

Devon and Torbay Local Transport Plan 2011 to 2026

Consultation Report
Draft

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1. Introduction

1.1. Purpose of Document

- 1.1.1. Transport plays a major part in the daily lives of residents, visitors and businesses in Devon and Torbay. The Local Transport Plan (LTP) is a statutory document designed to show how transport is going to meet the future needs of the area as part of a wider vision.
- 1.1.2. This document reports on the outcomes of the two main stages of consultation. The first stage took place between October 2009 and August 2010 and focussed on understanding the views of stakeholders and the public on the state of the current transport system in Devon and Torbay and the improvements they would like to see. The second stage will take place between September and November 2010. This will ask stakeholders and the public to give their views on the draft LTP including the supporting technical information and the Strategic Environmental Assessment.
- 1.1.3. A separate document, the Evidence Base, sets out the current data baseline and estimated transport trends that will be used to inform the development of the LTP.

1.2. Role of Consultation

- 1.2.1. Consultation on the different options for the development of transport services and facilities is more important than ever before. The Government is placing an increasing emphasis on involving local people in how their local area will look like and work in the future.
- 1.2.2. Increasing importance is being placed on integrating transport planning into the wider vision for each individual place. Transport is not a means in itself, it is a means to many ends including learning and training, health, economic prosperity and the surrounding environment. It is therefore essential that both authorities have a clear understanding not only of what transport improvements they would like to see, but how these improvements contribute to the place they live in, work and / or visit. This helps to generate a clear understanding of why or whether certain improvements should be made in the context of wider priorities.
- 1.2.3. The LTP is being developed at a time when increasingly difficult choices have to be made in terms of priorities for both capital investment and on-going costs for the provision of services. Although greater levels of funding may be available in the longer term, there is likely to be an on-going local and national scrutiny of the chosen priorities in the context of competing demands for all projects. Consultation is a key part of that process alongside an analysis of data.
- 1.2.4. This document is an integral part of the Technical Report, one of three documents that form the 2011-2026 LTP.

2. The Consultation Process

2.1. Consultation Stages and Groups

2.1.1. The consultation process has been divided in two stages. The first stage was designed to give both stakeholders and the public an opportunity to comment on the current provision of transport in Devon and Torbay and suggest how they would like it to change in the future. The results of this stage are included in this document. The second stage, not included in this report, will ask the same groups for comments on a draft version of the LTP including the accompanying strategic assessments on the environment, health and equalities.

2.1.2. Two distinct groups are being consulted. The first is key stakeholders who had a regular involvement in transport, either in its provision or representing specific groups of users including the business community. This includes organisations such as District Councils whose actions have a major impact on transport and whose plans and visions rely heavily on it. The other group is the general public on an individual basis and those individuals and organisations that represent them at the very local level including council members and Parish / Town Councils.

2.1.3. The consultation methods can be summarised as follows:

Stakeholders	Public and Town & Parish Councils
<i>Stage 1 Autumn 2009 – Summer 2010</i>	
Panel Hearings	Review of existing survey and research information on public views on transport in the area
Business breakfast meetings (Exeter)	Surveys at Devon agricultural shows
DCC and Torbay staff workshops	Future of Transport in Exeter consultation
<i>Stage 2 November – December 2010</i>	
Web based consultation on draft LTP and strategic assessments	Web based consultation on draft LTP and strategic assessments

2.1.4. The results of the consultation have analysed at the Devon and Torbay area-wide level, and where relevant, at a more local level that relates to the geographical areas in the LTP Strategy and Implementation Documents.

2.2. Stakeholders

Transport Providers and Representative Groups

2.2.1. Devon and Torbay have a wide range of organisations with an interest in transport but with varying degrees of direct involvement. Past experience of LTP consultations had demonstrated the benefits of direct conversations with a selection of organisations and in particular the use of 'panel hearings'. The ability for members and senior officers to discuss issues and raise

questions directly with representatives of organisations had in the past proved very valuable for all those involved, particularly the members.

2.2.2. Panel Hearings were arranged during the period between October 2009 and June 2010. These were held at Exeter, Barnstaple, Newton Abbot and Torbay. A wide range of stakeholders were invited to cover the different aspects of transport operation and delivery, together with those groups representing either groups with specific needs (e.g. those with disabilities) or interests (e.g. the Campaign for Better Transport). Many organisations expressed an interest in attending but it was unfortunately not possible to include them all due to the time intensive nature of the events. Those not able to attend were encouraged to send in their initial views and also take part in the wider public consultation from September.

2.2.3. The organisations that took part are listed below:

Transport Providers	Other Organisations
Stagecoach South West	Avocet Line Group (Exmouth Rail line users)
Exeter Airport	Campaign for Better Transport
First Great Western	Dartmoor National Park
Freight Transport Association	Devon Countryside Access Forum
Highways Agency	Devon Economic Partnership
	Devon Pensioners Forum
	Devon Senior Council
	Exeter City Council (separate meetings were also held with all District Councils – see section 3.2)
	Exeter Cycle Forum
	Exeter University Student Union
	Go North Devon
	Living Options (Devon)
	North Devon Plus
	Passenger Focus
	PETROC College – Barnstaple student group
	South West Highways (term maintenance contractor)
	South West Regional Development Agency
	Tarka Rail Association
	Torbay Development Agency
	Transform (North Devon)

2.2.4. Each Panel Hearing heard from between four and eight participants with approximately 30 mins allocated to each. The panel consisted of three or four senior members from both Devon County and Torbay Councils alongside officers from both. Participants were asked to give a short presentation of 10-15 mins based on how they thought transport in Devon and Torbay should change over the fifteen year timeframe of the LTP. The members and officers then had an opportunity to ask questions to focus on particular issues and clarify some of the points made.

- 2.2.5. The information and opinions gathered from the Panel Hearings has been analysed and summarised in section 3.1 below.
- 2.2.6. Business groups in Exeter have been involved in the process through business breakfasts as part of the detailed consultation on specific proposals for Exeter in March 2010. More detail on this can be found in section 2.4 below.
- 2.2.7. District Councils are important stakeholders given the very close links between the Local Transport Plan and the Local Development Frameworks. Transport is a major part of the infrastructure and service provision requirements for each place as part of its wider vision. It was recognised that each District had very specific local issues unique to each place and for that reason one large round table session would not be suitable. Individual meetings were arranged with planning officers from each authority during autumn 2009. A summary of the overall issues can be found in section 3.2.
- 2.2.8. All transport providers and representative groups will be given the opportunity to comment on the draft LTP from early November. The draft documents will be made available via a dedicated consultation website which stakeholders will be encouraged to use. The consultation will be advertised as widely as possible using existing contacts (including those organisations that attended the panel hearings) and communication channels such as newsletters.

Council Members

- 2.2.9. Council members from both authorities are major stakeholders in the development of the LTP. Members of the two Cabinets will make the key framework decisions to approve the final version of the LTP with it being subsequently approved by all members at both Full Councils. Some of Devon's members also represent their local area at District and / or Parish & Town Council level which enables them to provide a unique perspective.
- 2.2.10. A Joint Members Working Group was set up in autumn 2009 with four senior members from Devon (including the Cabinet Members for Highways and Transportation and Environmental and Regulatory Services and the Chair of the Environment, Economy and Culture (EEC) Scrutiny Committee) and two from Torbay (the Mayor and Deputy Mayor). The group's remit is to monitor and influence the plan's development, to receive recommendations from the Senior Officers' Project Board and to identify areas where further work is required and to provide advice and guidance on matters relating to the LTP. The working group is expected to meet three times during the development period of the plan. The members on this group were also panel members for the Panel Hearings set out above.
- 2.2.11. The DCC EEC Scrutiny Committee and Torbay Transport Working Party provide a member scrutiny function independent from the two Cabinets. Both groups of members will scrutinise the developing plan at least twice during its development.

DCC and Torbay Council Staff

- 2.2.12. Specialist teams within both councils play a critical role in delivering the improvements planned in the LTP alongside partners in other organisations. A series of team workshops have taken place during autumn 2009 and summer 2010 to draw on relevant experience, test out the suitability of different options and ascertain their views on different priorities.

Strategic Environmental Assessment (SEA) Consultation

- 2.2.13. The SEA is a statutory process designed to ensure that the environmental impacts of different options for the LTP are fully assessed as part of the plan's development. There are two key consultation periods – the first ensures that that the right measures and factors are included in the assessment process. The second period encourages comments on the draft assessment itself. The process is designed to parallel the development of the LTP so that the environmental impacts of different options are understood and factored in to the decision-making process rather than being considered as a bolt on at the end.
- 2.2.14. The statutory consultation on the scoping for the SEA will take place for five weeks from the middle of August. The process was started by a workshop in June including the Joint Members Working Group and a number of key stakeholders. The consultation on the draft SEA document will take place over a six week period from early November in parallel with that for the LTP documents as a whole. This will ensure that stakeholders will be able to understand how environmental factors have influenced the draft plan. The consultation will include strategic health and equality impact assessments.

2.3. The Public and Town & Parish Councils

- 2.3.1. Public involvement is central to the development of the LTP. It is important that people have a clear opportunity to express their views on how they want to see transport improved to meet their day to day needs. Tourism is a major contributor to the area's economy and the needs and views of visitors are also critical.
- 2.3.2. Both Devon and Torbay councils have been aware of the high number of different consultations that the public are asked to participate in and that many address common issues. For example most District Councils have been consulting on the Local Development Frameworks for their area which encourage people to develop an area vision within which to manage development. Transport is a key element of this process. Similarly there are more specific consultations on transport related issues such as area master plans and air quality management plans. A decision was therefore taken at the beginning of the LTP development process to make as much use of feedback from existing national, regional and local consultations and research.
- 2.3.3. The review of existing surveys and research is combined later in this document with the specific LTP public consultation on the issues to be addressed to provide a picture on overall public attitudes to transport in Devon and Torbay.

Existing Consultation and Research

- 2.3.4. It was recognised early on that there was a need for a well researched evidence base to support the development of the LTP to establish the current baseline, establish the key issues and test the suitability of different options.
- 2.3.5. A separate report on an Evidence Base using data such as journey times and the numbers of people cycling can be found in Part X of the LTP Technical Document. This Consultation Report document focuses on the views and opinions of the public and stakeholders.
- 2.3.6. A large number of transport related surveys and consultations have taken place in Devon and Torbay or across the South West generally over the last few years. These have been carried out by a variety of commercial and public organisations for different purposes. Some such as the Place Survey are focussed on measuring the level of satisfaction on a number of issues affecting the locality in which people live including some aspects of transport. Others such as the surveys of bus and rail passengers carried out by the consumer group, Passenger Focus, provide a detailed picture about the level of satisfaction and priorities for bus and rail services over a wider area such as the South West. No one survey can provide a complete picture of public attitudes, particularly as different questions are asked of different groups of people at different times. However it is possible to gain a high level of confidence by drawing out common issues and themes from the various sources.
- 2.3.7. The existing sources used were:

Name	Description & Comments
<p>Place Surveys for Devon and Torbay 2008</p>	<p>The Place Survey is a national survey carried out every two years by local authorities across the country. There are joint County / District questionnaires in two tier areas such as Devon. The survey was conducted in the autumn of 2008 and was in June 2009. It provides 18 Local Area Agreements (LAA) National Indicators.</p> <p>There are over 1100 respondents per District area within Devon. It excludes people under the age of 18. [add Torbay]</p> <p>The questions are set nationally to inform the LAA indicators and are restricted to specific areas. The questions relating specifically to transport ask for satisfaction on congestion, road and pavement repairs, local bus services and local transport information.</p>
<p>National Transport Survey results for Devon and Torbay 2009</p>	<p>The National Transport Survey asks for people's levels of satisfaction on a range of highways and transport services in their local area. Over 90 local authorities participate. The same questionnaire is used by all authorities to enable comparisons.</p> <p>Ranking is used to help compare satisfaction levels with other similar authorities. However there can still be significant differences in circumstances between groups of authorities such as County Councils or unitary authorities – for example there may be higher percentages of the</p>

Name	Description & Comments
	<p>population living in rural areas and / or levels of tourism. There is a considerable amount of more detailed data than can be included in this report. This gives further information on the scope for improvement compared to other authorities (which can sometimes be small) and can be viewed via the web link below.</p> <p>There were 1923 respondents for Devon and xxxx for Torbay. It excludes people under 16.</p> <p>More information can be found at: http://nhstsurvey.econtrack.co.uk/Content.aspx?1234</p>
<p>Travel Tally Reports for Exeter, Barnstaple, Newton Abbot and Totnes 2008 to 2009.</p>	<p>Travel Tallies are surveys of employees at workplaces at various major towns in Devon. They provide trend data on travel patterns and further information on priorities for change.</p> <p>Over 10,000 employees from over 450 companies took part in 2008. The Exeter survey has been conducted annually and more than 6700 people from over 380 companies took part in 2009. The travel pattern data can be found in the LTP3 Evidence Report.</p>
<p>Devon Voice Surveys 2009</p> <p>Torbay Viewpoint Survey 2010</p>	<p>The Devon Voice Panel is made up over 1000 people from all walks of life across the county that represent the population of Devon. Members of Devon Voice are asked to complete questionnaires on a regular basis, either online or by post. They can also choose to take part in telephone surveys and face-to-face discussion groups or events. Participants are asked about a range of specific subjects. More information can be found at http://www.devon.gov.uk/consultation</p> <p>[info on Torbay Viewpoint]</p>
<p>Devon Community Plans (various dates)</p>	<p>Community Plans (sometimes known as Parish Plans) are produced by parish and town councils in consultation with local people to help define local priorities and action plans. They provide a helpful indication of the most common types of measures and issues as well as a basis for considering priorities for implementation programmes. The information has been reviewed using the Devon Communities in Action data base. More information can be found at http://syd.paribus.co.uk/cia/index.do</p>
<p>National Rail and Bus Surveys 2009 (Passenger Focus)</p>	<p>Passenger Focus is an independent public body set up by the Government to protect the interests of bus and rail passengers. It carries out various surveys on levels of satisfaction and priorities for improvement.</p> <p>More information can be found at: http://www.passengerfocus.org.uk/news-and-publications/document-search/document.asp?dsid=4476 http://www.passengerfocus.org.uk/research/nps/content.asp</p>
<p>Tourism briefing</p>	<p>South West Tourism is the regional tourist board for the</p>

Name	Description & Comments
paper from South West Tourism (July 2010)	South West. It has published a briefing paper on tourism issues for authorities producing LTPs including a summary of various data sources.

2.4. Additional LTP Public Consultation

2.4.1. The wide range of existing material on public attitudes to transport in Devon and Torbay noted above was however restricted to specifically targeted questions at different times. Both authorities felt that there was a need to give the public an opportunity to give their views on the overall priorities and to suggest areas for improvement without the constraint of a specific questionnaire.

2.4.2. There were a number of criteria for the design of the first stage of public consultation. The maximum number of people had to be reached across the county at the lowest possible cost. The consultation should also reach as wide a cross section of age and gender as possible and that best use should be made of existing events rather than setting up new ones. The agricultural shows across the county between May and August were chosen as the best way of achieving the criteria.

Devon Agricultural Shows

2.4.3. There were eight agricultural shows across Devon between May and August 2010:

Show	Date
Devon County Show	19 th -22 nd May
Mid-Devon Show (nr Tiverton)	24 th July
Totnes Show	25 th July
Yealmpton Show (nr Plymouth)	28 th July
North Devon Show (nr Barnstaple)	4 th August
Honiton Show	5 th August
Okehampton Show	12 th August
Holsworthy Show	26 th August

2.4.4. The eight shows represented a good geographical spread across the county and attracted a wide cross section of people. The Devon County Show attracted people from across Devon and Torbay. The Totnes Show also attracted people from Torbay. The stands at the shows were manned by the Devon Public Rights of Way Team as part of their wider work to promote the use and care of the network across the county. The exception to this was the County Show which was manned by the DCC Transportation Team.

2.4.5. Members of the public visiting the stand were asked to give their opinion on two issues. The first was to help prioritise the overarching goals that had been developed from a combination of central government and local policies and strategies. This was achieved by the individual putting a sticker, coloured according to the relevant age group, on a chart to identify which goal they felt was the highest priority. Secondly they were asked to note

down a particular issue that they would like to see improved and to stick the note in the relevant location on a geographical map of Devon and Torbay. Visitors were encouraged to respond through the use of a competition to win a set of cycles for a family. The cost to the authorities was minimised through commercial sponsorship.

- 2.4.6. The public will be given an opportunity to comment on the draft LTP documents, including accompanying strategic assessments, for a period of six weeks from the end of September. This second stage of consultation will be advertised as widely as possible through various existing media channels including those provided by partners such as transport operators.
- 2.4.7. This consultation stage will be primarily web based with both electronic and paper versions being available at libraries across the area. Paper versions will also be available at District Council offices.

Future of Transport in Exeter Consultation

- 2.4.8. An exhibition was held in Exeter during March and April 2010 to consult the public on specific proposals for transport within Exeter. These had already been well developed as part of a series of major scheme bids to central government following on from the consultation for the current 2006-2011 LTP. The public consultation was supplemented by business breakfast meetings.
- 2.4.9. The public events comprised two public exhibitions at different locations in Exeter City Centre supplemented by a web based facility. In addition, leaflets and questionnaires were available at two libraries as well as in selected city centre cafés. A separate presentation and consultation event was also held at Isca College. A total of 385 responses were received. A full report on the consultation responses is now available at:
http://www.devon.gov.uk/index/transportroads/devon_local_transport_plan/futuretransportexeter.htm

Strategic Environmental Assessment (SEA) Consultation

- 2.4.10. The SEA consultation for the LTP noted in section 2.2 will also be open to the public and will be advertised on the websites of both authorities.

3. Consultation Feedback Summary

3.1. Panel Hearings

- 3.1.1. The panel hearings, as for previous LTPs, proved to be a very useful form of discussion, particularly for the council members on the panel. The organisations attending were given a significant degree of flexibility with regard to the topics that they could highlight. Despite this, there were some clear messages that came through. The main themes are summarised below. More detail on specific geographical locations is set out in

Transport as a Facilitator

- 3.1.2. All the participants placed a great deal of emphasis on the importance of transport to making Devon and Torbay an attractive place to live in, work in and visit. Areas that were particularly highlighted included education and learning, social well-being and health and the economy and tourism.
- 3.1.3. There was a feeling that there was still some way to go to ensure that the role of transport was clearly thought through and recognised in all areas of decision making. Whilst there were local examples, many of the issues concerned decisions made at the national level. This was linked to a degree of frustration that some decisions at this level did not recognise the importance of certain issues such as tourism to the area and the region as a whole.
- 3.1.4. Transport to health facilities was noted as a particular challenge given the varying needs and locations of those who need access.

Rail

- 3.1.5. Several contributors expressed a strong level of confidence in the role of in the Devon and Torbay area in the future. The high level of passenger growth in recent years, particularly on the local branch lines, was noted alongside the associated problems including overcrowding on some lines. A number of organisations including the rail user groups highlighted that the partnership approach of different organisations working together to improve and promote services on the branch lines had been particularly successful and was central to future success.
- 3.1.6. There was strong support for the Exeter Metro concept of a high quality regular service on the routes radiating to and from Exeter including the provision of new stations at key locations associated with planned residential and employment growth. The potential for rail to cater for growing levels of tourism and business traffic in the area from elsewhere in the UK, given the constraints on the road network, was highlighted by several participants.
- 3.1.7. The role of stations and their interchanges with other modes was highlighted as a key issue across the network. This affected all modes, not just buses and cars, and was particularly important for new development.
- 3.1.8. The lack of sufficient rolling stock for local and long distance services to cater for growth into the future was a recurring concern. This has already affected the potential for new services and national shortages, combined with the region being regarded as a low priority at national level, made the potential for future growth uncertain. There was general agreement that there needed to be a consistent and high profile regional approach to highlighting the areas needs and potential.
- 3.1.9. Although local rail fares were generally regarded as good value, particularly compared to buses, some groups such as the Youth Council expressed concern at the cost of peak travel for young people.

Buses, Taxis and Community Transport

- 3.1.10. There was a generally strong level of agreement that buses needed to play a major role in providing Devon and Torbay's future travel needs given the relatively small rail network across the area. The current challenges of rising costs and changing travel patterns were highlighted alongside the continuing difficulties in providing a reliable service affected by road network delays in urban areas.
- 3.1.11. Views on the current quality (particularly in terms of frequencies) and value for money of bus networks in Devon were mixed. The difficulty in meeting accessibility needs and expectations of bus and community transport networks in an affordable manner were clearly recognised but also highlighted a need to review the pattern and priorities in the future, particularly for rural areas. Integration between buses, community transport and other modes was expected to be central to this future new model.
- 3.1.12. The value for money of existing core services was generally felt to be poor. Base bus fares were felt to be high and the level of service in terms of quality and frequency did not match it. This was partly due to the lack of flexibility in ticketing arrangements. Affordability and value for money was a particular concern for younger people including the Youth Council and University Students Guild. There was strong support for the widespread use of smartcards which would open many more opportunities for flexible ticketing to meet modern expectations and standards.
- 3.1.13. A number of participants were concerned about the quality of the bus services provided in some parts of the county, both in terms of the attractiveness of the vehicles themselves and the reliability of the service in general. The latter was exacerbated by the lack of real time information when services are disrupted.
- 3.1.14. Park and Ride was seen as a popular solution for the larger urban areas given the dispersed nature of trip origins from the surrounding rural areas . There was a general acceptance that it played just as important a role for leisure journeys as commuting ones into urban areas.
- 3.1.15. Poor bus waiting facilities could be a real turn off for prospective and current users. Exeter bus station was cited as a particular example but individual bus stops were equally important.
- 3.1.16. Better targeted information was identified as a key requirement to unlock increased use of buses in particular. Many participants acknowledged that there was a considerable amount of information available overall. It was felt though that this was irrelevant if it was not available in the right places at the right time and in the right format. The level of marketing of buses was felt to be poor. Living Options highlighted the particular needs and problems facing people with disabilities for whom information on suitable services and facilities was a particular issue.

Walking and Cycling

- 3.1.17. Walking is a leisure experience in urban areas as well as on rural routes.

There was therefore considerable agreement about the importance of attractive urban areas, particularly town centres. This played a vital role as part of the tourism offer and in maintaining the vitality of town centres in the face of competition from out of town retail facilities and the internet.

- 3.1.18. The success of the Cycle Exeter project was noted a by several participants who expressed a desire to see a continuation of this approach including its expansion across the area. Similarly the progress in improving cycle provision across the county was also noted. However the volume and speed of traffic was still noted to be a major factor in deterring cyclists in urban areas.
- 3.1.19. Pedestrian signing in urban areas was seen as a major opportunity to encourage exploration of areas, particularly by tourists, as well as acting as a way of marketing walking to local people who may not appreciate the routes available if they tend to travel by car. Some felt that there was a missed opportunity in certain locations.
- 3.1.20. John Rigby from Exeter City Council noted the key role of planning in ensuring that homes were connected with employment, services and facilities by attractive walking and cycling networks.

Car Travel

- 3.1.21. The various presentations and discussions highlighted the difficult balance to be struck in developing economic ambitions on the one hand, and maintaining the high quality of life in urban and rural areas that the area is well known for. There was general agreement that access by car played an important role for the leisure and retail sectors in particular, but the difficulty of catering for the peaked and unpredictable nature of demand and the negative impacts on residents make it a significant challenge. John Rigby at Exeter City noted the particular need to deal with air quality issues in Exeter.
- 3.1.22. Parking availability, quality and location was a regularly recurring issue, particularly in the larger urban areas. Several participants noted that important decisions would need to be made on the future number, size and location of car parks in key urban areas – there was a particular trade off between land being used for parking (private or public) and its use for other productive uses such as development. There was no clear consensus as to whether there was sufficient parking for the majority of the time in most locations. Park and Ride was the most popular alternative.
- 3.1.23. The negative impacts of easily accessible car travel were noted on several occasions including the trend towards sedentary lifestyles and rising obesity and poor air quality leading to early and additional illnesses such as heart attacks. There was also a concern that these negative effects, particularly accidents, tended to impact the greatest on the most disadvantaged groups and areas, and in particular on children.
- 3.1.24. The visual impact of traffic signing was noted by a number of participants. There was a general consensus that it was not effective in some areas and was too ‘messy’. This was particularly the case with brown tourism signing.

- 3.1.25. Overall there was little suggestion of a need for additional road capacity with one key exception – the South Devon Link Road (Kingskerswell Bypass) between Newton Abbot and Torbay. This was noted as the one remaining major bottleneck on the area's strategic road network that had a particularly major impact on the economy (especially tourism) in Torbay and the surrounding area. Some key junctions on other parts of the strategic network were also felt to be a priority, particularly where there was a history of accidents. Tim Jones from the Devon and Cornwall Business Council felt that there was a strong case for investment in accessing new areas of economic development.
- 3.1.26. There was a lack of clarity as to whether the maintenance of the existing network was of greater importance than further investment in new infrastructure given the likely lack of resources. Ben Pyle from South West Highways had significant concerns about the future about the backlog in road maintenance and the impact of the changing climate in particular. Water causes the most damage to the network by far and needs urgent attention. Some difficult decisions may need to be made in the future given the large rural road network across the area.

Freight

- 3.1.27. The issue of HGV deliveries was raised several times, especially in city and town centres. This was largely due to air quality issues but also the size of the vehicles discouraging cycling and walking. Transhipment to electric or similar vehicles on the edge of the urban area was suggested as one of the options. Ian Gallagher from the Freight Transport Association noted that this would be possible if there was buy in from the major retailers and would require a high level of on going funding from both councils and the retailers themselves. He also felt that the rail infrastructure and reliability was not sufficient to make good use of an Inter-modal freight terminal.
- 3.1.28. Low emission zones were a possible response to air quality concerns given that the majority of HGVs already meet the emission requirements.
- 3.1.29. HGV parking was a growing issue, particularly as a result of the increase in foreign drivers and the need to stay in line with legal driving time restrictions. This applied to both day and night parking and was more urgent in some areas than others. There was a potential to make a dual use of existing or future facilities such as Park and Ride sites.

3.2. District Councils & Plymouth City Council

- 3.2.1. The meetings with District Council officers were a good opportunity to explore the linkages between the LTP and the Local Development Frameworks (LDFs) in each area. Most authorities were in the process of developing and / or consulting on the Core Strategies or associated documents. Subsequent changes to Government policy have since delayed the timetables of several of the authorities but the issues discussed remain relevant.
- 3.2.2. Meetings were held with all eight District Councils in Devon:

- East Devon
- Exeter City Council
- Mid-Devon
- North Devon
- South Hams
- Teignbridge
- Torridge
- West Devon

3.2.3. Meetings have also been held with Plymouth City Council to discuss the issues affecting both LTPs. Although Plymouth is a neighbouring unitary authority, in contrast to Torbay a decision was taken early on in the LTP process to not produce a joint LTP with Plymouth. This was based on Plymouth's complex relationship with Cornwall as well as Devon that made a full joint plan impractical. There will however be a jointly agreed section on Plymouth in Devon and Torbay's LTP.

LDF General Issues

3.2.4. There was widespread agreement that focussing on the needs of individual places was the best way to ensure that the LTP and LDFs helped deliver an agreed vision of what the communities wanted to see and to take into account the potentially significant levels of growth in some areas. Ideally there should be joint consultation to avoid the public being consulted twice on transport related issues and to aid understanding. Unfortunately the varying LDF timetables made this virtually impossible and this may mean a more comprehensive revision of the LTP is required within the next five years as plans progress.

3.2.5. It was however also recognised that the LTP should give a clear lead to LDFs on transport policy and priorities.

LDF Infrastructure Plans

3.2.6. Infrastructure Plans were recognised as a key link between the LTP and the LDFs. They set out the different types of infrastructure required to deliver the levels of development proposed in each area. It would be essential that the transport element mirrored the LTP programmes and corresponding strategies to ensure that the infrastructure was deliverable and integrated with other delivery streams. Given the difficulties noted above matching LDF and LTP timescales, together with the uncertain levels of funding from central government, these links would need to be reviewed in the first five-year period of the LTP.

3.2.7. Several District Councils were keen to see significant investment in new roads in market towns to relieve perceived existing traffic problems (especially around central areas) and, in some cases, accommodate significant levels of growth. It was noted that this could mean some difficult choices with regard to investment priorities within Infrastructure Plans as there was unlikely to be sufficient funding from developer contributions and other sources to meet these and other infrastructure requirements including schools, bus services, affordable housing and open spaces. The LTP would need to develop some clear tests within the strategy for market and coastal

towns to assess the role and impact of any relief roads for consistency within the wider strategy for the county. This testing would also need to ensure that any infrastructure delivered the outputs to match the locally agreed vision.

- 3.2.8. The County Council and District Councils agreed to work together on master plans for key areas of development. This would provide an essential framework for planning of infrastructure in advance of multiple planning applications.

Parking

- 3.2.9. The County and District Councils are increasingly working together on parking. This includes the joint approach to enforcement of on and off street spaces. It was agreed that the planning of future requirements was an essential role of the LTP and LDFs. The importance to District Councils of the revenue stream from off-street car parks was noted, but there did not appear to be any opportunity to hypothecate any of this to transport improvements such as bus services or community transport to any degree in the short or medium term.

Plymouth City Council

- 3.2.10. There has already been considerable joint working between the County Council and Plymouth City Council to develop the strategy and implementation programme needed to deliver the new community at Sherford. The continuing work includes a start on the Eastern Corridor major scheme and consultation on the Deep Lane major scheme.
- 3.2.11. Discussions identified a particular need for both authorities to work together on journeys between market towns such as Ivybridge and destinations within Plymouth, particularly those associated with employment. Some of the greatest benefits could be achieved through a pooling of resources to deliver community based and employer travel planning.

3.3. DCC and Torbay Staff Workshops

- 3.3.1. The staff workshops provided a different angle to the majority of the stakeholder and public participants in the consultation process. Each specialist team were asked to give their thoughts on the priorities for the future with a particular angle on deliverability given the expected constraints on funding. They were also asked to reflect on previous performance and barriers to improvements in the future. The key points from each team are noted below followed by a summary of the themes that emerged from the series as a whole.

Rail Team

- 3.3.2. The team noted the significant potential for rail over the life of the plan including specific opportunities for services that could offer new journey opportunities reflecting changing patterns and demand for travel. The potential to link Exeter Airport to the rest of the County, and particularly Torbay, by rail via the new Cranbrook station was quoted as an example. New stations at locations such as Marsh Barton and Newcourt (part of the

emerging Exeter Metro concept) offered some real wins if there was effective integration with other modes.

- 3.3.3. There were many complications in delivering rail improvements due to the myriad of national and local companies and bodies involved in decisions and funding. This could often result in the far South West not getting priority for new rolling stock and funding for track capacity improvements compared to the rest of the country. The nature of the network meant however that planned improvements at Reading and Birmingham would have benefits for journeys to and from Devon and Torbay. A clear local and regional vision and voice would be important in generating national support, for example through the rail franchise process. Local funding commitments, for example through developer contributions and corporate sources could be crucial.

Road Safety Team (including Travelwise)

- 3.3.4. National road safety policy and funding is in a state of flux as a result of emerging Government policy. This is particularly the case with enforcement. The main challenges for the team as a whole included:

- Better safety features on roads, better informed road users and better compliance with traffic law – e.g. more consistency in signs and lines;
- Better and more real time information for drivers – e.g. hazards linked to extreme weather;
- Better programmes to protect pedestrians, cyclists and equestrians;
- Better responsiveness to the specific needs of individuals – e.g. the expected increase in the number and proportion of older drivers;
- Better understanding of public expectations and opinions – reduced casualties may actually increase safety concerns;
- Better ways of identifying value for money safety schemes – more emphasis on rural routes;
- Better ways of working with the police and community safety partnerships to reduce hazards and anxieties arising from anti-social and illegal use of the highway.

- 3.3.5. Smarter choice type measures needed much greater staff resources and revenue funding, as well as integration throughout the authority, if they were to make a significant contribution to LTP3. There had been notable successes within existing staff time such as carsharedevon.com but there was much further to go. The evidence from local and national studies and pilot projects had showed the value of smarter choice measures in providing significantly greater added value to capital schemes. There was great potential for new approaches such as car clubs which had already shown their value locally and studies indicated the potential for expansion. Discussions with other authorities had indicated the major opportunities for joint working to deliver complementary programmes.

Public Rights of Way and Access

- 3.3.6. The Rights of Way Improvement Plan (ROWIP) was noted as a key determinant of the authority's approach to public rights of way. Public Rights of Way (PROW) play a key role in both sustaining and growing the tourism industry and key objectives such as improving the health of individuals. The ROWIP also made contributions to priorities such as road safety. PROW

make a significant contribution to the way of life for rural communities and protecting the biodiversity of sensitive areas.

- 3.3.7. Minor roads play an increasingly important role in the PROW network and there are many future challenges with regard to maintenance issues. Is there an increased role for Greenways where vehicle access is limited or withdrawn?
- 3.3.8. Sustainable access to natural and built attractions was one of the key areas to focus on in the plan. Visitor travel plans and associated smarter choice measures would play an important role in making the best use of existing services and facilities whilst also helping to identify the potential for new options such as a proposed passenger ferry along the Jurassic Coast.

Buses and Community Transport

- 3.3.9. The team highlighted the important role that the bus and community transport network played in enabling a wide range of people to access critical services and facilities, particularly health. Many individuals did not have access to a car at some point in the day, whether the household had one or more cars or not. The cost of car ownership for those on low incomes was a particular issue. Other groups such as the elderly may not be able to drive for health reasons. In Devon 26% of people do not have a car: in rural areas this is 14% or 54,000 people.
- 3.3.10. There had been an on-going dialogue with the Primary Care Trust to try and ensure that the relocation of health facilities and services fully took into account the access needs of users and did not leave this issue, and in particular the costs, to other providers such as the County Council.
- 3.3.11. There has been much successful partnership work in recent years with the major bus companies with joint investment in higher quality vehicles, combined with effective marketing programmes, leading to significant increases in patronage. This sometimes made the difference between a service remaining commercially viable or needing County Council support in the future. Overall bus patronage in Devon had bucked the trend compared to the national picture outside London, even taking into account the effect of free travel for older people.
- 3.3.12. The quality of the bus travel experience was a particularly important issue into and within urban areas. The quality of the vehicle was part of this but punctuality and reliable information, alongside value for money, were also key. Punctuality was a particular issue for services within and to / from Exeter due to the variable levels of congestion. Real time information could play an important part in improving the quality of information and management of late running services.
- 3.3.13. Whilst bus fares were relatively high, this supported commercially viable evening and weekend services which would otherwise require funding support. Smartcards could be an important tool to provide better value to users by for example, enabling them to benefit from discounts for the bulk purchase of travel whilst not being tied to travelling every day. There would also be increased scope for special offers and more targeted marketing. It

would open up possibilities for joint ticketing arrangements between bus companies and even cards that could pay for both bus travel, car parking and other services. All this would require effective buy in from bus operators.

- 3.3.14. It was acknowledged that that the voluntary sector would need to be encouraged to take a greater role in providing rural transport in the future. Rural bus services are likely to be under greater pressure over the next few years as the implications of the Government spending review become clear.

Traffic Management

- 3.3.15. The traffic management team are responsible for the effective day-to-day management of the highway and ensuring that it operates as effectively as possible. Responsibilities include on-street car parking, parking enforcement, intelligent transport systems, management of street works by utility companies and policies on speed limits.
- 3.3.16. The transition of on-street parking enforcement from the police to the County Council and its partner District Councils has been a successful one. Some issues are still being ironed out but overall the number of offences has been reducing which indicates that the enforcement and the supporting campaign to help drivers understand its purpose is working. The extension of on-street parking to more market and coastal towns will result in more effective enforcement through better control of stays.
- 3.3.17. The team felt that there was a need for good evidence to justify changes to speed limits. There was an on-going speed limit review to ensure greater consistency along routes and between similar types of settlement. There was a strong linkage with the road safety strategy.
- 3.3.18. Efficient use of the road network in the future would increasingly rely on providing drivers with better and more up to date information both before and during the journey. Some good progress had been made towards this through the real time measurement of journey times and speeds in many locations but there was more work to do in ensuring that drivers received the information in a suitable way.

Asset Management

- 3.3.19. The County Council is responsible for a wide range of transport related assets, the most significant of which is the network of roads, cycleways and footpaths including public rights of way. This includes associated equipment and structures such as street lighting, bridges, retaining walls, traffic signals and signs. The Asset Management team is responsible for monitoring the condition of these assets and producing plans to maintain them efficiently and effectively in the future.
- 3.3.20. The team highlighted the considerable scale of the assets such as the highway network and the similarly large scale task to keep them in good condition. Roads, bridges and associated equipment are of significantly varying ages and condition and this is compounded by the different standards of construction depending on when they were built. Some minor roads do not have a proper structural base and are therefore susceptible to

damage.

- 3.3.21. The condition of the minor road network was a particular concern. There had been long term historic levels of under funding from central government resources which had had to be prioritised towards the A and B road network. The likely levels of investment to stabilise the condition of the network and meet public expectations on reduced numbers of potholes would require a sustained level of investment much higher than is currently available. The condition of retaining walls is also a concern.
- 3.3.22. The condition of roads, bridges, retaining walls and other structures is under increasing pressure from both the weather and the increasing size and weight of vehicles, particularly on minor roads and lanes. The long term effects of climate change are starting to be felt through more intensive levels of rainfall and extremes of temperature which can do extensive damage to roads and structures. The volume of water on road surfaces is a major issue that needed to be addressed. Flooding is an increasing long term issue with roads and structures adjacent to, or on, rivers and estuaries requiring further protection in the future.

Cycling

- 3.3.23. The cycling team are responsible for delivering the Cycle Exeter project alongside cycle schemes, publicity and training across the county.
- 3.3.24. The team noted the national recognition given to the very successful Cycle Exeter project and the important lessons that had been learnt. One of the most important has been the effective combination of investment in cycling infrastructure including new and improved routes, signing and parking with a dedicated team that positively engages with businesses, schools, the public and user groups to create a cycling culture in the city that is starting to take off. This has been further supported by other projects such as Travelsmart which has successfully reduced the number of car trips by a sample of Exeter residents.
- 3.3.25. The investment in combined leisure and utility cycle routes across the county had paid real dividends. Overall cycling numbers were increasing through both tourism and encouraging greater use by local people. Devon was creating a strong cycling product that was an effective marketing tool within the overall tourism product and offered many opportunities for local businesses. Like public rights of way, this made an important contribution to the local economy. Encouraging local people to try leisure cycling had proved an effective way to develop this into greater use for utility trips such as school, work and other short local journeys.
- 3.3.26. The continued trend of increased cycling levels would however rest heavily on continuing to encourage people to make the transition from leisure cycling to regular day to day trips. Just investing in cycling infrastructure would not fully achieve this. This would require extending the Cycle Exeter concept to more locations around the county in a manner suitable to each location. Typically this would involve engaging directly with similar groups such as businesses, schools and user groups supplemented by more personalised support where appropriate.

Strategic Planning

- 3.3.27. The Strategic Planning team's role includes liaising with District Councils to plan the future housing, employment and other (for example retail) development of towns and surrounding areas around the county. This includes the positive forward planning of County Council and other organisations' infrastructure and services to support the new development, including transport. This is an effective way of ensuring that all infrastructure for a particular area is considered together and provides a strong link with the LTP.
- 3.3.28. The team was keen to stress the need for a clear policy direction for transport in the area that went beyond considering the merits of individual schemes. It would be important to have clear outcomes to ensure consistency with other outcomes, for example the quality of the local environment or creation of new jobs for the area as a whole.
- 3.3.29. A long term consistent direction of travel was important, recognising the time it could take to change the patterns of travel in an area and more importantly ensure that future plans were made on a sound long term basis. Decisions taken now would define long term policy for many years to come.

Summary - Combination of Capital and Revenue

- 3.3.30. One of the strongest themes to come out of the workshops was the need to ensure sufficient revenue funding in terms of staff time and commissioning work that was not eligible for capital funding such as cycle training and the development of master plans. Capital funding can only be spent on physical assets such as roads, cycle paths and bus shelters. The success of the Cycle Exeter project was cited as an example where the support and marketing activities, including the direct work with employers and schools, added significant value to the extensive capital investment taking place through the project and other funding sources. The combined value of both types of measures was much greater than the sum of the individual parts.

Summary - Encouraging Personal and Corporate Responsibility

- 3.3.31. Several teams noted a need to move towards supporting people and businesses to make changes to both travel patterns and specific behaviour, for example where it impacts on road safety. Support was a key theme and would need to be applied in different ways for different situations and user groups. It may be direct or indirect, ranging from training to improve driving skills for older people to supporting businesses and schools with travel planning to simply improving the way bus timetables are displayed. This approach aligned well with the new Government's approach incorporating 'localism' and the 'Big Society' and, applied at the right scale and manner, could reduce the level of future capital expenditure required.
- 3.3.32. The future delivery of supporting activities was also noted as a key issue. This was particularly important in areas such as the provision of information. The teams felt that there were many opportunities to streamline delivery in a more effective way to provide much more targeted lines of communication with the public, businesses and other groups in the area. This would provide

a much better service and level of support. It should also result in a reduction in costs and the ability to direct revenue based resources to where they were most needed.

Summary - Priorities

- 3.3.33. The increasing pressure on resources prompted some staff to suggest that there would need to be a balance between the ability to meet the aspirations of the public and businesses and what the evidence showed on the ground. More specifically, there would need to be a clear identification of the issues that particular schemes or measures were trying to address so that decisions on priorities could be made on a transparent basis. It was however recognised that this had to be balanced with the need to work towards the vision for an area in conjunction with other investment and that opportunities may present themselves at short notice.

3.4. Review of Existing Public Surveys and Research

- 3.4.1. There is a range of existing recent surveys and research relating to public opinion and views on transport affecting Devon and Torbay. They provide a background to, and complement, the specific consultation carried out for the LTP. For ease of reference the issues have been summarised by transport mode. More detailed analysis on how feedback varies across the Devon and Torbay area can be found in Section 3.6 below.

Overall Views on Transport in Devon and Torbay

- 3.4.2. The 2009 National Highways and Transport surveys for Devon and Torbay indicated the following levels of satisfaction for Highways and Transport. Scores are ranked out of 100. Ranking is compared to other authorities who took part in the survey, all of whom have different circumstances such as the level of rural population.

Subject	Devon	County Council Rank (of 24)	Torbay	Unitary Authority Rank (of 30)
Overall satisfaction with Highways and Transport (against local importance)	57.45	3	54.63	23
Ease of accessibility to key services (all people)	79.16	2	75.56	30
Ease of access to key services (people with disabilities)	72.51	11	67.09	30
Ease of access to key services (no car households)	74.86	11	76.81	8

Walking and Cycling

- 3.4.3. Walking and cycling feature strongly in many Parish Plans and emerge as some of the highest priorities for transport in their area. There are many

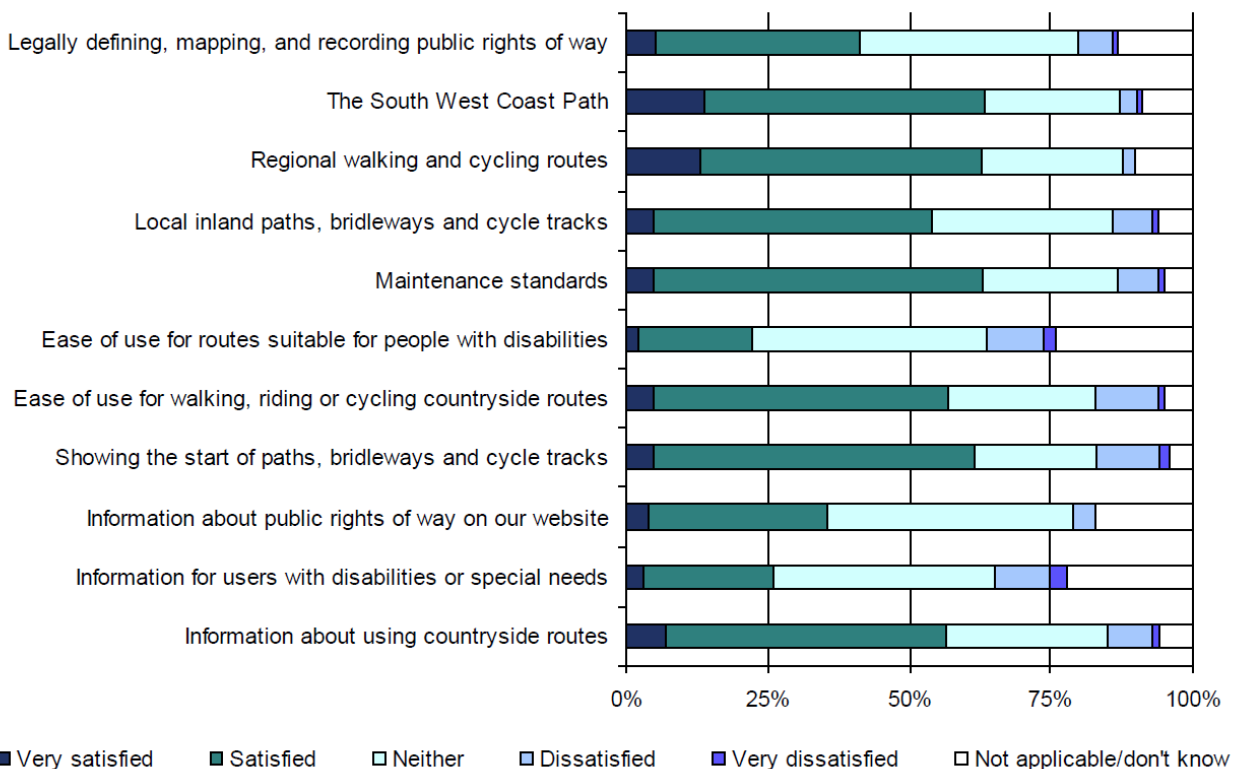
aspirations for improved cycle links, particularly from villages to larger towns such as Exeter. There are also many requests for reduced vehicle speeds linked to a desire for a safer walking and cycling environment.

3.4.4. The 2009 National Highways and Transport surveys for Devon and Torbay indicated the following levels of satisfaction for walking and cycling (out of 100):

Subject	Devon	County Council Rank (of 24)	Torbay	Unitary Authority Rank (of 30)
Overall satisfaction with pavements and footpaths	60.13	2	55.34	18
Overall satisfaction with cycle routes and facilities	55.76	2	48.5	30
Overall satisfaction with the rights of way network	60.20	6	57.09	23
Overall satisfaction with road safety locally	59.55	4	58.56	19

3.4.5. A Devon Voice survey in 2009 indicated the following levels of satisfaction with the public rights of way network:

How satisfied or dissatisfied respondents were for each of the following aspects of the public rights of way network:



3.4.6. The same survey ranked the following aspects of rights of way in order of importance:

- Signing at roadsides showing the start of paths, bridleways and cycle tracks
- Ease of use for walking, riding or cycling countryside routes

Maintenance standards e.g. stiles, gates, bridges
 The South West Coast Path
 Ease of use for routes suitable for people with disabilities or special needs
 Regional walking and cycling routes
 Information for users with disabilities or special needs
 Information about using countryside paths, bridleways and cycle tracks
 Local inland paths, bridleways and cycle tracks
 Legally defining, mapping, and recording the countryside route network
 Information about public rights of way on our website

- 3.4.7. The Travel Tally surveys for employment journeys indicate that people place a high priority on segregated routes that have minimal contact with pedestrians and vehicles. There is also a desire for cycle routes to be continuous and direct. Street lighting should also be provided on the majority of routes.

Buses, Taxis and Community Transport

- 3.4.8. *Parish Plans* regularly cite improved community transport in rural areas as a key priority.
- 3.4.9. The 2009 Place Survey for Devon indicated that 49.7% of people surveyed were very or fairly satisfied with local bus services.
- 3.4.10. The National *Highways and Transportation Surveys for Devon and Torbay* indicate the following levels of satisfaction (scored out of 100):

Subject	Devon	County Council Rank (of 24)	Torbay	Unitary Authority Rank (of 30)
Overall satisfaction with local bus services	58.83	8	61.21	10
Satisfaction with local public transport information	53.11	3	52.17	9
Overall satisfaction with community transport	58.73	5	57.44	18
Overall satisfaction with local taxi (or minicab) services	64.83	10	70.05	10

- 3.4.11. The *Travel Tally* surveys noted employees' concern about the level of public transport fares and in particular their value for money against reliability, journey times and frequencies. There were also regular requests for better services to the main business and industrial areas with a reduction in the number of changes required. There were also requests for greater frequencies and more park and ride sites.
- 3.4.12. In the recent regional tourism consultation only ¼ of respondents agreed that visitors are aware of public transport options available to them. Source: 2009 SW Visitor Survey.

Response	% of Respondents
I'd be more likely to use public transport if it was more convenient	73
I'd be more likely to use public transport if it was cheaper	71
I'd be more likely to use public transport on holiday if it was easier to find out about the options available	66
I'd be more likely to consider travelling by public transport to the holiday destination if the accommodation offered me a discount on prices for doing so	60
I'd be more likely to consider travelling by public transport to the holiday destination if the accommodation provider picked me up / paid for transport from the destination	56
I'd be more likely to consider travelling by public transport to the holiday destination if the accommodation supplied bikes to get around locally.	39

Rail

- 3.4.13. Passenger Focus's 2009 survey of rail users provides information on both the current levels of satisfaction and priorities for improvement. All the responses below relate to the South West as a whole.
- 3.4.14. Public expectations of facilities and services at stations were not met for security of cycle parking at the station, facilities and services at the station and connections with other forms of transport. There were a number of areas where expectations were exceeded including the attitude and helpfulness of staff at the station and how requests for information at the station were handled.
- 3.4.15. Expectations for the journey itself were not met for a number of areas including how the train company deals with any delays to the journey; the value for money for the price of the ticket; the frequency of trains on the route and the space for luggage.
- 3.4.16. The priorities for improvement of rail services are shown in the table below:

South West Rank	Attribute	Great Britain Rank of Attribute
1	Price of train tickets offer excellent value for money	1
2	At least 19 out of 20 trains arrive on time	2
3	Sufficient train services at times I use the train	3
4	Passengers are always able to get a seat on the train	4
5	Company keeps passengers informed if train delays	5
6	All trains have staff available to help passengers	16
7	All train staff helpful and have a positive attitude	17
8	Information on train times/platforms accurate and available	6
9	Maximum queue time no more than two minutes to purchase tickets	7
10	Station staff are available whenever required	10
11	Seating area on the train is very comfortable	9
12	Trains consistently well maintained/ excellent condition	8
13	Connections with other train services are always good	18
14	All station staff are helpful and with a positive attitude	19
15	The inside of the train is cleaned to a high standard	13
16	Good easy connections with other forms of transport	15
17	Passengers experience a high level of security on the train	12
18	Personal security improved by CCTV/ staff at stations	14
19	Journey times reduced by five minutes, on average	11
20	Useful information is provided throughout the journey	20

- 3.4.17. Research of those not currently visiting the SW found that 34% were unaware of the savings to be made through booking train tickets in advance and a similar % were unaware that most major visitor attractions have transport links and offer discounts for those arriving by public transport (2009 South West Visitor Survey)

Roads & Parking

- 3.4.18. Parish plans primarily focus on reducing the speed of traffic through towns and villages. The management and provision of parking is also mentioned a number of times.
- 3.4.19. The 2009 Place Survey identified traffic congestion and road and pavement repairs as some of the most important issues affecting different parts of Devon:

2009 Place Survey (Devon): What Needs Improving For Different Groups

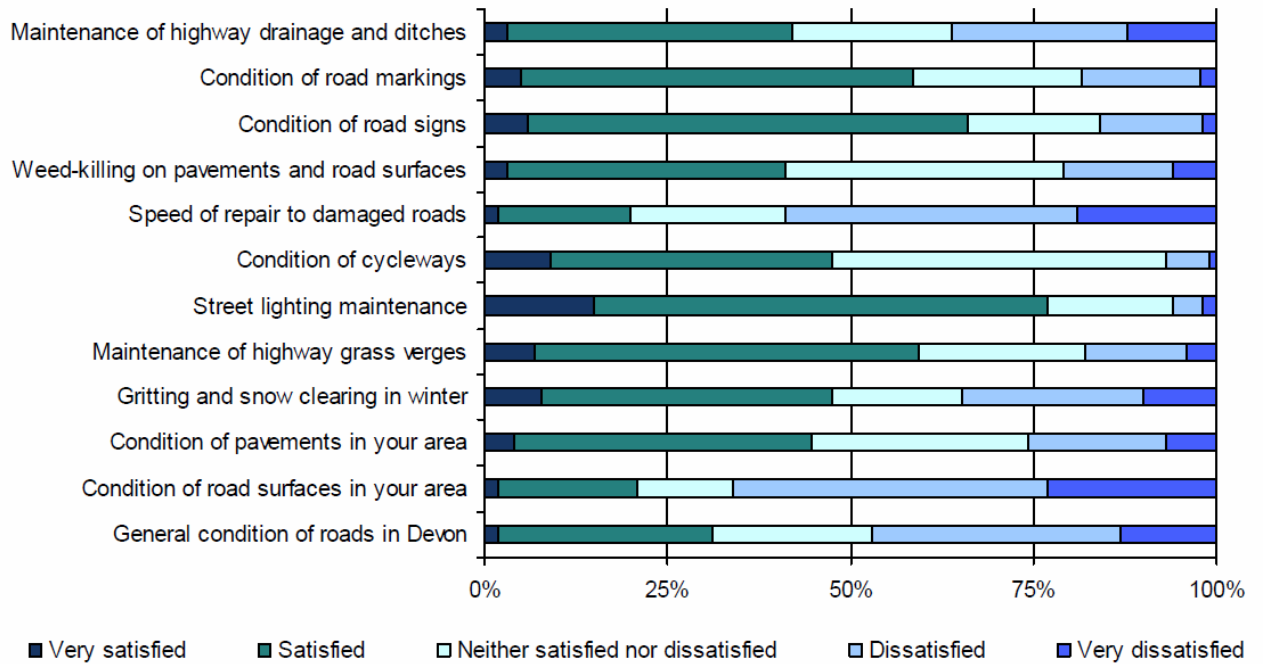
18-24	75+	Male	Female	Urban	Rural
Traffic congestion	Road and pavement repairs	Activities for teenagers	Activities for teenagers	Activities for teenagers	Public transport
Affordable decent housing	Traffic congestion	Road and pavement repairs	Affordable decent housing	Traffic congestion	Affordable decent housing
Wage levels/cost of living	Activities for teenagers	Traffic congestion	Road and pavement repairs	Road and pavement repairs	Road and pavement repairs
Activities for teenagers	Clean streets	Affordable decent housing	Traffic congestion	Wage levels/cost of living	Activities for teenagers

3.4.20. The 2009 National Highways and Transport Survey for Devon and Torbay showed the following levels of satisfaction for aspects of road travel:

Subject	Devon	County Council Rank (of 24)	Torbay	Unitary Authority Rank (of 30)
Overall satisfaction with traffic levels and congestion i.e. queues	48.55	8	34.97	30
Satisfaction with management of roadworks	54.75	1	48.24	23
Satisfaction with traffic management	56.31	3	53.04	21
Overall satisfaction with the condition of highways i.e. roads and pavements	44.59	8	41.59	18
Satisfaction with highway maintenance	55.42	2	52.95	17
Overall satisfaction with street lighting	69.81	3	68.08	20
Highway enforcement / obstructions	52.20	3	50.40	20

3.4.21. The March 2010 Devon Voice Survey on satisfaction with highway maintenance had the following results:

How satisfied or dissatisfied were respondents with the following Devon County Council Highway Maintenance Services:



3.4.22. The same survey indicated that the respondents had the following priorities for highway maintenance services:

Respondents ranked the following Highway Maintenance services in the following order of importance:

- General condition of roads in Devon
- Condition of road surfaces in your area
- Speed of repair to damaged roads
- Gritting and snow clearing service in winter
- Condition of pavements in your area
- Maintenance of highway drainage and ditches
- Condition of road markings
- Condition of road signs
- Street lighting maintenance
- Maintenance of highway grass verges
- Condition of cycle ways
- Weed-killing on pavements and road surfaces

3.4.23. South West residents were asked about the problems they felt were caused by tourism. Asked “To what extent do you feel that visitors contribute to **parking problems** where you live” in peak season, 59% of the overall sample said “a lot” with this rising to 63% across honeypot locations and worst in resorts (79%). In terms of visitor contribution to **traffic congestion** in peak season, 58% of the overall sample said “a lot” rising to 66% across all types of honey pot and worst in resorts (80%) (South West Tourism Community Attitudes Survey 2006)

3.4.24. Experience and interest in holidays/ breaks that have a lower level of reliance on cars is significant and suggests openness to the idea.

Statement (Source: VisitEngland Consumer Research 2010)	%
Ever taken a holiday/ break where I use public transport to get there	42%
Very/ quite interested in the above	53%
Ever taken a holiday/break where, once at my destination, I don't use my car/ only use public transport	41%
Very/ quite interested in the above	59%
Ever taken walking/ cycling/ activity holidays	29%
Very/ quite interested in the above	51%

- 3.4.25. Information related to car travel to/ within the SW was one of the lowest scoring services/ facilities in the 2009 SW Visitor Survey.

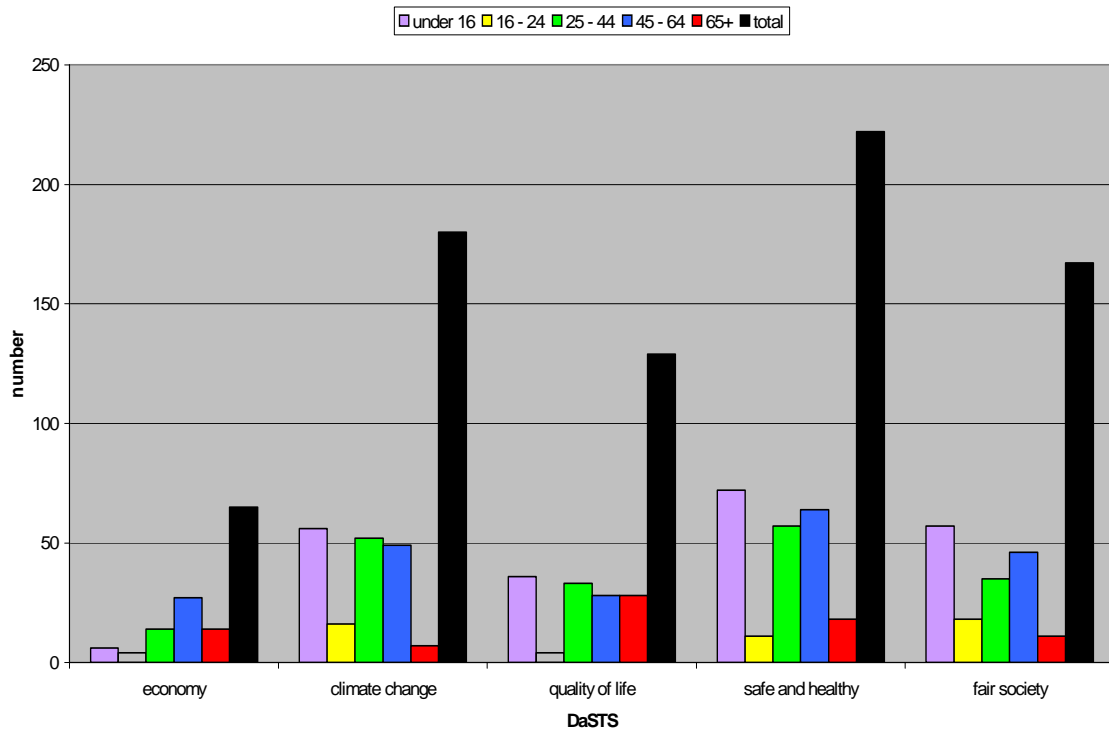
3.5. LTP3 Public Consultation on Issues and Priorities

- 3.5.1. This round of specific consultation for LTP3 was designed to provide an additional layer of evidence of people's views to corroborate the more detailed sources summarised above. The eight agricultural shows provided a suitable opportunity to survey a wide range of people from different age groups and parts of the county including visitors from outside the area.
- 3.5.2. The public were asked for their opinions on two issues. The first was to prioritise the set of five goals that had been developed based on national and local priorities and which would influence the strategies and programmes within the plan. The second was an open invitation to note their particular ideas for improvements to transport in Devon and Torbay using stickers on a map.

Prioritising the Goals

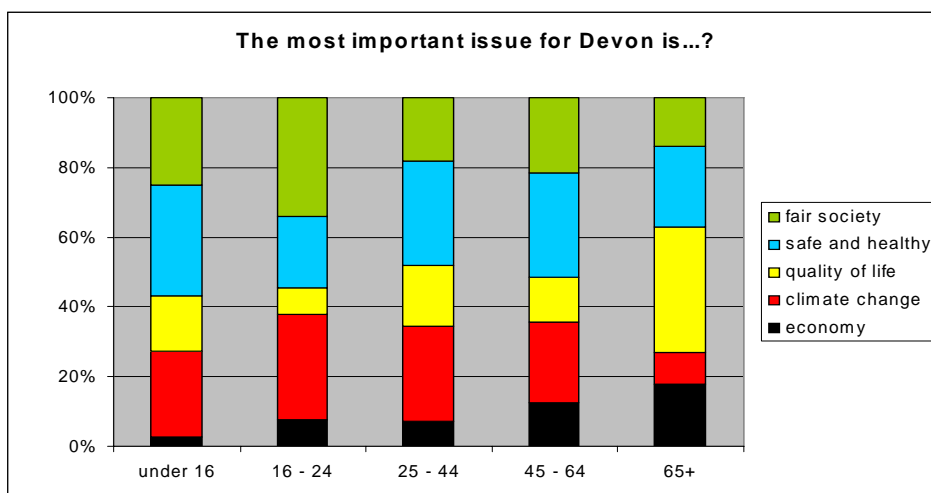
- 3.5.3. A total of over 1000 people prioritised the five different goals. They were asked to choose the one highest priority only. The responses are summarised in the graph below.

The most important issue for Devon is...?



3.5.4. Helping people to be safe and healthy was the most important priority. Climate change was the second, fair society was third, quality of life was fourth and the economy was fifth.

3.5.5. The responses were evaluated further to investigate if there were any differences according to the ages of the respondents. This found that respondents aged 16-24 gave greater priority to climate change than other age groups, and overall thought that having a fair society was the most important priority for the LTP. Respondents aged over 65 felt economy was more important than the other age groups but again felt that quality of life was the highest priority.



Identifying the Issues

- 3.5.6. The public were given the opportunity to write on a post it note how they felt transport could be improved in their area. Over 300 responses were received. These were categorised by theme and a summary of the responses is given below.

Bus Travel

- 3.5.7. The high cost of bus travel was seen as a particularly important issue affecting both urban and rural routes. There were a number of comments referring to general improvements to services such as increased frequency on rural routes. A number of people suggested new routes and many generally wanted more buses serving Devon. Another issue raised was that rural bus services tended to finish earlier than required.

Park and Ride

- 3.5.8. A number of comments were made supporting park and ride sites or suggesting additional locations. One comment was against a P&R site along the Alphington Road corridor.

Cycling

- 3.5.9. The majority of comments were requesting new or extended off road cycle routes for commuting and leisure.

Rail

- 3.5.10. Many of the comments about rail related to reopening closed lines or extending existing rail routes. Capacity issues were raised as being an issue on some routes and some responses requested that routes offer earlier and later services.

Roads

- 3.5.11. The comments relating to roads were varied although some key themes can be extracted. There were a number of comments on various proposed bypasses (Newton Abbot, Crediton, Cullompton, and Kingskerswell) with a mix of respondents being for and against specific schemes. Speed limits were a common concern, particularly through villages and residential streets. Seven comments referred to the condition of roads including potholes.

Walking

- 3.5.12. Responses suggested more walking routes in specific locations and general enhancement of Public Rights of Way.

Other

- 3.5.13. There were a number of individual comments raised relating to different themes. Some of the comments made included: road safety, trams for

Exeter, Exeter tunnel, fare cars, ferry links, use of land for employment and parking issues.

3.6. Summary of Issues by Area or Connection

3.6.1. The Devon and Torbay area covers a large geographic area and has a wide range of disparate circumstances. The summaries below summarise the specific issues that have arisen for different areas from the first stage of consultation. They follow the same structure as the strategies and programmes in the LTP Strategy and Implementation Documents alongside the Technical Document which this report is part of. They are derived from the sources noted above.

Strategic Rail and Air Connections

3.6.2. The peripheral nature of Devon and Torbay from the main population and markets within the UK and abroad makes strategic connections into and out of the area particularly critical to its economy and high quality of life.

3.6.3. The area is highly reliant on a limited number of road and rail connections to Bristol, Birmingham, London and beyond. This has led to concerns of the susceptibility of the area to both peak period capacity issues and the impact of shock such as the closure of the M5 or A303 due to an accident.

3.6.4. **Reliability of journey times** is a major issue for businesses. A closure of the M5 for several hours, even though it is relatively rare can disrupt business production for several days at a very high cost. It similarly provides a poor image for the tourism industry.

3.6.5. Whilst there were some concerns about delays on the M5 around Bristol and Exeter and the A303 into the South West, the most critical issue by far was the very poor journey time and reliability on the **A380 between Newton Abbot and Torbay**. This was identified as the single most important issue for Torbay and also has wider implications for Newton Abbot and the A380 corridor to Exeter. The proposed **South Devon Link Road** was seen as essential to enable Torbay to deal with its major economic problems and improve its performance in the tourism market. It was however recognised that investment in the road would need to be accompanied by a range of other supporting sustainable measures such as information provision to provide a complete product. Where it was mentioned, the public were very supportive of the proposal.

3.6.6. Whilst the rest of the **strategic road network** was generally regarded as performing well, there were some **localised problems, for example on the A361** at junctions, that would require attention as a result of existing problems such as accident records and / or additional pressures resulting from a high level of future housing and employment growth.

3.6.7. **Rail capacity and journey time competitiveness** is a growing concern. Many journeys into and out of the area are at capacity at peak times such as Fridays and during the summer. There is also little scope for further growth. This could have a particular impact on the tourism industry as it attempts to grow the potential of sustainable access for shorter period holidays and new

markets. The anticipated extension of electrification to Bristol and South Wales alongside the proposed High Speed Route 2 to the Midlands and North of England will make comparative journey times to the South West and Devon / Torbay in particular even less competitive.

- 3.6.8. The **costs of rail travel into and out of the area** were also highlighted. Rail is a particularly important form of communication given the lack of rapid and sustainable alternatives. The high cost of rail fares for peak business travel could provide become a constraint to the area's business and general economic growth, discouraging future new locations and making it difficult for existing businesses to remain. Similarly the lack of capacity for the future growth of leisure travel could result in increasing fares. This could put the area at a major disadvantage when combined with the comparatively poor journey times.
- 3.6.9. The future role of **Exeter Airport** will be increasingly dependant upon **improved public transport connections** with the rest of the area. As with rail, the airport will play an important role in bringing visitors and business travellers into the area and good onward connections will be essential.

Exeter Area

- 3.6.10. Exeter was acknowledged as being a key centre for further growth in housing and employment which would mainly be concentrated in a small number of focussed locations to the east and south of the city. The **quality of public transport and cycling links** between these and the city centre and other key destinations in the city would define how the city performed in the future. **Master planning** would be essential to ensuring the individual developments strongly encouraged, and gave priority to, walking cycling and public transport. This would include the quality or urban design as well as the routes themselves. **Air quality** would be a key future challenge for the city.
- 3.6.11. There was considerable support for the **Exeter Metro rail network** concept. This would enable rail to make the most of the potential demand that exists for local journeys into Exeter, particularly with the predicted growth in employment and housing in the travel to work area and parallel growth in tourism. Considerable and sustained investment would be required in new stations (serving Monkerton, Newcourt and Marsh Barton) and additional track capacity as part of an overall package. The improvement of key gateways into the city, particularly Exeter Central, was seen as important. The potential shortage of suitable rolling stock was a particular concern, part of a wider national problem.
- 3.6.12. **Park and Ride** into the City, including its expansion to additional sites, attracted support from the large majority of participants. There was recognition of the role **buses** had played in restricting the growth of traffic in the city despite the growth in population and employment (up 33% in 10 years). This was however tempered by concerns about fare levels and in particular the quality of information. **Real time information** was seen as a key part of the solution to this. **Smartcards** could also play an important role in both making buses more accessible and offering opportunities to improve value for money beyond the current range of tickets. They would also offer

opportunities for a smarter approach to marketing and information. **Bus punctuality and reliability** was also a key concern and would require a significant extension of the priority measures that currently exist.

- 3.6.13. The **Cycle Exeter** project received strong positive support and recognition. The role of support (including training), marketing and information was particularly noted. There was support for the concept of clearly identified priority cycle routes but this would need to be supported by measures to reduce the speed and volume of traffic in residential areas that enabled people to get to these routes. It was noted that there was still much more potential to integrate cycling with bus and rail services in Exeter.
- 3.6.14. There was a considerable degree of agreement on the need to further develop the extent and quality of **pedestrianisation in Exeter City Centre**. This could be essential to continuing the further growth of the retail and leisure centre and attracting major developers and stores. Pedestrian signing was also an important consideration, acting as both a marketing tool and an information provider. As with cycling, there was a strong feeling that traffic levels and driver behaviour could be a significant deterrent to encouraging greater levels of walking generally.
- 3.6.15. **Car parking** was noted as a central issue for the city that would have wide spread consequences for many of the other issues raised. It affects the levels of demand for the use of the roads themselves and for other modes and has many side impacts such as air quality. The locations of individual public car parks were noted as having a particular impact on traffic movements around the city centre and would need to be reviewed as part of a wider vision for the city centre. The 15,000 free spaces provided by businesses were also regarded as having a major impact on transport in the city. There would always be some congestion whilst they remained free as there was no local pricing facility for access to roads, the only factors being national influences such as maintenance costs and fuel prices and taxation.

Torbay Area

- 3.6.16. **Access to Torbay from the national road and rail networks** was highlighted as being one of the most critical issues facing the future development and prosperity of the area. This affected the whole of the economy but the tourism industry in particular. It was also an important element in managing the projected growth in population and the need to access employment and other facilities outside Torbay.
- 3.6.17. The **South Devon Link Road** (Kingskerswell Bypass) was very strongly supported by participants in the panel hearings and also received significant support from the public when mentioned. There was however a clear recognition that this must not be seen as the one and only solution to Torbay's future. There were many issues linked to the quality of offer for businesses, residents and visitors that also had to be addressed.
- 3.6.18. **Rail** was seen as having potential to deliver much more than it did at present. Direct services from other parts of the country were one element of this but there was a local dimension too as part of the Exeter Metro network. Rail had to become more relevant to the area and a new station in the

Edginswell area, possibly linked to a bus Park and Ride site could form part of this vision. Marketing and information was also key to getting the most out of the services available.

- 3.6.19. **Walking** was seen as having great potential in an area where cycling was limited in parts of the area due to the topography. This was particularly true when effectively combined with the bus and rail networks. The quality of the urban environment was central to attracting both businesses and visitors. Key issues raised included the difficulty in navigating around areas dominated by traffic, and in the case of Fleet Walk by buses, and pedestrian signing generally. There was a need to encourage people to explore different parts of the area. There were good opportunities to build on existing good quality provision such as the coastal path and to make more of the public rights of way network for all types of journey.
- 3.6.20. The **bus** network was generally seen as performing well. Like walking it had the potential to provide the essential links between different destinations within Torbay, particularly tourist attractions. Again, high quality direct and relevant information was essential to making this viable. **Park and Ride** serving Torbay was a popular proposal. There was strong agreement that this could be located in the Edginswell / Willows area as a gateway to the area. There was strong support for the 'fast ferry' concept that had previously been trialled between Brixham and Torquay. This was felt to be particularly relevant given the substantial access constraints caused by the single congested road into and out of the Brixham area.
- 3.6.21. The National **Cycle** network was seen as having the potential to become the spine of a cycle network to key destinations, particularly along the sea front, despite the limitations of the topography. There were also opportunities to maximise its potential by linking it to other modes, for example Park and Cycle and bus stops.
- 3.6.22. **Information** was regularly raised as an essential component of the overall transport package for all users but particularly visitors. It needed to be delivered in an accessible and direct way.
- 3.6.23. The quality of **car parking and signing** (particularly brown tourism signs) was raised as an issue. The impact of vehicular traffic, especially on the health and safety of children, was an important concern. This also applied to the mental health of those who felt isolated.

Market and Coastal Towns

- 3.6.24. Market and coastal towns and their surrounding rural areas form the backbone of life in Devon and their future prosperity is key to Devon's future.
- 3.6.25. Many of the responses recognised the need to ensure strong links between market & coastal towns and the nearest main urban centre. The trend towards the centralisation and specialisation of services and facilities meant that these towns could not survive without effective and reliable links. Whilst many were still quite self contained in terms of employment opportunities, it was recognised that increasingly the trend for employment growth would be in the main urban areas such as Barnstaple, Exeter and Newton Abbot. The

road, including bus, and rail links to these centres were therefore critical and should therefore form the core of the strategy.

- 3.6.26. For market and coastal towns to survive they also need to be distinctive and be a place which people wanted to live and use local facilities including shops. It was therefore important that they remained attractive places to live in and visit with a particular emphasis on the environment of the town centres. There was a general feeling that a high quality pedestrian environment was essential, particularly where tourism played a key part in the local economy. This had to be balanced with the need to maintain access by car to ensure continued competitiveness. Access into the towns from the surrounding rural areas represented a continuing challenge, particularly for those without access to a car. There was general agreement that community based transport would have to play a greater role in the future but that this presented challenges in terms of long term security of funding and voluntary labour.
- 3.6.27. The panel hearing in Barnstaple provided an opportunity to understand the issues for a specific area in more detail. The **Tarka rail line** was noted as an important link into Barnstaple from Exeter and the national rail network. There was a consistent view that there had been significant success in increasing passenger numbers in recent years but that this had to be seen as the stepping stone to meet further potential for growth. There were suggestions for increasing the number of early and late trains between the town and Exeter as well as faster journeys and the improved quality and capacity of rolling stock. Barnstaple rail station was considered to have strong potential as an interchange station for all modes but buses in particular. Its interchange potential, along with its walking and cycling links to the town centre, would be enhanced as part of a comprehensive redevelopment of the Seven Brethren area.
- 3.6.28. Barnstaple was generally regarded as an accessible place for those with disabilities or infirm and was a popular destination for that reason. However Shopmobility's ability to support and meet growing demand from locals and visitors was potentially constrained by physical building and equipment capacity alongside funding constraints, particularly a lack of long term security. Mobility aids were restricted to the town centre by a lack of suitable equipment.
- 3.6.29. The Barnstaple – Bideford corridor was highlighted as a key location for employment growth. Public transport improvements to this route, combined with a Park and Ride at Roundswell, would be essential to deal with the expected parallel increase in population and existing delays on the A39. Traffic management along the route and improvements to the Westleigh junction needed to be part of the corridor approach.
- 3.6.30. There were mixed views on the quality of bus services in the Barnstaple / Bideford area. Some respondents at the panel hearings expressed concern about the quality of the vehicles themselves and the effects of competition between different firms. The quality of waiting facilities, including Barnstaple bus station, could be improved.

4. Summary, Conclusions and Comment – Stage 1 Stakeholder and Public Consultation

4.1. Overall Satisfaction and Priorities

4.1.1. This report summarises the issues and priorities that should inform the third Local Transport Plan for Devon and Torbay. It is based on a number of different public and stakeholder sources that provide a balanced and consistent view within available time and funding resources. Many of the stakeholders represented views of the public as well as those of their organisation.

Satisfaction

4.1.2. Within the limitations of the data the relative satisfaction of Devon residents for highways and transport is high when compared to other similar authorities. Expectation will vary across different areas and between different groups of people.

4.1.3. The investment made in **walking and cycling** over the last two LTPs appears to be reflected in the high satisfaction with these aspects relative to other authorities. The direct feedback from the public and stakeholders, combined with the detailed satisfaction on certain aspects, suggests that this has raised expectations and a desire to see a continued emphasis on walking and cycling.

4.1.4. There are mixed levels of satisfaction with **bus services** in Devon. This is to be expected to some degree given the particularly rural nature of much of the County where it is particularly difficult to meet the public's aspirations for frequency, flexibility and cost. This will require an in depth review of the role of buses in rural areas to ensure that they are being used and delivered in the most effective ways in combination with alternative options such as car sharing and community transport.

4.1.5. General satisfaction with the quality of **highway management** in Devon appears to be good. Along with the majority of authorities around the country the satisfaction levels with the **physical condition of the roads and pavements** was much lower. Further work may be required to establish what levels of investment would be required to meet expectation levels and how this relates to data showing the actual physical condition of roads and pavements.

4.1.6. Overall satisfaction with road safety locally in Devon is relatively high although there is some concern with regard to the **road safety environment**.

4.1.7. The level of satisfaction with **congestion** in Devon is relatively low given the rural nature of much of the county. This could be due in part to expectations of low congestion levels, particularly for those who move to the area from elsewhere. The peaks of traffic associated with tourism will also influence opinions. The overall consultation feedback does however suggest that it is regarded as a proxy for the negative effects of traffic such as safety and

health, not just delays to car drivers. There are still clear concerns that the volume and speed of traffic in many areas lead to negative perceptions of the attractiveness of walking and cycling. Congestion also impacts on the reliability and journey times of buses which will also influence perceptions.

Priorities for Change

- 4.1.8. The first stage of the consultation process gives a strong steer on the priorities both the public and the key stakeholders want to see addressed in the LTP over the next 15 years. In general terms there was a high degree of consistency between the different groups. Care has been taken to interpret the information in the context of the source's scope; some questionnaires for example asked very specific questions.
- 4.1.9. The public appear to place a strong emphasis on safety and health, both in personal terms and the health of the environment around them. The priority given to the economy was perhaps lower than expected given the state of the economy. There was a high degree of consistency between the different age groups taking into account the different interpretation that individuals may have placed on definitions such as quality of life. Stakeholders were not explicitly asked to prioritise the goals but there was a particular concern about the need to develop the tourism economy in Torbay and regeneration of communities such as Bideford and Ilfracombe in northern Devon. Devon and Torbay council members place a particularly high priority on the development of a strong economy.
- 4.1.10. A number of themes have emerged from the first stage of the consultation process – information, maintenance and congestion.

Information and Support

- 4.1.11. Feedback on the need for better information and support came through the consultation in some direct and less direct ways. Several panel hearing participants from the tourism industry and student groups made direct reference to this. There was a clear view that information had to be targeted directly at the relevant group such as tourists and made easily available without having to go out and look for it. There was also a particular request for better information for specific groups such as the disabled.
- 4.1.12. An element of marketing was important too, both in a direct sense through printed and on-line information, and more subtly through signing to encourage people to explore, e.g. whilst walking. Poorly maintained signing and information could be a turn-off. Overall there was a sense that there is a lot of information out there but it is not being channelled in the right way to those who need it or those who the councils and partners want to influence. This was a particular concern from the University Students Guild.
- 4.1.13. The Exeter Cycle Group highlighted the importance of support as well as information. This can take many forms from the provision of cycle training to helping businesses develop travel plans. The group particularly noted the way that the Cycle Exeter project effectively delivered a combination of new and improved infrastructure seamlessly with well targeted support and marketing including direct interventions with schools and employers.

Highway Maintenance

- 4.1.14. There was a lack of consistency between different sources regarding the relative importance of highway maintenance. Satisfaction is consistently low and importance levels are high where respondents are specifically asked about maintenance in surveys. Maintenance is however rarely mentioned where people and organisations are asked about transport priorities without being guided by specific questions. This could be due to assumptions about the role of the LTP being solely concerned with new infrastructure and that funding for maintenance is separate. Council members are clear that maintenance is one of the top issues that their constituents raise as a concern. It is therefore one of their top priorities. The representative from South West Highways was very clear about the critical issues facing the road and pavement networks.
- 4.1.15. The funding demands resulting from an increase in maintenance spending are potentially very significant and could result in funding being withdrawn from other projects or services. Clear service standards based on public opinion and data will be required to determine the gap between existing conditions and those needed in the future.

Congestion

- 4.1.16. The term 'congestion' is used frequently in the media and surveys. Satisfaction with congestion levels is low when people are specifically asked about it in surveys. There were very few specific references of the need to reduce congestion through the consultation process with the significant exception of the problems accessing Torbay through Kingskerswell and some limited support for specific bypasses. The term is traditionally taken to mean delays to vehicles travelling on roads including buses. There is no standard definition of congestion and therefore the same level of delay may be regarded as congestion by one person and not another. Discussions with visitors to exhibitions suggest that these perceptions vary quite considerably between different areas.
- 4.1.17. The evidence from the consultation suggests that people in Devon and Torbay are as, or more, concerned about the impacts of congestion and associated traffic as they are with the specific delays (again with the exception of Kingskerswell). In particular there were many concerns expressed about the perceived impact of traffic on the safety and attractiveness of walking and cycling in their area. Perceived traffic speeds were a regular concern. The priority given to bus punctuality is also likely to have been a proxy for congestion as a whole.
- 4.1.18. In summary the opportunity cost of investment to increase road capacity, including that funded by developers, will need to be carefully assessed. This is particularly the case where the funding streams could be used for investment in the alternatives noted above. The Evidence Base within the LTP3 technical document will provide important information on the extent to which journey time delays occur for limited periods or large parts of the day. The Kingskerswell Bypass is a bid for separate major scheme funding which has already been submitted and is under consideration by the Department for Transport.