



## **District Transport Strategy for East Devon**

**Revised Jan 2006**

## District Transport Strategy for East Devon

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## **INTRODUCTION**

The District of East Devon has unique characteristics which affect transport locally. Public surveys reveal transport is an issue to address for local people.

Transport is also recognised as a key theme in the Community Plan. Transport is an essential part of the provision of most local services. The economy, the environment and local communities depend on effective and appropriate transport. Transport provision is often expensive. In order to meet the needs of local people it is necessary to take a strategic and prioritised approach to what we do.

East Devon “Quality of Life Survey 2004” showed that transport issues were high on both a score of ‘most needs improving’ and ‘important’. It ranked alongside cleanliness, crime, health, shopping facilities, and wage levels in terms of importance and outstripped such issues as Leisure, Education and pollution control. The only issue scoring higher was ‘affordable housing’.

### **Why an East Devon Transport Strategy**

East Devon is not an administrative area for formal transport planning. Such planning is at a County level. Nonetheless East Devon has a unique collection of factors which means that local transport needs might not always be seen, or be able to be at a detailed level addressed in a plan covering a larger area. The needs of Dartmoor and Exeter City would have only certain aspects in common with East Devon towns and villages.

If we are to best tackle, or advocate for, local transport needs we need a clear picture of what we are trying to achieve and why. Clear, consistent, and justifiable data will help East Devon to bid for external funding and recognition of its problems, as well as ensure that the limited transport resources are applied in the most useful way. This document seeks to better understand local transport and also sets some more easily achieved priorities for action, set out at Page 27.

THUS THE MOST IMPORTANT ROLES ARE TO:

- 1) SET THE LOCAL SCENE FOR TRANSPORT AND
- 2) PROVIDE SOME KEY MESSAGES FOR LOCAL ORGANISATIONS BEHIND WHICH LOCAL ACTION CAN GALVANISE.

### **The Strategy’s Key Messages for ensuring better transport in East Devon**

- A large proportion of our population cannot, or does not, use private cars, thus other forms of transport must be made available.
- The rural spread of the area, the age of the population and the low wage economy pose a unique transport problem. These can be resolved by:
  - a) Greater awareness of the problem and preparedness to tackle it
  - b) More appropriate and effective transport options and transport infrastructure which are not based on the private car
  - c) More outreach services
  - d) Greater use of telecommunications (especially “e-enabling”)
  - e) More publicity, promotion, and ease of use, of the options that are already available.

- **The logistics and economics of public structure and services in East Devon are such that public funding will always be required. This must be applied strategically to avoid waste.**
- **Young and old people especially encounter transport difficulties and the opportunities for this sector are often overlooked.**
- **Journeys for shopping and for work are the most frequent, and most frequently problematic for adults. For young people transport problems especially relate to getting to Leisure activities.**
- **Business and personal transport issues may not always be synergistic.**

**In the longer term we need to try to ensure that:-**

As a minimum, that we enable transport solutions which eventually permit every adult and young person to have a transport means realistically available to get to, and from:-

1. The nearest town for local leisure and health services, banking, support, social events and shopping.
2. Work
3. The nearest major town/city.
4. The nearest main hospital
5. School or college (young people)
6. Transport interchanges (bus and train stations in particular)

We should seek to ensure that transport is available to and from these locations at least from Monday to Saturday at reasonable times, appropriate cost, in reasonable safety and comfort, with minimal reasonable delay.

We should also encourage those transport modes which are higher on the hierarchy (see page 10) i.e. have greater environmental, health and social advantages.

**How we have tackled this large issue**

This piece of work includes an analysis of our area, the context of transport priorities nationally, regionally and for our county, it includes the results from investigations into each of the main transport modes locally, and it also uses results from a public survey about the journeys people have to make. In each section key issues are highlighted (asterisked in the text and summarised at the end of the chapter). These key issues then have been used to generate small and practicable actions which are prioritised to create an action plan.

THE ACTION PLAN IS SET OUT ON PAGES 27-30

## **The Strategy Document**

## **The Special Characteristics of East Devon**

The District of East Devon is situated on the Devon coast in the South West of England. The East Devon District area of 314 square miles (81,477 hectares) comprises the area between the River Exe and outskirts of Exeter to the West, Somerset (inland) and Dorset to the East. At the extremes, the District stretches 30 miles east to west and 15 miles north to south.

East Devon is one of eight Devon districts and, in population terms, (the population is 125,522) it is the largest in the County. East Devon is also one of the largest English district councils by population. Only 29 of the 238 district councils in England have larger populations than East Devon's according to the Municipal Year Book 2003. The rural nature of the district is emphasised by the low population density which is 1.5 per hectare (England and Wales average is 3.4). The District is fully parished with 68 Town and Parish Councils. The topography is hilly with river valleys leading down to the sea which influences the location of communities and transport routes.

Our main settlements comprise the coastal resorts of Exmouth (Devon's largest town – pop. 34,000); Budleigh Salterton; Sidmouth; and Seaton. In the mainly rural inland area the settlements comprise Honiton, Ottery St Mary, and Axminster.

### **The people who live in East Devon**

As a County, Devon has proportionately more older people than England and Wales overall. According to the Office for National Statistics East Devon has the third highest proportion of persons of retirement age in the whole country.

The 2001 census confirmed that Devon was the fastest growing county in England between 1991 and 2001. The District's population of 125,520 comprises 59,203 males and 66,317 females.

The largest predicted growth over the next 15 years is in the 65-69 year old age band.

The Black & Minority Ethnic (BME) groups' proportion of our population is low (0.7%). The 2001 census figures revealed that a total of just under 880 people described their ethnic group as non-white. The highest proportion was Chinese (total 169). It must be remembered that low numbers could indicate a propensity for people from BME groups to feel more isolated

21.6% of the adult population is single (never married), 10% separated or divorced, 11.1% widowed and 57.3% are married.

A recent MORI survey revealed that the vast majority of residents are satisfied with Devon as a place to live. MORI state that the results are "some of the most positive MORI records anywhere in the UK". 91 per cent of residents are satisfied with Devon as a place to live. Within Devon the residents of East Devon are among the most satisfied at 94% (net 91%).

Age wage levels are low in East Devon, with much part-time and seasonal work.

### **Transport in East Devon**

- In East Devon we have a dispersed and principally rural population. Transport is therefore a key priority\*.
- Almost one fifth (17.8% or almost 10,000) of East Devon households have no car, in one ward the figure is one third of all households (see Appendix 1, Fig. 5). Thus there is a significant reliance on, or need for, transport other than the private car\*.
- Traffic on roads varies with time of day, (whether the roads are a main commuter or freight route), and seasonally (whether a tourist route). See Appendix 1, Figs 2,3 and 4. There is only one traffic pollution 'hot spot' recognised within East Devon.

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- Due to the dispersed and low concentration of population, public transport businesses find it difficult to make a profitable, self-sustaining public transport service. Councils have no direct influence on the commercial bus operating companies unless these are publicly subsidised. Around 1 million journeys a year are taken on subsidised public transport routes. (See Appendix 1, Fig 5). The subsidy across the whole of Devon is around £5m. People (especially young people) may not find bus availability suits their needs (especially to fit travel to work) in rural areas.
- With an older population\* we tend to generate a community and public transport provision shaped to older people. Important as this is, we must not overcompensate by excessively focussing on this group. (16% of the population are under 16, and only 14% are over 74). Almost 14,500 concessionary fare passes have been taken up in East Devon, including 34% of eligible older people (See Appendix 1, Fig 6). The changes to give free travel to older people pose both threats and opportunities in East Devon.
- A large percentage of the population live alone, and some will be isolated.
- In rural locations personal transport is a high priority. Hence we would expect car ownership to be high. However even in some rural wards this is not necessarily true. Some people are excluded from personal transport by reasons of age, youth, personal limitations eg disability, cost, or lack of licence.
- On small local rural (often unlit, often no footway) roads, cycling/motor-cycling or walking may be more hazardous than in urban contexts\*.
- Movement of agricultural machinery by road, and bio security issues for farmers can be issues.
- Generally road traffic collisions are below Devon averages, but there are a few hot spots (Fig. 7).
- Cycling and walking is likely to be attractive to more people on low gradients where it is safe and traffic free. However this is not typical in all parts of our District. Plans for more cycle routes are being implemented; however there are financial constraints. Exmouth has a local cycle policy.
- There is (by law) no fares constraint on private hire vehicles (mini cabs). There is a constraint on Hackney carriages but due to taxi owner pressure the maximum fares are higher in East Devon than in most of the rest of the country.
- Axminster, Exton, Exmouth, Feniton, Honiton, Lypstone and Whimble are served by train in East Devon. Exeter airport is sited in East Devon. These all should act as transport interchanges.
- Seaton Tramway and the sea journeys along the coast (seasonal) are currently underexploited transport opportunities\*
- East Devon has a number of excellent local community transport schemes. However these tend to operate independently of each other and for certain sectors of the community only. Sometimes only for certain times of day. Ring and Ride schemes are only one form of community transport. These carry between 5000 and 6000 passengers per year in total (Fig 8 sets out the main forms of community transport) but have, in many cases, greater capacity\*
- The YETI (Youth Employment Transport Initiative) provides mopeds for young people to access employment where public transport is not a viable option.
- East Devon has many excellent facilities in its area whether for shopping, leisure, arts or sports. Sensibly these are dispersed about the area to normally reduce travel distances. However there still may need to be interchange between these facilities for particular needs (e.g. swimming, tennis, sailing, specialist shops, and arts events). Hence journeys between these centres are often necessary as well as journeys from (and to) surrounding rural areas into the towns. Key East Devon centres are Axminster, Budleigh, Broadclyst, Colyton, Exmouth, Honiton, Ottery St Mary, Seaton and Sidmouth. The development of services may demand the development of better transport links.

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- East Devon benefits from Community Hospitals providing some local services at Exmouth, Budleigh, Ottery, Honiton, Seaton, Axminster and Sidmouth.
- Whilst well served by local facilities people of East Devon turn to Exeter for some other needs (e.g. main hospital services, major arts events, greater shopping choice). Hence transport links into Exeter are also necessary. For some parts of the district access to Lyme Regis, Chard or Taunton may be appropriate. With the marketing of the World Heritage Coast and increasing visitors to this local attraction green transport.
- The A30 is a main artery road running through the District. However as a strategic route into East Devon it suffers from the fact that the road has substantial stretches of single carriageway. Similarly the rail line that serves East Devon between Exeter and Waterloo has a significant stretch which is single tracked. These both limit speed of access to or through the district, and hence may be a deterrent, affecting local prosperity.\*
- The transport needs of the business sector should not be overlooked

Transport access to centralised services should not be seen as an alternative to providing dispersed or peripatetic services for dispersed rural communities.\* Hence sustainable local services should be encouraged and supported. Similarly certain services can be provided “virtually” to avoid the need for travel. As such e-government, e-commerce, internet shopping etc should be made as accessible as possible.

We need to recognise that access between homes and schools, colleges, shops, wider transport networks, leisure facilities, health facilities and workplaces is necessary not just for the physical, mental and social and economic health of our local residents. It is also necessary for the sustainability of our many small communities and a rural way of life.

Furthermore it must be recognised that few journeys are by one mode of transport alone. Very often they, for instance, involve walking and the bus, taxi and train and walking, car and walking or other combinations. Thus we need to consider the way that modes of transport interchange can complement each other.\*

The relative cost of different transport options is not always appreciated. Indicative costs are set out at Appendix 11, Fig 9

### Key issues to address

- **Rurality often means less access, less public transport services and greater distance. It can constrain opportunities for work, leisure and support.**
- **Almost 10,000 households in East Devon have no car**
- **Older population (hence a tendency to more mobility and health problems, less car use, and isolation through bereavement)**
- **Coastal transport (sea) opportunities**
- **Safe routes for walking/cycling are required**
- **Routes and modes of transport to key services need to be focussed upon**
- **Avoiding need to travel to services**
- **Interchanges between different forms of transport (eg between cars, buses, walking, cycling, trains)**
- **Opportunity for community transport to fill more gaps**
- **Strategic routes are constrained by size**
- **Threats arising from the cost of ‘free older people’s bus transport’ to East Devon D.C.**
- **World Heritage Coast increases in tourism traffic**
- **Potential synergies and conflicts between residents and business transport needs**

## **Part 2** **The Transport Strategy Context**

Evidently transport is a fundamental to our communities. The inability to access services, support, work, education, friends and family has an inevitable impact on our local economy, on people's mental physical and social health, and upon the use and maintenance of our environment. For some people the journey itself can be a source of social contact and pleasure. The types and use of transport modes will also affect our environment and economy.\* We need to recognise the bigger context in which East Devon's transport needs are set and work to ensure our ambitions are complementary if we are to achieve success.\*

### **National strategy context**

The Government's specific overarching transport objectives (as described in the Devon Local Transport Plan) are:

- i) to protect and enhance the built and natural **environment**;
- ii) to improve **safety** for all travellers;
- iii) to contribute to an efficient **economy**, and to support sustainable and economic growth in appropriate locations;
- iv) to promote **accessibility** to everyday facilities for all especially those without a car; \* and
- v) to promote the **integration** of all forms of transport and land use planning, leading to a better, more efficient transport system\*

### **Regional transport strategy context**

- i) to reduce the impact of transport on the **environment**
- ii) to support the **Spatial Strategy** of the Regional Planning Guidance
- iii) to secure improved **accessibility** to work, facilities and services\*
- iv) to create a modern, efficient and **integrated transport system**\*
- v) to ensure the **safe** use of the Regional transport network
- vi) to add value to previous investment by completing missing links in **transport infrastructure**\*

### **Devon Local Transport Plan (Moving Forward)**

Whilst a new version of the plan is still under development the previous version had 9 objectives:

- Integrated Transport\*
- Safety of travel\*
- Accessibility to facilities and services\*
- Economy (contribution to local economy)
- Protecting the Environment\*
- Encouraging healthier lifestyles\*
- Access to learning
- Meeting transport needs and reducing social exclusion\*
- Integrating tourism and public transport\*

### **Devon Structure Plan**

This incorporates reference to various transport approaches including links to national cycle networks.

### **World Heritage Coast Transport Plan**

The draft plan states:

- Our vision for transport on the Jurassic Coast is that it will be a place where high quality and innovative transport choice is a distinctive and high profile part of what we offer visitors and local people.

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- We will provide fully sustainable and integrated transport networks for all, across all modes of travel, within the constraints of the Site and wider countryside.\*
- Transport needs and provision will be managed and enhanced to provide for the needs of its communities to enhance the experience of current and future visitors.\*
- The overriding consideration for all the above being that the Site is conserved and wherever possible enhanced.

### **East Devon Community Plan**

The following transport related themes relate:-

#### **In the “Vision” Section:-**

That there are appropriate transport and other connections within and between our many and widespread communities

#### **In the “Objectives” Section:-**

- To understand and cater for unmet travel needs and barriers to transport
- To reduce the need for local travel and the impact of travel\*
- Identify potential, practical costed transport solutions to local need\*
- Promote development of strategic routes into the district\*

Evidently any solutions must also marry with issues of equality, affordability and sustainability.

### **East Devon Local Plan** (Deposit)

The local plan follows PPG13 and the Structure Plan which includes a hierarchy of travel modes based on safety and sustainability i.e.

Walking  
Cycling  
Public Transport  
Private Transport

The local plan transport and Access charter has 3 objectives:-

- i) to support communities by creating new development close to facilities with good access to public transport and by other transport modes
- ii) to seek provision of adequate infrastructure to meet existing needs and keep pace with the requirements of new development
- iii) to minimise the use of greenfield land and direct most new development to existing towns to reduce the need to travel and maximise the potential of modes of transport other than the private car.\*

Under this are (largely self-explanatory) policies:

TA1 - Accessibility of New Development (non-car options and options for people

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with disabilities)

- TA2 - Traffic Management schemes in town centres (objectives)
- TA3 - Transport Assessments and Green Travel Plans for major developments
- TA4 - Footpaths, Cycleways and Bridleways (provide improve and extend commensurate to the scale of the proposals, including consideration of people with restricted mobility)
- TA4B - Safeguarding Disused Railway Lines (for reuse as transport or recreation routes)
- TA5 - Park and Ride
- TA6 - Adequacy of Road Network and site access (to the needs of a new development)
- TA7 - Safeguarding of Land Required for Highway and Access Improvements
- TA8 - Parking provision in New Developments (maximum car parking and Minimum cycle parking levels set)
- TA9 - Rear Servicing of shopping/commercial development
- TA10 - Roadside Service facilities (criteria set)
- TA10B - Aerodrome safeguard areas and (associated) Public Safety zones

Strong links between our transport strategy and these other strategies will ensure that our strategy is seen to be pertinent and supportive. Our researched evidence base should strengthen our arguments\*

### **Key issues to address**

- **We need to recognise the essential links between transport, and other strategies eg Economic, social, sustainability, and environmental (including green travel plans)**
- **We need to ensure that this strategy meshes with the other transport strategies devised for wider areas**
- **We need to use this strategy to influence those strategies for wider areas through consistent, and well researched, messages communicated through our partnerships**
- **Focus on accessibility (and current ‘gaps’)**
- **Focus on transport integration**
- **Focus on safety and health**
- **Linking tourism and local community transport needs**
- **Reducing need for travel to obtain services**
- **Links to enhanced strategic routes**

### **Part 3** **Linking to other local strategies**

We need to ensure that the essential supporting role of local transport issues is recognised in other local strategies.\* This brief review uses the headings of the East Devon Community Plan.

#### **Community Safety**

The provision of appropriate and timely transport can help disperse groups and reduce anti-social behaviour (eg after night clubs close). With good transport there is a wider choice of available activities hence less likelihood for boredom, frustration and trouble. Equally safe transport routes and modes of transport will reduce fear of crime.

#### **Young People**

Education, work, community safety and leisure issues are all covered elsewhere in this list. Young people especially may feel their transport needs are not met due to price, policies, inability to drive, reliance on parents, adults attitudes to young people, or timing of available transport.\* These things need to be addressed, taking a young person's perspective.

#### **Community Development and Social Inclusion**

Transport of services to people, or people to services, reduces problems of access and opportunity.\* Access to social events, friends, community groups etc can reduce isolation and increase participation. Journeys themselves are also an opportunity for social interaction. Transport provision must be designed so as not to exclude people (eg those with disabilities).

#### **Housing**

Part of the cost of living in any location is the cost of transport to necessary places, (eg work, shopping, school). Housing must also be developed where there are satisfactory transport links, or transport links developed where there is significant housing.\* If it is specialist housing it may require specialist transport provision.

#### **Keeping Healthy and Independent**

There are mental health benefits associated with community safety, social inclusion, leisure pursuits, learning etc which are covered elsewhere. Some forms of transport (notably walking or cycling) are also beneficial to physical health. There are also issues of ensuring that there is transport to health facilities, and moving health services to places where transport needs are minimised.

#### **Culture & Leisure**

Access to culture and leisure facilities, (and not just for those in good physical and mental health) is a necessity, benefitting both the participant and the service provider. Transport to such opportunities (or moving services to people) is required.

#### **Protecting and Enhancing the Environment**

Use and enjoyment of our natural and built heritage requires transport for the widest range of people, whether residents or visitors. Equally we need to be aware of the impact of transport on our environment, whether this is from building new infrastructure, traffic congestion, exhaust emissions or other waste by-products.\*

### **Economic Development**

In order to work people need to be able to access work. This requires transport links to work, or for work to move to where people live.\* Electronic services (Broadband etc) can increasingly avoid the need to travel to work. Not only people but goods are transported. There is a need for business to consider customers, employers, goods out and goods in, when establishing their workplaces to ensure there is a good and easy access and impacts of transport solutions are minimised.\* All types of potential employee must be considered.

### **Community Learning and Skills Development**

Not just school transport options, but also opportunities for adults, need to be considered. Again there are opportunities for certain education and skills services to travel to where clients are, or avoid travel at all (eg electronic delivery).

### **Developing LSP** (and Community Strategy)

The East Devon Community Strategy will increasingly draw on the Devon Community Strategy but also Parish and Town Planning. Each needs to recognise travel issues. Thus communication of the District-wide perspective can influence, and be influenced by, these.

### **Older People**

Older people are more likely to be unwell, frail, or have other physical or mental limitations. In addition there is a greater likelihood of living alone and being unable to drive. Thus private cars and general public transport may be less available, and need to be more specialised and accommodating services.\* Equally older people are often those who volunteer time to organise and/or run formal or informal community transport schemes.

#### **Key issues to address**

- **Need to ensure transport is recognised in other strategies**
- **Young people and older people and people with disabilities have different needs and opportunities which need to be specially addressed**
- **Transport issues need to be considered in planning development (whether housing or employment)**
- **Work places and other facilities where services are delivered should be encouraged to develop work travel plans, transport plans, or at least transport access options**
- **Where possible service providers should be encouraged to deliver services close to people (to reduce transport) or in a way that avoids transport (eg electronic delivery)**

## **Part 4**

### **The process of devising a strategy**

To address a key local priority emerging from public consultation East Devon District Council commenced its thinking with a Member/Officer 'Task & Finish Forum'.

This group carried out the scoping of the process and the potential approaches (terms of reference at Appendix 2). This developed into a wider group to create a Transport Strategy feeding (via the Local Strategic Partnership) into the Community Plan.

Whilst East Devon is not required to create a local transport strategy this seems appropriate for a number of reasons.

- We can best identify transport need at a locality level
- We best understand the special nature of the district
- We can best make the transport links to other community, environmental, and economic priorities for the district (eg as an East Devon LSP)
- We need to have a locally driven, and owned, strategy so that we can make the best and most confident case for seeking and influencing funding and development of transport solutions for this district

The initial concept was that we would follow these principles:-

- The transport strategy is about getting to places that people need to go. i.e. it does not intend to consider routes which are for purely leisure purposes
- The transport strategy will start from the actual transport needs of communities, not primarily around existing infrastructure.
- Transport is regularly and widely required to get from and to:-

Work Education Leisure facilities Health facilities Support facilities Shops Banks building societies and post offices Friends, family and other social networks
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So these are the journeys we especially need to focus upon\*

- The Transport Strategy should not only be about moving people to services, but also services to people. We also need to recognise the role of 'virtual services' which eliminate the need for transport, however we must not forget the social benefits of travel to those who may otherwise feel lonely and isolated.\*
- As a long term minimum our ambition should be to enable transport solutions which permit every adult and young person to get to, and from:
  1. The nearest town for local leisure and health services, banking, support, social events and shopping

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2. The nearest major town/city
3. The nearest main hospital
4. School or College (where applicable)
5. Transport interchanges

We should seek to ensure that transport is available to and from these locations at least Monday to Saturday at reasonable times, reasonable cost, in reasonable safety and comfort, and with minimal reasonable delay -

- In the interests of efficient use of finance any transport solutions which are publicly funded should seek to avoid duplication or competition between services serving similar groups.\*

It was recognised at an early stage that it would be very easy to raise undeliverable expectations. We saw that, whilst we were prepared to be innovative and challenging in our thinking, there would be inevitable constraints. These constraints were principally seen as financial, legal, time, and commercial imperatives. However we would be prepared to try to find appropriate ways around these, as well as people's preconceptions and prejudices, as best we could.

Basic principles that we set ourselves early in the process of creating a transport strategy and transport solutions were:

Understanding local transport needs through a range of original and secondary research  
Considering greatest (judged against a series of criteria) transport need first  
Using evidence of success (especially in similar districts)  
Sustainability  
Maximising gain for minimal cost  
Maximising awareness and information  
Balance of solutions between different modes of transport  
Balance of solutions between different sectors of the community  
Seeking opportunity to attract funding  
Creating appropriate links beyond the District  
Advocating on local needs to organisations within and outside the district  
Seeking to integrate transport and transport routes

Much of this list was helpful in later prioritising the list of options.\*

Some recognised aspects to avoid in creating transport solutions were:

Solutions which reduced health and well-being  
Solutions which reduced environmental sustainability  
Creating dependency  
Competing for passengers who already have adequate transport solutions (duplication)  
Creating problematic impacts (eg aggravating the transport needs of non-target groups)  
Relying on regulatory powers to force change

Many of these matters also are addressed in the options appraisal section.\*

## Our methods

We needed to combine public views, expert opinion, and researched data as a baseline to our study.

Data on infrastructure, traffic flows, car ownership, and public transport use was available. We had little information on the type of journeys people need to make, which was to be at the heart of our review. Hence we set about collecting such data through a survey of adults and devised a separate one (in combination with other issues) of young people. The expert views were established through a series of topic related (separate transport modes) investigatory meetings to which local 'experts' were invited and questioned. The panel who asked the questions included the LSP sub-group on transport supplemented by people who could represent a young person's view (local school pupil) and representing a view of people with disabilities.

Whilst the discussions were wide-ranging and free flowing they centred around 6 key questions about each mode of transport:

1. What is its special or unique contribution as a means of transport?
2. What are the practical opportunities for this means of transport to serve more transport needs locally?
3. What are the main constraints to this means of transport in serving more transport needs locally?
4. In what way does this means of transport duplicate or complement other means of transport?
5. What simple things can be done to enhance this form of transport locally at very little cost?
6. What evidence is there that enhancing this means of transport has high cost/effectiveness?

Each investigation was followed by production of a summary sheet highlighting the answers to those questions (Appendix 3). These also help by giving a lot of answers to "frequently asked questions"!

### Key issues to address

- **Key journeys which must be considered**
- **Criteria for judging project options**
- **Transport strategy must include providing services in a way that people don't need to travel**
- **Avoid funding duplicate schemes**

## **Part 5**

### **The Surveys**

#### **The Adult Survey**

3500 questionnaires were sent out to a randomised sample of householders and 822 responded (23%), one quarter had no access to a car, one third lived alone. The questionnaire is at Appendix 4 together with a report on the analysis of results. Highlighted general findings are:-

- 22% said there is not a frequent bus service within walking distance of their home to the nearest town
- By far the most common main trips from home was to go shopping, or to work. Overall the most trips were to go shopping, with work and leisure also frequent and visiting people was a frequent subsidiary trip. Trips to school (by adults) and to medical facilities also featured in the more frequent subsidiary trips but not to the same extent. One third of people said their main journey was every weekday.
- Almost everyone with access to a car used it as their main mode of transport. Those without a car tend to go by bus, get lifts (by car) or walk.
- Exeter and Exmouth were the location or destination of most trips. East Devon's other towns featured to a lesser extent.\* Only Taunton was mentioned as another destination outside East Devon of any significance.
- In terms of people having difficulty with trips they had to make, we found that work was a problem to a third of those having to make this trip. Shopping was a problem to a third of those having to make this trip. Travel to work was a problem to one fifth of those making that trip. Access to medical facilities was a problem to one tenth, and just less for getting to Leisure facilities, or visiting friends and family.\* Other issues specifically highlighted were the school run and recycling.
- The actual difficulties faced were mainly around traffic congestion, parking, or lack of public transport.\*
- 35% of those needing to travel to Exeter said this was the destination they had problems getting to.
- Though only asked for suggested 'small' improvements we got a large range of ideas some very difficult to achieve though relevant. Those getting more than 5% of requests (for each main mode of transport) are:-

#### - **Car**

- |                             |                              |
|-----------------------------|------------------------------|
| • Road layout improvements* | • Better road maintenance*   |
| • More parking*             | • Parking restrictions*      |
| • Parking improvements*     | • One way systems            |
| • Speed restrictions*       | • Traffic light alterations* |
| • Cheaper parking *         | • More enforcement           |

#### - **Rail**

- More frequent trains\*
- Cheaper fares
- More evening trains

- **Walking**
  - Pavement alterations\*
  - Pedestrian crossings\*
  
- **Cycling**
  - More cycle routes\*
  
- **Buses**
  - More frequent buses\*
  - New bus route\*
  - More evening buses\*
  - Cheaper fares\*
  - Direct buses\*
  - Route changes\*
  - Access onto buses\*

Obviously there were many specific needs that can be identified from the survey, and many useful individual comments. These required further analysis. In addition it will be worth reviewing (and comparing the responses from different parts of the district.

### **The Young People's survey**

A general 'lifestyles' survey was set out to 3 Secondary Schools. This was completed by the pupils. At the time of writing only the Sidmouth Community College survey was analysed so this data has been used. Almost 100% of pupils completed the questionnaire (over 700). The detail is on the Council's website, but in summary:

- 52% lived in Sidmouth itself 45% walked to school, 28% use a school bus, 7% a public bus, 3% cycled, 14% got a lift.
- To get to Leisure activity, 53% walk, 27% get a lift, 7% public bus, 4% cycled. Taxis were less than 1%.
- Apart from school the most regular trips were for shopping, to see friends, to go to work, play football, see family, go to town, go swimming. In that order.
- Over half the journeys (other than to school) were to Sidmouth, with almost 10% of journeys being to Exeter (51% by car, 43% by bus). Other destinations were far less prevalent.
- For the most frequent leisure journey almost half the people get a lift, but for the second most frequent journey slightly more went by foot, and for the third most frequent walking was still more prevalent.
- All weekdays showed more (non-school) trips out in the afternoon than evening and few in the morning. Sundays showed more trips in the morning than the afternoon or evening – Saturday showed a similar pattern to Sunday but almost twice as many journeys were made.
- More than 20% of respondents who had a problem, doing what they would like to do said it was "transport" that was the issue. Cost of public transport was especially cited. However no availability of services and times of services were also commented on\* as was safety.

### **Ottery St. Mary Study**

The “transport survey study” of transport in Ottery and surrounding areas was independently carried out in a similar timescale. This was a random survey with 144 responses, spread over all age groups.

- 33% claimed they had some mobility difficulty, of which 40% are unable to drive.
- A high proportion of those with no vehicle used public transport (bus or train). Most had no access to other people’s vehicles.
- Almost 60% used local bus services at some time but only half felt they were well publicised\*.
- Not everyone felt themselves in walking distance of a bus stop, and times of buses was a problem (even to get into Ottery) especially for all destinations at weekend.
- Ottery was not easily accessible by bus for those visiting the doctor from New Poppleford.
- Poor awareness of the use of Ring and Ride services\*.
- Wish to use (share) taxis\*.

#### **Key issues to address**

- **Need to encourage workplaces, shops, medical and leisure facilities to consider their accessibility by all transport options, from the places their customers actually live.**
- **Need to look at links between East Devon areas and Exeter particularly.**
- **Need to review an overall parking strategy integrating with wider needs.**
- **Need to liaise better with County on road layout maintenance and control issues.**
- **Pressure to dual the rail line.**
- **Need to liaise with County on footway and cycleway issues.**
- **Encouragement to bus companies with County to evaluate bus user needs (market research) rather than merely adjusting existing infrastructure. Particularly to look at the market for services to young people.**
- **Need to better publicise community transport buses.**
- **Need to recognise fears for safety, especially for people without their own powered transport.**

## **Part 6**

### **Results of data gathering exercise**

This section is a summary of the 'key issues' from previous chapters. It shows the links from those issues to the list of possible transport options. (These are numbered according to Appendix 5).

The 'special characteristics' information on infrastructure, traffic flows, car ownership and public transport use revealed the following key findings:-

#### **Key issues to address**

- **Rurality often means less access, less public transport services and greater distance. It can constrain work, leisure and support.**
- **Almost 10,000 households in East Devon have no car**
- **Older population (hence a tendency to more mobility and health problems, less car use, and isolation through bereavement)**
- **Coastal transport opportunities**
- **Safe routes for walking/cycling are required**
- **Routes and modes of transport to key services need to be focussed upon**
- **Avoiding need to travel to services**
- **Interchanges between different forms of transport (eg between cars, buses, walking, cycling, trains)**
- **Opportunity for community transport to fill more gaps**
- **Strategic routes are constrained by size**
- **Threats arising from the cost of new 'free transport' for older people**
- **World Heritage coast increases in tourist traffic**
- **Potential synergies and conflicts between residents and business transport needs**

From these a number of transport options were generated  
1, 2, 3, 4, 5, 6, 7, 8, 13, 17 and 57

The strategy context (other local and national strategies) show the following:

#### **Key issues to address**

- **We need to recognise the essential links between transport, and other strategies (including green travel plans)**
- **We need to ensure that this strategy meshes with the other transport strategies eg economic, social, sustainability and environmental devised for wider areas**
- **We need to use this strategy to influence those strategies for wider areas through consistent, and well researched, messages communicated through our partnerships**
- **Focus on accessibility (and current 'gaps')**
- **Focus on transport integration**
- **Focus on safety and health**
- **Linking tourism and local community transport needs**
- **Reducing need for travel to obtain services**
- **Links to enhanced strategic routes**

From these the following options were generated

9, 10, 11, 2, 5, 3, 4, 7, 8 and 16

The links to other strategies section revealed the following:

<b><u>Key issues to address</u></b>
<ul style="list-style-type: none"><li>• <b>Need to ensure transport is recognised in other strategies</b></li><li>• <b>Young people and older people have different needs and opportunities which need to be specially addressed</b></li><li>• <b>Transport issues need to be considered in planning development (whether housing or employment)</b></li><li>• <b>Work places and other facilities where services are delivered should be encouraged to develop work travel plans and transport plans, or at least transport access options</b></li><li>• <b>Where possible service providers should be encouraged to deliver services close to people (to reduce transport) or in a way that avoids transport (eg electronic delivery).</b></li></ul>
From these the following options were generated
9, 10, 12, 13, 14, 2, 3 and 4

The strategy development section highlighted the following key points:

<b><u>Key issues to address</u></b>
<ul style="list-style-type: none"><li>• <b>Key journeys which must be considered</b></li><li>• <b>Criteria for judging project options</b></li><li>• <b>Transport strategy must include providing services in a way that people don't need to travel</b></li><li>• <b>Avoid funding duplicate schemes</b></li></ul>
From these the following options were generated
2, 3, 10, 11, 18-22,25, 26, 31, 36 and 56

The surveys showed the following:-

<b>Key Issues to address</b>
<ul style="list-style-type: none"><li>• <b>Need to encourage workplaces, shops, medical and leisure facilities to consider their accessibility by all transport options from the places their customers actually live</b></li><li>• <b>Need to look at links between East Devon areas and Exeter particularly</b></li><li>• <b>Need to review an overall parking strategy integrating with wider needs</b></li><li>• <b>Need to liaise better with County on road layout maintenance and control issues</b></li><li>• <b>Pressure to dual the rail line</b></li><li>• <b>Need to liaise with County on footway and cycleway issues</b></li><li>• <b>Encouragement to bus companies with County to evaluate bus user needs (market research) rather than merely adjusting existing infrastructure. Particularly to look at the market for services for young people.</b></li><li>• <b>Need to better publicise public and community transport buses.</b></li></ul> <p><b>Need to consider safety issues especially of those without personal powered transport</b></p>
From these the following options were generated
2, 29, 53, 46, 54, 7, 55 and 56

The results of the investigations with experts (Appendix 3) directly revealed many possible options for activity. These are set out in the summary boxes marked “practical opportunities” and “simple things that can be done”.

#### **Walking Expert Group**

<b><u>Key issues to address</u></b>
<ul style="list-style-type: none"><li>• <b>Encourage school and work travel surveys and feed into route development</b></li><li>• <b>Better promotion and information on walking and walking routes in East Devon</b></li><li>• <b>Whats available and for whom and when</b></li><li>• <b>Encourage greater consideration of Rights of Way in the Planning process</b></li><li>• <b>New thought on ‘Walk part of the way’ schemes</b></li><li>• <b>Footpath signage and maintenance (especially in towns)</b></li><li>• <b>Promote Travelwise</b></li><li>• <b>Encourage walking as cheap, safe, healthy and sustainable</b></li><li>• <b>Consider more Pedestrianisation within developments</b></li></ul>
From these the following options were generated
2, 18, 19 and 20

### Cycling Expert Group

**Key issues to address**

- Encourage cycling for short journey options and for tourism
- Work with County on opportunistic cycle routes (eg subdividing appropriate footpaths)
- Encourage secure bike storage at work, transport interchanges etc
- Better cycle route signage
- Better promote and publicise and look after cycle routes (and what to expect) plus other cycle infrastructure
- Seek better monitoring of cycle journeys
- Lobby rail and bus services about storage and carriage of cycles
- Seek cycling infrastructure as planning gain/especially feeders to national routes
- Work with Towns and Parishes and seek to identify future schemes and implement current proposals

From these the following options were generated

21, 5, 22, 23, 24, 25, 26 and 2

### Buses & Coaches Expert Group

**Key issues to address**

- Promote Travel-line, and text messaging, more once fully enabled
- Consider bike storage at bus shelters
- Create better communication channels with Stagecoach
- Promote interchanges between commercial and community transport
- Timetable on web and on buses (simplified if possible)
- Promote the buses that are available
- Promote the greater use of concessionary travel
- Promote buses via work and key services
- Single point of contact for health related travel
- Lobby government re regulatory constraints
- Poor access to airport

From these the following options were generated

20, 5, 27, 28, 29, 30, 31 and 32

### Community Transport Expert Group

**Key issues to address**

- **Promote interchanges with community transport**
- **Promote the use and benefits of community transport (and need for drivers etc)**
- **Develop concessionary fares to cover those who may not have commercial buses available to them**
- **Consider community transport as an option to subsidised commercial buses or consider bus subsidy for community transport**
- **Lobby government on regulatory improvements (eg changes by pre-booking and concessionary fares requirements)**
- **Promote car clubs**
- **Seek to better link Sidmouth to other Community Transport Associations**
- **Promote use of social service buses (private hire etc.)**

From these the following options were generated

5, 6, 33, 34, 35, 32, 36 and 38

### Rail Expert Group

**Key issues to address**

- **Promote line dualling eg via Exe Rail and Lineside Consortium**
- **Press for better interchange with walking, bike, bus, car etc, eg via Exe Rail Partnership**
- **Use opportunity of New Community re rail**
- **Promotion and information on rail, and the facilities available at stations and on trains**
- **Promote use of Rail Passenger Committee for complaints and suggestions**
- **Lobby rail operators re cycles mobility scooter carriage**
- **Lobby rail operators re better care of people with mobility difficulties**

From these the following options were generated

7, 5, 39, 40, 41 and 42

### Cars Expert Group

<b><u>Key issues to address</u></b>
<ul style="list-style-type: none"><li>• <b>Promote car sharing</b></li><li>• <b>Promote “Park and Walk, Park and Cycle, Park and Ride schemes (mixed modes of transport)</b></li><li>• <b>Promote lower environmental impact forms of private vehicle use</b></li><li>• <b>Pilot a community car pool scheme</b></li><li>• <b>Seek better balance in transport mode priorities in new traffic schemes</b></li><li>• <b>Better liaison on impacts between on and off street parking policies</b></li><li>• <b>Enable car use where it is the only practical option, but not where it detracts from other transport modes.</b></li></ul>
From these the following options were generated 36, 43, 44, 45, 46 and 47

### Taxis Expert Group

<b><u>Key issues to address</u></b>
<ul style="list-style-type: none"><li>• <b>Promote taxi sharing</b></li><li>• <b>Publicise fare structures</b></li><li>• <b>Encourage fixed fares areas</b></li><li>• <b>Encourage taxi-marshals where this can assist</b></li><li>• <b>Support taxi operators associations to create new options for taxi operations</b></li><li>• <b>Taxi Voucher schemes</b></li></ul>
From these the following options were generated 2, 48, 49, 50, 51 and 52

**Part 7**  
**Options Appraisal**

Through the 3 strands of activity (data gathering, survey work and expert opinion) 56 realistic options for future work were generated.

These were all tested against the criteria. In turn these criteria had been set based on the transport project evaluation methods suggested in the document 'Valuing the Small'. These criteria had a close correlation to the Basic Principles that we had set ourselves early on (see page 5 The Process).

The options, and scoring allocated, are set out at Appendix 5  
The best scoring ideas are:-

- Promote the interests of the many householders with no car
- Stronger link between transport and planning considerations
- Encouraging providers of key services to provide outreach
- Promote available cycle routes and cycling
- Promote a car club pilot, and car share schemes
- Encourage e-enabled services
- Promote available walking routes and walking
- Lobby bus and rail operators re carriage of bicycles
- Single point of contact to arrange 'medical' travel
- Promote secure bike storage at workplaces
- Seek cycle infrastructure as planning gain
- Promote use of Social Services buses 'out of hours' for hire
- Promote Park and Walk, and Park and Ride
- Promote transport plans for key facilities used by local people, employees and visitors
- Promote the buses which are already available
- Promote the rail station at the new community (and associated opportunities)
- Promote more environmentally sustainable private car use
- Promote the East Devon Transport Strategy in the LSP
- Ensure wide publicity and awareness of the transport strategy and research
- Improve cycleway signage
- Address threats of new concessionary fares scheme

These ideas (the practical projects are set out at Appendix 5) became the initial action plan, and coupled with the ideas set out early in this document have become the proposed Transport Strategy for East Devon.

The other options have not been dismissed. Indeed many of the most easily delivered, those that are part of routine work, or those that are deliverable through other strategies, will be tackled anyway.

**Part 8**

**Consultation**

This document was circulated to stakeholder organisations for comments on its content (especially the priorities for action)

It was also be publicised for general public comment and posted on the Council's website.

Copies were provided to individuals involved in the 'investigative' work (e.g. those giving 'expert information') as well as notifying all those expressing an interest via the survey.

All comments were evaluated (see Appendix 8) and where possible addressed. Suggested textual changes were also made wherever possible.

**Part 9**

**Monitoring**

As an adopted strategy of the LSP, and also of the Council, the final agreed action plan will be subject to regular reports on progress.

**Part 10**  
**Strategy and Action**

The partner organisations of East Devon have a responsibility to advocate for, and where feasible to enable, suitable transport options for all in East Devon.

Transport will not just represent the movements of people to services etc but also the need to provide movement of services to people, or the need for services to involve no transport at all (virtual service provision).

As a minimum our wider ambition should be to enable transport solutions which eventually permit every adult and young person to have a transport means realistically available to get to, and from:-

1. The nearest town for local leisure and health services, banking, support, social events and shopping.
2. Work.
3. The nearest major town/city.
4. The nearest main hospital.
5. School or college (where applicable).
6. Transport interchanges (bus and train stations in particular).

We should seek to ensure that transport is available to and from these locations at least from Monday to Saturday at reasonable times, appropriate cost, in reasonable safety and comfort, with minimal reasonable delay.

We should also encourage those transport modes which are higher on the hierarchy (See page 10) ie have greater environmental, health and social advantages.

As well as trying to support these principles through local working we will also start by pursuing the highest scoring concepts (set out in Chapter 7 and drawn from Appendix 5). The next pages show these concepts in detail as an action plan.

**PUBLICITY OF ISSUES**

Option Number	Option Concept	Suggested Project	Times cale	Council Commitment
11	Ensure wide publicity and awareness of transport strategy and key messages for East Devon and the research findings.	Disseminate consultation document and information about it widely (direct mail, e-mail and publicity in magazines etc). Place on Council website.	July '05	To circulate mailing list, in 'East Devon Talk' and website.
17	Promote the interests of the many householders with no car.	Action via the LSP "Social Inclusion Proofing Tool" being used on policies.	April '06	To use the proofing tool internally as part of the Equalities work.

**LOBBYING AND INFLUENCE OF PARTNERS AND STAKEHOLDERS**

Option Number	Option Concept	Suggested Project	Times cale	Council Commitment
2	Key facilities providers to be encouraged to create transport plan for local people, employees and tourists.	Write to key facilities. Comment on their website and other access information. Does information include all reasonable transport modes from places where customers are likely to live and does it cover likely transport difficulties? Have they considered safety on site of non car users?	By April '06	To write to key facilities
3	Encourage providers of key community services to provide outreach to local communities.	Write to providers, comment on their websites and other access information.	By April '06	To write to providers of key services
4	Encourage providers of key services to provide e-enabled services to local communities	Write to providers, comment on their website and other access information.	By April '06	To write to providers of key services
9	Promote Transport Strategy via LSP	Get LSP sign-up to local transport strategy and encourage all partners to be more proactive both in their own workplaces but also in advocating local transport issues (eg responding to consultations). Inclusion in Parish Plans process (via CCD).	By Aug'05	To present to LSP and CCD
22	Promote secure bike storage at work places.	In conjunction with project 2 above to promote secure bike storage.	By April '06	To write to key facilities
25	Lobby bus and rail operators re carriage of bicycles	Write to bus and rail operators (especially in conjunction with tourist ambitions eg Jurassic Coast and Green Tourism)	Dec '05	To lobby opportunistically
	To try to maximise availability but minimise cost impact of concessionary bus travel	Work with County-wide partners to ensure finances are available and apportioned to reflect use of concessionary fare, and to ensure transport is available.	By April '06	To work on a County-wide level

**TRANSPORT INFORMATION**

<b>Option Number</b>	<b>Option Concept</b>	<b>Suggested Project</b>	<b>Timescale</b>	<b>Council Commitment</b>
18	Promote available walking routes, and walking.	Promote walking routes via Council website and that of partners. Include this information on local publicity. Also promote 'Walk this Way'.	By April '06	To include on Council website and opportunistically on local publicity.
21	Promote available cycle routes and cycling.	Promote cycling routes via Council website and that of partners. Include this information also on local publicity.	April '06	To include on Council website and opportunistically on local publicity.
29	Promote what buses are available	Links to project 2 and 28. Promote bus routes via EDDC website and that of partners plus opportunistically through publicity. Promote Ring and Ride options	April '06	To include on Council website and opportunistically on local publicity.
38	Promote availability of social services buses for community hire to increase demand and hence financial viability.	Promote via EDDC website, partners and opportunistic local publicity.	April '06	To include on Council website and opportunistically on local publicity.
43	Promote use of Park and Walk and Park and Ride.	Promote existing formal schemes and local opportunities (eg for 'school run'). Act as an advocate to resolve barriers to use.	April '06	To include on Council website and opportunistically on local publicity. Act as an advocate to resolve barriers to use.
44	Promote greener private car use	Promote car share via EDDC website, publicity, partners etc. Promote green travel within EDDC (green Travel Plan already adopted)	April '06	To include on Council website and opportunistically on local publicity. Act as an advocate to resolve barriers to use. Follow through the EDDC Green Travel Plan.
		Promote low emission cars and fuels via EDDC website, publicity, partners etc.	April 06	To include on Council website and opportunistically on local publicity.

**PLANNING**

Option Number	Option Concept	Suggested Project	Timescale	Council Commitment
14	Strong link between transport and planning considerations.	Actively promote consideration of transport issues when looking at planning applications, development opportunities and policy (eg LDF). Consider opportunities for transport infrastructure as planning gain. This approach should be via EDDC Members and Officers, as well as Parish and Town Councils.	April '06	To promote these issues. Transport discussion at Environment 'Think Tank'.
26	To seek cycling/walking infrastructure as planning gain (s106).	Cranbrook cycle/walkways but also other planning applications to ensure opportunities are either seized, or at least not confounded.	April '07	To seek cycling infrastructure through planning gain.
39	New rail station, and freight interchange at and near New Community	Secure a new rail station for new community (and use as a rail promotion opportunity). Freight interchange nearby.	April '07	To seek a rail station at the New Community via the Planning system.
44	Promote greener private car use	For major developments, seek a formal Travel Plan.	?	Seek Travel Plan via Planning system.

**DIRECT PROVISION OF INFRASTRUCTURE MAINTENANCE AND ENHANCEMENT**

Option Number	Option Concept	Suggested Project	Timescale	Council Commitment
4	E-enabled services	Council roll-out of e-government.	Dec '05	To ensure all identified services are e-enabled.
22	Secure bike storage	Secure bike storage at EDDC	Dec '05	Ensure secure bike storage at EDDC.
23	Improve cycleway signage	Work with local cycle clubs to identify where appropriate cycleways and cycle routes should be better signed. To liaise with DCC on a joint programme of signage.	Aug '06	Liaise with cycle clubs and agree a programme of provision.
31	Single point of contact for 'Medical' travel	Work with PCT and RDE as required re accessibility planning to develop this concept.	Dec '06	Promote via PCT, RDE and liaise with DCC.
36	A 'Car Club' pilot	Promote via EDDC publicity website and partners, assist if necessary and identify a funding source.	Dec '06	Promote and identify funding source.

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