding for the next four years, the last two of which are indicative.

**Figure 2: Maintenance Block Allocations for Devon County Council £m (from Department of Transport)**



\* Indicative allocation only

## 3. Spending Plans (Revenue)

3.1.1. The delivery of the Local Transport Plan is heavily reliant on revenue as well as capital expenditure. This includes partners such as the train operating and bus companies (in some cases with support from the Government) as well as the County Council itself. Many organisations are having to reduce revenue budgets in 2011 in response to both falling support from the Government, increased costs such as fuel and reduced income from other sources such as ticket sales.



- 3.1.2. The Government has published its spending plans for the period between 2011/12 and 2014/15. This confirmed a significant fall in revenue spending across all areas of Government activity, including the majority of transport spending, as a response to the level of national debt. Specific changes included:
- Reduced direct fuel subsidy to bus operators which will increase their operating costs;
  - Requiring County Councils (instead of District Councils) to administer the concessionary travel scheme including free travel for older people but reducing the available funding compared to the previous scheme;
  - Significantly reduced revenue support to local authorities for a whole range of services including bus subsidy and road maintenance of up to 28% over the four year period.
- 3.1.3. The County Council approved its budget for 2011/12 in February 2011. This included an overall reduction in spending of over £54m. Revenue spending on transport has had to be reduced for most activities. There is a strong focus on reviewing specifications, processes and systems to work assets harder.
- 3.1.4. The changes in the highway service include:
- Standards of maintenance for bridges, footpaths and public rights of way;
  - Revising the number of urban grass cuts;
  - Revised winter maintenance routes and
  - Reductions in checks on street lighting and faster and more comprehensive introduction of part-night lighting.
- 3.1.5. The lower public and community transport budget will result in a 'thinning' of some subsidised services, the removal of some urban services that are used by children for discretionary travel to school (many as a result of parental choice) and cessation of some journey opportunities, particularly in rural areas.
- 3.1.6. The Local Sustainable Transport Fund managed by the Department of Transport offers an opportunity for Devon to bid for additional revenue funding for projects that meet the requirements in the guidance. The County Council will be making a bid to this fund in mid-2011. The Government has set aside part of the funding for 2011/12 for the Bikeability training scheme for school age children. The County Council has been awarded £240,000 to provide up to 6000 Bikeability training places across Devon. This is the fourth highest allocation of all authorities in England and reflects the council's strong track record in this area.

## **4. Investment Plans - Capital**

- 4.1.1. Despite the anticipated reductions in funding in the short term, the total amount of capital spending over the fifteen-year period by both councils will still be very significant. It is not possible to accurately predict the total amount of funding available over the 15 year period. More detail is available for the first five years but this itself may vary, particularly as a result of developer contributions.
- 4.1.2. Capital funding has been broken down by the four main areas linked to the LTP Strategy Document. These are Strategic Connections, a summary of measures to be implemented across the area, Exeter, Market & Coastal Towns & Rural Areas and Torbay. The proposals for each programme are split into three five year periods.

- 4.1.3. Each programme is divided into two elements, Foundation and Targeted Capital Improvements. The Foundation programmes are the core requirements for the strategy. They focus on facilitating changes to travel behaviour and ensuring the network operates efficiently using low cost and high value traffic management measures and capital interventions.
- 4.1.4. The delivery of Targeted Capital Investments is subject to additional capital funding sources being available at the necessary time. They must have strong outcomes for the economy, environment and society. They will typically be linked to employment and housing growth plans in Local Development Frameworks (LDFs) to support the priorities of economic growth and carbon reduction. The Integrated Block funding in 2011/12 is designed to support early design and consultation work on these schemes, particularly where this is required to progress them through the appropriate LDF inquiry stages. Early pump priming is the County Council's contribution to LDF infrastructure development by achieving the necessary design and approval processes in advance of full scheme funding, the majority of which will be from developer contributions.
- 4.1.5. The funding levels shown in the tables are indicative only and will need to be confirmed for each financial year. Detailed costs have not been confirmed in all cases, particularly where the scheme will be delivered towards the end of the plan period. New schemes, particularly in the second two five year funding periods, may be introduced at a later date in response to changing circumstances.
- 4.1.6. The LTP, including this Implementation Plan, will be fully reviewed every five years to ensure that it accurately reflects the latest known scheme costs, Government policy and anticipated levels of funding. This will be particularly important in the case of emerging Local Development Frameworks which will determine the priorities for developer funding of infrastructure associated with new development. Both Devon and Torbay anticipate consulting the public and stakeholders on an updated implementation plan every five years alongside a review of the effectiveness of the plan so far.
- 4.1.7. Proposals for capital investment by Devon County Council follow a three stage assessment process to ensure value for money. These are:
- The development of an outline business case
  - Show the terms and forward progression for the scheme
  - Progress to construction

## **4.2. Strategic Connections**

- 4.2.1. Much of the infrastructure and the bulk of service provision for strategic connections between Devon and Torbay and the rest of the UK and abroad is owned and provided by partners. The investment proposals shown for them are therefore the priorities for Devon County and Torbay Councils and will need to be confirmed by the partners' actual spending plans.
- 4.2.2. Table 3 below sets out an outline capital investment plan for Strategic Connections which supports section 3 in the LTP Strategy Document. The costs are indicative of the scheme's scale only and may not be known at this stage. If the scheme or project is delivered by a partner such as the Highways Agency, the table represents Devon and Torbay's policy aspiration and is subject to the partner's

views as scheme options are assessed. It may not be possible to confirm funding for some time. Further details on each scheme can be found in the table below.

**Table 3: Strategic Connections: Proposed Capital Investment 2015- 2026**

Scheme Type	Scheme Name	Delivered by:	Approximate Cost (if Known)	Anticipated Delivery Period:		
				2011 /12 – 2015/16	2016/17 – 2020/21	2021/22 – 2025/26
Road	A380 South Devon Link Road	Devon County Council & Torbay Council	£108.3m	✓	✓	
Road	M5 Junction 29	Devon County Council	See Exeter Programme	✓		
Road	M5 / M4 Bristol	Highways Agency		✓	✓	
Air	Exeter Airport Development Masterplan	Exeter Airport		✓	✓	✓
Rail	Exeter St Davids Station Improvements	Network Rail, First Great Western & Devon CC		✓	✓	✓
Rail	Reading Station Capacity Improvements (Great Western Main Line affecting services from Devon and Torbay to Paddington)	Network Rail		✓	✓	✓
Smarter Choices	Park and Change sites on strategic routes	Devon CC / Highways Agency		✓	✓	✓
Road	M5 Active Traffic Management	Highways Agency				✓
Road	A30 (West of Exeter) Junction Safety Improvements	Highways Agency			✓	

4.2.3. More information on each of the schemes is set out below:

**A380 South Devon Link Road**

4.2.4. The need and case for the road has been set out in some detail in Section 3 of the LTP Strategy document ‘Strategic Connections’. Detailed information on the scheme itself can be found at:

<http://www.devon.gov.uk/kingskerswellbypass.htm>

4.2.5. The Government is currently considering the case for the scheme alongside others around the country. The required full confirmation of funding is not expected until the end of 2011. The earliest that the scheme could start is 2012/13. Devon and Torbay will be expected to make a significant financial contribution to the scheme.

### **M5 Junction 29**

- 4.2.6. The role of this junction in supporting growth in employment and housing to the east of Exeter is explained in Section 4 of the LTP Strategy document for Exeter. The scheme was given full funding approval by the Government in January 2011 with a proportion of the costs being contributed by developers. Detailed information on the scheme can be found at:

<http://www.devon.gov.uk/index/transportroads/majortransportschemes/eastexeter.htm>

### **Reading Rail Station Improvements**

- 4.2.7. Reading is a key junction on the Great Western Main Line between Devon, Torbay and London Paddington. It is also an important interchange point for passengers from Devon and Torbay with connections to Heathrow, Gatwick, Oxford and intermediate stations to Paddington.

- 4.2.8. The station is currently a bottleneck for services that results in delays and a lack of capacity for future service enhancements. Network Rail are beginning a five year major scheme to improve capacity and station facilities. More details can be found at:

<http://www.networkrail.co.uk/aspx/6339.aspx>

### **Exeter Airport Development Masterplan**

- 4.2.9. Exeter Airport provides an important gateway for business and inbound tourism between Devon, Torbay and the far South West with Europe and more distant parts of the UK. It is also extensively used for leisure trips from the South West to holiday destinations. The airport is now privately owned and has developed a masterplan for the period to 2030, published in October 2009. The detailed proposals will require planning permission as they are brought forward and delivery will be subject to factors such as economic conditions and Government policy. Planning permission has recently been granted for a new air crew training facility and associated hotel as part of the masterplan's initial phases. See <http://www.exeter-airport.co.uk/masterplan> for more information.

### **Exeter St Davids, Exeter Central and Newton Abbot Station Improvements**

- 4.2.10. The National Stations Improvement Programme is funded by the Department of Transport through Network Rail. The works include improvements to passenger facilities. Exeter St Davids and Exeter Central are in the first phase with Newton Abbot in the second.

### **Park and Change Sites – Strategic Routes**

- 4.2.11. The important role of car sharing in helping people to make smarter choices about their travel was highlighted in Section 4 of the strategy document, 'Strategic Connections'. Key strategic routes face growing pressure from peak hour traffic as housing levels grow to the west of Exeter in the period to 2026 and beyond. It is important that commuter traffic does not cause delays for long distance strategic traffic which is particularly important for businesses and economic growth. There is also a need to minimise the impact of commuting on carbon emissions.
- 4.2.12. Car sharing is one of the ways of reducing the impacts of commuting. Devon and Torbay have been very successful in developing car sharing through

[www.carsharedevon.com](http://www.carsharedevon.com) with over 7000 members registered. Feedback from members has highlighted the need for locations for potential car sharers to meet up and safely leave one or more cars. Sites can also provide the opportunity to change modes, for example on to a bus or cycle route into a town. Locations and costs will be investigated through the relevant Local Development Frameworks processes. Sites will usually be provided through planned development.

- 4.2.13. Further smaller sites will be promoted at various locations around Devon – see the Market & Coastal Towns and Rural Devon section below.

#### **M5 Active Traffic Management – Exeter and Bristol**

- 4.2.14. The Exeter and Far South West Gateway study looked at the key improvements that may have to be made for strategic connections for the South West peninsula beyond Exeter. One of the findings was that the M5 around Exeter was a potentially vulnerable link as traffic grew in the future alongside housing, tourism and economic growth. It is a critical section where a number of strategic roads meet, the A30, M5, A38 and A380, and which is an effective bottleneck to all movements beyond Exeter. The study highlighted the potential role that active traffic management, being implemented on key sections of motorway around the country, could play in dealing with this risk.
- 4.2.15. Further discussions are required with the Highways Agency to explore this scheme and its potential timing in more detail. More information on the Far South West Gateway study can be found at:  
[http://www.devon.gov.uk/index/transportroads/devon\\_local\\_transport\\_plan/exeterfarsouthwestgateway.htm](http://www.devon.gov.uk/index/transportroads/devon_local_transport_plan/exeterfarsouthwestgateway.htm)
- 4.2.16. More information on active traffic management elsewhere in the UK can be found at:<http://www.highways.gov.uk/knowledge/1334.aspx>
- 4.2.17. The Bristol section of the M5 is critical to movements between the South West, the Midlands, Wales and the North. The Government gave the go-ahead in October 2010 to an active traffic management scheme on the M5 and M4 motorways around Bristol. This location is currently vulnerable to delays in peak periods throughout the year, particularly affecting tourism trips to and from the South West. More information on this scheme is available at:  
<http://www.highways.gov.uk/roads/projects/23382.aspx> (note it has not yet been updated following the Government's October announcement).

#### **A30 Junctions West of Exeter**

- 4.2.18. Devon will work with the Highways Agency to address safety issues identified.

### **4.3. Devon-wide Schemes with Torbay**

- 4.3.1. There are a number of schemes that provide benefits across Devon and that are expected to be implemented jointly with Torbay, and in some cases, Plymouth.

#### **Smartcards**

- 4.3.2. Smartcards are a new form of payment for bus travel that reduces passenger boarding times and improves the convenience of bus travel for existing and

potential users. They offer the potential for better value bus travel by opening up opportunities for more flexible ticket options that more accurately reflect users needs, for example the bulk purchase of travel over a period which is not based on travelling every day in the week. The benefits have been demonstrated by the Oyster card scheme in London and supported by respondents to the recent Future of Transport in Exeter consultation.

- 4.3.3. There is potential to expand the role of smartcards to benefit everyone in Devon and Torbay. In the longer term the one card could pay for on and off-street car parking as well as bus travel. There may be future opportunities to expand this to cover other local authority services such as libraries and sports centres, helping to reduce the number of different cards required.
- 4.3.4. Funding will be considered in the first five-year period, subject to a full business case, to support the costs of introducing the equipment required to use smartcards. This will be from a combination of funding sources including a bid for regional funding. The scheme will need to be delivered in partnership with bus operators and this will determine the timescale within which the project can be implemented.

#### **Bus Real-Time Information**

- 4.3.5. Real time information for buses is a key part of a 21<sup>st</sup> century public transport system for Devon and Torbay. Existing and potential users expect to be able to manage their journey plans with up to date knowledge with information on disruptions and changes to services being particularly important. Rail users now make extensive use of the up to date information available on a minute-by-minute basis. A real time system for buses has been in place in Exeter for several years. There is now a need to expand the availability of real time information to the whole of Devon and Torbay and further improve the system in Exeter. The benefits are particularly significant for users in rural areas where services are less frequent, and a delay or cancellation of a service can cause major inconvenience to users without the knowledge to make alternative arrangements.
- 4.3.6. Real time information does not just benefit bus users. It is also an important tool to enable bus operators, particularly those with busy urban routes. The information provided enables the operators to know exactly where vehicles are drivers are and reschedule them in response to delays or congestion if required. The information can also be used to provide bus priority at traffic signals when services are running late. This is particularly important where there is little or no scope for segregated bus lanes.
- 4.3.7. A full business case will be developed to confirm the scope of the scheme. Delivery will require a partnership with bus operators. Devon, Torbay and Plymouth will work together to provide a comprehensive system across the three areas. Information displays will be provided at key locations such as rail stations, certain bus stops, hospitals and major employers. Mobile and internet technology will play a major role in getting information to users wherever they are.

#### **Devon Metro**

- 4.3.8. Devon Metro is an extensive plan to expand the role of railways serving Exeter and Torbay over the next fifteen years. Exeter is almost unique for its size in having eight railway stations within the city with four suburban lines feeding into it.

The feedback from consultation indicates that rail has a major role to play in getting people into Exeter and Torbay, across Exeter itself and connecting with the national rail network for the rest of the UK. This is supported by data in the Evidence Base that shows significant increases in passenger numbers in recent years.

- 4.3.9. The Devon Metro concept brings together the network of lines feeding into Exeter from Barnstaple / Crediton and Okehampton (subject to confirmation of service provision), Torbay / Newton Abbot / Teignmouth / Dawlish, Exmouth and Honiton / Axminster. The key strength of the network is the ability to connect journeys across the city, from example from the Torbay line through to Digby and Sowton, serving the major employment location there. There is also growing demand to locations such as Barnstaple and Torbay for leisure and tourism as well as business needs.
- 4.3.10. There are two key elements to Devon Metro: additional stations at strategic locations to serve employment or housing growth and enhanced service levels and quality of rolling stock. The proposed additional stations within the fifteen year period of the plan are at Marsh Barton, Newcourt, Cranbrook and Edginswell (Torbay). A new station serving proposed growth east of Okehampton is anticipated in conjunction with the proposed new service by Dartmoor Railway between the town and Exeter. Longer term new stations will be considered for other locations including Monkerton (for Exeter Business Park and the planned growth in that location), Exmouth North and Cullompton. Monkerton and Exmouth North would require significant investment in additional track capacity on the Exmouth line.
- 4.3.11. Both the Greater Western and South Western franchises are due for renewal in the next few years. The Government has indicated that it expects to award longer franchise periods that will provide operators with greater flexibility of service provision. This will provide an opportunity for Devon to explore improvements to service patterns in conjunction with potential bidders. The Great Western Route Utilisation Strategy<sup>1</sup> produced by Network Rail supports the principle of increasing the service frequency on the Torbay – Exeter line to half hourly from 2016.
- 4.3.12. Design work on Cranbrook station has been accelerated to enable the development of the new settlement to progress. Construction is expected to start in 2012/13. The new station at Okehampton East is expected to be constructed in 2012 if the application by Dartmoor Railway to run services is successful. The station will be funded by Devon County Council.
- 4.3.13. Consultation on the overall Devon Metro concept was carried out through the Future of Transport in Exeter consultation in spring 2010 and received strong support. Rail was also a popular suggestion for further improvements in the wider LTP3 consultation. A full business case is being developed to justify the infrastructure investment from a number of sources including developer contributions and the Integrated Block. Additional track capacity at Cranbrook will be a significant cost and require a separate business case. Construction, if justified, may take place beyond the fifteen year period of the plan.

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<sup>1</sup><http://www.networkrail.co.uk/browseDirectory.aspx?dir=\RUS%20Documents\Route%20Utilisation%20Strategies\Great%20Western&pageid=4449&root=\RUS%20Documents\Route%20Utilisation%20Strategies>

#### 4.4. Asset Management

- 4.4.1. Section 2 within the LTP Strategy document sets out the approach to, and priorities for, Asset Management. Direct Government funding, which can be supplemented by other sources if available, provides the bulk of capital funding. The Government funding is provided on a formula basis that is based on a number of factors including the length of the road network and numbers of bridges and structures. The exact total level of funding over the five year period is not yet known but is expected to be in the region of £150m based on current levels. The strategy document notes that this is insufficient to keep all Devon's roads in their current condition.
- 4.4.2. The capital investment above is supplemented by revenue funding for regular operations and repairs.
- 4.4.3. The capital maintenance block funds the replacement and repair of a number of different types of road and structures. These include roads, footways, bridges, street lighting and retaining walls. The balance between these different elements will vary each year according to the condition of different assets, the policies and priorities in the asset management section of the LTP strategy document and the need to deal with emergency situations. This balance is agreed by the County Council's Cabinet for each financial year.
- 4.4.4. The County Council also invests additional capital of its own to address specific maintenance issues such as drainage and the programme to reduce carbon emissions and energy costs from street lighting. The investment planned for the period between 2011/12 and 2014/15 is shown in Table 3 below:

**Table 4: County Council Additional Capital Funding for Maintenance**

	2011/12	2012/13	2013/14	2014/15	Total
Carbon management - street lighting	150	150	150	0	450
Drainage	70	0	0	0	70
Street Lighting	50	0	0	0	50

#### **Rail Network**

- 4.4.5. Network Rail is responsible for maintaining the rail network in safe condition. One of the key issues for Devon and Torbay is the future of the vulnerable section of the line along the Dawlish sea wall. Network Rail is currently carrying out a study into its vulnerable sections of route around the UK which will inform future decisions on investment and management. This is expected to be available by the Spring of 2011. More details of Network Rail's duties and priorities can be found at [www.networkrail.co.uk](http://www.networkrail.co.uk).

#### **Trunk Road and Motorway Network**

- 4.4.6. The Highways Agency is responsible for maintaining and developing the trunk road network in the area. This includes the M5, A30, A303, A38 and A35. They work with Devon and Torbay to consider options for future improvements subject to national priorities and funding. The agency also has an important role in responding to planning applications that will have an impact on the network.



## 4.5. Exeter

- 4.5.1. Table 5 on the following page sets out an outline programme for Exeter over the next fifteen years. It is not a complete programme with details of all schemes and funding sources. It is designed to provide sufficient information to enable the public and key stakeholders to form an opinion about the overall shape of the programme, delivery timescale, funding sources and priorities.
- 4.5.2. There is little certainty on funding levels beyond the first five years and therefore there are no specific programmes for the second and third funding periods 2016/17 – 2020/21 and 2021/22 – 2025/26 at this stage. The information on large schemes that are planned or completed beyond the first five-year period provides an indication of the scheme's cost and scale. Many of these are in the early stages of development and therefore final costs could vary significantly. The availability of funding is not guaranteed. Further detail on each scheme follows the table.

**Table 5: Outline 15 Year Local Transport Programme for the Exeter Area\***

### Key

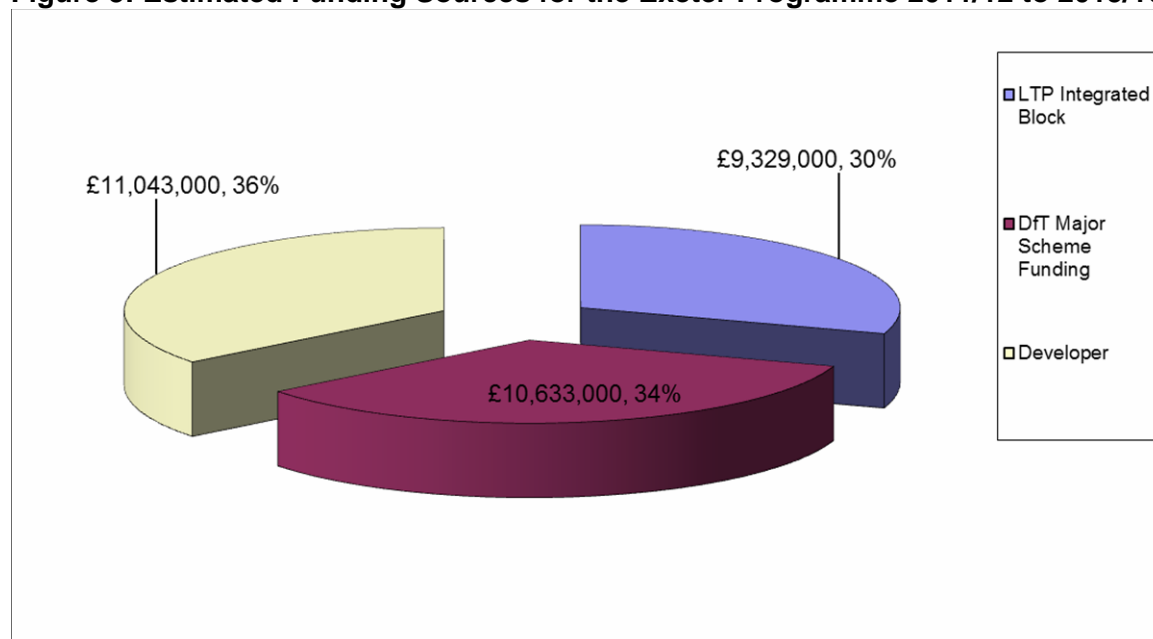
Total Cost Band	A	B	C	D	E	F	G	H	I	J	K	Dev	P
Approximate future cost (£m)	0 to 1.9	2 to 3.9	4 to 5.9	6 to 7.9	8 to 9.9	10 to 14.9	15 to 19.9	20 to 24.9	25 to 29.9	30 to 35	Variable annual programme	Part of development scheme	Preparation costs

	Estimated cost (£,000)	Total Cost Band (15 years)*	Foundation (F) or Targeted Capital Investment (TCI)	2011/12 - 2015/16	2016/17 - 2020/21	2021/22 - 2025/26
<u>Access to City Centre</u>						
Park and Ride	5,500	E	TCI	✓	✓	✓
Bus station redevelopment	P	Dev	TCI		✓	
Bus priority	500	F	F	✓	✓	✓
Sidwell St	500	A	TCI	✓	✓	
<u>East of Exeter</u>						
Cranbrook Rail Station	4,000	C	TCI	✓		
Clyst Honiton Bypass	Dev	D	TCI	✓		
Junction 29	14,410	F	TCI	✓		
<u>Monkerton Masterplan</u>						
Tithebarn Lane link	P	Dev	TCI	✓	✓	✓
Priority bus route	P	Dev	TCI		✓	
<u>SW Exeter Masterplan</u>						
Matford P&R	P	C	TCI			✓
A379 Junctions	P	F	TCI	✓	✓	✓

	Estimated cost (£,000)	Total Cost Band (15 years)*	Foundation (F) or Targeted Capital Investment (TCI)	2011/12 - 2015/16	2016/17 - 2020/21	2021/22 - 2025/26
<b>Newcourt Masterplan</b>						
M5 Junction 30 southbound off slip	500	C	TCI	✓		
A379 junction improvement	P	D	TCI	✓	✓	
<b>Walking &amp; Cycling</b>						
Key walking & cycle routes	1,530	C	F	✓	✓	✓
<b>Rail Schemes</b>						
Devon Metro	750	F	TCI	✓	✓	✓
NSIP & ExeRail	920	A	F	✓	✓	✓
<b>Highways</b>						
Local, Traffic Management and Casualty and Severity Reduction Schemes	1,225	B	F	✓	✓	✓
Alphington Cross and Forward Design	1,170	A	TCI	✓		
Bridge Road	P	C	TCI		✓	
<b>Total (£,000)</b>	<b>31,005</b>					

\* This is an outline programme only to provide an indication of the scale and relative priorities between different schemes. Actual programmes will be confirmed on an annual basis and reflect national and local circumstances and funding announcements.

**Figure 3: Estimated Funding Sources for the Exeter Programme 2011/12 to 2015/16**



Further details on each scheme or group of schemes are shown below.

### **Park and Ride**

- 4.5.3. Alphington Interchange Park and Ride is one of the Foundation elements of the strategy for Exeter. Demand for access to Exeter City Centre from towns and villages in the surrounding area, including Torbay, will continue to grow as population and economic activity increase over the next fifteen years. Park and Ride will play an increasingly important role in enabling this access alongside improvements to inter-urban bus routes and the Devon Metro (see 3.3.8). Congestion and air quality problems will get worse without additional Park and Ride capacity. The only current site serving areas to the south and west of the city on the A379, A38, A380 and A30 corridors is at Matford on the edge of Marsh Barton. This is currently full on many days of the week and is difficult to access from the A30 Okehampton direction.
- 4.5.4. The principle of an additional site serving the Alphington Road corridor received strong support in the recent Future of Transport in Exeter consultation. A planning application has been submitted for the preferred site.

### **North of Exeter**

- 4.5.5. The A396 and A377 corridors to the north of Exeter are the only ones without any access to a Park and Ride site. The proposal for a new site serving these routes again received strong support from the public in the Future of Exeter consultation.
- 4.5.6. The site is one of the Targeted Capital Investment proposals in the Exeter strategy. A business case is being developed including an analysis of different site options which are constrained by potential flooding.

### Matford

- 4.5.7. Options to improve the capacity of or relocate Matford Park and Ride are being explored. This will be required in addition to the new Alphington Interchange site and improvements to bus and rail services.

### New Exeter Bus Station

- 4.5.8. The current bus station in the centre of Exeter is not attractive to many users, particularly later in the evening and can give a poor impression to new arrivals in the city. The need for its replacement is recognised. The County Council and City Council are currently working together to produce a development brief that will set the vision for the redevelopment of site and the surrounding area. If progressed this development will include a new high quality bus station alongside other uses such as retail.

### Bus, HGV, Taxi and Emergency Vehicle Priority

- 4.5.9. The LTP and Future of Transport in Exeter consultations highlighted the priority the public gives to high quality bus transport, including Park and Ride, in to and within Exeter. The desire for higher frequencies is heavily dependent on having short, reliable journey times on the key corridors. This can be achieved through a combination of priority lanes and traffic signals that give priority to buses. Shorter journey times reduce operating costs and help keep fares down. The evidence base indicates that bus punctuality is not consistently reliable within Exeter. Better flowing buses also make a significant contribution to a reduction in carbon emissions and improved air quality (Nitrogen Dioxide emissions) compared to those in congested conditions.
- 4.5.10. Exeter already has a number of existing priority lanes which save buses and other priority vehicles including taxis, HGVs and emergency vehicles, valuable time. Taxis are a key part of the public transport system providing an alternative to bus and rail travel in some circumstances but also providing a connection facility, particularly from rail stations. HGVs, with some exceptions such as journeys to / from the A377 corridor, are primarily serving locations within the city and the city centre in particular. Many services and businesses, including shops, are heavily reliant on just in time deliveries to maintain stock and production levels. Priority lanes are an important means of achieving this. The lanes are also beneficial for emergency vehicles, saving valuable minutes in emergencies, and cyclists for whom they form attractive cycle lanes away from most of the traffic.
- 4.5.11. The east of Exeter proposals below will incorporate significant sections of bus priority through proposed new developments and across the M5. Business cases are being developed for schemes to extend existing priority lanes on the main radial routes into Exeter and in the City Centre.
- 4.5.12. Buses already have priority at some traffic signalled junctions in Exeter. This will be extended to other junctions as equipment is replaced where appropriate.

### Major Developments

- 4.5.13. The Exeter City Local Development Framework proposes three major areas of development to the east of the City at Monkerton, Newcourt and South West Exeter. More information can be found at:

<http://www.exeter.gov.uk/index.aspx?articleid=10103&listid=9482> . Transport infrastructure will be a key element of the master plans to ensure good accessibility to and from the sites.

#### Monkerton

- 4.5.14. The development is expected to include around 2,500 houses and 8 hectares of employment (including 3 hectares with a current permission). The principal pieces of transport infrastructure include the Tithebarn Lane link, an additional link over the M5 connecting to the East of Exeter development area. This will facilitate all forms of transport including the bus route between Cranbrook and the city centre via the new Science Park which will have a priority route through the development. This infrastructure is expected to be funded by developers.
- 4.5.15. Land will be set aside for the long term option of a new rail station to serve the development. This is likely to require further significant investment in the infrastructure of the rail line to Exmouth before it can go ahead. A new cycle and foot bridge across the M5 linking to Cranbrook and the Science Park, funded by the Government's Community Infrastructure Fund will be completed by Spring 2011. An approved masterplan has been developed jointly by the City and County Councils.

#### Newcourt

- 4.5.16. 3500 dwellings are proposed at Newcourt, including 1,176 with a current planning permission (February 2011). This is in addition to around 16 hectares of employment. A new junction onto the A379, including a pedestrian and cycle bridge will be completed by Spring 2011 and will provide a link to Topsham Road for trips to and from Topsham. An improvement to the existing Sandy Park junction is also planned together with an additional lane on the M5 Junction 30 southbound off-slip. These are expected to be primarily funded by developer contributions.
- 4.5.17. A business case for a new rail station to serve the development is being developed. This would form part of the Devon Metro network and serve both the employment and housing. Potential funding sources are being examined.

#### Strategic Walking and Cycling Network

- 4.5.18. The Cycle Exeter project has implemented a significant number of new and improved cycle routes within the City supported by information and training. The Local Transport Plan takes this a stage further by developing a comprehensive network of primary and secondary cycle routes that link residential areas with the city centre and other key destinations including employment areas and hospitals.
- 4.5.19. Initially routes were built to encourage people to cycle to secondary schools. This has been successful and there has been an increase in the percentage of secondary school pupils cycling to school. The cycle routes need extending and joining together to ensure Exeter has a comprehensive new cycle network.
- 4.5.20. In order to build on the existing network, the next stage is to develop cycle routes for journeys to education (including Exeter University and Exeter College), journeys to work, leisure journeys and retail trips. To achieve this, the strategy proposes developing a network of primary, secondary and tertiary routes. Primary

routes will be longer distance routes providing fast and direct routes between major new growth areas and the city centre. The primary routes will form the foundation of the overall cycle network in Exeter. Secondary routes will provide high quality connections from the primary routes to key employment, education and leisure opportunities. Tertiary routes will be quiet, local, residential road links to the primary and secondary network and are often the start of a cycle journey. All routes will offer short cuts and time advantages where possible and be attractive and safe.

### **Exeter St Davids and Exeter Central Rail Gateway Improvements**

- 4.5.21. These two stations are important gateways for both local people and visitors to Exeter. They create a strong first impression when entering the city by rail. Improvements are planned to both facilities within the stations and their external approaches.
- 4.5.22. At St Davids Network Rail and First Great Western are, through the National Stations Improvement Programme, planning improvements to the entrance hall to enable better circulation together with better passenger facilities on platforms 3 and 4 by 2011/12. Minor improvements to the access road within the station area are planned jointly with the County Council. More significant longer term redevelopment of the area to the front and side of the station is currently being examined.
- 4.5.23. Entrance hall improvements are also planned at Exeter Central by 2011/12. The County Council, Network Rail and First Great Western are planning to complement this with additional enhancements to the area in front of the station to reduce the domination of cars.

### **Devon and Cornwall Rail Working Group**

- 4.5.24. The Devon & Exeter Rail Project Working Party is made up of representatives of Devon County Council, Exeter City Council, East, Mid, North Devon and Teignbridge District Councils and Torbay Council in conjunction with the rail industry and supported by rail users groups.
- 4.5.25. The group is a good example of local authorities working together in partnership to influence private sector transport providers. The stakeholder involvement helps the rail industry by fostering better dialogue. By bringing together matched funding the partnership achieves more that would otherwise be achieved individually.
- 4.5.26. The Working Party supports and promotes the use of the local rail lines in the Exeter area including publicity material and revenue support to enhance local rail service levels where appropriate. It makes recommendations to Train Operating Companies to improve services and lobbies central government on franchises and rail issues to support the local economy and serve new developments. A key part of the role of the Working Group is to develop infrastructure at stations in conjunction with the rail industry to improve access to train services for all residents and the Devon Rail Stations Strategy has been a major development from this. The annual contribution from the local authorities is currently around £140k and is supported on specific projects from other County Council funding, including the Local Transport Plan.

### **Traffic Management**

- 4.5.27. Both the County Council and Torbay Council have a duty (Network Management Duty, Transport Act 2005) to manage the road network effectively for all users. This includes reviewing the operation of the network and making any modifications as necessary to reflect changes in circumstances. Safety is a key aspect of this operation.
- 4.5.28. Principal routes within Exeter will be reviewed on a corridor by corridor basis. The funding set aside for traffic management will enable small changes to be made to improve the operation of the network. This may include signing, traffic signals, crossings, road lining, parking management, safety improvements and real time information provision. These will be linked in with other schemes such as bus priority and junction improvements such as Alphington Cross below.

### **Alphington Cross**

- 4.5.29. Alphington Cross is a key junction on the Alphington Road corridor between the A30 and Exeter City Centre. It is also a key access route into the Marsh Barton Industrial Estate. The recent opening of the Grace Road Link into Marsh Barton puts greater pressure on this junction and more capacity is required. Additional capacity to the Cowick lane leg of the junction will form the first phase of works. These works will also include the provision of a bus lane through the junction which will connect to the proposed Park and Ride site near the A30 junction when that is constructed. A second phase is planned which will provide two lanes from the Marsh Barton Road junction to Alphington Cross.

### **Bridge Road**

- 4.5.30. Bridge Road is an important link across the River Exe on the Exeter bypass providing access to the city centre and Sowton and Marsh Barton industrial estates. The scheme is designed to improve journey times for buses and provide a continual southbound dual carriageway from the Countess Wear roundabout to the junction with the A379 from Dawlish. This will be achieved through the provision of a new pedestrian and cycle bridge, allowing the carriageway on the existing traffic bridge to be widened to two lanes where it is currently one.

## **5. Market & Coastal Towns and Rural Areas**

- 5.1.1. Table 6 on the following page sets out an outline programme for the Market and Coastal Towns and Rural Areas over the next fifteen years. It is not a full programme with details of all schemes and funding sources. The table is designed to provide sufficient information to enable the public and key stakeholders to form an opinion about the overall shape of the programme, delivery timescale, funding sources and priorities.
- 5.1.2. There is little certainty on funding levels beyond the first five years and therefore there are no specific programmes for the second and third funding periods 2016/17 – 2020/21 and 2021/22 – 2025/26 at this stage. The anticipated scale of cost of large schemes is shown to provide an indication of the level of funding required in the future and its potential source(s). Many of these schemes are in the

early stages of development and therefore final costs could vary significantly. Further detail on each scheme follows the table.

**Table 6: Outline 15 Year Local Transport Programme for the Market and Coastal Towns and Rural Areas\***

**Key**

Total Cost Band	A	B	C	D	E	F	G	H	I	J	K	Dev	P
Approximate future cost (£m)	0 to 1.9	2 to 3.9	4 to 5.9	6 to 7.9	8 to 9.9	10 to 14.9	15 to 19.9	20 to 24.9	25 to 29.9	30 to 35	Variable annual programme	Part of development scheme	Preparation costs

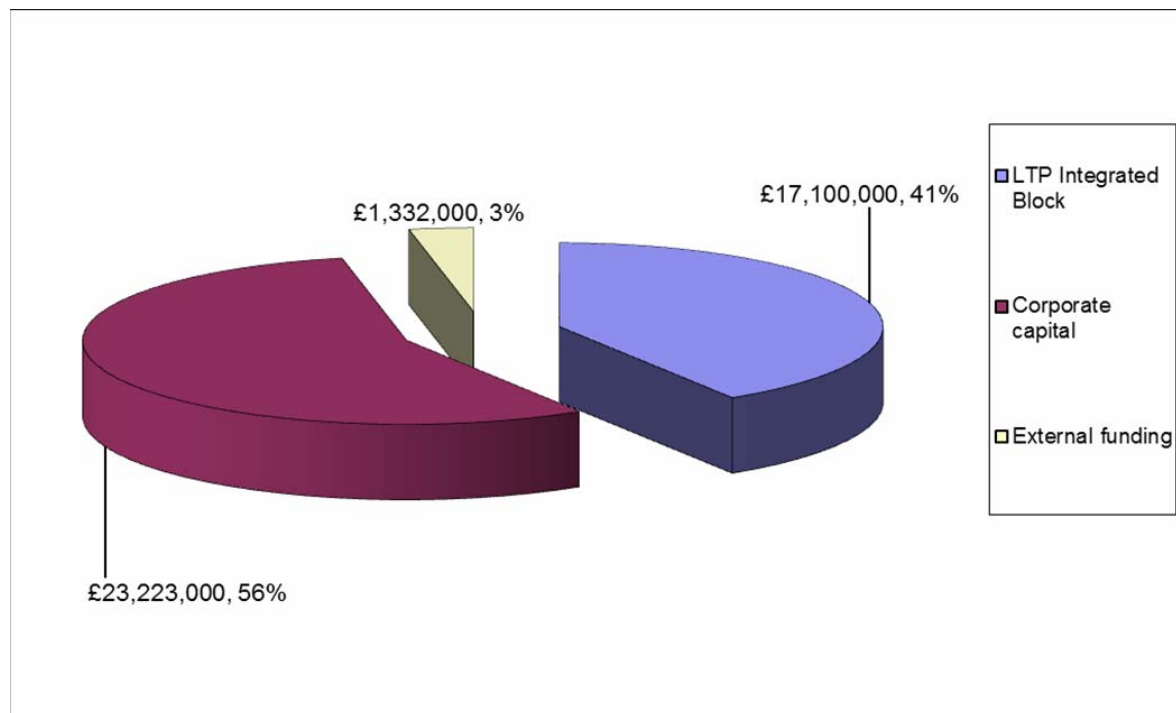
	Estimated cost (£,000)	Cost Band (Full scheme over 15 year period)	Foundation (F) or Targeted Capital Investment (TCI)	2011/12 - 2015/16	2016/17 - 2020/21	2021/22 - 2025/26
<u>All Market and Coastal Town and Rural Devon</u>						
Local and Casualty and Severity Reduction Schemes	6,774	K	F	✓	✓	✓
Leisure & Tourism	2,140	K	F	✓	✓	✓
LDF Infrastructure Development	4,516	K	TCI	✓	✓	✓
Commitments & Retentions	1,930	K	F	✓	✓	✓
Smarter Travel	1,500	K	F	✓	✓	✓
<u>Cycling schemes</u>						
Exe Estuary	7,355	D	TCI	✓		
Around Devon Cycle Route	2,360	B	TCI	✓	✓	✓
Kingsteignton - Newton Abbot	2,240	B	TCI	✓	✓	
Tavistock - Gem Bridge	2,075	B	TCI	✓		
Wray Valley Trail	630	A	TCI	✓		
<u>Bus &amp; Rail</u>						
Devon Metro	See Exeter		TCI	✓	✓	✓
Cullompton rail station	P	C	TCI			✓
Bere Alston - Tavistock rail line	P	F	TCI		✓	✓
Okehampton - new rail station	P	A	TCI		✓	
Barnstaple bus station	P	A	TCI			✓
Exmouth bus station	P	B	TCI		✓	
Newton Abbot Bus Station	P	A	TCI		✓	



	Estimated cost (£,000)	Cost Band (Full scheme over 15 year period)	Foundation (F) or Targeted Capital Investment (TCI)	2011/12 - 2015/16	2016/17 - 2020/21	2021/22 - 2025/26
	2011/12 – 2015/16					
<u>Development Infrastructure</u>						
Dinan Way, Exmouth	P	E	TCI			✓
Cullompton Eastern Distributor	P	F	TCI		✓	
Tiverton – Eastern Urban Extension access / Junction 27	P	F	TCI		✓	
Crediton Link Rd	7,050	F	TCI	✓	✓	
A39 Junctions	P	C	TCI		✓	✓
Westleigh Junction	560	A	TCI	✓		
Barnstaple Western Bypass	535	Complete	TCI	✓		
Deep Lane junction /Langage	P	G	TCI		✓	✓
Dawlish Regeneration - Strand	1,450	A	TCI	✓	✓	✓
Okehampton - new highway link	P	D	TCI		✓	✓
Kingskerswell Bypass	See Strategic Connections		TCI		✓	✓
Other schemes < £500k	540					
<b>Total:</b>	<b>41,655</b>					

\* This is an outline programme only to provide an indication of the scale and relative priorities between different schemes. Actual programmes will be confirmed on an annual basis and reflect national and local circumstances and funding announcements.

**Figure 4:**  
**Estimated Funding Sources for Market and Coastal Town and Rural Devon Programme 2011/12 to 2015/16**



### **Devon Metro**

- 5.1.3. Detailed information on the Devon Metro scheme was set out in the programme for Devon-wide schemes in the Exeter section of this document. The rail network is particularly important for many market and coastal towns and their rural hinterlands across Devon, giving them fast and direct links to Exeter and the rest of the national rail network. This is important both for local residents and businesses, giving them access to services and facilities in Exeter, and tourism, enabling visitors to explore parts of Devon that they might not otherwise visit. Tourism traffic, particularly in the summer, is a significant contributor to congestion and carbon emissions in Devon. Devon Metro is a key part of the strategy to reduce this impact whilst increasing visitor numbers and economic impact, helping to reduce car usage once in Devon.

### **Development Infrastructure**

- 5.1.4. Supporting employment and housing growth is a key priority for the LTP. Many market and coastal towns are a major focus for this growth, particularly in terms of housing. The County Council and its partner District Councils recognise the importance of providing the right levels of infrastructure to support this development through the Local Development Frameworks (LDFs) in each District. There are many different aspects to infrastructure needs including transport, education, open space and affordable housing. The County Council recognises its role as the catalyst for transport infrastructure requirements to ensure that it can be delivered in the right place at the right time. Work on the larger schemes to be delivered later in the plan period can take a significant period of time and has to be progressed in line with development. There will also be extensive provision for traffic management, walking and cycling routes and improvements to bus services.

The following schemes are currently being developed subject to the confirmation of development proposals through the LDFs:

#### Dinan Way, Exmouth

- 5.1.5. This is a proposed extension of the current road to meet with the A376 road to the north of Summer Lane. This would support the further development of housing and employment in Exmouth including those already with planning permission or under construction. The development proposals are part of the East Devon LDF which will be subject to a review.

#### Cullompton Eastern Relief Road

- 5.1.6. Over 2000 houses are expected to be built in Cullompton between 2006 and 2026. This has been confirmed by an Examination in Public into the Allocations and Infrastructure Development Plan Document (DPD) for Mid-Devon which included infrastructure proposals including improvements to Junction 28 of the M5 and the eastern relief road – see <http://www.middevon.gov.uk/index.aspx?articleid=5196>. The road is designed to remove traffic from the town centre which is also an Air Quality Management Area. This will enable significant improvements to the quality of the retail area and general public realm, also enabling priority to be given to pedestrians, cyclists and buses.

#### Tiverton – Eastern Urban Extension Access and Junction 27

- 5.1.7. The Mid-Devon LDF (see link above) also includes provision for 2000 dwellings and 130,000 sqm of employment space as part of an Eastern Urban Extension to the town. Within this are proposals for two new road links to serve the extension – a new junction on the A361 North Devon Link Road and an extension of Heathcote Way into the site. The DPD is expected to be adopted in early 2011. A master plan is required for the urban extension before development can take place. Planning applications for the roads will not be submitted until later in the plan period.
- 5.1.8. Some improvements will also be required at Junction 27 on the M5 as a result of the increased traffic levels. Scheme options are currently be assessed.

#### Deep Lane Junction, South Hams

- 5.1.9. Proposals have been developed for an improved junction at Deep Lane on the A38 near Plymouth. This would serve both the new town at Sherford, Plymstock Quarry and a proposed 130,000sqm extension to the Langage Business Park. Different junction design and funding options are currently being considered. Public consultation on the scheme took place in November and December 2009.

#### Barnstaple Area

- 5.1.10. North Devon and Torridge are currently developing the Core Strategy for their LDF. It is expected that public consultation on Issues and Options will take place during the early part of the plan. Significant development is expected for the Barnstaple and Bideford areas which will require investment in the existing transport network. This is expected to include improvements to the A39 and A361 southern bypass junctions around Barnstaple. More detailed work will be undertaken as the LDF progresses.

- 5.1.11. Other key infrastructure that is being considered through the LDF includes improvements to Barnstaple bus station to enable the future growth of bus services to serve the new development. A new pedestrian / cycle bridge across the river Taw is also being considered to provide the missing link in the cycle network between developments and the town centre.

#### Okehampton Town Centre Access Road

- 5.1.12. Okehampton is a market town that is expected to see significant growth in employment and housing between 2006 and 2026. This is likely to include around 1,500 houses and an extension to the industrial area, both to the east of the town. Options for a town centre access road have been examined to reduce the impact of the additional development on the roads in the town centre and ensure a high quality retail environment. The West Devon LDF has progressed to an Examination in Public on its Core Strategy which took place in November 2010. The Inspectors report, due in Spring 2011, will determine whether the scale and location of development, alongside the proposed supporting infrastructure, is appropriate. For more details please see:  
<http://www.westdevon.gov.uk/doc.asp?doc=16591&cat=2385>

#### **Other Infrastructure Schemes**

- 5.1.13. There are a number of other large infrastructure schemes in the market and coastal towns and rural area:

#### **Cycle Routes**

- 5.1.14. Devon has invested significant sums in its rural cycle network over the last two LTPs. This has resulted in major increases in cycling levels across the County, both by locals and by tourists. This Implementation Plan continues the investment across a number of different routes. These are:

#### Exe Estuary

- 5.1.15. The County Council has been developing the Exe Estuary walking and cycling route over the lifetime of the first two Local Transport Plans. Several sections have already been constructed and the remaining sections are expected to be completed in the first five years of this Local Transport Plan. Further information is available at:  
[http://www.devon.gov.uk/index/environmentplanning/public\\_rights\\_of\\_way/exeestuarytrail/eet-status.htm](http://www.devon.gov.uk/index/environmentplanning/public_rights_of_way/exeestuarytrail/eet-status.htm).

The route is funded from the County Council's capital programme.

#### Stop Line Way

- 5.1.16. The Stop Line Way is a long distance walking and cycling route, running from Seaton to Weston-Super-Mare. Once completed it will cover 70 miles and connect Axminster, Chard, Ilminster, Taunton, Bridgwater, Highbridge and Burnham-on-Sea. Further details can be found at:  
[http://www.devon.gov.uk/index/transportroads/cycling/leisure\\_cycle\\_routes/stoplineaway.htm](http://www.devon.gov.uk/index/transportroads/cycling/leisure_cycle_routes/stoplineaway.htm) . Funding is being provided through the County Council's capital programme.

### Teign Estuary

- 5.1.17. A long term cycle and walking route is planned along the Teign Estuary between Newton Abbot and Teignmouth, continuing the creation of a network of routes around the County. The first phase of the route is between Kingsteignton and Newton Abbot (for more information see <http://www.devon.gov.uk/index/transportroads/cycling/cycling-connect2.htm>). Work is currently underway. Funding is drawn from a successful bid to Sustrans' Connect 2 programme (funded by the Big Lottery) and the County Council's capital programme.

### Tavistock – Gem Bridge

- 5.1.18. Gem Bridge is part of a missing link on the National Cycling Network between Tavistock and Plymouth. More information can be found at: [http://www.devon.gov.uk/index/councildemocracy/deliveringservices/directorates\\_and\\_departments/chiefexecutives/communication/news\\_service/press-releases/press-release.htm?id=3138](http://www.devon.gov.uk/index/councildemocracy/deliveringservices/directorates_and_departments/chiefexecutives/communication/news_service/press-releases/press-release.htm?id=3138) . A combination of European funding and County Council capital will fund the scheme.

### **Extension of Rail Line between Bere Alston and Tavistock**

- 5.1.19. The A386 between Tavistock and Plymouth is under pressure from congestion. Additional development of around 1000 houses is planned at Tavistock between 2006 and 2026 in addition to further employment – see <http://www.westdevon.gov.uk/doc.asp?doc=16591&cat=2385> for more details. The extension of the rail line from Bere Alston on the Gunnislake branch along its original trackbed will provide an attractive alternative to the road. It is planned to include a parallel walking and cycling route. The line will also provide a leisure travel and tourism link from Plymouth to Dartmoor with onward bus connections from the station. The reopening is linked to a proposed development to the south of Tavistock which has been considered at the LDF's recent Examination in Public, the inspector's report on which is due in Spring 2011. The route is expected to be funded by the developer of the southern extension to Tavistock.

### **Crediton Link Road**

- 5.1.20. Problems of poor air quality and congestion at the eastern end of Crediton, in particular Exeter Road, have been recognised for many years. The air quality problems in Exeter Road were instrumental in Crediton being one of the first locations in Devon where an Air Quality Management Area was designated.
- 5.1.21. The Air Quality Action Plan adopted by Mid Devon District Council in June 2006 identified that a link road between the A377 east of Crediton and the Lords Meadow Industrial Estate could assist in relieving the air quality problems in Exeter Road. The Devon Local Transport Plan 2 (2006-2011) included a commitment to examine such a proposal.
- 5.1.22. The problems in Crediton that need to be addressed include poor access to Lords Meadow Industrial Estate which reduces the potential for growth and redevelopment, potential development in Crediton would exacerbate existing congestion problems, air quality problems along Exeter Road, the new Tesco development increasing traffic flows on Exeter Road and the poor quality gateway to Crediton with narrow street and poor network resilience.

- 5.1.23. The Crediton Industrial Link has been identified in order to address these problems. The purpose of the route is to provide traffic relief and air quality improvement in Exeter Road whilst also mitigating the traffic impacts of new and future development in Crediton. The route would also provide an enhanced gateway to Crediton with greater network resilience in the event of road works or similarly disruptive events. The link would improve access from the Lords Meadow Industrial Estate, and the northern part of Crediton to the strategic road network.
- 5.1.24. More detail on the scheme can be found here: [http://www.devon.gov.uk/index/councildemocracy/decision\\_making/cma/cma\\_report.htm?cmadoc=report\\_eec1046hq.html](http://www.devon.gov.uk/index/councildemocracy/decision_making/cma/cma_report.htm?cmadoc=report_eec1046hq.html). Funding is expected to be sourced from a combination of County Council capital funding and developer contributions.

### **Park and Change Sites**

- 5.1.25. Park and Change sites are part of a flexible approach to travel needs to and from market and coastal towns and rural areas. They provide interchange points between different users and transport modes at key points along main routes. One of the primary roles is to enable potential car sharers to meet up and share a car to their destination, leaving one or more cars at the site. This is supported by the successful carsharedevon.com website. Depending on the location the site may have other roles including cycling or walking to the site to pick up a bus, parking then catching a bus or being dropped off at the site to share a car, catch or bus or share a car journey. In some cases they will also perform a bus interchange role between different services.
- 5.1.26. There will be two general types of site – existing car parks (often privately owned) where use can be made of spare capacity at certain times of the week and new low cost sites which will often be created in conjunction with new development. Maximum use will be made of existing facilities following negotiations with potential land owners. Funding is expected to be from a combination of Local Transport Plan Integrated Block and developer contributions.

### **A39 Westleigh Junction**

- 5.1.27. This junction is on the A39 between Barnstaple and Bideford. Its layout has resulted in a poor safety record in recent years and the expected future population and economic growth in the area will place further pressure on it. The County Council agreed a junction improvements scheme in July 2010 (see [http://www.devon.gov.uk/index/councildemocracy/decision\\_making/cma/cma\\_report.htm?cmadoc=report\\_eec10130hq.html](http://www.devon.gov.uk/index/councildemocracy/decision_making/cma/cma_report.htm?cmadoc=report_eec10130hq.html)) subject to further local consultation.

### **Dawlish Strand**

- 5.1.28. Dawlish is identified as a 'priority community' by the County Council's economic strategy. Designs are being developed for the regeneration of the public space in the Strand area and construction is expected to start towards the end of 2011. More information can be found at [http://www.devon.gov.uk/index/councildemocracy/deliveringservices/directorates\\_and\\_departments/chiefexecutives/communication/newscentre/press-releases/press-release.htm?id=2643](http://www.devon.gov.uk/index/councildemocracy/deliveringservices/directorates_and_departments/chiefexecutives/communication/newscentre/press-releases/press-release.htm?id=2643) and <http://www.dawlishcommunitytrust.org.uk/masterplan/downloads/dawlishmasterplan.pdf>

### **Jurassic Coast**

- 5.1.29. The Jurassic Coast covering East Devon and Dorset is an important World Heritage site. Its sensitive nature means that access has to be carefully managed including maximising the use of sustainable transport. The coastline is also an important economic asset to the area with the South West Coast Path a particular focus. The X53 bus route is one example of a number of successful projects to provide high quality access options. The work is being continued in this Local Transport Plan through a combination of new Park and Change sites (see above), access to bus services and cycling and walking routes. A study is also considering the potential for waterborne transport along the coast.

### **Local Schemes**

- 5.1.30. Funding will be available for smaller community based schemes around Devon. These could include minor traffic management measures, bus waiting facilities, local walking and cycling routes, public realm improvements, signing, speed limits and parking management. They will include schemes that support school, employer and community travel plans. Schemes will be assessed according to how well they support the priorities identified in the LTP3 Strategy Document and the level of support from local members.
- 5.1.31. County Council members also receive an annual budget to spend on issues in their local area. This may include transport related measures and can be spent on both capital and revenue items. Each Member has, in addition, have been allocated a further capital sum for 2011/12 from the Invest in Devon funding from the sale of Exeter airport. This may similarly be spent on transport related projects subject to the individual member's priorities in consultation with their local communities.

### **Casualty and Severity Reduction (CSR) Schemes**

- 5.1.32. Highway engineering continues to play an important role in reducing the level of accidents alongside the wider safety programme outlined in Appendix 1. The development of CSR schemes is being refined to focus on routes as opposed to individual sites. Behavioural measures will often play a complementary role.

## **6. Monitoring of Outcomes**

- 6.1.1. Past Government guidance has required Local Transport Plans (LTP) to include a wide range of targets that linked to National Indicators and other specific targets at the national level. The current Government has decided to remove the requirement for nationally defined targets in LTPs as well as other performance frameworks such as Local Area Agreements. The Government will continue to collect some data from local authorities and the police to inform funding formulas and progress on certain national priorities such as the reduction of road traffic accidents. There is also no specific requirement to produce a report to Government on the progress in delivering the LTP. The emphasis is therefore on local authorities to decide what indicators and targets they wish to set to monitor the effectiveness of the LTP and how they report it to the local community.
- 6.1.2. Devon's approach to monitoring the LTP will be designed to reflect the place based approach, and the longer 15 year timescale compared to the previous five

years for the first two LTPs. It is not feasible to set realistic and achievable targets for such a long time period. There are too many financial, policy, economic and social variables that could influence detailed targets.

- 6.1.3. The monitoring framework will therefore use a basket of indicators relevant to each of the place strategies and the asset management to record progress and enable an understanding of the effectiveness of different measures. Where appropriate this will use data from other sources such as the Local Development Frameworks and other policy areas such as health and education to provide a context for transport specific data. For example changes to education policy may increase the likelihood of increased travel distances to schools and therefore the modes of transport used. Detailed reports on the LTP's progress will be produced towards the end of each five year implementation period. This will ensure that the lessons learnt from each period can be applied to the following one(s) as well as demonstrating what progress has been made to date.



## **Appendix 1: Summary Plans**

### **Summary Plans**

The LTP Strategy document sets out the overall vision and strategy for the different parts of Devon. The focus on places rather than modes is important as it emphasises the fact that most people in Devon, and particularly visitors, will use different modes of travel for different purposes at different times. People's needs will also change alongside their circumstances and age, both long term and on a day to day basis not least depending on the weather. Emphasis is placed on people having flexible access to different modes of transport to suit their, and their family's, lifestyle. It will not be possible to provide a wide range of choices everywhere, particularly in rural areas.

The approach to 'Smarter Travel' encourages and supports individuals to make flexible choices. Urban areas and short distance travel offer some of the widest range of choices.

This section provides a brief summary of the approach to specific areas including some of the individual modes of transport. The strategy for asset management can be found in the LTP Strategy document.

### **Smarter Travel**

Despite the county's rural nature there are many travel options in Devon, some of which will see further improvements over the life of the Local Transport Plan. One of the key challenges is to make them accessible to people and remove barriers to their use. Some of these barriers may be associated with infrastructure and other physical improvements which are dealt with below. Information and lack of confidence in a particular means of transport is a common barrier to its usage. The emphasis on smarter travel, the basis of the LTP's Foundation Stage, is the primary means of addressing this issue across all modes, complementing measures to promote specific modes of transport. Smarter travel is central to the development of low carbon travel in communities whilst also supporting economic growth.

The combination of effective and reliable information and support with improvements to services and infrastructure is crucial. The proposed extensive investment in capital infrastructure will be much less effective in isolation. Information and promotion can, in isolation, help make better use of existing services and infrastructure, but can be much more effective alongside improvements.

Recent experience in Exeter and throughout Devon has demonstrated the effectiveness of the smarter travel approach. Almost 100% of schools in Devon have developed travel plans with many improvements to the network being made as a result. The Cycle Exeter project has effectively combined new and improved routes with high quality promotion, marketing, training and support leading to significant increases in cycling levels in the city. This included extensive engagement with local employers and the development of employer travel plans. The Travelsmart project in Exeter demonstrated that better and more targeted information alone could achieve significant reductions in car use in line with similar projects around the UK. Devon has also promoted a number of events supporting sustainable travel under the Travelwise banner.

Smarter travel is not just about switching away from car travel to other modes. Smarter driving, including more car sharing and flexible use of car clubs is a key part of the strategy, recognising the major role car travel will continue to play for travel in Devon.

## **Community Travel Planning**

Devon has been working with many schools, employers and visitor attractions to develop voluntary travel plans for a number of years. This has been very successful in many cases but the increasing emphasis on whole community solutions and constraints on resources has led to a change in emphasis. The focus is on options for the whole community rather than just individual organisations, bringing together different areas of information provision.

The new approach will be based on a mix of personalised and organisation based travel planning support that works with community groups to develop appropriate solutions. The local school(s) at the heart of the community will typically act as the hub for change, bringing adults and children together. Each community will organise themselves differently, but the County Council will encourage the development of groups that bring together different community organisations in an area such as the Traffic and Transport Forum in Totnes. This provides a single forum to debate issues and develop solutions with the support of both the District and County Council. The emphasis will be on the community instigating change with the support of the councils, i.e. helping communities to help themselves. Community travel champions will work with those for specific organisations such as schools, visitor attractions and employers. This will enable links with other issues such as road safety.

The existing tools will still be appropriate but will be used in a more flexible way. Travelsmart demonstrated the effectiveness of personalised travel planning (PTP) as a means of helping individuals and families understand the options available to them. This intervention will be particularly appropriate for new housing developments where people are changing their travel patterns and, in some cases, moving to the area for the first time. It is anticipated that PTP, proportionate to the size and location, will be part of a standard package for most developments in Devon alongside Residential Travel Plans where appropriate. Further guidance on this will be issued in 2011.

Personalised travel planning will also be used in other locations where it can make a real difference when linked to infrastructure and other improvements. The lessons learnt from the Exeter Travelsmart project will be used to target suitable locations for available funding. The County Council will explore funding opportunities to provide personalised travel planning in market and coastal towns where appropriate.

Devon will work with Plymouth and Torbay to deliver travel planning options to communities that have a close relationship with these two areas, recognising that there is a close interrelationship between them. Employer travel plans in the urban areas will complement and support the work in the communities.

Schools will play a key role in promoting smarter travel each community. Now that the majority of schools have a travel plan, the emphasis will be on providing them with the necessary tools to promote and manage change. These will include the recently introduced EcoCheck website that enables schools to identify the patterns and types of journeys being made and the resulting carbon impacts. It will subsequently be able to demonstrate the impact of future changes to teachers, students and the wider community.

The County Council will aim, with the support of schools, to ensure that as many children and young people as possible are trained to Level 2 Bikeability to give them the skills and confidence to cycle for as many trips as possible. It has been awarded £240,000 in 2011/12 from the Government to provide up to 6000 Bikeability training places across Devon. This is the fourth highest allocation of all authorities in England and reflects the council's strong track record in this area.

Parents will be encouraged to take on roles as travel champions for the wider community. Feedback from the school and community will be used to target infrastructure improvements to walking and cycling routes and safety issues as well as identify possible public and community transport solutions. School travel plans will provide the starting point for community based travel planning.

Community based travel planning initiatives will be supported by countywide programmes focusing on road safety, the provision of information and the promotion of health and carbon benefits of sustainable travel.

The extent to which smarter travel can be delivered will be dependant upon available levels of funding including bids to external sources and joint funding with partners.

## **Road Casualty Reduction**

Road Casualty Reduction in Devon will, within the term of this LTP, enter a new phase of working with a broader agenda that will provide crucial support to the LTP's ambitions.

Devon is already a consistently high performing authority for road safety, nationally recognised for its innovative, results and evidence focussed methodologies. This will act as the basis for achieving a new vision, specifically:

**“It is our vision that people’s travel choices - whether mode of travel, route or journey time - should not be restricted by fear of incident or injury.”**

Continued performance in casualty reduction - combined with a service wholly integrated with the promotion of Smarter Choices through the use of sustainable and healthy modes - will ensure that all modes, and routes are 'available for use' as desirable alternatives to car dependency. To help achieve this vision a Safe, Sustainable and Healthy Travel theme is being developed to ensure that all road casualty reduction work is placed within this context.

Further, to help ensure that the greatest benefit is derived from the limited resources brought to bear by a number of agencies concerned with road safety, a new casualty reduction partnership will be formed in 2011. The Peninsula Roads Partnership will set a combined programme of work for Devon, Torbay and other neighbouring highway authorities, Devon and Cornwall Police, Devon and Somerset Fire and Rescue Service, the NHS, Highways Agency and others. The Partnership will incorporate oversight of safety camera enforcement.

The work of the Partnership will be as far as possible evidence led in focus, content and method. This will ensure that those groups who present the greatest risk to themselves and to others - and who are consequently responsible for generating the fear of injury that inhibits uptake of smarter travel options - are targeted. Specifically the following road users and behaviours will be prioritised:

- Young and Emerging Drivers

- Older Drivers
- Motorcyclists
- At-Work (Company) Drivers
- High risk offending behaviour - e.g. speeding violations
- Other risk-associated offending behaviour - e.g. due care and attention offences.

The approach taken by the Partnership - in common with Devon's own approach - will be to achieve behavioural change through a combination of education, training, motivation, support and enforcement. Wherever appropriate, behavioural measures will also support and complement engineering solutions and both the Devon team and officers representing the Partnership will seek every opportunity to create synergies between soft and hard interventions. There will be a continuing programme of Casualty and Severity Reduction schemes funded from the LTP Integrated Block programme where engineering solutions are still a clear part of the solution. These will increasingly be focused on routes rather than individual sites.

Programmes of work will be governed by a new 10 year Strategy, published in full in March 2012\* and managed by an annual Operation Plan.

Each of these casualty reduction themes assists in achieving core goals of the LTP:

Young and Emerging Drivers	Casualty Reduction - high risk group Enables access to services, employment and education Reduction in danger created by this group provides confidence in others' use of non-motorised modes
Older Drivers	Casualty Reduction - high risk group Enables access to services, health care and social support Acknowledges and addresses a changing demography
Motorcyclists	Casualty Reduction - high risk group Congestion Reduction CO2 Reduction Affordable access to services, employment and education
At-Work (Company) Drivers	Casualty Reduction - high risk group CO2 Reduction Congestion Reduction Supporting the economy by enabling companies to adopt a loss control approach to fleet management Supporting the economy by reducing those losses created by network delays
Offending behaviours	Casualty Reduction - high risk behaviours Danger Reduction - reduces levels of fear and intimidation which act as a block to the uptake of smarter travel options

The Operational Plans provide details of which interventions will be used to target each group and key behaviours and is updated annually. It is likely that, following cuts in resources that arise from the 2010 Comprehensive Spending Review, five compensatory approaches will be used to minimise the effects on interventions that are critical to the success of the casualty reduction strategy and the aims of the LTP.

Wherever possible, services will be cost recovered - e.g. at-work driver services and offender re-training programmes.

Wherever possible, there will be an expectation that community and volunteer groups will be engaged with delivery - e.g. Community Speedwatch.

Every effort will be made to ensure that low cost technologies are used to assist delivery - e.g. online education and e-marketing.

Every effort will be made to provide options and encourage choices that support the common objectives of the LTP3 whilst supporting the aspirations of the individual customer - e.g. promoting the use of sustainable and healthy modes of transport which also present the lowest risk to others.

Increasing use will be made of social marketing approaches as a cost efficient and sustainable means to influence healthy (travel) choices for individuals and groups.

In line with its broader achievements on road casualty reduction Devon has a strong record in the safety of young road users. This has followed a sustained 20 year period of influencing the behaviours of those create risk – either through education, enforcement or engineering measures. Devon also recognises that the community require services that are aimed more directly at children – not least because they have been supported with a range of excellent educational initiatives developed by, for example, Sustainable School Travel Advisers and Educational Fieldworkers. Enabling self-help and school- or family-based education through the provision of guidance and resources will continue – again employing low cost technologies and community assistance wherever possible.

Devon is currently engaged in a Knowledge Transfer Partnership with the University of Plymouth. The Partnership comprises a 2 year project that will review the evidence surrounding the needs of key target groups and how they should be addressed. The culmination of this project will be a set of recommendations that will form the backbone of a fully evidenced long term strategy for road casualty reduction from 2012. In the meantime a draft Strategy is published and forms the foundation of the annual Operational Plans.

## **Walking**

Walking plays a part in the majority of journeys in Devon, either as a trip on its own or in addition to another modes of transport such cars, buses or trains. It is both a major part of Devon's leisure network and a means of access to day to day activities. It is important to both visitors and local people.

### **Urban Trips**

Exeter's compact nature and high quality built environment makes it a walkable city for many trips. Considerable investment has been made in the quality of the city centre's walking experience in recent years through the enhancement of existing streets such as High Street and the creation of new experiences such as Princesshay. The extension of pedestrianisation within the city centre will be continued in partnership with the City Council with a particular emphasis on linking to areas of redevelopment such as that around Sidwell Street.

The strategy for Exeter recognises the importance of creating attractive links between the city centre and surrounding residential areas to support its vitality. Improvements to these links will be based on an analysis of surveys of people visiting the city centre. Walking plays an important role in local trips within the city to key attractors such as schools, district shopping centres and employment centres such as hospitals and industrial estates at Marsh Barton and Sowton. They help minimise the number of short distance car trips within the city which are a particular contributor to air quality problems and congestion. School

and employer travel plans will be used to help identify where improvements are required as well as helping to encourage use of the network.

Housing and employment growth around the County will provide opportunities to make walking an attractive mode of choice for as many trips as possible. A number of towns around the county are planning major urban extensions which will incorporate the principles set out in Manual for Streets (see <http://www.dft.gov.uk/pgr/sustainable/manforstreets/> for more details). The Local Development Framework process in each District area will also reflect the importance of co-locating development and services to minimise the need and distance to travel, an important contribution to making walking trips viable.

Minor improvements can make significant differences to a user's experience of walking. The management of street clutter, including signing, is one of these. This is particularly important in an area that relies heavily on creating a positive impression for visitors and investors as well as maintaining the high quality of environment for local people. It also contributes to the promotion of a safe road network by ensuring that signing for drivers and other road users is clear and understandable. Reviews of street clutter will be carried out as part of the corridor traffic management reviews noted above.

Low cost local enhancements to the walking networks in market and coastal towns will be supported, particularly where they are part of a wider regeneration strategy linked to the Local Development Framework, for example in Cullompton. External funding sources are likely to be important.

### Rural and Leisure Trips

Walking shares many of the 'naturally active' objectives with cycling, and in many cases, the same network. The leisure cycling network is in practice a series of multi-use routes where walking and, in some cases, other users such as horse riders, use the network alongside cyclists. In addition to this there is an extensive public rights of way network which is one of Devon's biggest assets including high profile routes such as the South West Coast path. The Rights of Way Improvement Plan (ROWIP) is an integral part of the Local Transport Plan and sets out to improve public rights of way and access for all. The plan can be found at:

[http://www.devon.gov.uk/index/environmentplanning/public\\_rights\\_of\\_way/rowip.htm](http://www.devon.gov.uk/index/environmentplanning/public_rights_of_way/rowip.htm) .

Public consultation on amendments to the ROWIP was carried out at the end of 2010. Rights of way are not just for visitors – local people make extensive use of them for both leisure and day to day activities. The Parish Paths Partnerships Scheme is an initiative to ensure that the entire rights of way network is legally defined, properly maintained and well publicised. Its main aim is to improve the condition of the local rights of way and keep them open and used properly. More information can be found at

[http://www.devon.gov.uk/index/environmentplanning/public\\_rights\\_of\\_way/parish\\_paths\\_partnership\\_scheme.htm](http://www.devon.gov.uk/index/environmentplanning/public_rights_of_way/parish_paths_partnership_scheme.htm) .

## Cycling

Devon's vision is to be the Country's leading cycling county not only encouraging people of all age groups and from all backgrounds within the county to participate in cycling but to help brand Devon nationally as "the place to be naturally active". Supporting people to walk and cycle with better information and training will not only encourage leisure activities but is also likely to lead to more regular walking and cycling for everyday trips.

The development of cycling in Devon is based on the lessons learnt from Exeter and demonstration projects around the UK. It recognises that capital infrastructure is only one part of the overall package and that effective promotion and training support are vital complementary elements which ensure that infrastructure investment delivers value for money and effectively meets the LTP3 goals. Many of the promotional and information measures such as travel planning cover a variety of modes – these are dealt with elsewhere in this section through ‘smarter choices’.

Some supporting interventions are specific to cycling – Bikeability training is a key plank of this. It provides cycle training to school children and has already been delivered to many children in Exeter. Schoolchildren are the adults of the future – ten year olds now will be 25 by the end of the plan. Enabling them to become confident cyclists now will mean they are much more likely to continue cycling in the future with continued support and investment in infrastructure. The County Council is bidding for further support from the Government’s Sustainable Transport Fund (which includes a sum set aside for Bikeability) to extend the programme to other parts of Devon.

The following key priorities have been identified to help deliver the vision for cycling in Devon:

- Provision of a high quality accessible, cycle route network;
- Provision of comprehensive information on cycling;
- Inspiring the take up of cycling by promoting its benefits;
- Provision of recognised cycle training for all age groups and levels of ability;
- Enhancing cycling safety and tolerance amongst all road users;
- Provision of improved facilities for cyclists

Major progress has been made in delivering a high quality cycling experience in Devon over the last ten years. There has been particular success in delivering the leisure cycling network across the County, much of which forms part of the National Cycle Network. This investment is continued in the period beyond 2011 with an extensive programme of capital investment planned for the first five years to 2015/16. Whilst the routes are an important part of the tourism economy, they are equally so for local people, creating leisure opportunities which are often available from their doorstep. Many journeys on the leisure cycling network are local in nature.

Many of the routes are not just for leisure – in a number of locations they also form the backbone of a town’s cycle network. Many market and coastal towns have the potential to be very attractive for cycling for day to day trips such as employment, education and light shopping. They are often compact in nature with many journeys being within a reasonable cycling distance of up to five miles. Topography will play a part in how attractive cycling can be in individual towns but many of the minor roads will be attractive to cycle on. Cycle parking at suitable locations around towns is a key area for improvement. Safety is a key concern of most potential and current users and small physical safety improvements including the provision of crossings can make a route attractive to use.

Cycling in Devon is not just limited to local trips. Devon’s effective local rail network can extend the range of journey opportunities significantly through effective rail / cycle integration at stations as local hubs. This applies both to journeys to and from the town and the Devon Metro proposal will expand the range of journey opportunities available, particularly in and around in the Exeter area. Station Travel Plans will provide the basis for co-ordinating the actions needed to ensure cycle access is easy and attractive including the provision of secure cycle parking and in some locations, cycle hire. Longer term there may

be opportunities through rolling stock replacement programmes and the refranchising process to further improve the capacity for cycles on trains.

The proposed 'Park and Change' sites on key routes around the County will also offer new journey opportunities, particularly for the market and coastal towns and rural areas. Cyclists will, depending on the site's location, be able to connect with other transport options for onward journeys. This could include buses and car sharing.

The Exeter programme continues the successful work of the Cycle Exeter project, developing a series of primary and secondary routes into a comprehensive network across the city with a particular focus on the city centre and key employment locations. This builds on the work that has previously targeted links to schools in the city. Further details on the Exeter proposals can be found in the Exeter programme section of this document.

## **Buses, Community Transport and Taxis**

Buses, community transport and taxis form an important network, both in isolation and in facilitating connections to and from rail. The modernisation of the core bus network will be continued to ensure it is modern, efficient and reflects the needs of people in Devon over the next fifteen years and beyond, focussing on its strengths. Community transport in its many forms will need to play an increasing role in providing transport options in rural areas but will need support to do so. The nature of this support will need to be carefully considered in conjunction with a review of how services are provided in different locations. Taxis will continue to form an important part of the public transport network, offering both a choice of journey and a means of connecting to other options such as rail. Information and integration with other modes through transport planning and priority on the highway network will be the key areas of development for the taxi network.

Changing Government policy, reduced local Government budgets and increasing cost pressures will mean that the bus network will change in the early years of the plan, particularly in rural areas. However there is still expected to be a strong core network connecting market towns to the main urban areas in Devon. This will be the focus of continued investment in vehicles, information provision and infrastructure to ensure that they remain competitive and viable in the future.

There are three main areas of focus to continue the development of a modern bus network in Devon in addition to ongoing, but constrained, financial support for socially important services – information and ticketing, vehicle quality and punctuality. The quality of information available to potential and current users, both before and during the journey, is a critical part of a successful network. Pre-journey planning information provision will be developed through the integrated 'smarter choices' approach above.

### **Information**

Passengers need confidence in the bus network's operation, particularly where their alternative options are more limited such as rural areas or the service is less frequent. Even where alternative options are available, good up to date information means people can make efficient use of their time where a better alternative may exist in the event of delays or disruption. Accurate information is important in the event of delays or disruption, enabling alternative plans to be made. High quality information is therefore a core part of Devon's approach to increasing the usage of the network into the future.



Options are being considered on the best way to extend real time bus running information to users across Devon and Torbay, building on the experience of the current system in Exeter and integrating with the system in Plymouth. The Plymouth system has already been successfully extended along the Tavistock corridor with very positive feedback from both users and the operator. The focus will be on internet and mobile technology to give users information wherever they are, not just at the bus stop. Operators are also able to make good use of information from the real time system to ensure that their timetables are scheduled correctly and monitor the way the service is operated. On higher frequency services there is the potential to manage the use of vehicles and drivers to deal with disruptions such as congestion or accidents.

## Smartcards

Improved ticketing methods offer opportunities to enhance the passenger experience and the punctuality of services. Smartcards are the principal means of achieving this. They enable passengers to have pre-purchased ticket information or entitlement such as the free National Bus Pass and, in some cases electronic 'money' stored on the card. This will allow the development of more flexible and better value ticketing options that more accurately reflect the needs of current and potential users including the potential for more multi-operator ticketing (bus and rail). It also reduces the need for users to have to have change to purchase tickets.

Smartcards also offer benefits to operators by reducing the boarding time for passengers, reducing fraud and improving their knowledge of who is travelling on what services and when. Ultimately this will enable them and the County Council to better target the provision of future services and ticket options. Devon County Council and its partners will explore opportunities for further, initially transport, services to be added to a Devon-wide smartcard that could include car parking, offering the potential for an integrated approach to payment for local transport services. In the short term the Council is working with neighbouring authorities to introduce a comprehensive smartcard system across much of the South West.

## Punctuality and Reliability

Punctuality and reliability are key to both passenger confidence and the long term viability of routes. Delays caused by congestion and other factors can considerably reduce the attractiveness of services and reduce users' confidence in them and waste valuable time waiting at stops and on vehicles. They also impose significant extra costs on operators including the need for additional vehicles and drivers to meet a specified level of service, additional fuel and vehicle maintenance costs and lower fare income if fewer people use the services. Where services are just commercially viable, the additional costs can result in a reduction in frequency or a service needing additional financial support from the County Council. The latter will be increasingly difficult to meet with current levels of local government funding. Congestion can also cause buses, along with other vehicles, to emit significantly higher levels of carbon and local air pollutants.

Plans for additional bus priority measures in Exeter are being considered to add to the measures already in place and address on-going punctuality issues. The main radial routes are the primary focus for these which will improve punctuality on local city, market / coastal town connections and Park and Ride services. A number of traffic signals within Exeter already give priority to buses and it is expected that this will be extended to other key urban areas such as Barnstaple and Newton Abbot, linked to the extension of real time information management across the County. Major new developments such as Monkerton and Cranbrook near Exeter offer the opportunity to create high quality bus routes through

the heart of the development that are more direct than through roads for other vehicles. These are being developed through the relevant master plans and or planning applications. Similar approaches will be taken for major developments at locations such as Barnstaple and Newton Abbot. The County Council is also working with Plymouth City Council to develop a bus priority route from the planned new community at Sherford into Plymouth city centre, work on which has already started.

### Passenger Infrastructure

The quality of waiting infrastructure also plays a key role in an attractive bus network. Exeter bus station is one of the principal locations for improvement as part of a major redevelopment proposal. Those at Newton Abbot and Barnstaple are also being considered for relocation or improvement in conjunction with proposed growth in housing and employment in the Local Development Frameworks. The quality of bus shelters across Devon will continue to be improved through a partnership with a local shelter contractor who will provide and maintain shelters with advertising at no cost to the taxpayer (subject to planning permission where required), whilst maintaining a number of existing shelters free of charge.

The quality of bus vehicles is an important aspect of a passenger's experience. Newer vehicles can also make a contribution to improving local air quality and carbon reduction. Significant progress has been made in delivering a modern low floor bus fleet in Devon over the past ten years through partnership between the County Council and the operators. This will need to continue to ensure that the network achieves the high comfort and reliability levels in line with increasing passenger expectations. Operators such as Stagecoach are continuing to invest in new vehicles, but in some cases additional funding support will be required where a commercial investment cannot be fully justified.

### Enabling Growth

Devon is expected to see a significant level of growth in housing and employment over the next fifteen years. Buses will play an important part in their access needs and developer contributions will be used to ensure that effective and efficient services are available in the right places at the right time through careful forward planning and consultation with operators. Maximum use will be made of enhancements to existing services before the introduction of new ones – it is important to ensure that they remain viable into the future without the need for significant financial support.

### Flexible Solutions

Community Transport is the provision of non-profit making transport for members of the community of all ages who do not have suitable conventional public transport services available for their travel needs. This is a problem experienced by some rural parishes within the County, but it is also because some residents find that they are physically unable to use the bus service on offer. Community Transport tackles this problem by involving local people in the identification of transport needs within their community, and devising solutions. Devon County Council actively promotes this process by forming partnerships to organise, develop and run these alternative transport schemes to best serve the community needs. The schemes currently include Community Bus and Car schemes, Ring and Ride, Shopmobility and Wheels to Work.

The Government has placed a strong emphasis on the role of local communities in helping to develop and maintain the services they need, particularly in rural areas. Local government will play an important role in facilitating this. Rural transport will be a key focus

and community transport an essential component given the limited scope for rural buses and demand responsive transport such as Fare Cars in the future. Car sharing, car clubs and informal lift arrangements will also play their part in meeting the transport needs of communities – see the information on Smart Driving below.

The County Council already provides financial support and advice to community transport groups. It will work with local groups to find the most effective and financially and organisationally sustainable way of taking this forward in the future. This will need to be considered carefully alongside the future provision of County and District Council services which will be quite different to the past in the light of the Government's new focus on localism and changes to the way local government is funded. There may also be opportunities to change the way services are provided which reduces the need to transport people long distances.

## Taxis

Taxis provide an essential additional option for those who do not have access to a car at all, for a limited period of time, or for those who find them more convenient than owning a car in conjunction with other transport options or simply for a particular journey. They are particularly effective for certain journeys in urban areas to destinations such as town and city centres, hospitals, rail stations and for transporting bulky goods such as shopping. They are also an important part of the school transport system, especially in rural areas. Taxis also play a key role through the Fare Car network, connecting rural areas to market towns and the core bus and rail networks. A return journey may only need the use of taxi in one direction, reflecting their flexibility. Some employers offer a guaranteed taxi journey home for those who travel to work by non-car means and who need to return home urgently.

The County Council's approach to Smarter Choices will ensure that people are able to understand and use taxis as part of the wider choice of transport options. The Council works with District Councils, the licensing authority for taxis, to ensure that taxi ranks are, in conjunction with the needs of all road users, in the most appropriate locations and of sufficient size to meet local needs.

Users and operators benefit from taxis being able to access their destinations quickly and within reliable timescales, reducing costs to both. Taxis are already able to use the advantages of bus lanes in Exeter as 'priority' lanes for cyclists, HGVs and approved taxis as well as buses. The further improvement will extend these benefits. Taxis are also able to make use of restricted routes in Barnstaple and Newton Abbot.

The County Council recognises that taxis have the potential to meet some of the future challenges in delivering a flexible and integrated transport network. The County Council is exploring options to how best integrate taxis into rural transport networks alongside bus, rail and community transport. Some community transport organisations offer discounted taxi fares for those with severe disabilities.

## Rail

Rail plays a key role in Devon for both local and longer distance journeys. Devon's distance from the major cities means that good rail connections, alongside strategic roads, are essential to the future economic growth of the area. This role is as much about goods and people coming in to the area, for example tourism, as the connections out. Rail has also played an increasing role in moving people within Devon as roads reach capacity at certain

periods, particularly to, from and across urban areas such as Exeter and Plymouth. This has been reflected in the substantial growth in passenger numbers in the last decade, particularly on the branch lines feeding into Exeter.

The Devon Metro network provides the major focus for the development of local rail travel within the Devon area over the life of the plan and beyond. Exeter is at its heart but the benefits will be felt across the whole network, opening up new journey opportunities for both local people and visitors. Capital investment in new and improved stations form the foundation of the improvements, but these will be accompanied by a comprehensive approach to brand awareness and marketing, linking with the smarter choices approach above. Service frequency enhancements and higher quality and capacity rolling stock will also be essential components of the future network. Some improved rolling stock for local services has already been introduced – additional newer stock is subject to national decisions on the reallocation of stock elsewhere in the UK during 2011. More detail on this project can be found in Section 5 below.

The successful working with the Devon and Cornwall Rail Partnership (DCRP) and ExeRail partnership of local authorities will be central to the success of the significant proposed capital investment. The DCRP has played a valuable role in raising awareness and promoting usage of two branch lines in the county, the Tarka Line to Barnstaple and the Plymouth – Gunnislake route. The proposed extension of the line to Tavistock will further strengthen the role of local rail travel in Devon, providing alternative options for travel for both local people and visitors in both directions.

The quality of stations, their facilities and immediate surroundings are integral to the journey experience and have a particular impact on the experience of visitors to the area. They are also important parts of the local built environment, often with high quality historic buildings and in a sensitive local environment. Exeter St Davids, Exeter Central and Newton Abbot are part of the Department of Transport funded National Stations Improvement Programme over the next two years which will see improvements to passenger facilities including booking halls, waiting facilities and toilets. The County Council is also developing schemes with partners in each location to improve the attractiveness and operation of the forecourts.

The integration of rail with other modes of travel in Devon will be an essential part of its future success. Access to and from the station has a significant impact on its level of usage. Digby & Sowton station in Exeter has been part of a national pilot programme of Station Travel Plans across the UK. This has looked at improving access by all modes and facilities at the station itself including an increased size waiting shelter, marketing and promotion (personalised travel planning, travel plans at nearby organisations, targeted leaflets and improved information at the station), new foot and cycle links to nearby destinations, cycle parking and security improvements. The full evaluation of the pilots will not be carried out until Spring 2011 but the Digby scheme has proved to be an effective way of the different delivery partners to work together to achieve common aims. Longer term the development of car clubs offers opportunities to add another choice to those arriving at rail stations and require a means of onward travel – see section 3.8 for more detail.

The County Council envisages developing station travel plans for a number of stations around the County, including those at proposed new locations, and will integrate well with the overall approach to Smarter Choices above. Current rail operators have indicated a strong willingness to work with the Council on these and provide support such as ticket incentives where possible. Other new innovative measures to further integrate rail into the wider Devon transport network will also be considered through this process. These include

the establishment of car club vehicles at stations to serve the surrounding local community and businesses as well as visitors arriving from elsewhere. The station travel plan approach could form a basis for future new franchises.

The County Council has less direct influence over the future development of the longer distance routes out of the County. It does however have good relationships with the current operators and is working proactively with neighbouring councils to work towards agreed positions on key issues, particularly those affecting the awarding of the three new franchises on Devon rail routes (Greater Western, South Western and Cross Country) from 2013. This will then form a strong voice for the region to influence Department for Transport decisions. The proposed longer franchise periods of around 15 years are expected to encourage future franchise operators to have more control over certain aspects of operation such as stations and to be more innovative with service patterns and journey and ticket opportunities. The County Council will, with neighbouring authorities including Torbay, use this opportunity to encourage potential franchise bidders to engage with and support the Council's vision for rail in Devon including the Devon Metro.

Some of these key issues include promoting the electrification of the lines from Reading and Bristol to Exeter and beyond and the future of inter-city rolling stock serving the area. Electrification has already been announced from London to Reading, Oxford and Newbury whilst an announcement is awaited on a further extension to Bristol and South Wales. This and a further extension to Exeter have important implications for the future replacement of the current High Speed Trains operating to Paddington. The Government expects to make decisions on inter-city rolling stock in 2011 – if the replacement stock is also diesel, or the existing stock is refurbished, it will substantially delay the extension of electrification to Exeter. The area would then miss out on the journey time and flexibility benefits that it would bring. It would also be a missed opportunity to substantially reduce carbon emissions.

## **Smarter Driving**

Driving by car will, given the rural nature of parts of Devon, continue to form a major element of transport provision in the county. The challenge is to make smarter use of the capacity available, both in terms of infrastructure and the vehicles themselves. Some additional highway capacity will be required in the future in locations where there is significant housing and employment growth. This will however have to be carefully targeted, offer good value, and not be a default solution to growth. Many of the issues affecting car drivers, for example safety, are also applicable to other drivers such as HGVs.

Devon's approach focuses on two areas – making sure people are able to make an informed choice of when to drive, and then to help them to do so in a way that is safe and minimises carbon emissions and impacts on communities and businesses such as congestion, pollution and noise. The section on smarter choices above outlines Devon's approach to enabling people to make informed choices for many different types of journey. Flexibility is a key element of this, encouraging people to vary their choice of travel mode depending on the trip, rather than being reliant on one single one such as their car.

## **Road Casualty Reduction**

Devon has been successful in reducing road casualties over the past decade and beyond. Part of this approach has been to focus on the issues affecting specific groups and the interaction between them. For drivers this has meant groups such as the elderly and young. The approach is set out elsewhere in Appendix I.

## Driving Techniques

Driving techniques can have positive impacts on family budgets and carbon emissions by reducing fuel consumption, particularly for regular journeys. Devon actively engages with drivers at both an individual level and through employers in partnership with the Energy Saving Trust . It will be actively promoted through the various employer, residential and personal travel planning channels and to fleet managers. More information can be found at <http://www.devon.gov.uk/ecodriving.htm>.

## Car Sharing

Devon has one of the most successful car sharing schemes in the country with over 7000 members. The pattern of longer journeys in the county, particularly for employment, is particularly suited to car sharing where there is no effective public transport alternative, or where it is not suitable every day. Car sharing benefits both the individual and the County as a whole. In an area with predominantly low wages, family budgets can save significant sums of money by either reducing single car use or avoiding the need for a second car altogether. It extends choices for those who do not have access to a car or cannot drive for medical or other reasons. Car sharing also generates significant carbon benefits for regular journeys.

The potential for car sharing in Devon is stronger where there are opportunities for drivers from different areas to meet and share vehicles for the rest of the journey. This currently happens informally in some locations near to main road corridors, but opportunities are constrained by parking and ownership restrictions and safety and security concerns. Feedback from current and potential users suggests that the availability of more suitable sites to leave cars would increase car sharing further.

Devon will explore opportunities to create 'Park and Share' sites through both local negotiation and Local Development Frameworks. There are opportunities to make better use of existing car parks at locations such as pubs and leisure facilities where demand is often low during the working day. This could provide opportunities for increased custom for local businesses. Some locations, typically on the edge of towns, will also offer the potential for further 'Park and Change' opportunities to leave the car and pick up a regular bus or use a cycle to their destination. Larger developments and urban extensions in particular will have the potential for new Park and change / share sites to be built as part of the development.

The on-going promotion of car sharing will be important to its success. This will increasingly need to be targeted at specific user groups, for example through employer and residential travel plans alongside personalised travel planning.

## Car Clubs

Car ownership has until recently been the usual way for people to have access to vehicles, often resulting in multiple ownership within households. Car hire has played a part, but generally for specific purposes such as weekends and holidays. Whilst some households, especially with young drivers, choose multiple car ownership to suit their lifestyle, for many they feel there is no choice. The costs of car ownership are a particular burden in areas where income levels are low as in many parts of Devon, but a car is sometimes required for some tasks such as shopping. In other households a car may be shared between several users which may leave an individual with limited alternative options for a particular trip. The costs of car ownership are expected to continue to increase.

Devon is aiming to extend choice by developing the solution known as car clubs which have started to grow in Exeter, Teignbridge and South Hams through the efforts of non profit making social enterprise groups – see <http://www.moorcar.co.uk/> and <http://www.co-cars.co.uk> . A car club will offer the opportunity to remove the need for a second car where it is only used infrequently, or in some urban areas and for certain lifestyle groups, to avoid the need to own a car at all. It offers the potential to develop a low carbon travel pattern for individuals based on public transport, walking and cycling where those options are realistic alternatives for that person, with the car club providing access to a car for the trips that cannot be made by an alternative mode. One car club car can replace up to 20 privately owned ones, is typically more fuel efficient and emits less carbon than many privately owned vehicles.

Car clubs will also offer an effective solution for local businesses and visitors to the area. Employees will have access to a car for business trips without the need to bring their own car to work every day. Sites have already been established in Exeter serving both businesses and residents, including one at County Hall. The establishment of car club locations at rail stations will generate the opportunity to offer the use of vehicles to visitors, whether on a business trip or holiday, reducing the need to bring a car for the trip as a whole. Station, Visitor and Employer Travel Plans will provide an outlet to make the option available to potential users.

Research carried out for the County Council has shown that there is potentially strong interest in car clubs in towns such as Totnes, Newton Abbot and Barnstaple. Totnes now has its own car club with vehicles based at the railway station – see <http://www.e-cocars.com/index.php> . There are particular opportunities to build car clubs into the access arrangements and master planning of urban extensions, ensuring that they become an automatic part of the travel choices as people move in to new houses. The anticipated scale of development in many towns across Devon over the next 15 years creates a significant opportunity. Developer contributions will play a key part in getting the clubs set up and supporting initial membership costs for new residents. Businesses will also be encouraged to join car clubs and provide parking locations where appropriate as part of employer travel plans, both for new development and existing sites.

Car clubs also offer a potential solution to rural travel needs alongside other options. The County Council will explore options to extend this to more rural locations in conjunction with local communities and car club operators.

## Electric Vehicles and Infrastructure

The Government's White Paper on sustainable transport<sup>2</sup> emphasises the role of electric vehicle technology in reducing carbon emissions from transport over the next few decades. This will be particularly important in more rural areas such as Devon where there are fewer or no alternatives to the car for some trips. Electric vehicles could in the longer term also help to play a part in improving local air quality in towns across Devon, particularly those where there are currently designated Air Quality Management Areas. They may also play a part in the future delivery of goods in some locations although, with some exceptions such as milk floats, it will require more complex infrastructure and working arrangements such as freight consolidation centres. There are benefits to the individual as well as the local and global communities. If electric vehicle purchase costs continue to fall, and oil prices to increase, their much lower running costs will reduce the cost of travel for individuals and families.

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<sup>2</sup> Creating Growth, Cutting Carbon – Making Sustainable Local Transport Happen (Department for Transport January 2011) <http://www.dft.gov.uk/pgr/regional/sustainabletransport/>

Devon will play its part in making electric cars a part of the future of transport in the County but this will be done carefully in stages. The County Council's major role is to enable the provision of charging infrastructure whilst the Government works with the vehicle industry to produce reliable and attractive cars that are affordable by the general public.

The first stage of electric charging infrastructure will be through the delivery of significant levels of new housing, retail and employment areas throughout Devon. This will be achieved through detailed guidance for developers produced by both the County Council and District Councils, particularly through the Local Development Frameworks. In many cases this will be through points within dwellings such as garages. Standalone charging points will be required at other locations including where there is shared parking. Long term parking areas such as Park and Ride sites and District Council will offer particularly good opportunities.

Other issues such as managing the payment for the electricity consumed need to be addressed before charging infrastructure can be implemented on a wide-scale basis across Devon. The County Council is following the progress of Government funded pilots in the North-East and London to understand the lessons learnt for creating large scale area charging networks and their management. Electric vehicle technology and costs are expected to change significantly over the fifteen year period of the plan. Lessons from the pilots together with national policy updates will be incorporated into the five yearly reviews of the Devon and Torbay Local Transport Plan including the investment programme through the Implementation Plan. This could include integrating payment for electricity from public charging points through a future integrated transport smartcard for the County.

Current technology is likely to limit the effectiveness of electric vehicles to mostly urban based or shorter journeys. The first locations for the development of on-street infrastructure are therefore likely to be areas such as Exeter, Barnstaple, Newton Abbot and Totnes. Several of these are also the locations expected to have the largest levels of growth in Devon and therefore include charging infrastructure as part of the development. The County Council will work with Car Club operators to look at opportunities for introducing electric cars into their fleets and particularly at new locations. The fixed locations of car club cars and internalised charging arrangements make them potentially suitable for a small number of pilot charging points. The clubs could also offer individuals and businesses the opportunity to use electric vehicles for some of their journeys without the currently substantial investment in the vehicle.

## **Managing Roads**

Roads are the primary means of moving goods and people around Devon whether it is on foot, by cycle, on a bus, in a car or goods vehicle or on a motorbike. The effective and safe management of roads for the benefit of all users is therefore crucial to the five strands of the LTP. Management of the road network can be divided into the management of the asset itself and its day to day operation. The strategy for asset management, including the repair and renewal of the network and its associated equipment, is set out in the LTP Strategy document.

The County Council has a Network Management Duty under the Traffic Management Act 2004. This tasks local authorities with managing their road network to avoid, reduce and minimise congestion or disruption on their network and facilitate the same on the networks of other authorities. The duty requires authorities to have long term and shorter term strategies for managing the road network. The Local Transport Plan is the principal driver



for the longer term management of existing and planning for additional capacity over the life of the plan.

Regular liaison with other organisations is a central part of effective management of the road network. This includes public transport operators, statutory undertakers, the Highways Agency, the police and other emergency services, National Park Authorities, District Councils and adjacent local highway authorities .

The policies for dealing with more specific areas of highway operation include:

- Management of parking
- Pre and in-journey information
- Tactical and operation procedures

## **Management of Parking**

On-street parking in towns provides a valuable resource for the community, supplementing off-street parking where available. It can be particularly important in supporting businesses in town centres and in coastal areas. Parking does however also use valuable highway space that is under increasing pressure to meet the needs of all road users. It can cause congestion and delays in some circumstances where it reduces the available capacity for moving traffic. Manoeuvres associated with parking can also cause delays to traffic. The availability of on-street parking has to be balanced with the effective provision of loading bays for deliveries to local traders. Congestion and pollution can occur where there are insufficient loading areas or they are used for illegal parking. This can lead to air quality problems in some locations in combination with other factors.

Kerbside parking can also make towns centres unattractive by restricting the space available for pedestrians to circulate and window shop and also by creating visual clutter. The long term strategies for the different places across Devon include consideration of appropriate alternatives including provision of walking, cycling and public transport alternatives alongside different parking arrangements including Park and Ride and car sharing.

On-street parking typically offers an alternative to off-street arrangements for short stay trips of less than an hour and / or where drivers need to carry bulky goods to or from shops. Where arrangements work effectively, this frees up off-street parking (managed by District Councils and in some cases parish and town councils) for longer stays. Most on-street parking in town centres is time restricted to encourage the turnover of spaces and avoid their all day use by commuters. This can however be difficult to enforce where no tickets are issued for charges. In some towns the available on-street parking does not always benefit local traders as much as it could. Users sometimes stay longer than the permitted time period if effective enforcement is not possible. This reduces the turnover of spaces for other users and the likelihood of finding a space.

Charges are made for some on-street parking in the central parts of urban areas including Exeter, Barnstaple and Newton Abbot. Where this is the case the charges are linked to those for off-street locations as far as possible so that the on-street charge is proportionately more expensive. This ensures that on-street spaces are used for short stays and generate a high turnover of users. The option of extending on-street pay and display to some market and coastal towns is being considered as part of the overall approach to transport in each location. This would address some of the enforcement issues noted above.

The County Council works in partnership with its eight District Council's in Devon, to operate a Civil Parking Enforcement Scheme for all on-street waiting and parking restrictions. This enables parking enforcement in car parks and on-street to be linked with other transport priorities: reducing congestion, improving air quality and promoting road safety. All revenue received from fines may only be used to fund the cost of providing the parking enforcement system. Any surplus revenues along with the money raised from the on-street pay and display tickets goes towards funding local transportation improvements or initiatives and supporting local transport services, such as taxi or rural bus schemes.

## **Pre and In-journey Driver Information**

Good up to date traffic and parking information for drivers makes an essential contribution to economic growth and reducing carbon emissions by reducing delays and unnecessary journeys. It can also enable a more informed assessment of travel options as part of Smarter Travel, for example using Park and Ride instead of driving into a town centre.

Pre-journey information enables drivers to decide when to make the journey, the best route and, if required, the parking availability and cost. The focus will be on developing an on-line resource that minimises the use of paper which is costly, difficult to disseminate and rapidly becomes out of date. The information will be made available through a number of media including the internet and mobile devices with the potential to integrate it with the data for other modes of transport.

The Highways Agency already provides a number of on-line tools to manage live information on their network including their website and an RSS desktop feed. The County Council has invested in Automatic Number Plate Recognition (ANPR) cameras in Exeter, Barnstaple, Newton Abbot and Totnes to provide live and historic database information on journey times on key routes every few minutes 24 hours a day throughout the year. This is combined with information from CCTV cameras and real time traffic counters to provide an accurate picture of journey times at any one time or averaged over a period of time. The information is currently being primarily used to inform transport strategy work for the future management of the network and economic development. The next stage will be to make it available through on-line media, co-ordinated through the County Council's Highways and Operations Control Centre (HOCC).

The same source information will be used for in-journey information. Local and national radio stations have historically played an important role in disseminating live traffic information based on driver observations and the HOCC. The next stage will be to feed the live information from the ANPR cameras to the radio stations which will enable them to provide more accurate and meaningful information. This will be in parallel to the dissemination of information via mobile devices accessible to the driver during journeys through existing commercial providers and / or bespoke multi-modal applications developed by the County Council.

The County Council has invested in a number of Variable Message Signs (VMS) on key routes around the County alongside those used by the Highways Agency on its network. These will supplement the information available via mobile devices and the radio by providing more targeted route specific information and advice on diversions or alternative routes once testing is completed. The Highways Agency also operates a dedicated national traffic radio station with frequent updates on traffic conditions on the agency's network.

## **Planning for Events and Contingencies**

There are many issues and events that affect the day to day operation of Devon's road network. The County Council has a key role in co-ordinating plans and responses to these which include:

- Planning for major events such as the Devon County Show;
- Emergency winter service including the gritting of roads;
- Emergency flood warnings and responses;
- Pre-agreed diversion routes in the case of a closure due to accidents, roadworks etc;
- Management of signal timings in response to changes in traffic patterns;
- Reviewing network vulnerability including infrastructure susceptible to flooding;
- Minimising bridge strikes including those managed by Network Rail;
- Co-ordinating street works to minimise the number and length of roadworks.

## Appendix II: Comparative Funding Levels for 2010/11

### Current Capital Funding

The range of funding sources varies year by year, particularly where there are specific grants for individual projects. Table 2 below summarises the main categories, their restrictions and an indication on possible future availability.

Not all transport expenditure spent in Devon is reflected in the totals below. There is on-going work by a number of the organisations, both in terms of maintenance and enhancements to their networks or vehicle fleets. These organisations, like Devon and Torbay, cannot yet be certain about their future funding availability. The LTP will be updated and reviewed as this aspect become clearer but it is important that the plan provides a clear vision and framework to co-ordinate funding to the greatest effect. It will also provide a basis for future joint bids for funding with partners. Developers may also contribute by carrying out works on the highway instead of, or in addition to, making a financial contribution.

**Table 1 Transport Capital Funding Sources – 2010/11**

Description	Source	Restrictions & Usage	Approx. 2010/11 Level (Transport)	
			Devon	Torbay
Local Transport Plan Maintenance Block	Department of Transport	Allocated based on structural road maintenance needs but can be used on any capital scheme	£32m	£1.1m
Local Transport Plan Integrated Block	Department of Transport	Allocated for new schemes of all types	£6m	£1.4m
Council Capital Funding	Devon County Council / Torbay Council	Can be used for any purpose	£5m	£0m
External Grants	Various including Government bidding rounds and Lottery funding	Usually awarded for a specific scheme or project and is time limited	£15m	£5m
External Contributions	Various local bodies including District Councils	Usually a contribution to a specific scheme	£2m	£0m
Major Scheme	Department of Transport	Funding is specific to individual schemes. *	£0m *	£0m*
Developer Contributions <sup>1</sup>	Developers	May be linked to a specific scheme to support or mitigate the impact of a development. In future may be one agreed fund for a whole District Council area.	£2m	£0.5m
<b>Total 2010/11 Transport Capital Funding</b>			<b>£62m</b>	<b>£8m</b>

<sup>1</sup> Authorities will have the opportunity to introduce CIL as they progress their Local Development Frameworks over the next few years. This allows receipts from housing, retail and employment development to be pooled together to fund important infrastructure including transport, education, open space and affordable housing. Mid-Devon is expected to be the first authority in the UK to introduce the system and is currently working on the detailed proposals. S106 contributions may still be applicable on a site by site basis subject to future changes in regulations.

<sup>2</sup> Capital contributions only – excludes funding for other items such as bus services. Subject to agreement, developer contributions can be used for either revenue or capital.

All the funding levels are quoted in cash terms. The impact of construction and material inflation can reduce the volume of work achievable with the same level of funding. Both authorities are however looking closely at ways to obtain better value for money from contracts, supported by joint working with other authorities and support from the Government.

## **Current Revenue Funding and Spending**

Revenue funding is collected by the authorities from a number of sources including a grant from the Government, Council Tax, contributions from external organisations and on-street parking charges such as parking. In 2010/11 (the current financial year) Devon expects to spend approximately £54m on highway management net of income (see section 3 below). Similarly over £7.5m will also be spent on public and community transport.

Other partners such as the Highways Agency, Network Rail, train operating companies and bus companies also spend significant sums each year providing services and maintaining networks.