

East Devon Local Plan 2020 to 2042

Promoting Sustainable transport modes Background evidence



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1. Introduction

- 1.1 The purpose of this report is to provide evidence to inform Local Plan policies on promoting ‘sustainable transport modes’, defined as *“any efficient, safe and accessible means of transport with overall low impact on the environment, including walking and cycling, ultra-low and zero emission vehicles, car sharing and public transport”*.¹
- 1.2 Promoting sustainable transport has multiple benefits including lower carbon dioxide emissions, less congestion, better air quality, less noise, improved public health through physical activity, and greater social inclusion (particularly for those without access to a car which can include young people, older people, those with disabilities, low-income households).
- 1.3 The report considers the following issues:
 - Sustainable transport modes
 - Protecting transport sites and routes
 - Travel Plans, Transport Statements and Transport Assessments
 - Parking standards.
- 1.4 Each section begins by highlighting the policy/guidance background, along with local context relevant to the particular issue. Following this scene setting, the report recommends how these issues should be addressed in Local Plan policies.

¹ [National Planning Policy Framework \(publishing.service.gov.uk\)](https://publishing.service.gov.uk) Annex 2: Glossary, MHCLG 2023.

2. Sustainable transport modes

National Policy and guidance context

- 2.1 The National Planning Policy Framework (NPPF) contains an objective to identify and pursue opportunities to promote walking, cycling and public transport use.² Significant development should be focussed on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes; whilst recognising that opportunities to maximise sustainable travel will vary between urban and rural areas.³ This implies that few sustainable travel options are likely to be available in rural areas, compared to urban areas. Planning policies should support development that makes efficient use of land, taking into account the scope to promote sustainable travel modes that limit future car use.⁴
- 2.2 In assessing sites to allocate or planning applications, appropriate opportunities to promote sustainable transport modes should be taken up, given the type of development and its location.⁵ Applications should give priority first to pedestrians and cyclists, and second to high quality public transport; creating safe places that minimise the scope for conflicts between pedestrians, cyclists and vehicles.⁶ All transport modes should address the needs of people with disabilities and reduced mobility.⁷
- 2.3 Transport planning should move away from predicting future demand to provide capacity ('predict and provide'), to planning that sets an outcome communities want to achieve and provides that transport solutions to deliver those outcomes ('vision and validate'), using innovative sustainable transport policies.⁸
- 2.4 The need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles should be taken into account if setting parking standards.⁹ Since 2021, Building Regulations require the provision of electric vehicle charge points in new residential and non-residential development, subject to certain caveats.¹⁰
- 2.5 The design of new development is an important factor in promoting walking, cycling and public transport, and planning policies should provide for attractive and well-designed walking and cycling networks.¹¹ The National Design Guide (NDG) contains ten characteristics on achieving well-designed places, including a connected network of routes for all modes of transport (M1), and active travel (M2) where priority is given to pedestrian and cycle movements, subject to location and the potential to create connections.¹²
- 2.6 The NDG highlights that a compact and walkable neighbourhood with a mix of uses and facilities reduces demand for energy and supports health and well-being, with 'walkable' described as local facilities being within no more than a 10-minute walk (800m radius). The supporting National Model Design Code includes the aim that

² [National Planning Policy Framework \(publishing.service.gov.uk\)](https://www.gov.uk/publishing.service.gov.uk) paragraph 108c, DLUHC, 2023.

³ [National Planning Policy Framework \(publishing.service.gov.uk\)](https://www.gov.uk/publishing.service.gov.uk) paragraph 109, DLUHC, 2023.

⁴ [National Planning Policy Framework \(publishing.service.gov.uk\)](https://www.gov.uk/publishing.service.gov.uk) paragraph 128c, DLUHC, 2023.

⁵ [National Planning Policy Framework \(publishing.service.gov.uk\)](https://www.gov.uk/publishing.service.gov.uk) paragraph 114a, DLUHC, 2023.

⁶ [National Planning Policy Framework \(publishing.service.gov.uk\)](https://www.gov.uk/publishing.service.gov.uk) paragraph 116a, DLUHC, 2023.

⁷ [National Planning Policy Framework \(publishing.service.gov.uk\)](https://www.gov.uk/publishing.service.gov.uk) paragraph 116b, DLUHC, 2023.

⁸ [Decarbonising Transport – A Better, Greener Britain \(publishing.service.gov.uk\)](https://www.gov.uk/publishing.service.gov.uk) DfT, 2021.

⁹ [National Planning Policy Framework \(publishing.service.gov.uk\)](https://www.gov.uk/publishing.service.gov.uk) paragraph 111e, DLUHC, 2023.

¹⁰ [Infrastructure for charging electric vehicles: Approved Document S - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/100000/infrastructure-for-charging-electric-vehicles-approved-document-s-gov-uk-2021.pdf)

¹¹ [National Planning Policy Framework \(publishing.service.gov.uk\)](https://www.gov.uk/publishing.service.gov.uk) paragraph 110d, DLUHC, 2023.

¹² [National design guide - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/100000/national-design-guide-2021.pdf) MHCLG, 2021.

walking and cycling should be the first choice for short local journeys, particularly those of five miles or less.¹³ Cycling and walking technical guidance states walking distances travelled are typically up to 2km,¹⁴ whilst the Government target for 'short journeys in towns and cities' refers to trips of less than five miles.¹⁵ Other guidance notes that 80% of journeys in Britain less than a mile are made on foot; and most people will only walk if their destination is less than a mile away.¹⁶ Statistics shows that the average walking trip length in the South West is 0.7 miles, slightly lower than England (excluding London) which is 0.8 miles. Cycle trip lengths are an average 2.9 miles.¹⁷ Nevertheless, distance is just one of several factors to consider – others include topography, surveillance, directness, attractiveness of the environment, and the intended destination.

2.7 With regards to the intended destination, Government guidance states that generally people are prepared to walk further to a train station than to a bus stop.¹⁸ This is reflected in empirical evidence that recommended walking distances of 800m to a bus stop, 1,610m to a train station, and 1,950m as the main mode of travel.¹⁹

2.8 Since 2020, the Government has published a range of other policy/guidance on sustainable transport modes, including:

- **Gear Change – A bold vision for cycling and walking**²⁰ sets out how a step-change in cycling and walking will be achieved, across four themes relating to better streets for cycling and people; cycling at the heart of decision-making; empowering and encouraging Local Authorities; and enabling people to cycle and protecting them when they do.
- **Cycle Infrastructure Design – Local Transport Note 1/20**²¹ (LTN 1/20) provides detailed guidance and good practice on the design of cycle infrastructure.
- **The second cycling and walking investment strategy**²² aims to make walking, wheeling²³ and cycling the natural choices for shorter journeys, or as part of a longer journey by 2040. The vision is for 50% of all journeys in towns and cities to be cycled or walked by 2030.
- **Decarbonising Transport – A Better, Greener Britain**²⁴ includes a series of commitments to decarbonise transport, such as delivering a world class walking and cycling network in England by 2040; improving rail journey connectivity with walking, cycling and other transport modes; ending the sale of new petrol and diesel cars and van by 2030; ensuring electric charging infrastructure meets demand; and supporting e-bikes and car clubs.

¹³ [National Model Design Code - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/101111/national-model-design-code-part-2-guidance-notes.pdf) Part 2 Guidance Notes, MHCLG, 2021.

¹⁴ [Local cycling and walking infrastructure plans technical guidance \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/641111/local-cycling-and-walking-infrastructure-plans-technical-guidance.pdf), DfT, 2017.

¹⁵ [The second cycling and walking investment strategy \(CWIS2\) - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/101111/the-second-cycling-and-walking-investment-strategy-cwis2.pdf) DfT, 2022.

¹⁶ [Planning for Walking](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/641111/planning-for-walking.pdf) (CIHT, 2015).

¹⁷ [National Travel Survey report 2023](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/101111/national-travel-survey-report-2023.pdf), NTS9910a: Average trip length by main mode and region of residence (miles): England, 2002 onwards.

¹⁸ [National Model Design Code – Part 2 Guidance Notes](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/101111/national-model-design-code-part-2-guidance-notes.pdf) (MHCLG, June 2021).

¹⁹ 85th percentile, UK excluding London. [How far do people walk?](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/641111/how-far-do-people-walk.pdf) (WYG, 2015).

²⁰ [Gear change: a bold vision for cycling and walking \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/641111/gear-change-a-bold-vision-for-cycling-and-walking.pdf) DfT, 2020.

²¹ [Cycle Infrastructure Design \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/641111/cycle-infrastructure-design.pdf) Local Transport Note 1/20, DfT, 2020.

²² [The second cycling and walking investment strategy \(CWIS2\) - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/101111/the-second-cycling-and-walking-investment-strategy-cwis2.pdf) DfT, 2022.

²³ Wheeling includes people who use wheelchairs and mobility scooters who may not identify with walking.

²⁴ [Decarbonising Transport – A Better, Greener Britain \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/101111/decarbonising-transport-a-better-greener-britain.pdf) DfT, 2021.

- **Strategic road network and the delivery of sustainable development**²⁵ sets policy for the strategic road network (which in East Devon comprises the M5, the A30/A303 and the A35), stating new development should reduce the need to travel by private car and be focussed on locations that are or can be made sustainable. High-powered electric vehicle chargepoints should be delivered across the strategic road network. It supports the principles of Manual for Streets,²⁶ the NDG, and LTN 1/20.
- **Bus Back Better**²⁷ is the national strategy for buses with a central aim to get more people travelling by bus by making them more frequent, more reliable, easier to understand and use, better co-ordinated and cheaper.
- **Net Zero Strategy: Build Back Greener**²⁸ set's out the Government's plan for net zero carbon emissions in the UK by 2050, including a commitment for greener, faster and more efficient transport in cities and towns, with an increase share of journeys taken by public transport, walking and cycling.

2.9 The key message of these national policy/guidance documents is that walking, wheeling, cycling and public transport should be natural choices for shorter journeys, or as part of a longer journey. The Government has committed to ensuring the UK's charging infrastructure network meets the demands of its users, particularly given its objective to end to the sale of new petrol and diesel cars and van by 2030.

20-minute neighbourhoods

2.10 The promotion of walking, cycling and public transport is a key element of "20-minute neighbourhoods" – a concept that has been gaining momentum for several years and grew as the COVID-19 pandemic meant people spent more time in their local area through working at home, visiting open space, and walking and cycling in general. 20-minute neighbourhoods are places where most of people's daily needs can be met a short distance from home (see figure 2.1 below). Several guidance documents explore the concept of 20-minute neighbourhoods, outlining their features, benefits, good practice examples, and delivery.²⁹

Figure 2.1: Features of a 20-minute neighbourhood

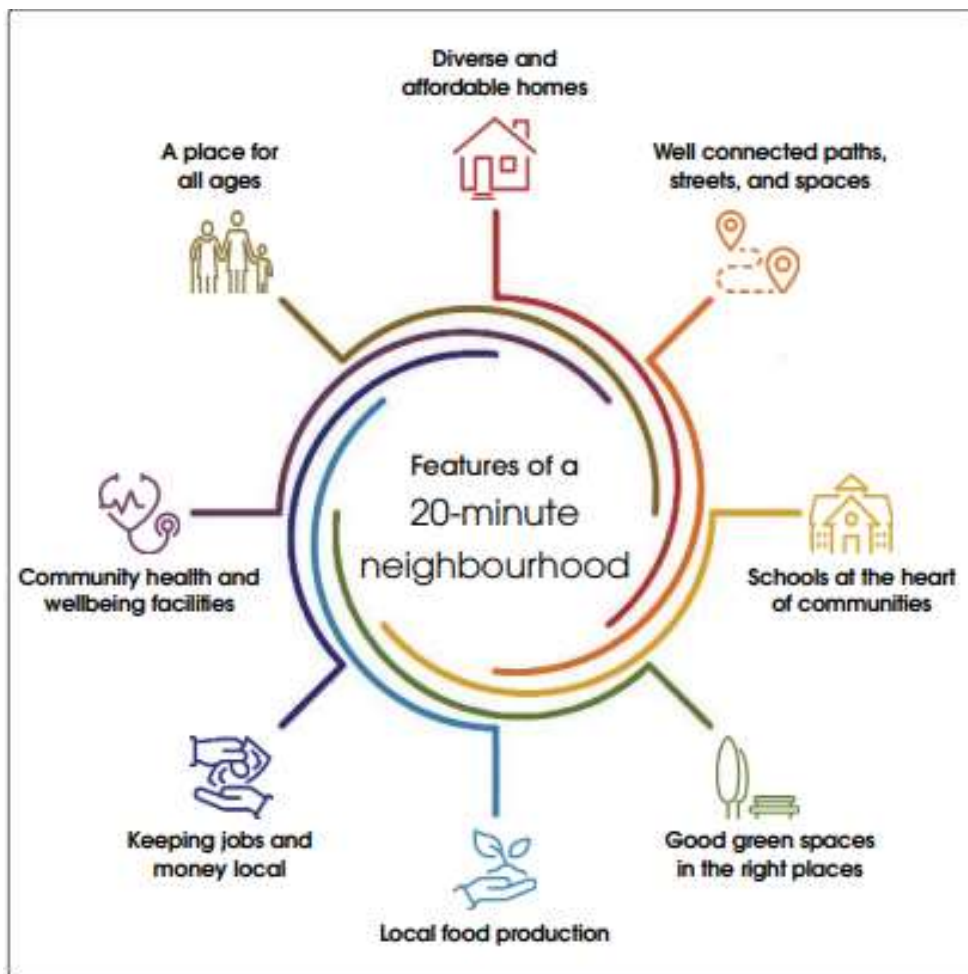
²⁵ [Strategic road network and the delivery of sustainable development - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/strategic-road-network-and-the-delivery-of-sustainable-development) National Highways, 2022.

²⁶ [Manual for the Streets \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/114241/manual-for-the-streets.pdf), published in 2007, changed the approach to the design of residential streets to ensure good design and give a higher priority to pedestrians and cyclists.

²⁷ [Bus Back Better \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/114241/bus-back-better.pdf) DfT, 2021.

²⁸ [net-zero-strategy-beis.pdf \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/114241/net-zero-strategy-beis.pdf) HM Government, 2021.

²⁹ For example: [The 20-Minute Neighbourhood - Town and Country Planning Association \(tcpa.org.uk\)](https://www.tcpa.org.uk/) TCPA, 2021; [20-Minute Neighbourhoods for Scotland \(lichfields.uk\)](https://www.lichfields.uk/) Lichfields, 2022; [What is a 20-minute neighbourhood? - Sustrans.org.uk](https://www.sustrans.org.uk/) Sustrans, 2020; [20 Minute Neighbourhoods in the Highlands and Islands - nick wright planning](https://www.nickwrightplanning.com/) 2022.



2.11 The potential to apply 20-minute neighbourhoods varies between rural and urban areas, which is pertinent to East Devon given much of the district is classed as rural. The greater population and higher density in urban areas mean they can support a greater range of community facilities, jobs, and sustainable travel options. Rural communities can suffer from poorer digital communications coverage (although this is improving), inferior public transport provision, fewer job opportunities and community facilities, as well as lack of housing affordability. Guidance³⁰ suggests two emerging approaches to delivering 20-minute neighbourhoods in rural areas:

- For areas with market towns – ensure the market town itself becomes a 20-minute neighbourhood, so that people from nearby villages benefit from this after they have travelled to the town;
- For areas with small villages – create a network of villages that collectively provide what most people need for their daily lives, joined by active travel arrangements (noting that substantial investment may be required to achieve this).

2.12 Most definitions of 20-minute neighbourhoods make clear that the 20-minute journey represents an 800m walk from home to a destination, and back again (10 minutes

³⁰ [The 20-Minute Neighbourhood - Town and Country Planning Association \(tcpa.org.uk\)](https://www.tcpa.org.uk) Section 4.3, TCPA, 2021.

each way).³¹ However, 20-minute neighbourhoods have also been defined more broadly to include journeys by walking, cycling, public transport, and electric car.³²

- 2.13 Whilst the NPPF does not specifically refer to the concept,³³ several aspects of the NPPF can justify the creation of 20-minute neighbourhoods when preparing local plans, particularly in reflecting housing need (paragraph 63, 64), supporting economic growth (85), retaining and developing local services and facilities (88d, 97a, 97c), supporting mixed-use developments with easy pedestrian and cycle connections (96a, 96c, 97e, 110a), and creating places that are safe, inclusive and accessible (135f).³⁴ The previous Government promotes the principles of 20-minute neighbourhoods as part of a commitment to embed transport decarbonisation in spatial planning.³⁵

Local Policy context

- 2.14 Although now somewhat dated, the Local Transport Plan 3 – Devon and Torbay Strategy 2011-2026³⁶ includes objectives to provide safe, sustainable and low carbon transport choices, and strengthen and improve the public transport network. Consultation on the draft Devon and Torbay Local Transport Plan 4³⁷ includes a vision that *“Transport will facilitate sustainable growth and support reaching net zero carbon by 2050 at the latest. Well-integrated, accessible and inclusive transport will improve travel choice and benefit the health and wellbeing of everyone.”* This is supported by six objectives: Decarbonisation; Reliable and resilient; Easier travel; Unlock development; Greater places for people; The place to be naturally active.
- 2.15 The Devon Climate Declaration, prepared as part of declaring a climate emergency, includes travelling less and using improved walking, cycling and public transport infrastructure more often, and using electric and hydrogen-powered vehicles.³⁸ To reduce greenhouse gas emissions, the Devon Carbon Plan³⁹ supports the following hierarchy of actions:
- i. reduce the need to travel;
 - ii. shift to sustainable transport options; and
 - iii. use technology to reduce emissions from vehicles.
- 2.16 More detailed actions follow on from these – those relevant to local plan policies include develop Local Cycling and Walking Infrastructure Plans (T6); where possible, design pavements and junctions to prioritise pedestrians and cyclists (T9); reallocate road capacity to sustainable modes (T11); local plans to ensure new developments are designed with filtered permeability to promote sustainable travel (T12); and local plans to safeguard existing rail-freight infrastructure (T40).

³¹ [The 20-Minute Neighbourhood - Town and Country Planning Association \(tcpa.org.uk\)](https://www.tcpa.org.uk) TCPA, 2021; [20-Minute Neighbourhoods for Scotland \(lichfields.uk\)](https://www.lichfields.uk) Lichfields, 2022; [What is a 20-minute neighbourhood? - Sustrans.org.uk](https://www.sustrans.org.uk) Sustrans, 2020.

³² [20 Minute Neighbourhoods in the Highlands and Islands - nick wright planning](https://www.nickwrightplanning.com) 2022.

³³ For information, [Scotland National Planning Framework 4](https://www.gov.uk/government/policies/20-minute-neighbourhoods) includes a policy (15) supporting 20-minute neighbourhoods.

³⁴ [National Planning Policy Framework \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/118111/national-planning-policy-framework-december-2023.pdf) MHCLG, December 2023.

³⁵ Decarbonising Transport – A Better, Greener Britain; Department for Transport, 2021: [Transport decarbonisation plan - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/100000/transport-decarbonisation-plan-gov-uk-2021.pdf)

³⁶ [Devon and Torbay Local Transport Plan 3, 2011-2026 - Roads and transport](https://www.devon.gov.uk/transport/roads-and-transport) , Devon County Council and Torbay Council, April 2011.

³⁷ [Devon and Torbay Local Transport Plan 4 - Have Your Say](https://www.devon.gov.uk/transport/local-transport-plan-4)

³⁸ [Devon Climate Declaration – Devon Climate Emergency](https://www.devon.gov.uk/transport/devon-climate-declaration)

³⁹ [Devon Carbon Plan – Devon Climate Emergency](https://www.devon.gov.uk/transport/devon-carbon-plan)

2.17 As the local highways authority, Devon County Council has published several policy documents on promoting walking, cycling and public transport. The Cycling and Multi-use Trail Network Strategy⁴⁰ contains the following three aims, with identified projects in East Devon:

- i. Showcase Exeter, Newton Abbot and Barnstaple as premier cycling towns – cycle schemes for Cranbrook to City Centre and Miller’s Crossing (E3) and Cranbrook to Exeter University (E4);
- ii. Invest in Devon’s leisure routes and trails – Seaton to Colyton (Stop Line Way), Feniton to Sidmouth;
- iii. Influence the planning process to enable delivery of cycle aspirations in market and coastal towns.

2.18 Devon’s Transport Infrastructure Plan⁴¹ includes the following projects relating to walking, cycling and public transport in East Devon:

- E4 Strategic Cycle Routes connecting major growth areas with Exeter (code E2).
- New park and change on B3181, Pinhoe (code E3)
- Clyst Valley Way linking Exe Estuary to Killerton (code E12)
- Cranbrook Cycle Link linking Cranbrook to Exeter (code E13)
- A3052 new park and ride site (code E16)
- Cranbrook to Exeter city centre bus priority, including signal upgrades, bus lanes and bus only access (code E24)
- Extension of platforms along the Avocet railway line (code ED2)
- Whimble/Cranbrook railway passing loop for strategic connectivity.

2.19 Several measures in the Exeter Transport Strategy⁴² are relevant to promoting sustainable travel in East Devon:

- At least half hourly frequency on rail lines into Exeter
- Provide 15 minute frequency on key inter-urban routes into Exeter, including Cranbrook
- New strategic walking and cycle trails connecting surrounding towns into existing Exe Estuary Trail and Exeter cycle network
- Provide electric shared mobility and electric vehicle charging facilities at main transport hubs and Park and Ride sites
- Improve access to Exeter Airport by sustainable modes
- Park and Ride/Change serving B3181 to Broadclyst⁴³

⁴⁰ [Multi-Use Trails - Roads and transport \(devon.gov.uk\)](https://www.devon.gov.uk) Devon County Council, April 2015.

⁴¹ Devon Transport Infrastructure Plan, Devon County Council, March 2020: [Transport planning - Roads and transport \(devon.gov.uk\)](https://www.devon.gov.uk)

⁴² [Exeter Transport Strategy 2020-2030 & InnovaSUMP - Roads and transport \(devon.gov.uk\)](https://www.devon.gov.uk) Devon County Council, November 2020.

⁴³ Further detail on this project is in [Pinhoe area access strategy 2019 addendum - Roads and transport \(devon.gov.uk\)](https://www.devon.gov.uk), Devon County Council, 2019.

- Green Lanes supporting active travel from villages on the edge of Exeter
 - Refine and optimise bus routes with enhanced bus priority at major junction at Clyst St Mary
 - Expansion of car clubs, bike hire schemes and support new development policy requirement in Exeter and adjacent districts.
- 2.20 The Clyst Valley Regional Park Masterplan includes the Clyst Valley Trail (referred to as Clyst Valley Way in Devon’s Transport Infrastructure Plan), a proposed commuting and recreational trail for walkers, cyclists and mobility scooters linking Killerton House with the Exe Estuary Trail.⁴⁴
- 2.21 The draft Devon Countywide Local Cycling and Walking Infrastructure Plan⁴⁵ (LCWIP) contains 10 routes, three of which are entirely within East Devon:
- Route 8: Otter Trail
 - Route 9: Sidbury to Sidford
 - Route 10: Beer to Axminster and Uplyme
- 2.22 One other route is partly within East Devon – Route 6: Boniface Trail enters the western edge of the district. The only route in the Countywide LCWIP that is a short-term priority is Sidbury to Sidford, which has also been consulted on separately.⁴⁶
- 2.23 Another LCWIP in East Devon is under preparation. The draft Clyst Valley and New Communities Local Cycling and Walking Infrastructure Plan⁴⁷ (LCWIP) includes four groups of cycle route improvements:
- i. Clyst Valley Trail
 - ii. Killerton and Broadclyst
 - iii. Cranbrook
 - iv. Local Plan new settlement options
- 2.24 In addition, an important walking route was identified from Westclyst to Broadclyst, which would benefit from some focussed improvements.

Public transport

- 2.25 Devon’s Bus Service Improvement Plan⁴⁸ (BSIP) aims to grow bus patronage, facilitate a positive step change in bus provision, create a bus network that meets the needs of all users, regularly consult bus users, ensure high quality bus service information, and ensure the bus is considered equally alongside other transport modes. The BSIP proposes several bus service improvements in East Devon, with increased frequency from Exeter to Exeter Airport, and also to the mains towns of Cranbrook, Sidmouth, Honiton, Axminster, and Exmouth. Better bus services to existing rail links are also proposed.

⁴⁴ [cvrp-masterplan.pdf \(eastdevon.gov.uk\)](#) East Devon District Council, 2021.

⁴⁵ [Countywide Local Cycling and Walking Infrastructure Plan \(LCWIP\) - Have Your Say \(devon.gov.uk\)](#)

⁴⁶ [Sidbury to Sidford Cycle Route - Have Your Say \(devon.gov.uk\)](#)

⁴⁷ [Clyst Valley and New Communities Local Cycling and Walking Infrastructure Plan - Have Your Say \(devon.gov.uk\)](#)

⁴⁸ Bus Services Improvement Plan, Devon County Council, June 2024 [Bus Services Improvement Plan - Schemes - Roads and transport \(devon.gov.uk\)](#)

2.26 Network Rail's West of England Line Study 2020⁴⁹ presents some potential investment choices on the train line from London Waterloo to Exeter St David's to improve performance, accommodate growth and improve journey times. It includes three projects in East Devon:

- A new passing loop in the Whimble/Cranbrook area (package 1a)
- Extension of the Honiton passing loop (package 1a)
- Extension of the Axminster passing loop (package 2)

2.27 The Whimble/Cranbrook and Honiton passing loops (package 1a) will benefit performance and resilience, enable two trains per hour to most stations between Exeter St David's and Axminster, and deliver incremental journey time improvements. The Axminster extension loop (package 2) will improve diversionary capability and result in small improvements in performance and resilience.

Local travel patterns

Overview

2.28 East Devon is a largely rural district and travel patterns generally reflect this, with relatively low levels of walking, cycling and public transport to work;⁵⁰ and higher levels of car ownership than the national average.⁵¹ Nearly two thirds of people in East Devon drive to work, compared to 11% walking and 2% cycling.⁵²

2.29 The relatively high car use is partly due to the rural nature of much of the East Devon, where access to jobs, services and community facilities can be some distance away (particularly for those in more rural areas). This is borne out by national statistics which show people living in rural areas in England made more trips and travelled further than those living in urban areas,⁵³ and made fewer walking trips and more car trips than the overall average.⁵⁴ There are faster journey times to key services if travelling by car relative to other modes in rural areas, compared to urban areas.⁵⁵ For example, walking and cycling journeys to key services are more than twice as long in East Devon compared with Exeter, an adjoining local authority but far more urban in character.⁵⁶

⁴⁹ [West of England Study - Continuous Strategic Strategic Planning \(windows.net\)](#) Network Rail, 2020.

⁵⁰ 3.7% of adults walk or cycle to work in East Devon, compared to a Devon average of 5%; 2% get the train, and 3% get the bus to work in East Devon; Census 2011. Census 2021 figures, although more up-to-date, are not quoted as this was when Covid-19 travel restrictions were in place which would have skewed the results.

⁵¹ Just 14% of households in East Devon do not own a car, compared to a national average of 24%; Census 2021.

⁵² 58% drive a car, 5% are a car passenger, Method of travel to work, Census 2011.

⁵³ [National Travel Survey 2021: Travel by region and rural and urban classification of residence - GOV.UK \(www.gov.uk\)](#), Chart 35.

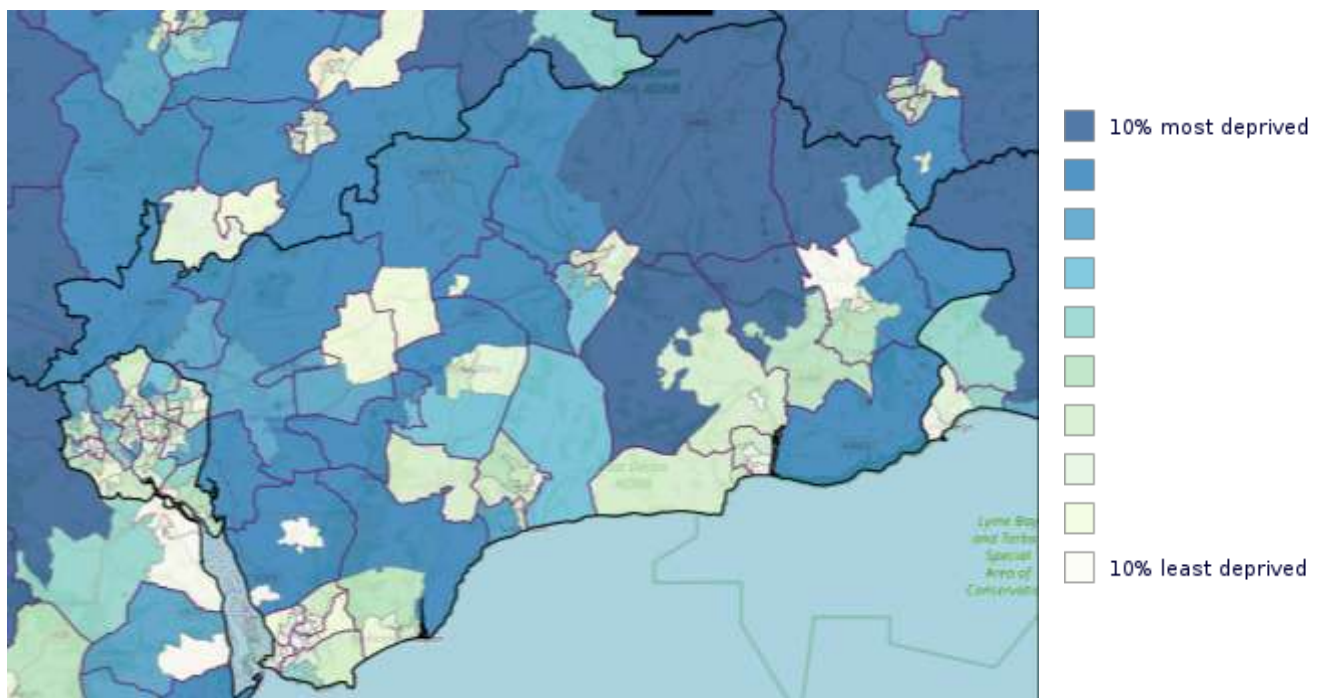
⁵⁴ [National Travel Survey 2021: Travel by region and rural and urban classification of residence - GOV.UK \(www.gov.uk\)](#), Chart 37.

⁵⁵ In urban areas, the average minimum travel time to all key services ranges from 9 minutes by car, to 22 minutes by walking; the difference is much more pronounced in rural areas, ranging from 14 minutes by car to 55 minutes by walking. [Journey time statistics](#), England, 2019.

⁵⁶ Average minimum travel time to reach the nearest key services by mode of travel, Local Authority, England, 2019, Table JTS0104: [Journey time statistics: data tables \(JTS\) - GOV.UK \(www.gov.uk\)](#)

- 2.30 Nevertheless, figures show that 43% of journeys in the south west are under 2 miles, with 20% of journeys under 1 mile⁵⁷ – these shorter journeys offer the greatest potential for people to get out of their car and walk or cycle instead.
- 2.31 The most common purpose for making a trip in the south west is “shopping” (111), followed by “other including just walk” (104), and “commuting” (97).⁵⁸ Interestingly, the total number of trips made per person per year in the south west has fallen by 35% since 2002 (from 1,124 trips to 726).⁵⁹
- 2.32 Although the main settlements have relatively good access to services, large parts of East Devon have poor access to local services, particularly in eastern parts of the district as shown by the darker colours in the following map (figure 2.2).

Figure 2.2: Access to Housing and Services (East Devon district outlined in black)⁶⁰



Public transport

- 2.33 Bus patronage in Devon is far higher than the train, with around 23 million bus passengers in 2019/20, compare to around 6 million people using the train.⁶¹ However, bus patronage in Devon reduced by around 10% over the period 2011/12 to 2018/19 (the last year for which data is unaffected by the COVID-19 pandemic).⁶²

⁵⁷ <https://www.gov.uk/government/statistical-data-sets/nts99-travel-by-region-and-area-type-of-residence#trip-length> National Travel Survey 2021, Table NTS9911.

⁵⁸ [Region and Rural-Urban Classification - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistical-data-sets/nts99-travel-by-region-and-area-type-of-residence#trip-length) National Travel Survey 2021, Table NTS9906.

⁵⁹ [Region and Rural-Urban Classification - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistical-data-sets/nts99-travel-by-region-and-area-type-of-residence#trip-length) National Travel Survey 2021, Table NTS9903.

⁶⁰ Barriers to Housing & Services Domain, English Indices of Multiple Deprivation 2019: <https://www.gov.uk/government/statistics/english-indices-of-deprivation-2019>

⁶¹ Devon’s Bus Service Improvement Plan, Devon County Council, October 2021: [Transport planning - Roads and transport \(devon.gov.uk\)](https://www.devon.gov.uk/transport-planning-roads-and-transport)

⁶² Devon’s Bus Service Improvement Plan, Devon County Council, October 2021: [Transport planning - Roads and transport \(devon.gov.uk\)](https://www.devon.gov.uk/transport-planning-roads-and-transport)

Passenger numbers have shown a steady recovery following the pandemic, and it is anticipated this growth trend will continue.⁶³

2.34 The scale and frequency of the bus network can be seen on the [Travel Devon](#) website – an extract showing bus routes in East Devon is shown below (figure 2.3). The main settlements have relatively frequent bus services, including several hourly or greater routes that link to Exeter. There are also intra-town bus services that serve Exmouth, Honiton, Seaton and Ottery St Mary. The more rural northern and eastern parts of the district have a limited service.

Figure 2.3: Bus routes and Train lines in East Devon⁶⁴

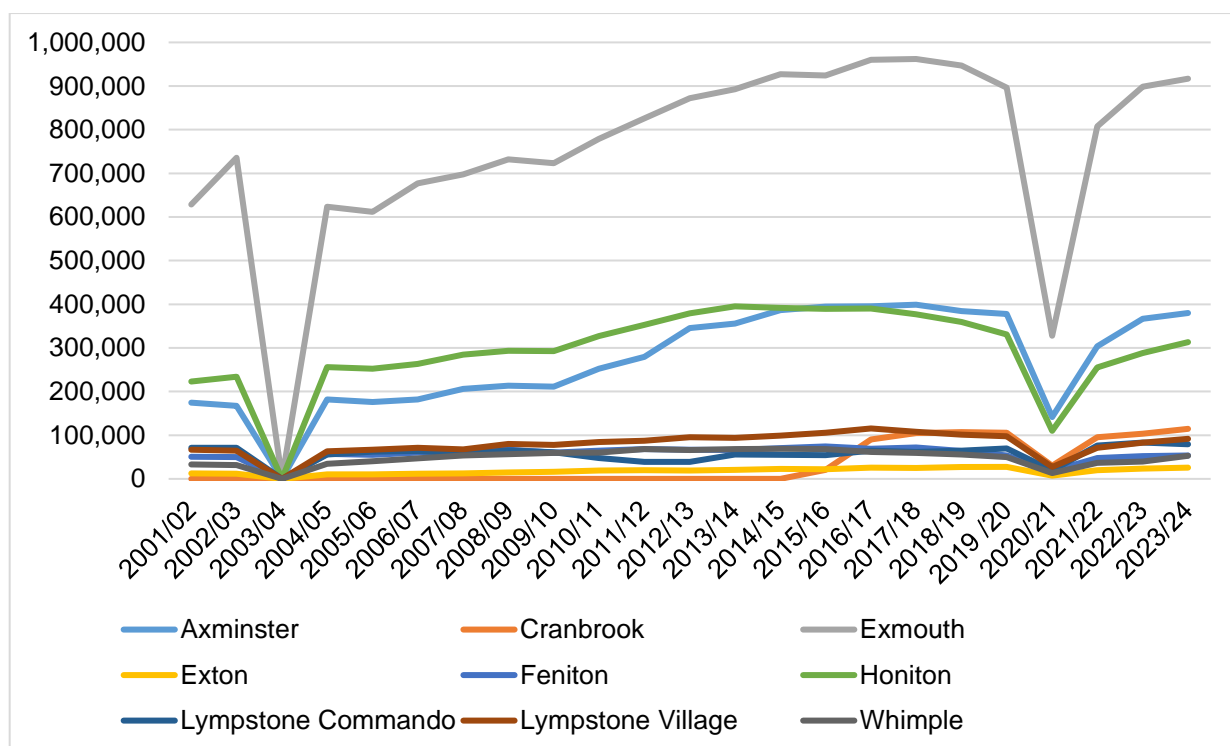


⁶³ Bus Services Improvement Plan, Devon County Council, June 2024 [Bus Services Improvement Plan - Schemes - Roads and transport \(devon.gov.uk\)](#)

⁶⁴ Map extract taken from [Devon Public Transport Map \(cartogold.co.uk\)](#) . Accessed September 2024.

2.35 East Devon has a large number of train stations for its size (nine in total), shown on the map above. There are two railway lines – the Exeter to London Waterloo line running east to west through the district, and the Avocet line from Exeter along the eastern side of the Exe Estuary where it terminates at Exmouth. Train passengers at stations in East Devon increased significantly over since the beginning of the millennium, from 1.2m passengers in 2001/02 to 2m 2023/24. There was a notable fall in passengers during the COVID-19 pandemic, but numbers have now almost recovered to a pre-pandemic level. Passengers at Axminster and Exton more than doubled over the period 2001/02 to 2023/24, with considerable growth at all other stations, and smaller increases at Feniton and Lympstone Commando.⁶⁵

Figure 2.4: East Devon train station usage 2001/02 to 2023/24⁶⁶



2.36 As the graph above (figure 2.4) shows, Exmouth is by far the most popular train station in East Devon with just over 900,000 passengers in 2023/24, followed by Axminster (around 380,000) and Honiton (314,000). Cranbrook is the only other station with greater than 100,000 passengers, with the others ranging from 91,000 (Lympstone) to 26,000 (Exton).

Walking and cycling

2.37 Two long distance cycle trails pass through East Devon, offering signed paths and routes for walking, cycling, wheeling and exploring outdoors. National Cycle Network (NCN) Route 2 runs along the southern coast to Exmouth where it then comprises the largely off-road Exe Estuary Trail to Exeter. Indeed, the Exe Estuary Trail (eastern side) has the highest number of recorded cyclists (on locations with main cycle

⁶⁵ [Estimates of station usage | ORR Data Portal](#) Office of Rail and Road.

⁶⁶ Table 1415: Time series of passenger entries, exits and interchanges by station, [Estimates of station usage | ORR Data Portal](#) Office of Rail and Road.

counters) outside of Exeter – usage here has been growing at 10% per year, indicating that high-quality cycle infrastructure results in significant cycle growth and usage.⁶⁷

2.38 NCN Route 33 (also known as the ‘Stop Line Way’) enters the district north of Axminster, then links up with the NCN Route 2 between Axminster and Colyton. Small, currently isolated, sections of the NCN can be found from Bowd (north of Sidmouth) to Tipton St John, and in Ottery St Mary (both NCN Route 248).⁶⁸

Bicycle and car sharing schemes

2.39 Sharing schemes for bicycles and cars have become an important part of sustainable travel provision in recent years – indeed, car sharing now falls within the Government’s definition of “sustainable transport modes”.

Local Plan Policy recommendations

2.40 Based upon the policy context and travel evidence, it is recommended that the Local Plan contains the following points to ensure new development promotes walking, wheeling, cycling and public transport:

- The spatial strategy should focus significant development on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes.
- Reflect the Government aim for 50% of short journeys in towns (and cities) to be walked or cycled by 2030.
- New development should prioritise travel by walking, cycling and public transport, whilst recognising that use of the private car (preferably through ultra-low and zero emission vehicles and car sharing) is likely to be necessary in rural areas.
- Refer to the features of “20-minute neighbourhoods” to reduce the need to travel and encourage sustainable travel, in supporting text. There is a lack of justification to require this concept within a policy due to the wide range of issues that it covers, and the largely rural nature of East Devon. Nevertheless, the Local Plan spatial strategy and other policies contribute towards delivering the features of “20-minute neighbourhoods”.⁰
- Ensure walking, wheeling, cycling and public transport are the natural first choice for short local journeys, or as part of a longer journey.
- Prioritise walking, wheeling and cycling links in new development – such links should be coherent, direct, safe, comfortable and attractive.
- Facilitate access to high quality public transport through the location and layout of new development, and enhancing services through:
 - Provision of new bus stops, or providing convenient access to existing bus stops
 - Contributions to existing or new bus services
 - bus priority measures (such as bus lanes, traffic signal priority, bus gates, and clear signage), particularly on busy roads and junctions

⁶⁷ Exeter Transport Strategy – Transport Empirical Data Report, Table 9, DCC, 2019: [Evidence - Greater Exeter Strategic Plan \(gesp.org.uk\)](#)

⁶⁸ See [The National Cycle Network - Sustrans.org.uk](#) for further detail.

- appropriate contributions to improve rail infrastructure
- Support sustainable travel 'mobility hubs' at key locations such as train stations, bus stations/stops and at Park and Ride sites – these hubs will include secure cycle storage, bicycle hire, electric vehicle charging facilities (car and bike), car sharing spaces, and bus stop(s).

3. Protecting and providing for transport sites and routes

National Policy context

- 3.1 National policy states that *“planning policies should identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice and realise opportunities for large scale development.”*⁶⁹
- 3.2 Similarly, *“planning policies should provide for any large scale transport facilities that need to be located in the area, and the infrastructure and wider development required to support their operation, expansion and contribution to the wider economy.”*⁷⁰ Large scale transport facilities that could be delivered in East Devon (of the examples given in the NPPF) are interchanges for rail freight, public transport projects and roadside services. With regards to roadside services, Government policy states the primary function of roadside facilities is to support the safety and welfare of road users. Such facilities should sympathetic to the character of the site and its surrounding area, and create a safe, inclusive and accessible environment.⁷¹

Assessment of Transport sites and routes in Policy documents

- 3.3 As highlighted in section 2 of this report, several local policy documents include proposals for transport sites and routes for walking, cycling and public transport. The following table (figure 3.1) sets out transport sites and routes identified in local policy documents, with an assessment as to whether it would be consistent with the NPPF to protect these sites and routes in the East Devon Local Plan, or whether there is a need to locate large scale transport facilities in the district.

⁶⁹ [National Planning Policy Framework \(publishing.service.gov.uk\)](https://publishing.service.gov.uk) paragraph 114c, DLUHC, December 2023.

⁷⁰ [National Planning Policy Framework \(publishing.service.gov.uk\)](https://publishing.service.gov.uk) paragraph 114e, DLUHC, December 2023.

⁷¹ [Strategic road network and the delivery of sustainable development - GOV.UK \(www.gov.uk\)](https://www.gov.uk) DfT, 2022.

Figure 3.1: Transport sites and routes in Policy documents

Transport site / route	Source	Would protecting the site / route in the Local Plan be consistent with the NPPF?
Strategic cycle/walking network		
E4 Strategic Cycle Routes connecting major growth areas with Exeter	Devon Transport Infrastructure Plan, 2020; Draft LTP4, 2024.	No – lacks detail on a specific route.
E3 Strategic Cranbrook Cycle Link linking Cranbrook to Exeter	Devon Transport Infrastructure Plan, 2020; Cycling and Multi-use Trail Network Strategy, 2015; Draft LTP4, 2024.	Yes – route would widen transport choice and realise opportunities for large scale development in the West End of East Devon.
Clyst Valley Trail linking Exe Estuary to Killerton	Devon Transport Infrastructure Plan, 2020; Clyst Valley Regional Park Masterplan, 2021; Draft Clyst Valley and New Communities Local Cycling and Walking Plan, 2024; Draft LTP4, 2024.	Yes – route would widen transport choice and realise opportunities for large scale development in the West End of East Devon.
Cycle routes in the area around Killerton and Broadclyst	Draft Clyst Valley and New Communities Local Cycling and Walking Plan, 2024.	No. The recommended improvements are mostly minor. Proposed new routes currently have too much uncertainty to protect in the Local Plan. Also the LCWIP is still in “draft”.
Cycle routes at Cranbrook	Draft Clyst Valley and New Communities Local Cycling and Walking Plan, 2024.	No. The recommended improvements are mostly minor. Proposed new routes currently have too much uncertainty to protect in the Local Plan. Some routes are in the Cranbrook Plan area, outside the scope of the Local Plan. Also the LCWIP is still in “draft”.

Transport site / route	Source	Would protecting the site / route in the Local Plan be consistent with the NPPF?
New settlement active travel routes	Draft Clyst Valley and New Communities Local Cycling and Walking Plan, 2024.	Further work to be considered in specific evidence on the new settlement (for example, traffic modelling, transport mitigations measures, masterplanning).
New strategic walking and cycle trails connecting surrounding towns into existing Exe Estuary Trail and Exeter cycle network	Exeter Transport Strategy, 2020	No – lacks detail on a specific route.
Seaton to Colyton	Cycling and Multi-use Trail Network Strategy, 2015	No – the route from Seaton to Colyford has already been delivered. The Colyford – Colyton section would not realise opportunities for large scale development.
Feniton to Sidmouth ('Otter Trail')	Cycling and Multi-use Trail Network Strategy, 2015; Long term priority in Draft Countywide LCWIP.	No – route would widen transport choice but lacks certainty as route is only indicative at the current time.
Sidford to Sidbury	Long standing ambition – delivery strategy approved by DCC in 2021; public consultation on a route in 2023/24; short term priority in Draft Countywide LCWIP; Draft LTP4, 2024.	Yes – route would widen transport choice and realise opportunities for large scale development on the northern edge of Sidmouth and in Sidbury.
Beer to Axminster and Uplyme	Long term priority in Draft Countywide LCWIP.	No – route would widen transport choice but lacks certainty as route is only indicative at the current time.
Green Lanes supporting active travel from villages on the edge of Exeter	Exeter Transport Strategy, 2020	No – lacks detail on a specific route.

Transport site / route	Source	Would protecting the site / route in the Local Plan be consistent with the NPPF?
Improve access to Exeter Airport by sustainable modes, including through enhanced bus and cycle provision to Exeter Airport and adjacent Airport Business Park	Exeter Transport Strategy, 2020; Draft LTP4, 2024.	No – lacks detail on a specific route/site.
Public transport		
Park and Ride/Change site at B3181 to Broadclyst	Devon Transport Infrastructure Plan, 2020; Exeter Transport Strategy, 2020	This site would widen transport choice and realise opportunities for large scale development in western side of East Devon but is already under construction so there is no need to protect in the Local Plan.
Park and Ride site at A3052 near Clyst St Mary	Devon Transport Infrastructure Plan, 2020	This would widen transport choice and realise opportunities for large scale development in the West End of East Devon, but site not yet identified. To be considered further in master planning the new community.
Park and Ride site on A30/Heavitree Road corridor	GESP Draft Policies and Site Options Consultation, 2020	No – the site is not justified within an existing strategy/plan or by other evidence.
Park and Ride site on A377 Cowley Bridge Road corridor	GESP Draft Policies and Site Options Consultation, 2020	No – although the site would widen transport choice, large scale development is not proposed in the vicinity of the A377 Cowley Bridge Road.
Cranbrook to Exeter city centre bus priority, including signal upgrades, bus lanes and bus only access	Devon Transport Infrastructure Plan, 2020	This route would widen transport choice and realise opportunities for large scale development in western side of East Devon,

Transport site / route	Source	Would protecting the site / route in the Local Plan be consistent with the NPPF?
		but development at Cranbrook is not within the scope of the Local Plan.
Enhanced bus priority and enhanced cycle facilities on A3052/A376 approach to M5	Exeter Transport Strategy, 2020; GESP Draft Policies and Site Options Consultation, 2020; Draft LTP4, 2024.	Yes – route would widen transport choice and realise opportunities for large scale development in western side of East Devon.
Increased diversionary capacity and half hourly local services on Waterloo Line, through the provision of a new railway passing loop between Honiton and Cranbrook	West of England Line Study 2020; Devon Transport Infrastructure Plan, 2020; Draft LTP4, 2024.	Yes – route would widen transport choice and realise opportunities for large scale development at several settlements in East Devon.
Extension of the Honiton railway passing loop	West of England Line Study 2020	Yes – route would widen transport choice and realise opportunities for large scale development in western side of East Devon.
Extension of the Axminster railway passing loop	West of England Line Study 2020	This route relates to a diversionary scheme to enhance the resilience of the wider network, rather than improving the frequency to Exeter.
Extension of platforms along the Avocet railway line	Devon Transport Infrastructure Plan, 2020	No – this would widen transport choice and realise opportunities for large scale development in the vicinity of the Avocet railway line. But not a “site or route” and within Network Rail land ownership so no need to protect from development.
Road schemes		

Transport site / route	Source	Would protecting the site / route in the Local Plan be consistent with the NPPF?
Extension of Dinan Way, Exmouth to the A376	East Devon Local Plan 2013 – 2031; Devon’s Bus Service Improvement Plan, 2021; Draft LTP4, 2024.	This route would widen transport choice by providing better public transport, walking and cycling links and realise opportunities for large scale development in Exmouth. However, this scheme has planning permission and is under construction so no need to protect from development.
Alterations/improvements to Clyst St Mary roundabout (A3052/A376)	Devon Transport Infrastructure Plan, 2020. Greater Exeter transport modelling (latest interim).	Yes – route would widen transport choice and realise opportunities for large scale development in the West End of East Devon. Latest interim modelling shows this junction requires alterations/improvements to deliver the new community.
A30 / A303 Corridor	Devon Transport Infrastructure Plan, 2020; GESP Draft Policies and Site Options Consultation, 2020	No – this scheme would not realise opportunities for large scale development and, being simply a major road scheme, would not widen transport choice.
Improved capacity and resilience between M5 J29 to J31, including enhancements to local routes from Clyst Road to A376 to reduce local traffic on M5 J30	GESP Draft Policies and Site Options Consultation, 2020; Draft LTP, 2024.	Although the route would widen transport choice by improving bus journeys and realise opportunities for large scale development in East Devon, the site/route is not specific enough to justify protection.
A30 (Clyst Honiton) to A3052 link – new main road allowing local north – south movement without the need to use the motorway junctions	GESP Draft Policies and Site Options Consultation, 2020. Greater Exeter transport modelling (latest interim).	The route would widen transport choice by improving bus journeys and realise opportunities for large scale development in western side of East Devon, at the new settlement. However, this is being

Transport site / route	Source	Would protecting the site / route in the Local Plan be consistent with the NPPF?
		addressed through the masterplanning of the new settlement, and will be included if required in the new settlement policy.
Axminster North-South relief road	East Devon Local Plan 2013-31	Yes – route would widen transport choice and realise opportunities for large scale development at Axminster. Although the original larger site to the east of Axminster is not being carried forward in the emerging Local Plan, Devon County Council has requested the route of a potential relief road continues to be protected.
Alterations/improvements to A30 Airport Junction	Greater Exeter transport modelling (latest interim)	Yes – route would widen transport choice and realise opportunities for large scale development at the new community. Latest interim modelling shows this junction requires alterations/improvements to deliver the new community.
Large scale transport facilities		
		Is there a need for the large scale transport facility?
Relocation of M5 Junction 30 and Junction 28 motorway services to one new “on-line” site	GESP Draft Policies and Site Options Consultation, 2020; Consultation response (January 2023) from landowner/developer promoting new on-line roadside services at M5 near Poltimore (East Devon Local Plan	No – at the present time, a need for a motorway service station has not been confirmed, and there is no evidence that the occupiers of the existing services at

Transport site / route	Source	Would protecting the site / route in the Local Plan be consistent with the NPPF?
	2020-2040 Preferred Options consultation draft)	Junction 28 and 30 wish to close down and relocate.

- 3.4 At the time of writing, construction has not yet begun on any of the specific projects in the table above, although the extension of Dinan Way, Exmouth has planning permission.

Local Plan Policy recommendations

- 3.5 Based on the findings in the table above (figure 3.1), it is recommended that the following transport sites and routes should be protected from development in the Local Plan:

Strategic cycle/walking network

- Cranbrook Cycle Link linking Cranbrook to Exeter (E3)
- Clyst Valley Trail linking Exe Estuary to Killerton
- Sidford to Sidbury

Public transport

- Railway passing loops as necessary between Honiton and Cranbrook.
- Enhanced bus priority on the A3052/A376 approach to M5

Road schemes

- Alternations/improvements to Clyst St Mary roundabout (A3052/A376) – this is linked with the bus priority scheme referred to above.
- Alterations/improvements to A30 Airport Junction
- The route of Axminster North-South relief road.

4. Travel Plans, Transport Statements and Transport Assessments

Policy context

4.1 Travel Plans, Transport Statements and Transport Assessments are all ways of assessing and mitigating the negative transport impacts of development in order to promote sustainable development. National policy makes clear that all developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed.⁷² Definitions of these key transport terms are given below:⁷³

- *Travel plan* – a long-term management strategy for an organisation or site that seeks to deliver sustainable transport objectives and is regularly reviewed.
- *Transport assessment* – a comprehensive and systematic process that sets out transport issues relating to a proposed development. It identifies measures required to improve accessibility and safety for all modes of travel, particularly for alternatives to the car such as walking, cycling and public transport, and measures that will be needed to deal with anticipated transport impacts of the development.
- *Transport statement* – a simplified version of a transport assessment where it is agreed the transport issues arising from development proposals are limited and a full transport assessment is not required.

4.2 The Government's planning practice guidance provides further detail on when travel plans, transport statements and transport assessments are required, and what information they should contain.⁷⁴ This guidance gives the following examples of issues to take into account in determining whether a travel plan, transport assessment and/or statement is needed:

- Local Plan policies relating to these matters
- Scale of development
- Existing intensity of transport use and availability of public transport
- Proximity to environmental designations or sensitive areas
- Impact on other priorities/strategies (such as promoting walking and cycling)
- Cumulative impacts of developments within a particular area
- Whether there are particular types of impacts to focus on (such as traffic generated at peak times)

4.3 The Devon Local Transport Plan⁷⁵ supports travel planning and smarter choices to increase the number of sustainable trips and reduce the level of growth on the

⁷² [National Planning Policy Framework \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/108422/national-planning-policy-framework-2023.pdf) paragraph 117, MHCLG 2023.

⁷³ Definitions are taken from [National Planning Policy Framework \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/108422/national-planning-policy-framework-2023.pdf) Annex 2: Glossary, DLUHC, 2023.

⁷⁴ [Travel Plans, Transport Assessments and Statements - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/108422/national-planning-policy-framework-2023.pdf)

⁷⁵ [Devon and Torbay Local Transport Plan 3, 2011-2026 - Roads and transport](https://www.devon.gov.uk/transport) , Devon County Council and Torbay Council, April 2011.

transport network, including personalised travel planning information and seeking contributions from development towards funding travel planning measures.

- 4.4 Devon’s Bus Service Improvement Plan⁷⁶ encourages travel plans in new housing developments, workplaces and schools that provide advice on local walking, cycling and public transport links, and can include the provision of “bus taster” tickets. Alongside planning obligations to deliver bus links to new developments from the outset, travel plans encourage greater bus use among residents which increases patronage as developments progress, enabling service uplifts which further enhance the attractiveness of the bus – Cranbrook is cited as an example where service frequencies have successfully improved in recent years.
- 4.5 The draft Greater Exeter Strategic Plan (GESP) required Travel Plans for new development of at least 100 dwellings or 1,000 square metres of non-residential floorspace.⁷⁷ It also references historical guidance of 100 dwellings as a threshold for requiring Transport Assessments as being a sensible minimum.⁷⁸
- 4.6 However, Devon County Council does not currently have any published guidance on when travel plans, transport assessments and transport statements are required. Such requirements are considered on a case-by-case basis depending on issues such as the proposed location and scale of development. This is principally because East Devon is such a varied district, with large and medium market towns along with villages and rural areas, meaning transport issues in planning applications can vary quite significantly even if proposals are of the same scale. The current lack of thresholds provides flexibility on deciding when transport.
- 4.7 East Devon’s validation requirements for planning applications⁷⁹ states a transport statement/assessment is required for all major development where there are likely to be significant transport implications. A travel plan is required for all large-scale major planning applications (defined in the adopted Local Plan 2013-31 as 200 dwellings or more; or 10,000 square metres or site size of 2 hectares or more for non-residential uses).

Local Plan Policy recommendations

- 4.8 As previously set out, national policy states that all developments that will “generate significant amounts of movement” should provide a travel plan and be supported by a transport statement or transport assessment.
- 4.9 Given the context, it is recommended that Local Plan policies include the following:
- A Travel Plan, Transport Statement or Transport Assessment will be required where new development is likely to generate significant amounts of movement, taking into account:
 - The scale of development;
 - Availability of public transport, walking and cycling opportunities;

⁷⁶ Devon’s Bus Service Improvement Plan, Devon County Council, October 2021: [Transport planning - Roads and transport \(devon.gov.uk\)](https://www.devon.gov.uk/transport-planning-roads-and-transport)

⁷⁷ Greater Exeter Strategic Plan, Policy GESP24: [Draft Policies and Site Options \(Cancelled\) - Greater Exeter Strategic Plan \(gesp.org.uk\)](https://www.gesp.org.uk/draft-policies-and-site-options-cancelled-greater-exeter-strategic-plan) Note: Consultation on the GESP did not take place.

⁷⁸ Greater Exeter Strategic Plan [Draft Policies and Site Options \(Cancelled\) - Greater Exeter Strategic Plan \(gesp.org.uk\)](https://www.gesp.org.uk/draft-policies-and-site-options-cancelled-greater-exeter-strategic-plan) Paragraph 8.18. Note: Consultation on the GESP did not take place.

⁷⁹ [validation-checklist-document-oct-22.pdf \(eastdevon.gov.uk\)](https://www.eastdevon.gov.uk/validation-checklist-document-oct-22.pdf)

- Proximity to environmental designations or sensitive areas;
- Cumulative impacts of other development in the area; and
- Whether there are particular types of impacts that require further evaluation.

4.10 This policy approach will ensure that transport issues associated with proposed new development are properly assessed and include measures to address transport impacts and promote sustainable transport modes.

5. Parking Standards

National Policy context

- 5.1 Paragraph 111 of the [NPPE](#) specifically addresses car parking. It does not provide suggested standards, but instead sets out that if setting local parking standards for residential and non-residential development, policies should take into account:
- the accessibility of the development;
 - the type, mix and use of development;
 - the availability of and opportunities for public transport;
 - local car ownership levels; and
 - the need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles.
- 5.2 Paragraph 112 states "*Maximum parking standards for residential and non-residential development should only be set where there is a clear and compelling justification that they are necessary for managing the local road network, or for optimising the density of development in city and town centres and other locations that are well served by public transport....*". Further to this, the paragraph explains that for town centres, local authorities should seek to improve the quality of parking so that it is convenient, safe and secure, alongside measures to promote accessibility for pedestrians and cyclists.

Methodology of Residential car-parking standard

- 5.3 As previously set out, and based on the National Policy the following table sets out the methodology for calculating the provision. It is based on guidance set out in the Department for Communities and Local Government (DCLG) Residential Car Parking Research (May 2007) and East Devon car ownership data from the census 2021. The calculation has considered the local car ownership and the visitor space needs.

Figure 5.1 Residential car-parking standard

Number of cars or vans per household in East Devon	Percentage breakdown of total car ownership	Additional demand required if one space allocated	Total allocation (1 allocated space + additional demand + 0.1 visitor spaces)
No cars or vans in household	13.57%	0	
1 car or van in household	42.16%	0	
2 cars or vans in household	31.81%	0.3181	
3 or more cars or vans in household	12.45%	0.2863	
Total		0.6045	1.7045

- 5.4 The result shows a minimum standard of 1.7 parking spaces. For example, a development of 100 dwellings, 170 parking spaces should be provided. In town centres where there is access to public car parks and/or on-street parking lower levels of parking and in exceptional cases where there are also very good public transport links, car parking spaces may not be deemed necessary.

Local Plan Policy Recommendations

5.5 Based on the findings in the table above (figure 5.1), it is recommended that the residential parking standard for East Devon is:

	Car Parking	Cycle Parking
Residential Dwelling	Average of 1.7 spaces per dwelling	1 space per Bedroom