

Monday, 10 March 2025

CABINET

A meeting of **Cabinet** will be held on

Tuesday, 18 March 2025

commencing at **5.30 pm**

The meeting will be held in the Banking Hall, Castle Circus entrance on the left corner of the Town Hall, Castle Circus, Torquay, TQ1 3DR

Members of the Committee

Councillor David Thomas (Chairman)

Councillor Billings	Councillor Jacqueline Thomas
Councillor Bye	Councillor Tranter
Councillor Chris Lewis	Councillor Tyerman

A Healthy, Happy and Prosperous Torbay

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Governance Support, Town Hall, Castle Circus, Torquay, TQ1 3DR

Email: governance.support@torbay.gov.uk - www.torbay.gov.uk

CABINET AGENDA

1. **Apologies**
To receive apologies for absence.
2. **Minutes** (Pages 5 - 30)
To confirm as a correct record the Minutes of the meeting of the Cabinet held on 18 February 2025.
3. **Disclosure of Interests**
 - (a) To receive declarations of non pecuniary interests in respect of items on this agenda.

For reference: Having declared their non pecuniary interest members may remain in the meeting and speak and, vote on the matter in question. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.
 - (b) To receive declarations of disclosable pecuniary interests in respect of items on this agenda.

For reference: Where a Member has a disclosable pecuniary interest he/she must leave the meeting during consideration of the item. However, the Member may remain in the meeting to make representations, answer questions or give evidence if the public have a right to do so, but having done so the Member must then immediately leave the meeting, may not vote and must not improperly seek to influence the outcome of the matter. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.

(Please Note: If Members and Officers wish to seek advice on any potential interests they may have, they should contact Governance Support or Legal Services prior to the meeting.)
4. **Urgent Items**
To consider any other items the Chairman decides are urgent.
5. **Matters for Consideration**
6. **Local Government Reorganisation - Submission of Interim Plan Proposals** (To Follow)
To consider a report on the above.
7. **Local Transport Plan Four - Endorsement** (Pages 31 - 138)
To consider a report that seeks endorsement of the Devon and Torbay Local Transport Plan 2025-2040.
8. **Local Electric Vehicle Infrastructure (LEVI)** (Pages 139 - 152)
To consider a report that seeks delegated authority for the award of a contract/s for Torbay elements of the Devon and Torbay Local Electric Vehicle Infrastructure (LEVI) Project.

9. **Local Government Association Adult Social Care Preparation for Assurance Peer Challenge** (Pages 153 - 188)
To consider a report on the Torbay Council Adult Social Care Preparation for Assurance Peer Challenge and subsequent action plan.
10. **Public Awareness of Recycling in Public Bins - Report of the Overview and Scrutiny Board** (Pages 189 - 194)
To respond to the recommendations of the Overview and Scrutiny Board.
11. **Member Champion for Culture** (To Follow)
To consider a report on the above.

Live Streaming and Hybrid Arrangements

To encourage more people to engage in our public meetings the Council is live streaming our Cabinet meetings on our YouTube channel in addition to recording the meetings and publishing the recording on our website. To watch the meeting live please visit <https://www.youtube.com/user/torbaycouncil>.

We are also using hybrid meeting arrangements to enable officers and Councillors who are not members of the Cabinet to either attend the meeting in person or to attend the meeting remotely via Zoom. Anyone attending the meeting remotely must use their raise hand function when they wish to speak and to declare any interests at the appropriate time. If anyone attending the meeting remotely loses connection the meeting will continue and they will have the option to follow the meeting via the YouTube live stream.

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Minutes of the Cabinet

18 February 2025

-: Present :-

Councillor David Thomas (Chairman)

Councillors Billings, Bye, Chris Lewis, Jacqueline Thomas, Tranter and Tyerman

(Also in attendance: Councillors Amil (virtual), Bryant (virtual), Cowell (virtual), Douglas-Dunbar (virtual), Foster, Johns (virtual), Law (virtual), Barbara Lewis (virtual), Long, Tolchard (virtual) and Twelves (virtual))

88. Minutes

The Minutes of the meeting of the Cabinet held on 23 January 2025 were confirmed as a correct record and signed by the Chairman.

89. Disclosure of Interests

There were no interests declared.

90. Matters for Consideration

The Cabinet considered the following matters, full details of which (including the Cabinet's decisions and recommendations to Council) are set out in the Record of Decisions appended to these Minutes.

91. Acquisition of land to deliver Scheme 2 of the Accommodation Repurposing Programme ("Hotels to Homes")

92. Rent and Service Charge Policy and Proposed Changes to Social Housing Rents

93. Revenue and Capital Budget 2025/2026 Proposals

94. Budget Monitoring 2024/25 - April to December 2024 Revenue and Capital Outturn Forecast

95. Torbay Council Climate Change Action Plan

96. Land Disposal at Penn Meadow, Brixham

97. Local Development Scheme (Local Plan Timetable)

98. Adult Social Care electronic recording system replacement

- 99. **Torbay Interagency Carers' Strategy Action Plan 2024-27**
- 100. **Adopt South West Annual Report 2023-24**
- 101. **Review of the Membership of Community Infrastructure Levy (CiL) Spend Panel**

Chairman

Record of Decisions

Acquisition of land to deliver Scheme 2 of the Accommodation Repurposing Programme ("Hotels to Homes")

Decision Taker

Cabinet on 18 February 2025.

Decision

That subject to the Council approving the Revenue Budget and Capital Programme on 27 February 2025, which includes an allocation of £1.000m to affordable housing, the Cabinet:

1. approve the inclusion of 'Scheme 2' within the Hotels to Homes Programme and allocate a 'First Stage' budget of £1.500m (to fund the acquisition, fees and on-costs, demolition & clearance, and redesign of the site), funded from the Devolution Deal grant;
2. delegate authority to the Director of Finance, in consultation with the Director of Pride in Place and the Cabinet Member for Housing and Finance, to agree suitable terms to acquire Scheme 2, for a price not exceeding the value stated in Exempt Appendices 1 and 3 (subject to the satisfactory completion of all necessary due diligence);
3. instruct the Head of Strategic Housing & Delivery to appoint:
 - i) a demolition contractor (along with any associated technical surveys, reports and required project management etc.) to clear the site and prepare it for newbuild construction, in consultation with the Head of Commercial Services; and
 - ii) a Design and Project Management Team to redesign the site for the optimum form of affordable housing, in consultation with the Head of Commercial Services;
4. that a 'Second Stage' cost plan to request the necessary capital uplift to construct a scheme (taking account of grant conditions, scheme viability and planning considerations at that time) be presented to a future meeting of the Cabinet; and
5. that Cabinet note due to a delay by central Government on the announcement of the next Homes England Affordable Homes Programme, the further report requested of officers at the September 2024 Cabinet meeting must be delayed until after the 2025 Comprehensive Spending Review (or other such time as we have suitable confidence on the funding available to support delivery of this programme).

Reason for the Decision

"Scheme 2" of the Hotels to Homes Programme, builds upon the Scheme approved by Cabinet in September 2024. Officers have identified a further suitable redundant hotel with an existing planning consent, that could be acquired by the end of March 2025, as required to meet the objectives of the Devolution Deal grant. In contrast to the turnkey deal approved in September 2024, Scheme 2 would see the Council directly build out a scheme, to meet the Council's specification and to address the local need. Delivery of this Scheme would result in an increase in supply of affordable housing with an additional benefit of preventing the site entering a state of dereliction, as well as reducing the likelihood of long-term anti-social behaviour.

Implementation

This decision will come into force and may be implemented on 3 March 2025 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Council has committed to increase affordable housing supply. A Housing Delivery Plan had been created to identify opportunities over the next five years, both for direct Council delivery, and indirect delivery through partners.

The Council had committed to deliver the Accommodation Re-purposing Project, known as 'Hotels to Homes'. This had been specifically designed to respond to Torbay's unique profile of having relatively few suitable and supportable greenfield opportunities, but large numbers of small to medium urban brownfield sites in the form of unviable leisure and holiday accommodation. Through this initiative, the Council would acquire and convert or redevelop sites into purpose built social housing for local people.

At the meeting Councillor Tyerman proposed and Councillor Billings seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

The short timescales associated with the grant funding meant there were just three options available:

Option 1 (the preferred option) was to acquire the Scheme as set out in Exempt Appendix 1. This must be in acceptance of the risks highlighted in respect of not currently knowing the best delivery route for the site (in respect of size and scale etc.) with the most viable way to deliver the project therefore not yet known.

Option 2 would be to withdraw from the purchase of Scheme 2 and attempt to identify a hotel for acquisition at auction, which would have to be purchased on an 'as seen' basis. Very little (if any) due diligence would be possible within the timescales which would therefore represent a considerable risk to the Council. Furthermore, there would be no option but to attempt to purchase whatever was available through that purchase route at that point in time – it may be difficult to find something that would meet the Council's requirements in the time available. There would be limited ability to test the likely support from the Planning Team reliance on whatever information was readily available, as opposed to making an informed purchase. This option was considered to represent far too great a risk and was therefore discounted.

Option 3 would be to hand back the grant and decline to proceed further. This would be detrimental to our relationship with Ministry for Housing, Communities and Local Government (MHCLG), the new Government and the Devon and Torbay Combined County Authority (CCA). This may also cause wider implications for other Council delivery programmes and funding streams, too. Ultimately, this would also mean that the additional affordable housing supply we urgently need, would not materialise. This would be extremely detrimental, and reputationally very damaging, and could not be recommended.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None.

Published

21 February 2025

Signed: _____ Date: _____
Leader of Torbay Council on behalf of the Cabinet

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Record of Decisions

Rent and Service Charge Policy and proposed changes to social housing rents

Decision Taker

Cabinet on 18 February 2025.

Decision

1. that the Rent and Service Charge Setting Policy set out at Appendix 1 to the submitted report be approved;
2. that Council on 27 February 2025 be recommended to approve as part of the Revenue Budget Fees and Charges the proposed rent increase for 2025/2026 whereby all Social Housing rents are increased by 2.7% (CPI+1%); and
3. that rent reviews take place on all Service Occupancy properties and those rents be increased up to open market value.

Reason for the Decision

To ensure the Council had an up to date Rent and Service Charge Policy, which set the framework for all its housing stock that any rent increases would operate within as is in accordance with the Government's Rent Guidance.

Implementation

The decision in respect of 1. will come into force and may be implemented on 3 March 2025 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny). The decisions in respect of 2. and 3. will be considered by Council on 27 February 2025 as part of the Revenue and Capital Budget 2025/2026 Proposals.

Information

The Rent and Service Charge Policy sought to ensure that rents and service charges were applied and recovered in accordance with legislative and regulatory requirements and provide a fair and affordable system of charging to customers that represents good value.

The Overview and Scrutiny Board considered the Policy on 12 February 2025 and supported the proposals and recommendation to Cabinet. At the Cabinet meeting, Councillor Tyerman proposed and Councillor Tranter seconded a motion that was agreed unanimously, as set out above.

Alternative Options considered and rejected at the time of the decision

There were no alternative options considered.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None.

Published

21 February 2025

Signed: _____ Date: _____
Leader of Torbay Council on behalf of the Cabinet

Record of Decisions

Revenue and Capital Budget 2025/2026

Decision Taker

Cabinet on 18 February 2025.

Decision

That Cabinet recommend to Council;

1. That for 2025/26 a net revenue expenditure of £147.5m, resulting in a Council Tax requirement of £96.2m (a 4.75% increase in Council Tax, of which 2% is for Adult Social Care) be approved (as outlined in Appendix 1 to the submitted report);
2. that the proposed Fees and Charges for 2025/26 be approved as set out in Appendix 4 to the submitted report;
3. that in accordance with the requirement of the Local Government Act 2003, the advice given by the Chief Finance Officer with respect to the robustness of the budget estimates and the adequacy of the Council's Reserves, (as set out in the Reserves Statement published in November 2024), be noted;
4. that it be noted that the Brixham Town Council precept for 2025/26 of £531,935 will be included as part of the Torbay Council budget for Council Tax setting purposes;
5. that the Director of Public Health be instructed to prepare proposals for the increased allocation of the Public Health Grant, which meet the specified grant criteria, for consideration by the Council as part of the budget setting for 2025/26;
6. that the Revenue Reserves Statement 2025/26, Capital Strategy 2025/26 and Treasury Management Strategy 2025/26 be approved as published for Cabinet on 26 November 2024; and
7. that any technical adjustments to the Revenue and Capital Budget be delegated to the Section 151 Officer in consultation with the Cabinet Member for Housing and Finance.

Reason for the Decision

The Council has a statutory obligation to set a budget each financial year and must take account of all factors when setting the budget. The Cabinet's response to the recommendations of the Overview and Scrutiny Board were set out in the submitted report.

Implementation

The recommendations of the Cabinet will be considered at the meeting of Council being held on 27 February 2025.

Information

The Council has a statutory responsibility to set a budget each year. By setting and approving the net revenue budget for 2025/26 and the budget allocations proposed, the

budget would be used to achieve a range of objectives across several plans within the Council including the ambitions expressed within the Community and Corporate Plan and related strategies.

The Cabinet published its budget proposals on 26 November 2024 and commenced a period of consultation that ran until 12 January 2025. Feedback had been received from members of the public as well as from the Overview and Scrutiny Board who considered the draft budget proposals in December 2024. The provisional Local Government Finance Settlement was received on 18 December 2024, part way through the consultation period, and the Overview and Scrutiny Board subsequently received an update on the material changes to funding and resource assumptions on 8 January 2025. The Final funding Settlement was received on 3 February 2025.

The Cabinet's revised budget proposals, take into account changes announced within the Settlement and consultation feedback. At the meeting, Councillor David Thomas proposed and Councillor Tyerman seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

None

Is this a Key Decision?

Yes

Does the call-in procedure apply?

No

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None

Published

21 February 2025

Signed: _____ Date: _____
Leader of Torbay Council on behalf of the Cabinet

Record of Decisions

Budget Monitoring 2024/25 - April to December 2024 Revenue and Capital Outturn Forecast

Decision Taker

Cabinet on 18 February 2025.

Decision

1. that Cabinet notes the forecasted revenue outturn position and amendments made to the published 2024/25 Capital Investment Plan; and recommends to Council:
2. that the revisions to the Capital Investment Plan, as set out in Appendix 1 to the submitted report be approved.

Reason for the Decision

To ensure the Council operates in a prudent manner and works to maintain a balanced budget.

Implementation

The Cabinet's recommendations will be considered at the Council meeting on 27 February 2025.

Information

The Budget Monitoring 2024/25 report set out a high-level budget summary of the Council's revenue and capital position for the financial year 2024/25, reviewing budgets and considering year-end forecasts. These forecasts were based upon the levels of spend and financial information at the end of quarter three (up to 31 December 2024).

The Overview and Scrutiny Board considered the Budget Monitoring 2024/25 report on 12 February 2025 and supported the proposals and recommendation to Cabinet. At the Cabinet meeting, Councillor Tyerman proposed and Councillor Chris Lewis seconded a motion that was agreed unanimously, as set out above.

Alternative Options considered and rejected at the time of the decision

There were no alternative options considered.

Is this a Key Decision?

No

Does the call-in procedure apply?

No

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None

Published

21 February 2025

Signed: _____ Date: _____
Leader of Torbay Council on behalf of the Cabinet

Record of Decisions

Torbay Council Climate Change Action Plan

Decision Taker

Cabinet on 18 February 2025.

Decision

That the Torbay Council Climate Change Action Plan 2024-2026 as set out in Appendix 1 to the submitted report be approved.

Reason for the Decision

To meet the Community and Corporate Plan's continued commitment to tackle the Climate Emergency a new Torbay Council Climate Change Action Plan had been produced to replace the out-of-date Carbon Neutral Council Action Plan 2022- 2024.

Implementation

This decision will come into force and may be implemented on 3 March 2025 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Torbay Council Climate Change Action Plan outlined actions to reduce carbon dioxide emissions across Torbay Council's operations and services. The action plan had been co-developed, set realistic and fundable actions that could deliver significant carbon and energy savings across the Council's estate, fleet and streetlighting. The action plan also provided the framework for enabling actions that would deliver feasible solutions to create a pipeline of investable projects that could be delivered post 2026 and up to 2030.

The Overview and Scrutiny Board considered the Torbay Council Climate Change Action Plan on 12 February 2025 and supported the proposals and recommendation to Cabinet. Furthermore, the Overview and Scrutiny Board recommended the Cabinet to request SWISCo to raise awareness of recycling in public bins, to reduce the risk of contamination of the recycled waste and enable it to be processed effectively, a separate report would be presented to a future meeting of the Cabinet on this issue.

At the Cabinet meeting, Councillor Chris Lewis proposed and Councillor Billings seconded a motion that was agreed unanimously, as set out above.

Alternative Options considered and rejected at the time of the decision

To not adopt the Torbay Council Climate Change Action Plan, this option was discounted as without an adopted plan, the Council would risk taking an unstructured and disjointed approach to tackling carbon emissions and reaching the 2030 net zero target. As a Council it also would not meet the objectives as set out in the Council's Community and Corporate Plan to ensure the effective use of Council resources and improving upon the Council's value for money. This was highlighted in the potential financial savings which would be missed from not

taking a proactive approach to the Council's energy consumption in its buildings and streetlighting and the fuel used by Council and SWISCo fleets.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None

Published

21 February 2025

Signed: _____ Date: _____
Leader of Torbay Council on behalf of the Cabinet

Record of Decisions

Land Disposal at Penn Meadow, Brixham

Decision Taker

Cabinet on 18 February 2025.

Decision

That the Director of Finance be authorised to dispose of the freehold interest of land known as land at Penn Meadow, Brixham to Brixham Town Council for a nominal sum of £1 and subject to a restrictive covenant and clawback conditions in relation to the land continuing as public open space, with legal costs associated with the transfer being met by Brixham Town Council.

Reason for the Decision

Transferring ownership would allow an opportunity to extend the accessible footpath to the entrance of Mudstone Lane, resulting in three accessible access points to Wishings Field. Wishings Field would subsequently be extended allowing Brixham Town Council to formally work with South Devon National Landscape and the community to promote wildlife habitat, protecting the biodiversity of the area for future generations. The Council would also see the removal of any ongoing maintenance liability and reduce the necessity for staff and resources to be deployed to this area.

Implementation

This decision will come into force and may be implemented on 3 March 2025 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

A request was received from Brixham Town Council seeking the freehold transfer of a parcel of land located on the east side of Penn Meadows, Brixham from Torbay Council.

The intended outcome of obtaining the freehold of land for Brixham Town Council was to connect the land known as Wishings Field within their ownership, located to the south west of the land at Penn Meadow. This would create a gateway from Penn Meadow and lead through to the natural open space within Wishings Field so that all the land ownership and control rests with Brixham Town Council.

At the meeting Councillor Chris Lewis proposed and Councillor David Thomas seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

The Council was under no obligation to consider the transfer and could simply reject the request. However, given the Council's limited involvement historically with the land and benefit that would be realised by transferring the land to Brixham Town Council it would be a missed opportunity should the Council reject the proposal.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None

Published

21 February 2025

Signed: _____ Date: _____
Leader of Torbay Council on behalf of the Cabinet

Record of Decisions

Local Development Scheme (Local Plan Timetable)

Decision Taker

Cabinet on 18 February 2025.

Decision

1. that the Ministry of Housing Communities and Local Government (MHCLG) be informed of the timetable for the Local Plan preparation as set out in the submitted report, by 6 March 2025; and
2. that the Local Plan preparation timetable be kept under review and updated as necessary and the Divisional Director of Planning, Housing and Climate Emergency be authorised to make amendments to the Local Development Scheme (LDS) in consultation with the Cabinet Member for Place Development and Economic Growth.

Reason for the Decision

The Ministry of Housing Communities and Local Government had set local planning authorities a deadline of 6 March 2025 to update their timetable for Local Plan preparation.

Implementation

This decision will come into force and may be implemented on 3 March 2025 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

As part of its drive to boost housebuilding and expedite Local Plan preparation, the Government required local planning authorities to update their timetable for Local Plan preparation. The Ministry of Housing Communities and Local Government had set local planning authorities a deadline of 6 March 2025.

No substantive decisions on the content of the Local Plan were needed at this stage. The Local Development Scheme (LDS) merely set out a timetable for plan preparation. LDSs were required by Section 15 of the Planning and Compulsory Act 2004. They set out a timetable for plan preparation and should be kept up to date. LDSs should specify: The documents that will comprise local development documents (i.e. the Local Plan), the geographical area that the local plan would cover, and the timetable for plan preparation/revision.

At the meeting, Councillor Chris Lewis proposed and Councillor Billings seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

An alternative option would be to wait for “new style plans” under the Levelling Up and Regeneration Act. These would have to be prepared to a strict 30-month timescale, and the regulations for preparing them had not yet been published. They would inevitably take

several years to bed in and for court judgements to clarify the system. If the Regulations were published in 2025 and appear to offer significant advantages over the 2012 Regulations; the Council could decide to move to the new system.

Sub-Regional spatial development strategies were further off and required primary legislation to put in place. As yet the geography that they would cover, and the administrative arrangements under which they would be prepared was not known. Should the Devon and Torbay Combined County Authority take on responsibilities to prepare Spatial Development Strategies (SDSs), this could be reflected in the Local Plan timetable at a later date. SDSs would be required to meet the sum of Standard Method Local Housing Need within the wider plan area. Therefore, it would still be necessary for Torbay to come to a view about how much of its development needs it was able to meet within the current boundary of Torbay.

There was a legal requirement for local planning authorities to prepare strategic plans, although many had not done so. The Government had indicated that it would use its legal powers to intervene should Councils not make progress with plan preparation. In the short term the Council would be more vulnerable to speculative planning applications, particularly on greenfield sites.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None

Published

21 February 2025

Signed: _____ Date: _____
Leader of Torbay Council on behalf of the Cabinet

Record of Decisions

Adult Social Care Electronic Recording System Replacement

Decision Taker

Cabinet on 18 February 2025.

Decision

1. that the contract for an integrated Social Care and Finance IT system be awarded to System C (Liquid Logic) and commencing in March 2025 (subject to contract agreement) for a 5-year period, be approved;
2. that a direct award is made to Channel 3 consultancy to be extended for a one-year period, as our Strategic Partner, be approved; and
3. that a procurement exercise for the provision of technical support resources be approved and any subsequent contract to be awarded in line with the Paragraph 1.3 of the Officer Scheme of Delegation.

Reason for the Decision

Torbay Council retains the statutory duties in relation to Adult Social Care and as such needs to provide a new IT solution for use in Adult Social Care to continue to fulfil its obligations.

Implementation

This decision will come into force and may be implemented on 3 March 2025 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

Torbay Council require a new Adult Social Care case management system capable of supporting the needs of the statutory and evolving Adult Social Care Service.

Across Torbay a transformational approach was needed to the planning and delivering care based on lower cost and improved outcomes. The Adult Social Care Case Management System update was part of a series of system-wide transformation programmes across social care and communities designed to improve the experience of our citizens and deliver improvements to the Torbay care system.

The system would bring together existing care management arrangements with financial, safeguarding and commissioning requirements to provide real time information to enable us to plan delivery and commission care and support for vulnerable people across Torbay.

At the meeting, Councillor Tranter proposed and Councillor Bye seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

The alternative options were:

Do nothing – this option was discounted because the Civica (Paris) contract ends in December 2026 with health services were moving away from Civica (Paris) in early 2026. The TFM system was built on older technology and as such was approaching the end of its usable life.

Utilise another solution within Torbay Council – this option was discounted. The only solution functionally viable was the Children’s Case Management solution provided by System C, however the contract for this could not be extended for use by Adult Social Care Services.

Utilise another solution within Torbay and South Devon NHS Foundation Trust (TSDFT) – this option was discounted. The available option was the newly procured Epic system being introduced into TSDFT during 2026; however, this was not aligned to Children’s Services and as such had not been considered further.

Competitive procurement either through a framework or through a full Find a Tender Service (FTS) process. This option had been disregarded in favour of the preferred option.

Direct award to supplier that strategically fits with Torbay Council’s Adult Social Care Services and Torbay Council’s Children’s Social Care Services was the preferred option.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None

Published

21 February 2025

Signed: _____
Leader of Torbay Council on behalf of the Cabinet

Date: _____

Record of Decisions

Torbay Interagency Carers' Strategy Action Plan 2024-27

Decision Taker

Cabinet on 18 February 2025.

Decision

1. that the Torbay's Interagency Carers' Strategy Action Plan 2023-27 (as set out at Appendix 3) be endorsed and approved;
2. that the overall Strategy Key Performance Indicators (KPIs) update for Quarter 3 be noted; and
3. that the Council's specific actions be approved.

Reason for the Decision

Following the involvement of Carers in shaping the Strategy and Action Plan. The Carers Strategy Action Plan was planned around multi-agency commitments to address the 'I statements' from Carers.

Implementation

This decision will come into force and may be implemented on 3 March 2025 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The Torbay Interagency Carer's Strategy 2024-27 was adopted by the Cabinet in March 2024. An associated action plan had been developed and included actions for and commitments from the Council in order to deliver the Strategy.

At the meeting, Councillor Tranter proposed and Councillor Bye seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

There were no other options considered.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None

Published

21 February 2025

Signed: _____ Date: _____
Leader of Torbay Council on behalf of the Cabinet

Record of Decisions

Adopt South West Annual Report 2023-24

Decision Taker

Cabinet on 18 February 2025.

Decision

That the contents of the Adopt South West Annual Report 2023-24 as set out in Appendix 1 to the submitted report be endorsed.

Reason for the Decision

Under the national standards for adoption, all adoption agencies must provide to their responsible body, in this case the executive side of the local authority, a written report on the management, outcomes and financial state of the agency.

Implementation

This decision will come into force and may be implemented on 3 March 2025 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

Adopt South West was the Regional Adoption Agency which undertakes adoption functions on behalf of Torbay, as well as Devon, Plymouth, Somerset and Cornwall. Whilst each local authority retained overall responsibility for their adoption services and for their cared for children, most adoption functions were delegated to Adopt South West.

The Adopt South West Annual Report 2023-24 outlined key data and information relating to these adoption functions, such as recruiting, assessing and supporting prospective adopters, non-agency adoption work including partner adoptions and for intercountry adoptions. It also outlined key performance in relation to family finding for all children with adoption plans in the Adopt South West region as well as the support Adopt South West provided to all parties affected by adoption, including adopters, adoptees, adoptive families, adopted adults and birth relatives.

It was noted that the Children and Young People's Overview and Scrutiny Sub-Board considered the Annual Report on 27 January 2025 and supported the recommendation to Cabinet.

At the meeting, Councillor Bye proposed and Councillor Jackie Thomas seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

No other options were considered.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None

Published

21 February 2025

Signed: _____ Date: _____
Leader of Torbay Council on behalf of the Cabinet

Record of Decisions

Review of the Membership of Community Infrastructure Levy (CiL) Spend Panel

Decision Taker

Cabinet on 18 February 2025.

Decision

That the membership of the Community Infrastructure Levy (Neighbourhood Proportion) Spend Panel (CiL) be expanded to include one representative from the Liberal Democrat Group and one representative from the Independent Group.

Reason for the Decision

Expanding the CiL Spend Panel would ensure cross party consideration of how the CiL monies would be spent for the benefit of the local community.

Implementation

This decision will come into force and may be implemented on 3 March 2025 unless the call-in procedure is triggered (as set out in the Standing Orders in relation to Overview and Scrutiny).

Information

The CiL Panel first met on 11 October 2023 and had been meeting bi-monthly as required to approve applications submitted for Community Infrastructure Levy funding from the Neighbourhood proportion of the CIL money collected.

The CiL Spend Panel had recommended the approval of 13 applications since the Panel was established. From the Paignton allocation, there had been 5 applications approved totalling £110,570.74 and from the Torquay allocation, there had been 10 applications approved totalling £130,135.40

At the meeting of the CiL Spend Panel on 3 December 2024, a discussion was held on the need to widen the membership of the CiL Panel to include cross party representation, and it was recommended to include one member from the Liberal Democrat Group and one member from the Independent Group on the CiL Spend Panel.

At the meeting, Councillor Chris Lewis proposed and Councillor Billings seconded a motion that was agreed unanimously by the Cabinet, as set out above.

Alternative Options considered and rejected at the time of the decision

To not review the CiL Spend Panel membership, this was not recommended as it would preclude cross party involvement in the allocation of CiL monies.

Is this a Key Decision?

No

Does the call-in procedure apply?

Yes

Declarations of interest (including details of any relevant dispensations issued by the Standards Committee)

None

Published

21 February 2025

Signed: _____ Date: _____
Leader of Torbay Council on behalf of the Cabinet

Meeting: Cabinet

Date: 18 March 2025

Wards affected: All

Report Title: Local Transport Plan Four - Endorsement

When does the decision need to be implemented? 31 March 2025

Cabinet Member Contact Details:

Councillor Adam Billings, Cabinet Member for Pride in Place and Parking,
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Director Contact Details:

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1. Purpose of Report

- 1.1. This report seeks endorsement of the Devon and Torbay Local Transport Plan 2025-2040 (LTP4).
- 1.2. The LTP is the responsibility of Devon and Torbay Combined County Authority to adopt as Local Transport Authority, and the recommendation of this report therefore seeks endorsement from Cabinet ahead of that decision.

2. Reason for Proposal and its benefits

- 2.1. The proposals in this report help us to deliver our vision of a healthy, happy, and prosperous Torbay by aligning the vision in the LTP4 for sustainable growth with accessible and inclusive transport improving travel choice to benefit the health and wellbeing of everyone.
- 2.2. The reasons for the proposal, and need for the decision are, that Local Transport Plans are statutory documents, required under the Local Transport Act 2008, for the Local Transport Authorities to produce.
- 2.3. Torbay Council and Devon County Council (as individual Local Transport Authorities) currently have a joint Local Transport Plan (LTP3) in place until 2026 but together have developed the update presented with this report, LTP4.
- 2.4. The objectives also help to support the delivery of several priorities and outcomes across the strategic themes, including (but not limited to):
 - Draw investment into our towns and breathe life into our town centres, ensuring our town centres are safe and welcoming for all – through greater places for people

- Provide safe environments for our young people to thrive in – through road safety and greater places for people
- Improve wellbeing and reduce social isolation – through easier travel and being the place to be naturally active
- Improve the delivery of housing and increase the amount of full-time employment opportunities within Torbay – through unlocking development and providing a reliable and resilient transport network.
- Improve transport links to and within Torbay – through easier travel

3. Recommendation(s) / Proposed Decision

1. Endorse the Devon and Torbay Local Transport Plan 2025-2040 for later adoption by the Devon and Torbay Combined County Authority.
2. Delegate authority to the Director of Pride in Place in consultation with the Cabinet Member for Cabinet Member for Pride in Place and Parking to make minor amendments to the Local Transport Plan 4 ahead of submission to the Combined County Authority.

4. Appendices

Appendix 1: Devon and Torbay Local Transport Plan 2025-2040

5. Background Documents

- Local Transport Plan 4 Consultation Report (2025)
www.devon.cc/ltp4
- Local Transport Plan 3 (2011-2026)
<https://www.torbay.gov.uk/local-transport-plan>
- Local Transport Action Plan (2021-2026)
<https://www.torbay.gov.uk/local-transport-action-plan/>
- Local Cycling and Walking Infrastructure Plan (2021)
<https://www.torbay.gov.uk/lcwip>
- Bus Service Improvement Plan (2021 and 2024)
<https://www.torbay.gov.uk/bus-network-improvements>
- Highways Infrastructure Asset Management Strategy (2021)
<https://www.torbay.gov.uk/highway-infrastructure-ams/>
- Transport Asset Management Plan (2021)
<https://www.torbay.gov.uk/transport-asset-management-plan/>
- Road Safety Strategy / Casualty Reduction Report
<https://www.torbay.gov.uk/road-safety-strategy>; <https://www.torbay.gov.uk/road-casualties/>
- Devon Carbon Plan (2022)
<https://devonclimateemergency.org.uk/view-devon-carbon-plan-full/>

This list is not exhaustive. There are further policy documents produced by Government and the Sub-National Transport Body (Peninsula Transport) which are also relevant, as well as some local

policy and evidence base documents, particularly in relation to climate, economy and public health.

Supporting Information

6. Introduction

- 6.1. Local Transport Plans are statutory documents, required under the Local Transport Act 2008, for the Local Transport Authorities such as Torbay Council to produce. In 2011, Torbay worked in partnership with Devon to adopt a joint Devon and Torbay Local Transport Plan 3 (2011-2026)
- 6.2. They set out the overarching ambitions for the local transport network with policies for the promotion of safe, integrated, efficient and economic transport, alongside proposals for the implementation of these policies. There is understanding that these will often be presented in separate documents, a Strategy and an Action Plan.
- 6.3. The existing Local Transport Plan will come to an end in 2026 and initially the 'trigger' for an early review was in the Levelling Up White Paper and documents that followed, which indicated that there was an expectation on Councils to update their plans before the end of the parliament and that new guidance would be issued to support that work. However, the guidance has not formally emerged and a date was not confirmed by when the update was needed.
- 6.4. At the time of the initial announcement, Devon and Torbay had discussed how to take forward an update and Devon County Council had begun looking at a revision sooner than Torbay. Discussions then followed regarding devolution and the inclusion of transport in that agreement became clearer. This will be a Combined County Authority with responsibility for strategic transport and the requirement to have a Local Transport Plan in place will be a duty for the CCA and no longer sit with Torbay Council. There is a commitment within the draft devolution agreement for an updated LTP to have been progressed by March 2025 (not adopted) and given the timescales involved it is necessary for the authorities working together (rather than as one in a CCA) to begin that process with the initial evidence base, drafting and engagement work.
- 6.5. This updated proposal sets out a clear vision and objectives for a place-based strategy from 2025-2040.
- 6.6. The vision is:
 - 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.
- 6.7. Alongside the vision, six objectives for transport have been identified:
 - **Decarbonisation**

Reaching net zero carbon emissions by 2050, and a 50% reduction against 2010 levels by 2030, by reducing the need to travel, increasing digital access and shifting trips to sustainable transport and fuels.

- **Reliability and resilience**

Protecting and enhancing the reliability, resilience and safety of the local transport network and the strategic road and rail links that connect Devon and Torbay to the rest of the country.

- **Easier travel**

Increasing bus and rail patronage by providing well-integrated, inclusive and reliable transport options for residents and visitors in both rural and urban communities.

- **Unlocking development**

Supporting delivery of clean growth and regeneration by improving transport choices and use of technology to ensure new housing and employment developments are well connected.

- **Greater places for people**

Enhancing the attractiveness and safety of the built, natural and historic environment by improving air quality, public realm and reducing the number of people harmed on our roads.

- **The place to be naturally active**

Enabling people to be more active with improved public health outcomes by expanding the multi-use trail network, delivering a network of quiet lanes and improving facilities and safety in urban areas.

6.8. There are four place types identified, recognising the differing needs, transport experiences, and environments across Devon and Torbay. These places are:

- **Torbay**
- **Exeter**
- **Growth Areas**
- **Rural and Market & Coastal Towns**

6.9. There are two further nonspecific sections included, one being **Strategic Connections** (those wider links beyond Devon and Torbay), and the other being **Our Network** (noting the maintenance and road safety factors that are applicable across the area).

6.10. The Strategy also contains **Actions**, identified for the respective sections of the Plan. It is recognised that actions and delivery to justify the strategic elements are important and will be updated throughout the LTP4 lifecycle to ensure it is up to date and fully matches the ambitions. Currently, many actions listed are drawn from existing policy documents and action plans.

6.11. The Plan has been developed to align with local, regional and national policy. It puts supporting clean economic growth and regeneration, responding to the climate emergency and improving the health and wellbeing for all residents and visitors at its heart.

6.12. For Torbay, key elements are identified within the plan, centred around priority objectives. However, future schemes won't be limited by this list and other opportunities to deliver travel and network enhancements against the objectives and vision of the LTP4 will be considered.

- 6.13. Improvements to transport will support Torbay to be healthy, happy and prosperous. These include a focus on improvements to help regenerate the town centres and improving travel choices throughout Torbay.
- 6.14. Major investment in Edginswell railway station and zero emission buses will be supported by longer operating hours, faster services, more accessible infrastructure and better bus stop facilities to provide a step change in the quality of public transport services and infrastructure. Improvements to walking, wheeling and cycling facilities and roll out of shared mobility will further enhance transport choice and make sustainable travel easier and more attractive for residents and visitors across Torbay and beyond.
- 6.15. These key elements include:
- 6.15.1. **Delivery of greater places for people** through town centre public realm improvements and regeneration opportunities across Torbay alongside improved wayfinding to improve entry, exit and within the town centres and upgrading public transport gateways in Torbay's town centres.
 - 6.15.2. **Making travel easier** with improved travel choice such as a new railway station at Edginswell; new bus/coach services from Torbay to East of Exeter; enhanced integration of bus and rail services; and a network of shared travel choices (bike hire/car club) across Torbay.
 - 6.15.3. **Delivering attractive public transport** with attractive modern vehicles operating higher frequency bus services between town centres and major employment, education and health facilities; faster bus journey times, achieved with upgraded traffic signals giving priority at traffic signals; and extending the operating hours of bus services, including evening services and night services through the week.
 - 6.15.4. **Improving the accessibility to public transport** with improved bus stop infrastructure and information systems; accessibility for all passengers at railway stations; and ticket and fare simplification.
 - 6.15.5. **Supporting residents and visitors to be naturally active** with the delivery of a strategic cycle network focussed on the South Devon Cycle Way to connect Torbay into the existing traffic free, multi-use trail network in Devon and the priority trails in the Local Cycling and Walking Infrastructure Plan (including Hospital Trail, Torquay Town Trail and northern sections of the Beaches Trail). Alongside this we will improve access for pedestrians and cycles across the network with smaller but significant improvements such as crossings to town and neighbourhood centres to support road safety; improving the attractiveness of routes to schools; and creating quieter and safer streets for all.
 - 6.15.6. **Decarbonising the network** led by a transition to lower and zero emission buses across Torbay and delivery of a network of electric vehicle charging points, providing more variety of charging speeds in a wider variety of locations. Continuous improvement across all modes will increase travel choice to help reduce traffic movements across Torbay.
 - 6.15.7. **Maximising the benefit of development opportunities** and minimise the impact with suitable access to and/or improvements to local bus stop facilities with highway layout and junction alterations to provide safe access for all users which will include high quality pedestrian and cycle access. As well as protecting and enhancing access to Brixham Harbour and key employment areas.

6.15.8. **Ensuring reliability and resilience** including proposals to improve active travel provision and vehicle performance on the Major Road Network; and providing coastal route protection and viable alternative routes for all modes.

6.16. An updated Local Transport Plan will enable the transport authority to fulfil its statutory obligations and place Devon and Torbay in the strongest position to make a compelling strategic case for future transport infrastructure investment.

7. Options under consideration

7.1. Option 1 Do not endorse. Whilst we remain in the transition period with the Combined County Authority, the existing plan would remain part of the Torbay Council Policy Framework and would expire in 2026. This is not recommended and the CCA may continue to adopt the LTP4 in any case, given the changes to policy, the work committed to date and the need to meet the obligations of the Devolution Deal.

7.2. Option 2 Alternative LTP4. Different visions, objectives and interventions could be produced. However, the proposed LTP4 has been developed in close alignment with local, regional and national policy and strategy. Recent public consultation demonstrates that the content of the proposed LTP4 is well supported. To propose a significantly different approach for would risk being disjointed and reduce likelihood of securing transport investment for the area. It would also impact on delivery timescales, missing the March 2025 target date for the Devon and Torbay Devolution deal.

7.3. By 2026, in any case, an updated strategic plan for transport covering the area will be required. There have previously been indications that updated Local Transport Plans will be used to guide funding awards to Council's – currently this is through an annual capital settlement to deliver the objectives of the Local Transport Plan, but with a longer-term plan there may be scope for longer term funding packages.

8. Financial Opportunities and Implications

8.1. This funding enables the Council to deliver capital transport projects across all modes that support the objectives of the plan (either wholly funding or utilise as match funding for larger schemes with additional external grants).

8.2. Endorsing the LTP4 will help to ensure Devon and Torbay are best positioned to receive transport funding allocations. It is therefore important to have the plan in place to ensure Torbay, as a place, benefits from improved transport infrastructure.

9. Legal Implications

9.1. Having a Local Transport Plan in place is a statutory requirement for Local Transport Authorities under the Local Transport Act 2000. The plan must set out the objectives and ambitions for transport in the area, with actions that implement them.

9.2. The Devolution Deal for Devon and Torbay included a commitment to the development of an updated LTP.

10. Engagement and Consultation

- 10.1. The proposals have undergone significant stakeholder consultation at every stage of project development, prior to undertaking public consultation in line with Cabinet's previous decision in September 2024. This work builds on the depth and range of previous consultation held on specific transport strategies in recent years, making best use of previous feedback, alongside other engagement on the Devon Carbon Plan and Torbay's Greener Way for Our Bay.
- 10.2. The LTP4 public consultation was held between 1 October and 30 November 2024. Information about the consultation was published on the Devon County Council's "Have Your Say" webpage, with links provided from Torbay's website. This summarised the content of the draft LTP4 and contained links to the full draft document, a summary document, the Strategic Environmental Assessment, a summary video and an online questionnaire.
- 10.3. Paper copies of key documents and the questionnaire were available at Devon libraries. The consultation was promoted via press releases and on social media and in addition four webinar events were held.
- 10.4. A total of 1070 questionnaires and 62 email submissions were received, 54 of which were from stakeholders including district councils, transport operators, campaign groups, charities and businesses.
- 10.5. The draft LTP4 was well supported at consultation, with the full results detailed in the consultation report available online (see Background Documents). The vision was supported to some extent by 82% of respondents and each of the six objectives were considered important by at least 80% of respondents. The place-based strategies received support by a minimum of 70% of respondents. The Connecting Devon and Torbay (75%) and Assessment Management and Road Safety (72%) strategies also received strong support.
- 10.6. Despite the generally positive feedback received during the consultation, there were points raised that have led to amendments. These changes included the following:
- **Connecting Devon and Torbay:** Additional detail on priorities for coaches and freight, to reflect priorities from further work undertaken by Peninsula Transport.
 - **Exeter:** Greater clarity on the inclusion of the East of Exeter area within the strategy for the city. Addition of air quality target to reflect Exeter Transport Strategy 2020-2030
 - **Torbay:** Increased emphasis on regeneration and delivery of Edginswell rail station. Additional detail on infrastructure for new development, road safety priorities and importance of Paignton as the gateway to the rail network for southern Torbay.
 - **Growth areas:** Stronger focus on sustainable travel measures and addition of Plympton rail station.

- **Rural Devon and market and coastal towns:** Additional detail to reflect progress on Countywide Local Cycling and Walking Infrastructure Plan and the Rights of Way Improvement Plan. New rail and bus integration map.
- **Asset management and road safety:** Updated to reflect latest design standards and plan for new residential design guides.
- **Action plans:** Addition of low cost, high impact “quiet lane” proposal to enhance active travel provision. Removal of delivered schemes.
- **Monitoring and evaluation plan:** Addition of indicators to measure progress against LTP 4 objectives. Minor amendments to objectives to complement metrics.
- **Glossary of key terms:** Added to help readers with technical terms and the role of particular organisations

11. Procurement Implications

- 11.1. There is no direct spending associated with this decision, though the delivery of projects set out within the action plan and any future emerging actions will require procurement consideration.

12. Protecting our naturally inspiring Bay and tackling Climate Change

- 12.1. The LTP prioritises a transport network that supports sustainable growth, reaching net zero by 2050 and improving travel choice for all. The objectives specifically focus on decarbonisations, reliability and resilience and the promotion of sustainable travel modes more widely.
- 12.2. Transport is a significant contributor to carbon emissions whether measured locally or nationally and the Local Transport Plan will have a key roll to play in focussing the investment in appropriate measures to help increase the choice people have about they travel, enabling them to use more sustainable modes, whether walking, cycling, public transport or electric vehicles.
- 12.3. The carbon assessment tool has been used to consider the impacts and mitigations. These can be summarised as follows:

Environmental Considerations

- **Greenhouse Gas (GHG) Emissions:**
 - The Local Transport Plan (LTP) aims to reach net zero emissions by 2050 and a 50% reduction by 2030.
 - Key indicators include carbon emissions from transport and the number of EV charge points.
- **Energy and Renewable Energy:**
 - The LTP does not include specific actions for renewable energy generation but highlights the need for renewable energy for EV infrastructure.
- **Protecting Nature and Biodiversity:**
 - The LTP aims to enhance biodiversity through improved landscape maintenance along transport networks.

- **Seas and Waterways:**
 - No specific water-based transport interventions are identified, but the impact on seas and waterways must be considered for any proposals.
- **Sustainable Materials and Waste:**
 - Scheme promoters are responsible for ensuring sustainable resource use.
- **Sustainable Transport:**
 - The LTP focuses on providing integrated, accessible, and inclusive transport options to promote sustainable travel and reduce emissions.

Mitigation Activities

- **Decarbonisation:** Actions across various themes within the LTP to reduce carbon emissions, including developing a Carbon Design Toolkit.
- **Energy Use:** Promoting renewable energy for EV infrastructure and supporting private renewable generation opportunities.
- **Biodiversity Enhancement:** Implementing the Devon Nature Recovery Strategy through landscape maintenance and planting initiatives.
- **Sustainable Resource Use:** Ensuring best use of resources and exploring recycled materials for new schemes.
- **Sustainable Transport:** Enhancing travel choices and promoting active and sustainable transport modes.

12.4. The Combined County Authority will play a significant role in setting the capital programme and monitoring progress against LTP objectives and indicators. The plan period extends until 2040, requiring immediate action to meet targets.

13. Associated Risks

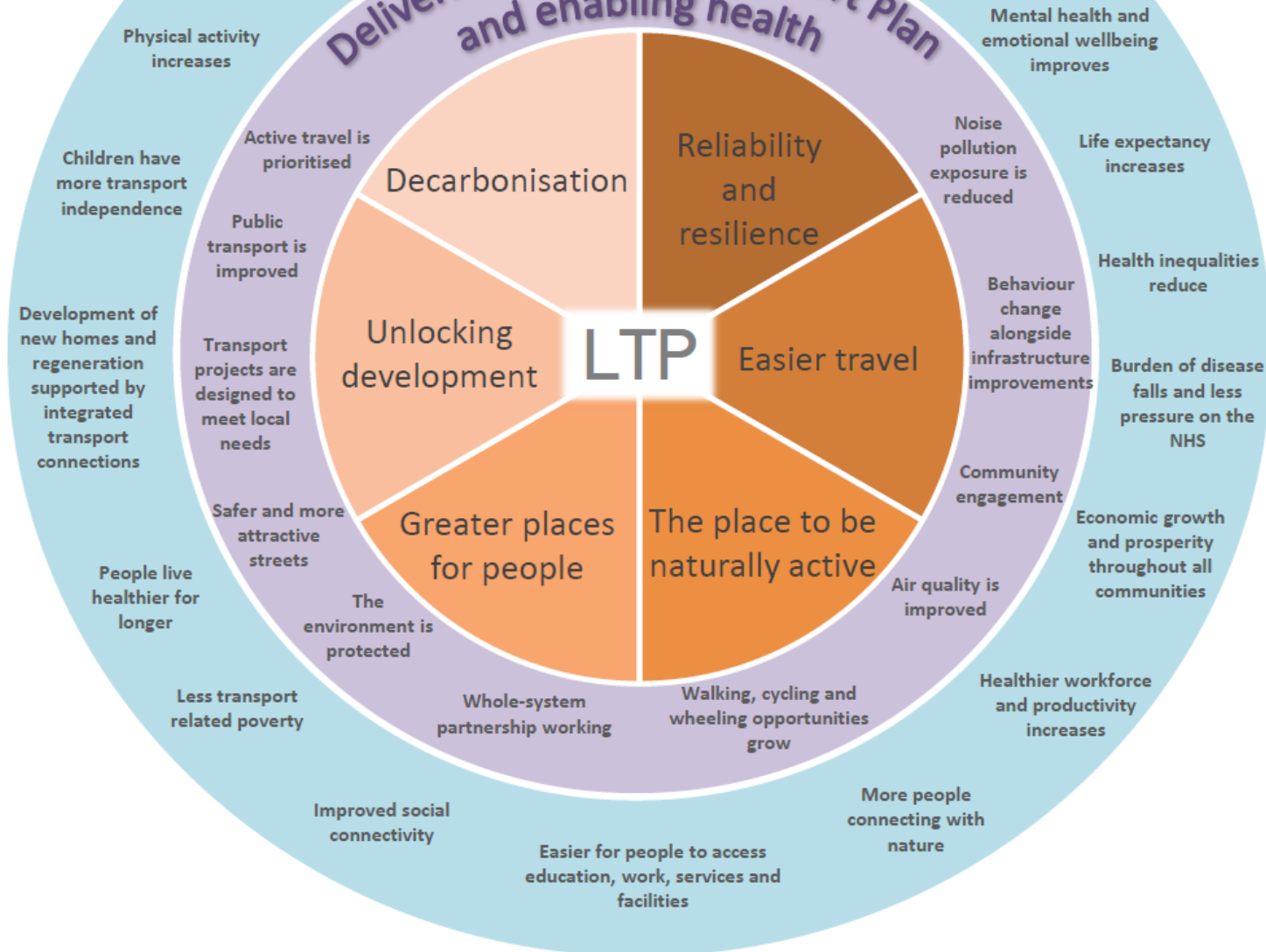
13.1. The pre-consultation report to Cabinet highlighted the risk of updated guidance emerging from Government. At the time of writing no updates have been issued. Should any updated guidance emerge either before adoption or soon after, it may be appropriate for the LTP to be updated further but an assessment of that will be undertaken if the situation arises.

14. Equality Impact Assessment

- 14.1. All residents will benefit from the enhanced travel choices, from improved health and activity levels, improved road safety and more efficient transport networks that Local Transport Plan 4 will deliver. These improvements will enable increased access to a range of opportunities, including employment, education, leisure and community facilities.
- 14.2. Over 23% of Torbay households do not have access to a private vehicle, there is an older than national average age profile and almost 24% of all residents are disabled – advancing equality of opportunity and encouraging participation in society and community activities, enabled by better transport.
- 14.3. To achieve carbon reduction targets and improve public health it will be necessary to improve accessibility and the attractiveness of sustainable alternatives to encourage mode shift, which may disproportionately impact those who are reliant on private vehicles for transport. For such individual schemes, consultation and Impact Assessments will be carried out to seek views and consider the impact on people with protected characteristics.
- 14.4. A Rapid Health Impact Assessment has also been undertaken. This highlighted a number of strengths and opportunities linking the Local Transport Plan with factors such as air quality, noise, physical activity, economy and employment, safety and connections with communities. These have been reflected upon and changes made to the final LTP4 as appropriate. It also identifies vulnerable groups to consider within the LTP, including children and young people, older people, people with disabilities, people with existing health conditions, unemployed people and low income groups and socially excluded or isolated groups. This will remain applicable to consider throughout the lifetime of the LTP4, with the delivery of specific schemes. Below is an indication of the links to public health outcomes:

Public Health Outcomes for Devon and Torbay

Delivering the Local Transport Plan and enabling health



- 14.5. Devon (including Torbay) is a large area with varied landscapes, townscapes and demographics. The population is spread between busy urban hubs, market and seaside towns, villages and across wild and ancient national parks.
- 14.6. This diversity means that transport patterns, needs, and infrastructure are not uniform across the area. The Local Transport Plan 4 identifies four place types, including Torbay. The impacts assessed are only in relation to Torbay. Devon County Council have produced an impact assessment of their own to consider impacts within their area.
- 14.7. The strategy sets out the overarching vision and objectives but subsequent decisions on the action plans and schemes, as well as other specific plans (such as the Bus Service Improvement Plan) will be subject to further EIA consideration.

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Age	<p>18 per cent of Torbay residents are under 18 years old.</p> <p>55 per cent of Torbay residents are aged between 18 to 64 years old.</p> <p>27 per cent of Torbay residents are aged 65 and older.</p>	<p>As non-drivers, children are often reliant on others for transport and can experience disproportionate impacts on their health from transport policy decisions, particularly children in young families.</p> <p>Older people may feel vulnerable using public transport, may need to seek health services more frequently and may be particularly vulnerable to road crash related injuries. Their continuing independence at home is often dependent upon reliable transport options.</p> <p>The LTP's objective of moving away from less sustainable modes in favour of more</p>	<p>The LTP identifies a range of policy objectives, projects and proposals which are sensitive to the needs of this protected characteristic. This has been informed by a Rapid Health Impact Assessment.</p> <p>This includes, for instance, a particular focus on the opportunities to improve active travel which provides transport</p>	<p>Spatial Planning in partnership with other departments, including SWISCO and partners in relation to the Combined Authority during the lifetime of the Local</p>

		<p>sustainable modes, will support age groups that are less likely to have access to their own private vehicle, such as under 17s who cannot access the private car without relying on someone else with a driver's licence, thus empowering young people and giving them more opportunities. Older people will benefit from being able to stay naturally healthy for longer and reducing isolation with easier journeys across modes, specifically buses enabling them to have access to the facilities they need.</p>	<p>independence for young people, provides a 'best start' in physical activity habits and helps older people increase/retain their physical mobility.</p>	<p>Transport Plan.</p>
<p>Carers Page 43</p>	<p>At the time of the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of these provided 50 hours or more of care.</p>	<p>Carers may be more reliant on effective transport links to undertake caring responsibilities, may need to undertake caring responsibilities with vulnerable users and may be more sensitive to the effects of transport related poverty.</p>	<p>The LTP identifies a range of policy objectives, projects and proposals which are sensitive to the needs of this protected characteristic. This has been informed by a Rapid Health Impact Assessment.</p> <p>In particular, the opportunities to improve public transport and address transport related poverty and social exclusion are recognised.</p>	<p>Spatial Planning in partnership with other departments, including SWISCO and partners in relation to the Combined Authority during the lifetime of the Local Transport Plan.</p>

Disability	In the 2021 Census, 23.8% of Torbay residents answered that their day-to-day activities were limited a little or a lot by a physical or mental health condition or illness.	People who have a physical or mental impairment including chronic disease and multimorbidity or disabilities that have a substantial and long-term adverse impact on their ability to carry out day-to-day activities. People with disabilities and long-term health conditions may have different experiences and needs in terms of accessing transport and active travel which need to be considered on an individual basis. Many may not be able to access certain forms of transport or need special arrangements to access them. They may be more likely to find it difficult to walk/wheel and may also be disadvantaged by the cost of transport.	<p>The LTP identifies a range of policy objectives, projects and proposals to be sensitive to the needs of this protected characteristic.</p> <p>In particular, the opportunities to improve public transport and address transport related poverty and social exclusion are recognised. Also, providing 'greater places for people' and addressing inclusive/accessible design is included within the LTP with measures such as Healthy Streets Design Checks acting as a means of consistently evaluating the opportunities of proposals to provide betterment for people with disabilities.</p>	Spatial Planning in partnership with other departments, including SWISCO and partners in relation to the Combined Authority during the lifetime of the Local Transport Plan.
Gender reassignment	In the 2021 Census, 0.4% of Torbay's community answered that their gender	No differential impact though improvements to transport will improve the experience, choice and opportunities	n/a	Spatial Planning in partnership

	<p>identity was not the same as their sex registered at birth. This proportion is similar to the Southwest and is lower than England.</p>	<p>for all. Benefits may become apparent through specific actions.</p>		<p>with other departments, including SWISCO and partners in relation to the Combined Authority during the lifetime of the Local Transport Plan.</p>
<p>Marriage and civil Partnership Page 45</p>	<p>Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership.</p>	<p>No differential impact though improvements to transport will improve the experience, choice and opportunities for all. Benefits may become apparent through specific actions.</p>	<p>n/a</p>	<p>Spatial Planning in partnership with other departments, including SWISCO and partners in relation to the Combined Authority during the lifetime of the Local Transport Plan.</p>

Pregnancy and maternity	Over the period 2010 to 2021, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 63.7 per 1,000) than England (60.2) and the South West (58.4). There has been a notable fall in the numbers of live births since the middle of the last decade across all geographical areas.	Transport policy can affect the opportunities available for women to travel who are pregnant. In particular women that are pregnant who travel by public transport are more sensitive to the need for quality waiting facilities, appropriate seating availability on buses, accessibility issues and overcrowding. They may also be more sensitive to the effects of air pollution.	The LTP identifies a range of policy objectives, projects and proposals to be sensitive to the needs of this protected characteristic. In particular, the improvement of public transport facilities and options is a key part of the LTP.	Spatial Planning in partnership with other departments, including SWISCO and partners in relation to the Combined Authority during the lifetime of the Local Transport Plan.
Race	In the 2021 Census, 96.1% of Torbay residents described their ethnicity as white. This is a higher proportion than the South West and England. Black, Asian and minority ethnic individuals are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England.	No differential impact though improvements to transport will improve the experience, choice and opportunities for all.	n/a	Spatial Planning in partnership with other departments, including SWISCO and partners in relation to the Combined Authority during the lifetime of the Local

				Transport Plan.
<p>Religion and belief</p> <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 47</p>	<p>64.8% of Torbay residents who stated that they have a religion in the 2021 census.</p>	<p>No differential impact though improvements to transport will improve the experience, choice and opportunities for all.</p>	<p>n/a</p>	<p>Spatial Planning in partnership with other departments, including SWISCO and partners in relation to the Combined Authority during the lifetime of the Local Transport Plan.</p>
<p>Sex</p>	<p>51.3% of Torbay's population are female and 48.7% are male</p>	<p>Issues of personal safety are more acute amongst women in general, in particular with regards to travelling on public transport and undertaking active travel. These issues of personal safety may be more acute during the hours where there is absence of daylight.</p>	<p>The LTP identifies a range of policy objectives, projects and proposals to be sensitive to the needs of this protected characteristic. This has been informed by a Rapid Health Impact Assessment.</p> <p>The differential impacts on safety between</p>	<p>Spatial Planning in partnership with other departments, including SWISCO and partners in relation to the Combined Authority during the</p>

			genders is recognised within the LTP, in particular with regards to public transport and active travel with measures to be undertaken at the project level.	lifetime of the Local Transport Plan.
Sexual orientation	In the 2021 Census, 3.4% of those in Torbay aged over 16 identified their sexuality as either Lesbian, Gay, Bisexual or, used another term to describe their sexual orientation.	No differential impact though improvements to transport will improve the experience, choice and opportunities for all.	n/a	n/a
Armed Forces Community	In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay, 5.9 per cent of the population have previously served in the UK armed forces.	No differential impact though improvements to transport will improve the experience, choice and opportunities for all.	n/a	n/a
Additional considerations				
Socio-economic impacts (Including impacts on child poverty and deprivation)		These groups may be more likely to walk further because they cannot afford public transport or to own a car and whose lack of transport options may limit life opportunities. They suffer the most from	The LTP identifies a range of policy objectives, projects and proposals to be sensitive to the needs of this protected	Spatial Planning in partnership with other departments,

		<p>injuries and poorer health outcomes compared to other groups.</p> <p>The LTP's objective of moving away from less sustainable modes in favour of more sustainable modes, will support those groups that are less likely to have access to their own private vehicle. The objectives of the LTP also support enhanced access to active and public transport which will be of benefit. Additional benefits are likely to emerge from specific projects and plans considered separately.</p>	<p>characteristic. This has been informed by a Rapid Health Impact Assessment.</p> <p>The impacts of deprivation and ensuring needs are addressed within the LTP. A range of different transport experiences are experienced by those facing deprivation, including geographically. Network planning with regards to various modes of travel, access and accessibility to public transport and services and creating greater places for people are key issues with a range of measures.</p>	<p>including SWISCO and partners in relation to the Combined Authority during the lifetime of the Local Transport Plan.</p>
<p>Public Health impacts (Including impacts on the general health of the population of Torbay)</p>		<p>Transport has a very significant role to play as a wider determinant of health on the population of Torbay. Some particular factors that are important include air quality, noise, physical activity, employment, safety, access and accessibility to public transport and</p>	<p>The LTP identifies a range of policy objectives, projects and proposals to be sensitive to the needs of this protected characteristic. This has been informed by a</p>	<p>Spatial Planning in partnership with other departments (with particular reference to</p>

		amenities, affordability of transport, connections between and within communities and community involvement in transport planning/design.	<p>Rapid Health Impact Assessment.</p> <p>The LTP contains a range of measures to address public health and has been informed by the input of Public Health colleagues and stakeholders in many respects. Continued partnership working with Public Health will be critical during the lifetime of the LTP to ensure delivery is focused on delivering better outcomes for public health.</p>	working with Public Health), including SWISCO and partners in relation to the Combined Authority during the lifetime of the Local Transport Plan.
Human Rights impacts		No differential impacts	n/a	n/a
Child Friendly	Torbay Council is a Child Friendly Council, and all staff and Councillors are Corporate Parents and have a responsibility towards cared for and care experienced children and young people.	Impacts identified regarding age (see above) are also relevant in this regard.	The LTP identifies a range of policy objectives, projects and proposals to be sensitive to the needs of this protected characteristic. This has been informed by a Rapid Health Impact Assessment.	Spatial Planning in partnership with other departments, including SWISCO and partners in relation to the Combined

				Authority during the lifetime of the Local Transport Plan.
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15. Cumulative Council Impact

- 15.1. Proposals in the transport strategy will impact on many of the wider outcomes of the Council.
- 15.2. Specific actions, or plans for specific modes (such as Bus Service Improvement Plan and Local Cycling and Walking Infrastructure Plan), can have a greater benefits on day to day services and the community or businesses they support. However the role of this strategy is to set those overarching objectives to enable the hooks and delivery of benefits particularly around the economy, climate, and health and wellbeing of the community.

16. Cumulative Community Impacts

- 16.1. Proposals in the transport strategy will impact on many of the Council's partners, the community and other stakeholders, providing transport infrastructure to support them, but also requiring their support in partnership to deliver on some of the actions.

DEVON AND TORBAY Local Transport Plan 4

2025 – 2040

Final Draft for Cabinet Endorsement February 2025



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Section 1: Forewords

Councillor Andrea Davis

Devon Cabinet Member for Climate Change, Environment and Transport



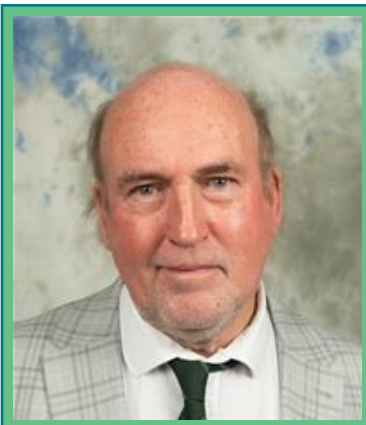
Devon is taking a positive step towards achieving our carbon and environmental ambitions with this new Local Transport Plan.

We know that transport has a significant impact on our local environment. It is therefore important that we have a strategy which aims to keep people and businesses connected whilst also reducing emissions, improving air quality and enhancing our natural environment.

This strategy sets out the ways that our transport network will be improved and extended across the county while also meeting our net zero ambitions.

Councillor Stuart Hughes

Devon Cabinet Member for Highway Management



Good transport connections, services and infrastructure are vital for people's lives and livelihoods.

This new Local Transport Plan shows the types of investment we will be making in transport across the county, from our urban hubs to our rural villages. It addresses highway improvements, the provision of new active travel links, road safety interventions and much more to ensure that we are providing a transport network that supports the needs of all our residents and visitors.

This strategy will help us achieve sustainable growth, develop a healthy and inclusive environment, and keep the county moving.

Councillor Adam Billings

Torbay Cabinet Member for Pride in Place and Parking



Supporting our community, businesses and visitors to move about through an effective and efficient transport network is critical to deliver a healthy, happy and prosperous Torbay.

Giving choice in how we all travel and supporting independence and transport opportunity for all is important. The Local Transport Plan demonstrates the steps we will take to give choice across all modes, underpinned by the need for resilience and safety on the network.

This strategy will improve transport connectivity and sustainability to, from and within Torbay and Devon, and help deliver the transport infrastructure that is needed for our people and our place.

Section 2: Introduction

Transport and connectivity have a vital role in helping make Devon and Torbay the best place to grow up, live happily and healthily, and prosper.

Reliable transport is essential in enabling people to access employment, education, healthcare and social activities. An affordable, sustainable, safe and connected transport system can help improve the quality of life for Devon and Torbay's residents and drive economic growth and productivity.

Transport plays a critical role in creating a fairer and healthier society by providing more equitable access to services, amenities and resources essential to health. It can also create opportunities for physical activity and social interaction. The way we travel is changing. Technology and the increased use of online options has influenced how we shop, work and access services. Enabling access to green spaces, including the beautiful coast and countryside of Devon and Torbay, is important for our health and our economy.

Transport continues to be the largest contributor to UK carbon emissions and the new Local Transport Plan (LTP) draws upon the analysis, consultation feedback and targets in the Devon Carbon Plan, including the ambition to reach net zero emissions by 2050 at the latest. As our climate changes we need to adapt our transport system to ensure this vital infrastructure remains resilient and will support our needs now and in future.

2.1 A vision-led approach

Our approach is to ensure transport policy and investment support these priorities for creating a better Devon and Torbay. Our Vision is 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.

Illustrated below, there are six objectives that underpin this vision.

Decarbonisation

Reaching net zero carbon emissions by 2050, and a 50% reduction against 2010 levels by 2030, by reducing the need to travel, increasing digital access and shifting trips to sustainable transport and fuels.

Reliability and resilience

Protecting and enhancing the reliability, resilience and safety of the local transport network and the strategic road and rail links that connect Devon and Torbay to the rest of the country.

Easier travel

Increasing bus and rail patronage by providing well-integrated, inclusive and reliable transport options for residents and visitors in both rural and urban communities.

Unlocking development

Supporting delivery of clean growth and regeneration by improving transport choices and use of technology to ensure new housing and employment developments are well connected.

Greater places for people

Enhancing the attractiveness and safety of the built, natural and historic environment by improving air quality, public realm and reducing the number of people harmed on our roads.

The place to be naturally active

Enabling people to be more active with improved public health outcomes by expanding the multi-use trail network, delivering a network of quiet lanes and improving facilities and safety in urban areas.



Figure 1 An illustration of the LTP objectives



Figure 2 An illustration of the relationship between the LTP vision, objectives and public health outcomes

2.2 A place-based strategy

Devon and Torbay's population of just under a million people is spread across the city of Exeter, the urban area of Torbay, large market towns, coastal settlements and large rural areas. Across these there are two National Parks, two UNESCO World Heritage Sites, a UNESCO Global Geopark, five National Landscapes and a network of designated sites for habitats and species.

The vision and objectives apply to the whole of Devon and Torbay. However, we also recognise that transport needs and solutions vary across urban, rural and coastal areas.

We have therefore created four place-based strategies within the LTP. These address the distinct needs in these areas and recognises that some objective will be more important in certain places.

Exeter

Exeter is the largest settlement and economic centre in Devon (population 130,000). It serves one of the largest geographic travel to work areas in England and is a major hub for education, leisure, culture and retail. The city has an historic, constrained and at times congested road network. It offers a range of travel options, with frequent public transport (bus and rail) and has high levels of walking and cycling contributing towards the majority of Exeter residents not driving to get to work.

Also considered within the Exeter strategy is the East of Exeter area that falls within East Devon. This is a fast-growing area of economic and residential development that includes the new town of Cranbrook and the Exeter and East Devon Enterprise Zone.

Torbay

Torbay encompasses the coastal towns of Torquay, Paignton and Brixham and surrounding villages (with a combined population of 140,000). With direct rail links and an attractive seaside location, Torbay experiences seasonal fluctuations in population and economy. Most travel is within the Bay and while many of these trips are over short distances that could be walked, wheeled or cycled, the majority are made by car.

Growth areas

Growth areas are larger market towns that are identified in District Council Local Plans as areas for significant new economic and residential development. The levels of development will be large enough to support new transport, education and community facilities. These areas have maturing walking, wheeling and cycling networks and frequent public transport connections.

The Growth areas, with a combined population of approximately 130,000 people are:

- Barnstaple, Bideford and Northam
- Newton Abbot and Kingsteignton Garden Community
- Plymouth Urban Fringe
- Tiverton, Cullompton and Heart of Mid Devon

Rural Devon and market and coastal towns

Over half of the population of Devon live in rural areas or in the market and coastal towns. These areas have attractive landscapes that contribute to a good quality of life. The longer distances to schools, work or shops means walking, wheeling and cycling may not always be a viable option. Residents are more reliant on the car and often rely on nearby market and coastal towns for key facilities, reducing the need for people to travel further afield to access services. These towns also provide hubs for more frequent public transport.

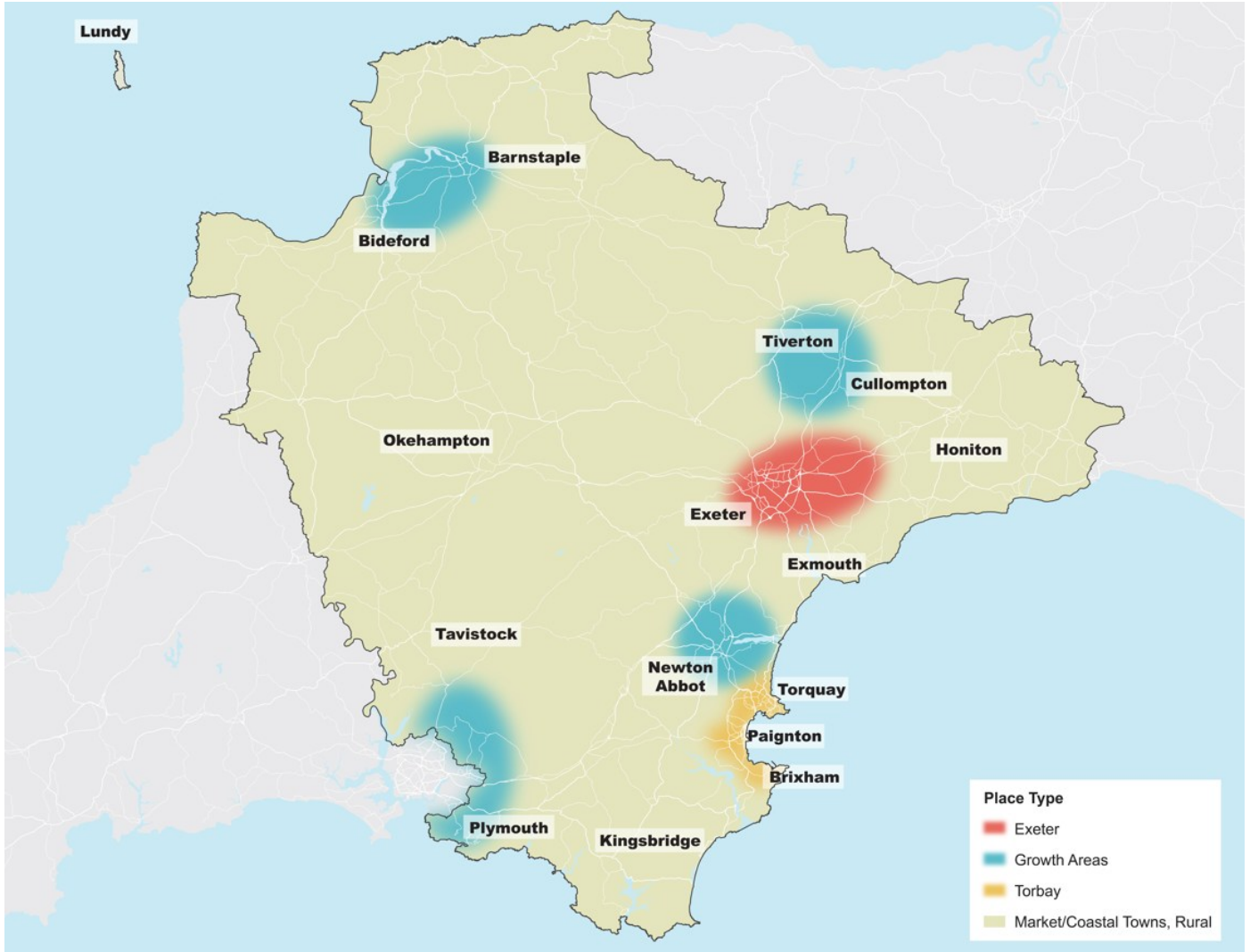


Figure 3 Map showing the four place types

2.3 Local Transport Plans

The Devon and Torbay LTP is a statutory document which sets out a strategy and interventions for improving transport.

We have developed this LTP, which covers the years 2025 to 2040, by considering national, sub-national and local policy as well as strategy work already carried out in recent years. This includes:

- National policies, the regional Peninsula Transport Strategy and local strategies, such as Council Corporate or Strategic Plans and Local Plans
- Neighbouring authorities plans, including Cornwall, Dorset, Plymouth and Somerset
- the adopted Devon Carbon Plan, drawing upon its extensive engagement and evidence supported by the public and key stakeholders
- a wide-ranging evidence base including transport trends, travel patterns and socioeconomic data
- Modal strategies including Bus Service Improvement Plans (BSIPs), Local Cycling and Walking Infrastructure Plans (LCWIPs) and Electric Vehicle (EV) Charging Strategies.

Changes to transport could impact on many aspects of the environment and the LTP4 has been subject to a Strategic Environmental Assessment and a Habitats Regulation Assessment.

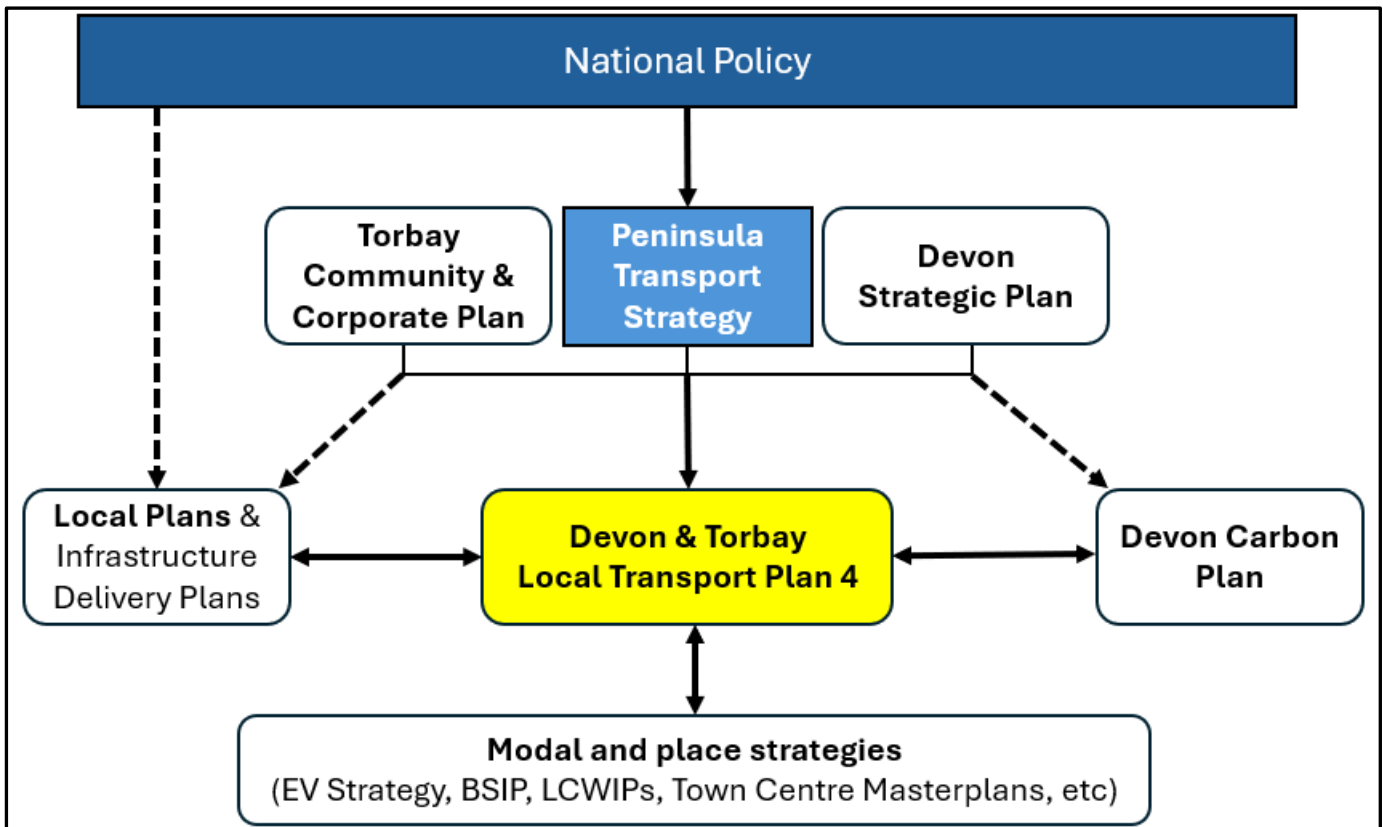


Figure 4 How the Devon and Torbay LTP fits in context with other policy documents

As a result of devolution proposals, a Combined County Authority (CCA) will become responsible for producing a Devon and Torbay area-wide LTP and overseeing delivery of transport schemes across its geography.

A joint LTP for Devon and Torbay also reflects the functional geography of the area and the reality that many people travel across the local authority boundaries to access their daily needs.

2.4 A track record of delivery

Alongside our strategy, this LTP includes action plans that highlight a set of projects and interventions that support our objectives across different places in Devon and Torbay.

We have made significant progress in delivering a range of transport projects and services identified in the previous LTP3 2011-2026. This includes delivery of walking and cycling, bus, rail and highway schemes.

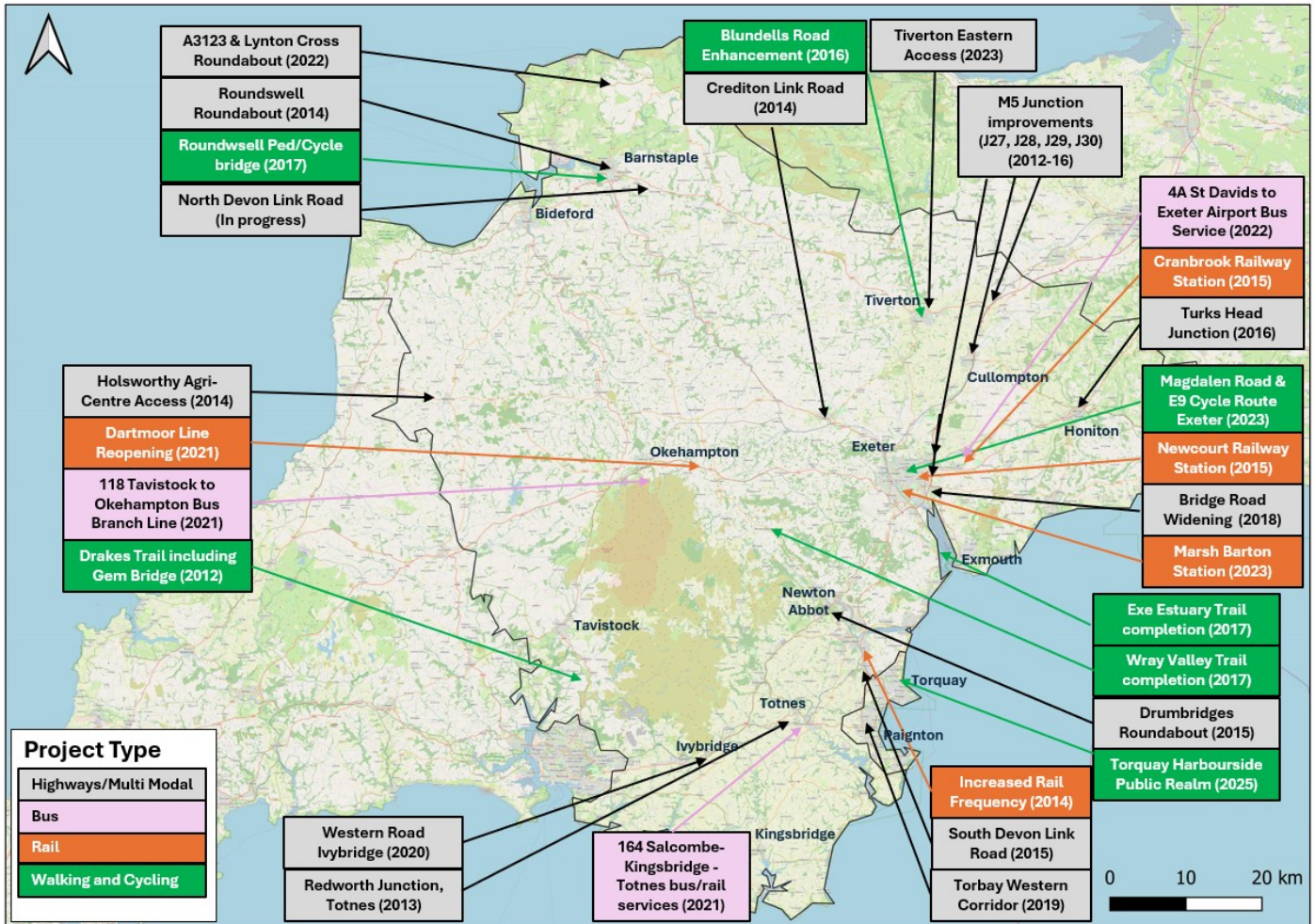


Figure 5 Key Projects delivered in Devon and Torbay during 2011-2026

The schemes listed within the accompanying Action Plans are a priority and will form the basis of a pipeline of projects to be designed and delivered.

Many of these schemes are drawn from existing strategies, i.e. LCWIPs / BSIP and have had a level of public consultation and support. Further engagement with communities and stakeholders on many of the projects will still be needed to understand the level of support and consider the social, environmental and economic impacts of schemes. The delivery of the LTP will continue to place community engagement at the centre of project delivery over its lifespan. We will strengthen 'whole-system engagement' with stakeholders/partners, community engagement with the public through a variety of methods and ensure that transport related infrastructure (i.e. physical elements we build and provide) and non-infrastructure measures (e.g. behaviour change) are integrated as far as possible. This approach will strengthen the delivery of this plan's six objectives and help us to ensure that delivery of actions improve equity across our communities.

Delivery is dependent on receiving funding from external sources and may therefore be subject to change based on future circumstances. We will however continue to develop these priority projects and work proactively with partners to capitalise on future opportunities, ensuring we are best placed to continually improve transport in Devon and Torbay and support the LTP objectives.

Section 3: Connecting Devon and Torbay

The priority for connecting Devon and Torbay is to enhance our strategic road, rail, air and digital connectivity so that the area remains an attractive place for business and tourism.

Targeted investment on our strategic road and rail corridors is required to ensure the network is resilient to the impacts of climate change and seasonal travel demands, and able to support movements of goods and people not only within Devon and Torbay but with the rest of the country and internationally. We will also seek enhancements that increase comfort, reduce journey times, support regeneration and boost low carbon travel.



Figure 6 Map of strategic connections in Devon and Torbay

3.1 Road

Most travel within Devon and Torbay is made on the road network including trips by car, bus, coach and freight movements. Parts of Devon’s road network are particularly important economic arteries transporting goods and connecting communities to the national road network.

These strategically important road corridors include:

- M5, A30, A303, A38 and A35 on the Strategic Road Network (managed by National Highways)
- A361, A376, A379 (Exeter), A380, A382, A385 and A3022 on the Major Road Network.

The M5 is the only section of motorway in Devon and into the South West peninsula. Whilst the M5 typically does not experience the levels of congestion seen elsewhere on the national network, there are times when seasonal traffic volumes, including demand for the motorway services, can lead to delays and unreliable journey times. The A30/A303 provides the second strategic highway route between London and the South West. Improvements along the whole route would cut journey times and further enhance resilience on this strategically important route.

The section of the M5 between junction 29 (junction with the A30) and junction 31 (where it splits into the A38 and A30) is the gateway into the South West. It is a critical connector for the South West economy. The capacity on this section has the potential to constrain housing growth within four of Devon’s eight districts. We will work with National Highways to identify deliverable interventions to improve resilience of the gateway. Our focus will be on improving travel choices and supporting the use of technology to improve vehicle flow, air quality and reduce noise levels.

The Major Road Network (MRN) routes also play an important role in the connectivity of many of our larger settlements. The A380 provides the main highway route into Torbay. An upgraded route around Kingskerswell providing a dual carriageway route into Torbay was delivered in 2015.

Case study: South Devon Highway (A380)

The A380 through the village of Kingskerswell was one of the busiest sections of single carriageway in the country, carrying approximately 35,000 vehicles every day. The route had a poor safety record, extensive congestion and unreliable journey times affecting drivers and bus routes. The road also caused poor air quality and safety risks for residents in the village of Kingskerswell.

The 5.5km dual carriageway South Devon Highway was delivered in 2015 and has transformed connections between Torbay, Newton Abbot and beyond. A more reliable, resilient route has cut journey times and increased opportunities for people to access work, education, retail and leisure opportunities, and major healthcare facilities.

A 50mph speed limit was introduced, which has helped minimise carbon emissions and substantially improve the safety performance of the route. The new road has also transformed the old route through Kingskerswell, removing air quality exceedances impacting on residents and improving walking, wheeling and cycling links through the village.



Figure 7 South Devon Highway including flyover of Penn Inn roundabout

Future development proposals will increase demand on the MRN routes and appropriate improvements to their operation and sustainable travel facilities will be sought so that our communities, visitors and freight remain well connected to national networks.

The A382 corridor scheme, including active improvements remains a priority for supporting increased demand from growth on the north and west of Newton Abbot.

The A361 North Devon Link Road connects northern Devon and northern Cornwall to the rest of the country. A multi-million-pound project that included improved overtaking opportunities and upgrades to eight junctions and active travel crossings was officially opened in 2024. The changes have improved safety, journey time reliability and connectivity to and within northern Devon.

The A379 Bridge Road is a crucial route for commuters and visitors entering Exeter and is an important diversionary and overflow route for the M5 between junction 30-31. The bridges that cross the River Exe are in need of replacement and upgrade to balance a range of movements including high volumes of traffic, people walking, wheeling and cycling on the Exe Estuary Trail and waterborne traffic using the Exeter canal.

Changes to the speed limits of the roads with the heaviest traffic have the potential to improve road safety, journey time reliability and provide immediate reductions in carbon emissions. A 50mph speed limit is in operation between Newton Abbot and Torquay on the A380 South Devon Highway and we will explore reduced speed limits on some of the other major local routes.

3.2 Bus and coach

Bus is the most used form of public transport across Devon and Torbay, with a combined 25 million passenger trips during 2023-24. Bus usage was 15% higher before the pandemic but is recovering. Further growth is anticipated, helped by increased funding through BSIPs, national fare caps and close working relationships between bus operators and the councils.

The level of bus provision across the area varies. Services tend to radiate through the areas of greatest population where higher frequency services can be provided, such as Exeter, Torbay, Barnstaple and Newton Abbot. In these locations, upgrades to vehicles, stop infrastructure and journey times have the greatest potential to make bus travel attractive and grow patronage. Bus services can be more limited in rural areas, but still play an important role in connecting people to services, other settlements and providing access to more frequent public transport networks.

Several coach operators provide regular, long-distance services from Devon and Torbay to destinations across the country. Coaches offer a reasonably priced and convenient long distance travel option for many people and operators are reporting recovery beyond pre-pandemic levels.

Bus and coach services are delivered by private operators. Improved partnership working between Devon and Torbay's bus and coach operators will be essential to improve services. As part of the Devolution proposals for Devon and Torbay, a single Enhanced Partnership (EP) will be developed for the CCA. The EP is a partnership between the local transport authority and bus operators aimed at improving bus services. This work is guided by BSIPs, setting out the strategy for delivering more reliable bus services and better connecting our communities.

The aspiration is to transform the attractiveness in bus provision and provide a high-quality alternative to car travel. Integrated ticketing and consistent branding for buses across Devon and Torbay would help simplify journeys and improve the value and quality of the public transport offer to passengers and increase the use of buses across administrative boundaries.

Devon and Torbay has secured £13 million of funding through the Department for Transport's Zero Emission Bus Regional Areas (ZEBRA) scheme to accelerate the roll out of electric buses on routes in Torbay, Newton Abbot, Exeter, Cranbrook, Barnstaple, Bideford and Westward Ho!. Once established, there will be plans to expand the network electric buses.

Progress is also being made on bus priority measures identified in our BSIPs in Exeter, Newton Abbot and Barnstaple. In Torbay key bus corridors such as the A380 and A379 will be prioritised,

with a focus on signalised junctions. Complementary improvements to bus stations and key stops, will make travel by bus easier and more inclusive. Sites identified to improve integration with higher frequency bus and coach services, include A38 Drumbridges Roundabout and Yelverton Roundabout. To support connections to Torbay, services and facilities around the East of Exeter will be enhanced, linking Torbay to key employment sites, and both Exeter and Bristol airports.

Journeys need to be seamless, convenient and cost effective so that passengers have a positive experience of interchanging between cycle, bus and rail. Peninsula Transport Sub National Transport Body's (STB) are exploring integrated bus and rail ticketing options that could be developed for its area including Devon and Torbay. We will support this and also deliver conveniently located, secure cycle parking to enhance integrated travel.

We will work with Peninsula Transport and coach partners to promote and enhance coach travel. Reflecting the identified actions in the Peninsula Coach Action Plan, we will undertake an audit of larger coach stops (including Exeter, Torquay and Barnstaple), and implement identified actions to improve stop and parking facilities and ensure the availability of right-hand boarding and alighting.

3.3 Rail

With 16.5 million passenger entries and exits from stations in Devon and Torbay each year, rail usage in Devon and Torbay is 50% higher than in 2010 and above pre-COVID-19 pandemic levels. Passenger journeys have grown for leisure and education purposes and further boosted by the delivery of new stations, service enhancements, the Dartmoor Line reopening and working in partnership with the rail industry (Network Rail/ Train Operating Companies) and community rail partnerships.

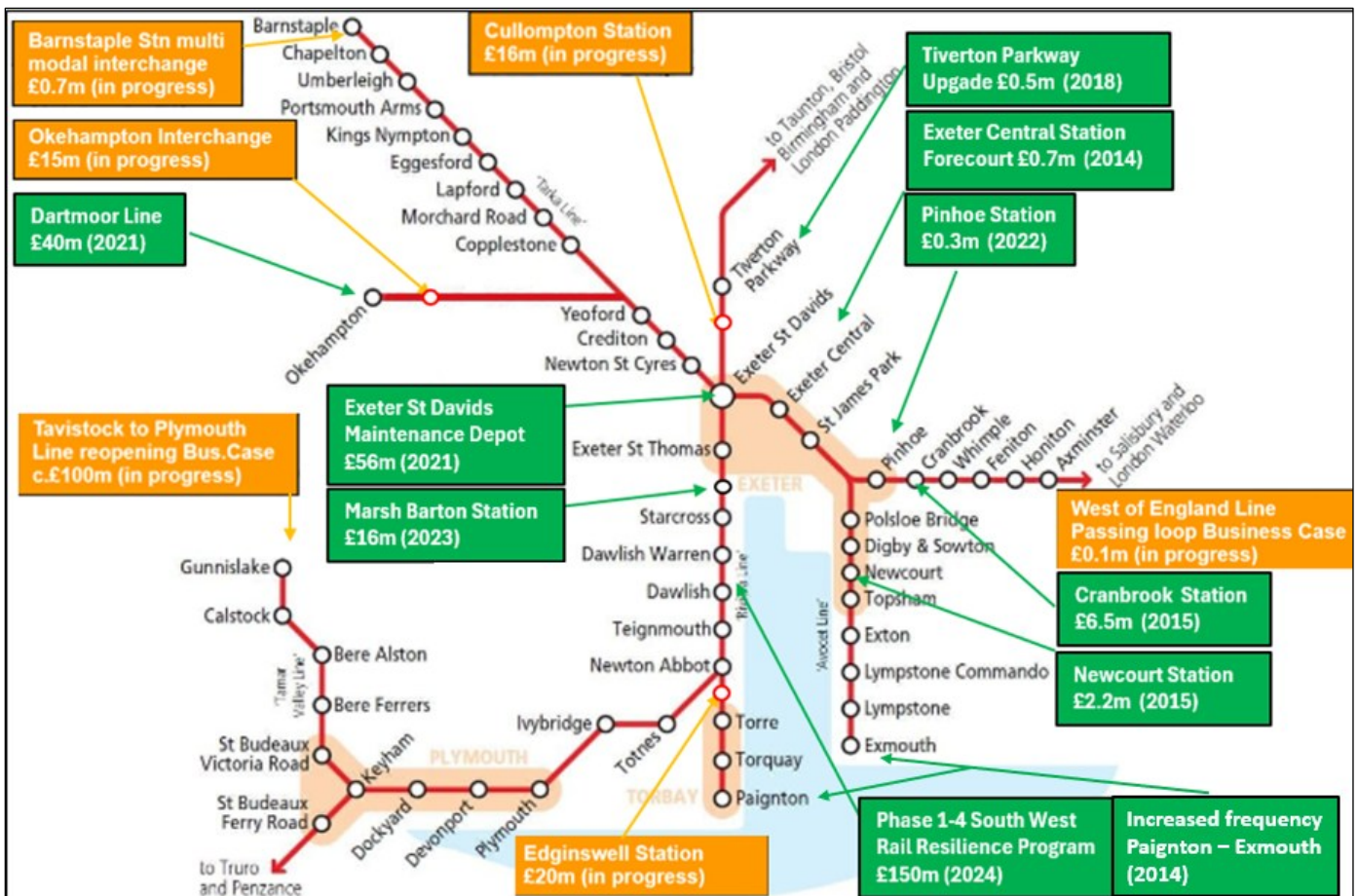


Figure 8 Map of rail projects either delivered (green) or in development (amber)

The Peninsula Rail Task Force (PRTF) is a subgroup of the Peninsula Transport. It identified three priorities for improving the railway in the South West: better journey times, greater resilience and increased capacity and comfort for passengers.

Four phases to enhance the resilience of the coastal section of rail line from Teignmouth to Dawlish have now been completed. Completion of the remaining vulnerable section between Teignmouth and Holcombe is vital to safeguard rail access to communities to the west of Exeter.

Network Rail, supported by local Councils and the PRTF, are developing a business case for track infrastructure upgrades on the Exeter to Waterloo line. This will improve reliability of services on long distance trains, constrained by limited passing places and will deliver half hourly frequency trains between Exeter and towns in East Devon.

Infrastructure upgrades to provide half hourly frequency and faster services on the North Devon Line are central to our Devon Metro aspirations. These are vital to improve connectivity and addressing overcrowding on a line which has seen passenger numbers quadruple since 2000.

We have an aspiration to reinstate the rail line between Tavistock and Plymouth via Bere Alston. Over several years, Devon County Council has acquired approximately 85% of the railway land. The scheme would reduce congestion on the A386 corridor, improve access to jobs (including Devonport dockyard), education, Dartmoor and the Tamar Valley National Landscape.

There are limited further opportunities to significantly reduce rail journey times on long distance travel between the South West and London due to the high infrastructure costs and constraints. Enhancing mobile connectivity on trains could however make journeys more productive and more enjoyable. This is a priority for the region and Devon and Torbay continue to work in partnership with Peninsula Transport and the rail industry to explore funding opportunities.

New high-speed trains have increased capacity and comfort for travel to London. An upgrade of trains on Cross Country services would improve comfort for passengers to Bristol and the North. A modernised rolling stock on local services in Devon and Torbay will also help to further improve passenger experience. The rail industry's transition away from diesel rolling stock will help to make trains more attractive and further reduce the impact of travel on the environment.

We will continue to work with the rail industry to encourage more long-distance services into the region, including additional fast services from Torbay to Exeter and to other parts of the country as set out in the Network Rail Peninsula Rail Corridor Strategic Study. Improving access for residents, day and overnight visitors will help to promote sustainable tourism travel and support regeneration in Torquay and Paignton

Options to provide additional services will need to be cognisant of platform capacity constraints at Exeter St David's and Newton Abbot. Improvements at the Red Cow crossing will also need to be considered. Changes to where some services currently terminate could help to address this and provide wider benefits. For example, extending services from London Waterloo that currently end at Exeter to instead terminate at Okehampton or Barnstaple would also:

- enhance strategic rail connectivity to the northern and western parts of Devon
- improve public transport options to the National Parks and northern coast
- provide more residents with direct links to London, Salisbury and other interchanges.

Improvements to journey times, service frequencies and longer operating hours on the branch lines in Devon and Torbay will complement enhancements to the mainline rail services. We will also advocate for improvements to improve the integration between cycle, bus and train. These enhancements will play a critical part in increasing travel choice, encouraging a shift away from the car and helping to alleviate pressure on the local and strategic road networks.

3.4 Air, sea ports and freight

Exeter Airport connects residents and businesses to national and international destinations. Approximately 430,000 passengers used Exeter Airport during 2023. Passenger numbers have been increasing, although remain below pre-pandemic use of a million passengers a year in 2019.

In recent years, we have enhanced the airport access road, improved bus services and upgraded Long Lane. We will continue to work with partners and work to:

- enhance sustainable access to Exeter Airport
- facilitate growth at the adjacent Airport Business Park
- support increased employment opportunities that are within a short distance of the new homes to the East of Exeter.

There are no direct rail or bus services from Torbay to Exeter Airport or the growing employment opportunities in the East of Exeter area. We will investigate ways to expand the bus or coach network to provide a regular, direct link from Torbay to Exeter Airport, the East of Exeter and destinations beyond, such as Bristol Airport.

There are many ports across Devon and Torbay. Brixham is the largest fishing market in England, with over £60 million of fish sold in 2022. Teignmouth Port is a major exporter of ball clay. There are also freight, military and passenger ferry operations in Plymouth, which also interact with transport networks in Devon. We are working with partners to support the Appledore Clean Maritime Innovation Centre and deliver the transport infrastructure needed for the Plymouth and South Devon Freeport. These include a new spine road, a pedestrian cycle bridge over the A38 and junction upgrades.

Freight is crucial in serving our communities and sustaining businesses throughout the South West. Freight movements, including heavy and light goods vehicles, have also grown significantly in recent years and accounts for a significant amount of carbon emissions across the area.

The Western Gateway and Peninsula Transport STB have jointly launched a freight strategy for the South West. Aligned with the national Future of Freight Plan, this regional strategy seeks to enhance the resilience of supply chains, engage with the freight community to understand current issues and explore opportunities for sustainable freight movements across the region.

Devon and Torbay will continue to work with Peninsula Transport STB and the freight and logistics sectors to identify opportunities to improve the efficiency, and reduce the negative impacts, of freight movements including:

- a network of alternative fuel stations to support the decarbonisation of goods vehicles
- improving facilities for lorry drivers
- transitioning freight to sustainable modes, including last-mile delivery
- supporting suitable proposals to increase opportunities for moving freight by rail.

Rail freight movements are currently limited, with line infrastructure constraints limiting the potential for containerised movements which now makes up the bulk of rail freight traffic. There are also limited freight terminals, with those that do exist (i.e. Exeter riverside) in urban areas where increasing freight movements may not align with aspirations to provide greater places.

3.5 Digital connectivity

Growing digital access to services is perhaps the largest change to society and travel demand. An increase in online shopping over the last two decades has reduced individual trips, albeit led to a greater proportion of Light Goods Vehicles on our roads. There have also been reductions in travel with more people working from home, accelerated by the Covid-19 pandemic, and online banking which have all contributed to reductions in travel movements for many households.

The Connecting Devon and Somerset rural broadband programme promotes high speed internet access and improved digital accessibility across Devon. We will continue to work with partners to seek enhancements to Broadband connectivity in Devon and Torbay and promote opportunities to increase digital access and online services.

Key elements of the strategy for Connecting Devon and Torbay

Reliability and resilience

- Completion of the South West resilience works on the railway between Dawlish and Teignmouth.
- Enhancements on the Exeter to London Waterloo Line to improve journey times, increase diversionary capacity and service frequency to stations in East Devon.
- Work with the rail industry to enhance the North Devon Line to address overcrowding and improved connectivity between northern Devon and Exeter.
- Work rail industry to reinstate rail services from Plymouth to Tavistock via Bere Alston.
- Protect and enhance the resilience of M5 J29 to J31/A38 Splaford Split.
- Enhanced motorway service station capacity by the Strategic Road Network gateway into the South West at M5 J29 to J31.
- Review speed limits on major A roads and identify opportunities for different speed limits on busiest roads.

Easier travel

- Lobby for enhanced mobile connectivity on trains and improved rail rolling stock.
- Extension of existing London Waterloo to Exeter service further into Devon.
- Seek additional long distance rail services to and from Devon and Torbay.
- Work with providers to increase public transport operating hours.
- Lobby for increasing bike storage and capacity on rail network.
- Improve access to Exeter airport by sustainable modes.
- Improve lorry parking facilities on key routes.
- Protect and enhance integration between bus and rail services.
- Simplify fare structure and improve integrated ticketing for public transport.

Decarbonisation

- Improve digital access and online services, with particular focus on areas with poor mobile or broadband connections.
- Support the delivery of EV charging and alternative fuel stations across the Major Road Network and Strategic Road Network.
- Support suitable opportunities to increase rail freight.
- Support the transition to zero emission buses and decarbonisation of railways.

Unlock development

- Work with partners to deliver infrastructure to support the Plymouth and South Devon Freeport and Appledore Clean Maritime Innovation Centre

Section 4: Exeter

Our strategy for Exeter will build upon the 2020 Exeter Transport Strategy. That strategy focuses on three main aims:

- Improve the quality of life and sustainable travel in Exeter.
- Enable easier travel into the city from outside Exeter’s boundaries.
- Using technology to make sustainable travel easier, encourage mode shift and help the city’s transport networks operate more efficiently.

4.1 Background

The city of Exeter is built on an historic highway network that is constrained by limited road crossings of the River Exe. It is therefore not generally possible to build extra physical highway capacity within the city. Instead, the strategy in this section focuses on improving sustainable travel choices and making the city a more attractive place to live, work and visit.

The city’s growth in recent years has led to increasing travel demand. Between 2000 and 2020, the number of jobs in the city increased from 60,000 to 100,000. Over the same period the population of the city grew by just under 25,000 people. The growth in jobs in Exeter has been filled by labour from outside the city and as a result the city now has one of the largest geographical Travel to Work Areas (TTWA) in the country.

Despite this, traffic levels on key routes into the city have not increased. Data suggests that traffic conditions are unchanged in the morning peak hour. However, travel demand through the day has increased and congestion has risen in the afternoon peak hours. This reflects the growth in the appeal of the city for shopping and wider trends of increasing leisure travel and less commuting. Post-16 students at Exeter College who travel into the city have contributed to a significant daily demand on public transport services.

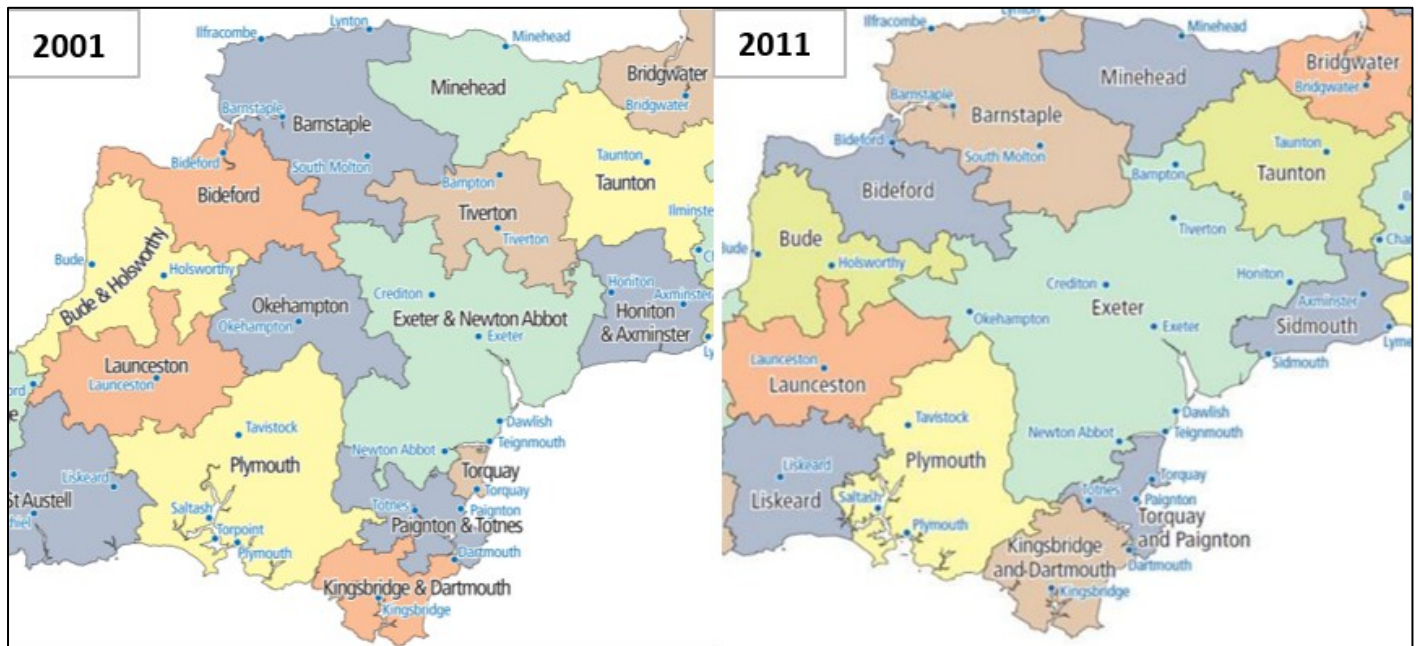


Figure 9 Exeter’s Travel To Work Area in 2001 (left) and in 2011 (right)

Exeter residents represent the largest part of Exeter’s labour pool. While a significant portion of car travel starts within the city, Exeter residents benefit from more travel choices and the majority of Exeter residents travel to work by sustainable modes.

Travel behaviour differs significantly for commuters living outside the city where cars are the dominant travel choice. From towns around Exeter, a high proportion of trips into the city are made by public transport. For those in villages and rural areas where public transport is more limited, car travel is dominant and accounts for over 90% of work trips into the city.

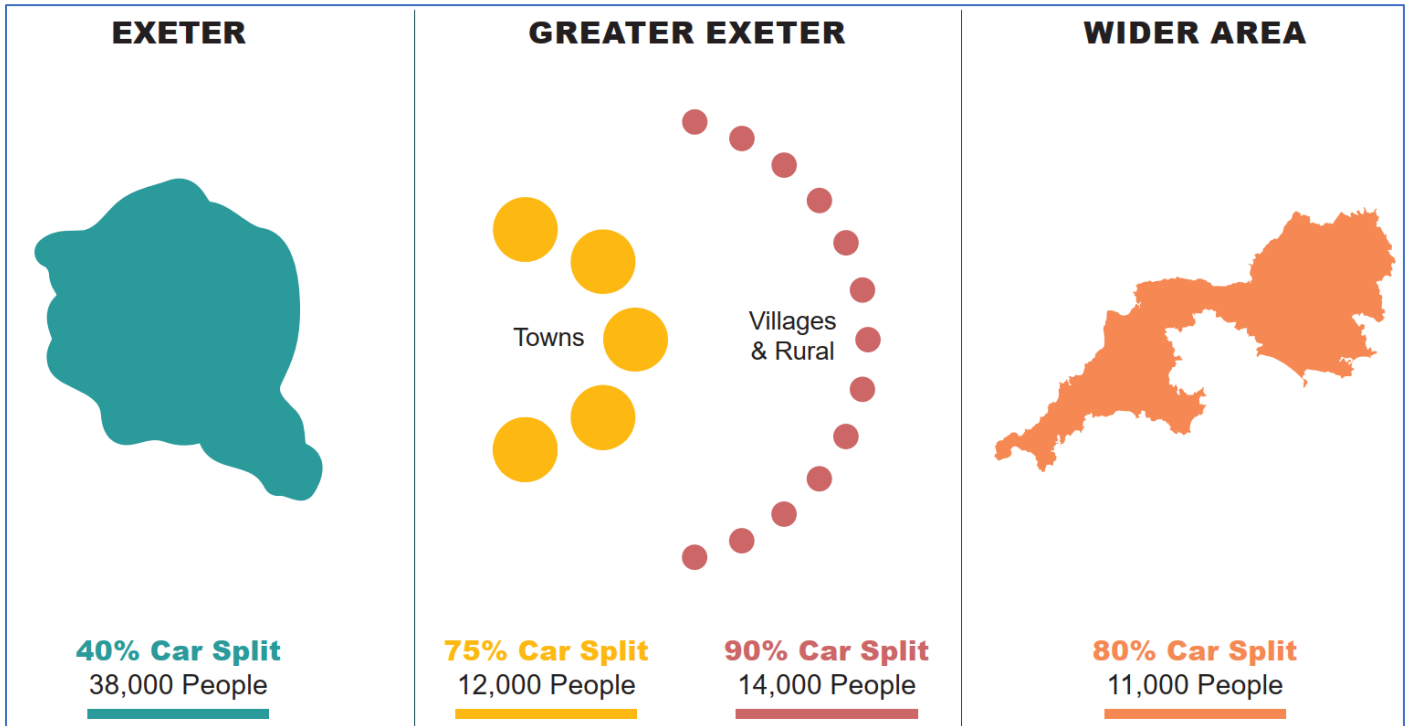


Figure 10 Travel to work into Exeter by geography and how many used cars (2011)

4.2 Greater places for people

Exeter’s city centre will continue to be a destination for its historic, cultural and entertainment offer. Cultural attractions such as the Cathedral and new Leisure Centre provide different reasons to visit Exeter and will be integral to the continued vibrancy and success of the city. The function of the city centre is likely to need to evolve due to changes in retail spending and digital access.

Attractive urban realms can further enhance the appeal and vitality of the city centre. Reducing the dominance of vehicles in the city centre and core walking areas will help transform streets into attractive spaces for people with a place rather than movement function. This will help to improve the health and wellbeing of residents, the evolution of the city centre and support investment.

We will make changes to access and road layouts where they can make streets safer, support local businesses or education hubs. So far, this approach has been seen with:

- the reduction of city centre through traffic, supporting the arrival of John Lewis
- the additional pavement space being used by hospitality businesses on Magdalen Road
- the benefit of passing walkers, wheelers and cyclists to local businesses along the Exe Estuary Trail.

Changes will also help to provide cleaner air and more pleasant environment for residents of the city. Going forward, the priority for further changes includes Exeter Quayside, the route from Exeter St Davids - Exeter College - Queen Street, Cowick Street to the City Centre, Barnfield Road and Sidwell Street.

Case study: Magdalen Road enhancements

A temporary one-way system, contraflow cycle lane and more space for pedestrians was introduced on Magdalen Road under the Emergency Active Travel Fund in 2020. Public consultation showed strong support for reducing through traffic, but also the importance of retaining 'pop and shop' parking.

A permanent one-way scheme was completed in 2023 with widened pavements on one side and improved cycle facilities to create a higher quality walking, wheeling and cycling environment. The one-way also improved air quality by removing traffic queuing at the traffic lights. Access for vehicles and car parking has been retained, but changes to the balance of users of the street has enhanced the sense of place. Pavement cafes and outside seating have also increased the space for businesses and helped to provide a more vibrant street.



Figure 11 Magdalen Road before (left) and pavement cafes (right) after enhancement

4.3 The place to be naturally active

The proportion of residents who walk to work in Exeter is one of the highest of any UK city, reflecting the compact nature of the city centre and focus on pedestrian facilities. There is also a growing number of people cycling in the city. This has been supported by consistent investment including:

- the Cycle Demonstration Town project from 2006 to 2010
- completion of the Exe Estuary Trail
- accelerated delivery of new cycle routes during the COVID-19 pandemic
- funding through successive tranches of the Active Travel Fund.

A comprehensive, accessible and coherent cycle and pedestrian network will be delivered in Exeter. The priorities for this are identified in the Exeter LCWIP. We will support this with lower speed limits that will improve road safety along key routes and reduce carbon emissions. The walking, wheeling and cycling network will connect residential areas with schools, shopping areas, major employment sites, public open space and transport interchanges and contribute towards a target of 50% of trips within the city being made on foot or by cycle.

This will be complemented by strategic multi-use trails to enable trips from existing settlements into Exeter and the Exe Estuary Trail. We will create 'green lanes' that support active travel from villages on the edge of the city and grow the network of attractive leisure routes around the city.

Our continued investment to improve walking, wheeling and cycling facilities will encourage the shift from short distance car journeys towards sustainable modes. This will improve the physical and mental health and wellbeing for residents. This investment represents the most achievable way of reducing short distance car trips from within Exeter and supports the ambitions of the Exeter Local Plan and Liveable Exeter Placemaking Charter, which has active streets as a prominent theme.

4.4 Unlocking development

The December 2024 draft of Exeter City Council’s Local Plan outlines the proposals for new development in Exeter to 2041. The plan has a focus on urban brownfield development, including at Water Lane, and intensifying development around the city centre. In addition, there is likely to be further development to the south west and the ‘East of Exeter’ areas bordering the city.

Exeter’s proposals are focused upon locations that are within walking, wheeling and cycling distance of services and well served by public transport. The edge of city centre proposals include reducing the space given to vehicles to free up space for development and improved public realm. This complements the strategy to reduce dominance of vehicles in the central parts of the city as well as enhancing the sense of place and environment for pedestrians. Developments around the East Gate/Bus Station and St Davids station will also enhance the sense of arrival into the city.

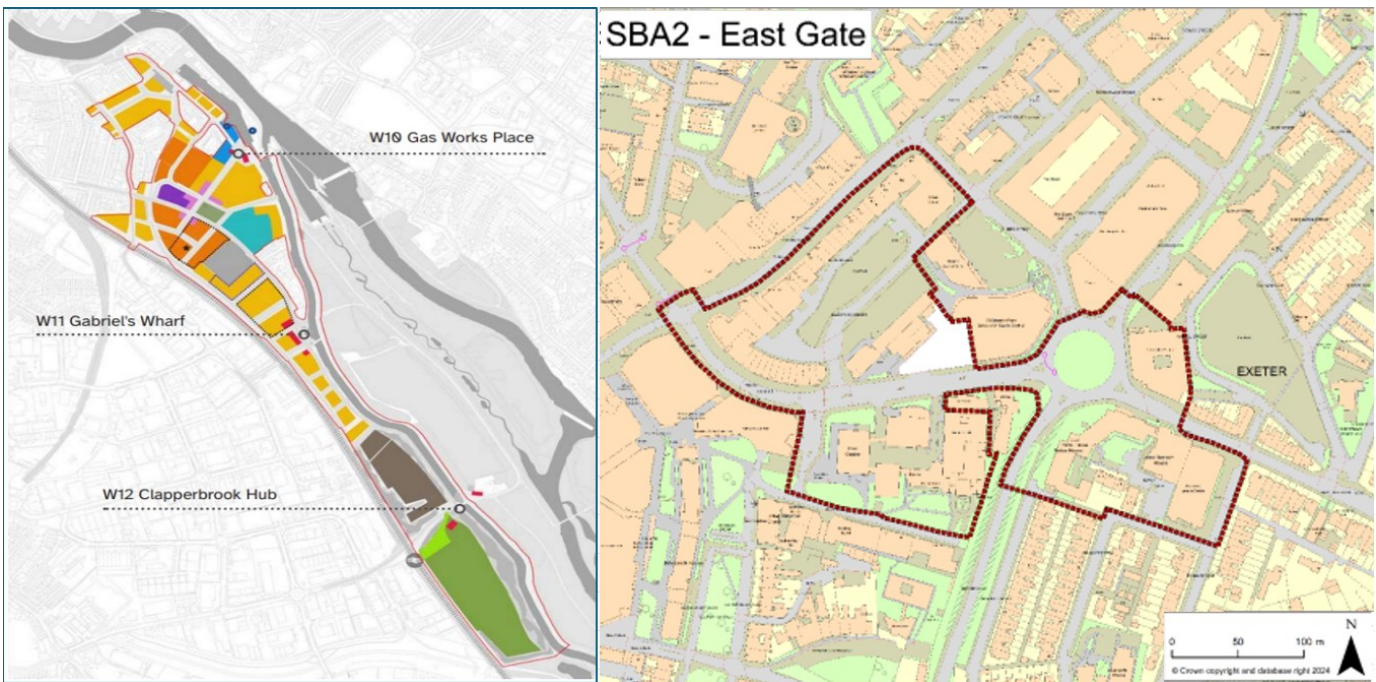


Figure 12 Brownfield Development sites at Water Lane at East Gate in Exeter Local Plan

The distribution of jobs and housing in and around Exeter is changing. There are now the same number of jobs in Sowton as the city centre. The majority of new homes have occurred on the eastern and south western boundary. The area of East Devon adjacent to the M5 is also a fast-growing area. It includes the Exeter and East Devon Enterprise Zone which covers the Science Park, the Power Park, the SkyPark and Cranbrook town centre. The East of Exeter also offers a range of employment sites off the A3052 and A30.

Many people travel between the East of Exeter area and the city every day. This connection is more challenging to serve with high quality public transport than areas within the centre of Exeter. The highway routes can experience congestion in peak periods and there is limited scope to increase vehicle capacity to cross the M5 or on routes into the city. Nevertheless, bus priority

coupled with enhanced frequencies on the A3052/A376 and A30/Honiton Road corridors would provide an attractive bus service. This would support people commuting as well as offering new and existing residents in the East of Exeter area more sustainable travel options. Bus improvements will be supplemented by enhanced bus/rail interchange.

Many of the employment sites in East Devon and south west Exeter are within a cyclable distance of the city, especially with the growing use of e-bikes. High quality cycle routes and green lanes from new developments that link into the city’s cycle network will need to be delivered at the earliest stages of development to lock in sustainable travel habits for new residents.

The Greater Exeter Study explores potential schemes that will help to support the delivery of forthcoming Local Plan development in and around Exeter. The approach reflects the vision in the Exeter Transport Strategy, with a focus on improving sustainable travel options rather than providing highway capacity. The specific proposals and phasing of infrastructure to support sustainable development will be finalised alongside Local Plans in the wider Exeter area.

4.5 Easier travel

The aspiration is to have a consistent standard of rail and interurban bus routes, along with strategic cycle trails, between key settlements and Exeter that will provide a ‘connected city region network’. Alongside improvements to infrastructure, better information and in the longer-term integrated ticketing will help to make it easier for people to travel by sustainable modes into Exeter and reduce reliance on cars.

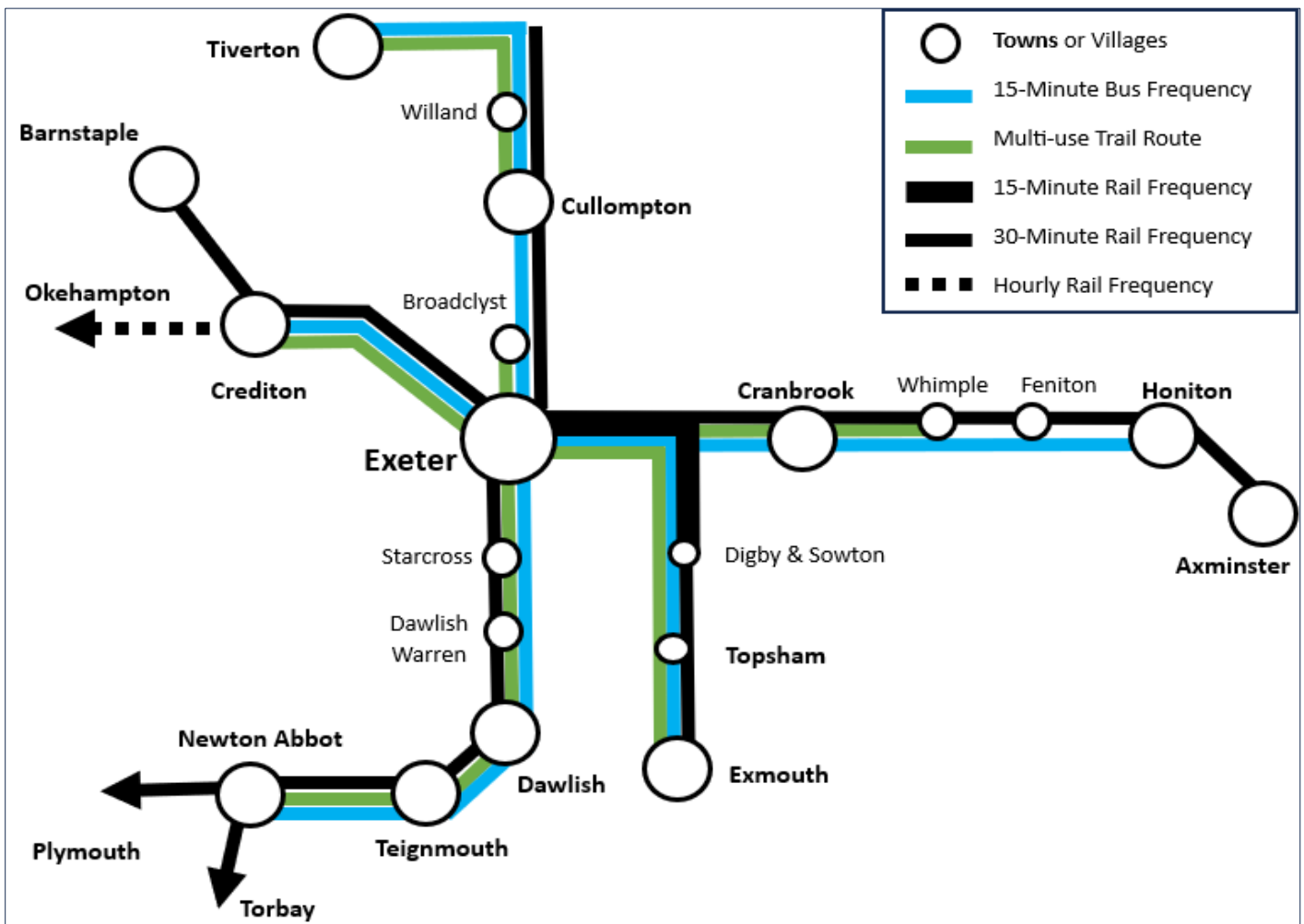


Figure 13 The connected city region with consistent standard of sustainable transport

Public transport usage, particularly by bus, is high for Exeter residents and most radial routes benefit from frequent bus services. There are, however, journey time and reliability issues with both buses and trains which can reduce the attractiveness of public transport.

Bus services

We will use Devon's BSIP funding to implement bus priority measures on those corridors with the most frequent services to help make buses travelling into the city quicker and more attractive. These corridors include Cowick Street, Heavitree Road, and Pinhoe Road.

Enhancements to Heavitree Road and Polsloe Road will also reduce pollution, improve air quality and support our target to remove all air quality exceedances in the city.

Our ambition beyond the BSIP is to further enhance bus journey times on the Honiton Road and Sidmouth Road corridors. We want to provide an express public transport corridor that will make buses an attractive and convenient travel option from new developments on the edge of the city.

Our aim is to enhance bus frequency on key interurban routes and upgrade facilities at bus stops including 15-minute or better bus services from Cranbrook, CREDITON, CULLOMPTON and Newton Abbot, and along the A3052. This would offer residents a convenient 'turn-up-and-go' service where the shorter wait time between buses means passengers may no longer need to consult a timetable.

Rail services

Exeter has an extensive rail network with eleven stations across the city including Cranbrook offering frequent services to numerous market towns, coastal communities and villages. The rail network has benefitted from significant investment in recent years, including:

- the opening of new stations at Newcourt, Cranbrook and Marsh Barton
- new services to Okehampton that has doubled the frequency of trains between CREDITON and Exeter
- improvements to Pinhoe and Exeter Central stations.

The 'Devon Metro' rail network will be made more attractive by improving connectivity between Exeter and surrounding towns. The aspirations include:

- at least half hourly frequency between Exeter and East Devon towns
- a half hourly frequency between Exeter and Barnstaple
- a 15-minute rail frequency between Exeter Central and Digby & Sowton stations delivered by extending the Barnstaple service route across Exeter
- Improved interchanges at existing stations, including linking rail and bus service frequencies at Digby & Sowton station
- Exploring the potential for new stations, such as Monkerton (to be explored in conjunction with frequency improvements to Digby & Sowton)
- New stations at Okehampton Interchange and Cullompton

We will also work with partners to improve the accessibility of stations, such as step free access to Exeter St Thomas and Polsloe Bridge, when funding becomes available.

Park and ride services

Exeter's park and ride sites can provide a realistic sustainable travel option for those trips from rural areas that can't be feasibly served by traditional public transport services. Use of the park and ride service has reduced since the COVID-19 pandemic. However, park and ride sites also

serve as multimodal interchanges for other sustainable forms of travel such as cycling and electric vehicle charging facilities. They also serve as useful cross-city connections, i.e. Honiton Road Park and Ride (at Sowton Industrial Estate) extending to Marsh Barton and vice versa.

A new park and ride strategy aimed at reinvigorating the role of park and ride will be developed through the Enhanced Partnership and ensuring that it complements the city's overall growth ambitions and demand management / parking strategy for Exeter.

4.6 Decarbonisation

The transition to a carbon neutral transport system requires acceleration. An assessment of measures in the Exeter Transport Strategy 2020-2030 identified the interventions which provide the greatest carbon savings as:

- reducing the need to travel
- electrification of vehicles
- sustainable travel enhancements achieved by vehicle capacity reduction.

A range of measures that will help to reduce carbon emissions including trialling new alternative highway layouts and access arrangements will be encouraged. The priority for such measures will be those that could:

- enhance the city centre environment for pedestrians
- support local businesses
- improve public transport
- are locally supported proposals to improve road safety and active travel.

We will work with the private sector and academic institution partners to develop innovative solutions and to secure funding for new initiatives. We will also share data with partners to support innovation that will encourage mode shift through behaviour change and / or improve the operation and management of the highway network.

We will support the upgrade of buses to improve on-board facilities and shift to zero emission vehicles. We will prioritise zero emission buses on those routes with the worst air quality. Our initial priority for funding from our successful ZEBRA bid will be to improve services from Cranbrook that run along Heavitree Road, and the service between the Matford and Sowton park and ride sites.

Central to decarbonising transport is increasing electric shared mobility. We will relaunch an on-street cycle-hire and car club hire with new operators. Over time we will transition these to zero emission vehicles, enhancing the integrated transport offer within the city.

Key elements of the strategy for Exeter

Greater places for people

Measures that help to support a vibrant city centre

- Reduce dominance of cars in the city centre and core walking areas linked to improving the public realm, supporting inward investment and the redevelopment of the city centre.
- Review citywide parking provision and charges including off street, on-street and park and ride to support modal shift and wider redevelopment aims of the city centre.
- Upgrade Exeter St David's station gateway and interchange.

Clean Air

- Removal of all air quality exceedances in the city through:
 - Delivery of zero emission buses on services running along corridors with highest levels of air pollution and Bus Service Improvement Plan priority measures and service enhancements
 - Use of technological advancements to adapt and optimise operation of the highway network.
 - Measures as set out under the other objectives below

The place to be naturally active

Supporting Active Exeter's goals and target for 50% of trips to be made by foot or cycle.

- Enhance key pedestrian corridors, including new river and main road crossings and improved access to transport interchanges.
- Quieter and safer streets for pedestrians and cyclists in residential areas.
- Green lanes supporting active travel from villages to the edge of the city.
- Comprehensive city-wide cycle network as set out in Exeter Local Cycling and Walking Infrastructure Plan, delivering safe routes that can be used and enjoyed by all.
- Improve access to cycles, including city-wide cycle hire scheme and greater access to storage facilities.
- Employer, school and residential travel planning programmes to encourage sustainable travel choices.

Unlock development

- Deliver infrastructure to unlock Exeter Local Plan sites and sustainable development in East of Exeter area.
- Bus priority on A3052/A376 towards M5 Junction 30.
- Strategic active travel routes to Cranbrook and along the A3052 corridor.
- Deliver car club and cycle hire schemes, where viable, to support new development policy requirements in Exeter.

Key elements of the strategy for Exeter

Easier travel

Creating a connected city region

- Enhance bus services between Exeter and surrounding towns to provide 15-minute frequency from Cranbrook, Crediton, Cullompton and Newton Abbot.
- 'Devon Metro' with at least half hourly frequency on all rail lines into Exeter with new stations at Cullompton, Okehampton Interchange and exploring potential at Monkerton.
- Enhanced bus to rail interchange at Digby & Sowton station.
- New strategic walking, wheeling and cycling trails connecting surrounding towns to Exeter.

Attractive urban bus networks

- Measures to enhance bus priority on key corridors, including Cowick Street, Exe Bridges, Pinhoe Road and Heavitree Road.
- Attractive modern low emission buses, improved bus stop infrastructure and visual and audio information systems to enhance passenger experience.
- Park and ride or park and change sites on main corridors and increase cross-city services to improve linkages to employment on the edges of the city.
- Enhance bus frequency on routes across the city.

Decarbonisation

Transition to lower emission fuels

- Support roll-out of electric vehicle infrastructure to support increased uptake of low emission vehicles.
- Provide electric shared mobility, electric vehicle charging facilities and investigate potential for energy generation on park and ride sites.
- Decarbonisation of the public transport fleet

Innovation and Invention

- Allow trials and testing of new measures and/or highway changes to accelerate processes for decarbonising the transport network.
- Data sharing and collaborative working to support partners and innovators to develop new solutions to decarbonising transport.

Section 5: Torbay

Improvements to transport will support Torbay to be healthy, happy and prosperous. These include a focus on improvements to help regenerate the town centres and improving travel choices throughout Torbay.

Major investment in Edginswell railway station and zero emission buses will be supported by longer operating hours, faster services, more accessible infrastructure and better bus stop facilities to provide a step change in the quality of public transport services and infrastructure. Improvements to walking, wheeling and cycling facilities and roll out of shared mobility will further enhance transport choice and make sustainable travel easier and more attractive for residents and visitors across Torbay and beyond.

5.1 Introduction

Torbay is situated on the South Devon coast and benefits from a mild climate, sheltered bay and a fantastic seaside setting making it an attractive place to live and work. The 140,000 population live in the coastal towns of Torquay, Paignton and Brixham, plus some surrounding villages.

Torquay

Torquay is the largest town in Torbay, with a population of just under 70,000. The town provides leisure and lifestyle by the sea and has a town centre with a mix of retail, hospitality, and service industries. The Torquay Gateway area around Shiphay in the north west of the town includes several of Torbay's largest employers such as Torbay Hospital and a range of retail and business parks.

Paignton

Paignton is a town of 50,000 people in the middle of Torbay. The centre is 5km south of Torquay, though the urban areas connect the two towns. To the west of Paignton, there has been significant recent growth with further planned which will support Paignton to continue to be a centre for enterprise, 'tech by the Bay' and entrepreneurship. South Devon College on the edge of Paignton is regionally significant, providing a range of further and higher education courses. There are several business parks, industrial estates, and range of retail offerings to the west of the town, off the A3022 Brixham Road, that serve both residents of Torbay and parts of the South Hams.

Brixham

Brixham is the most southerly town, situated approximately six kilometres south of Paignton. It is also the smallest town, with a population of approximately 17,000. It has a long maritime history and contains England's largest value fish market, small industry and creative enterprises as well as many built and natural assets which make it a popular visitor destination.

Across Torbay, tourism is a significant part of the economy. This leads to seasonal fluctuations in the population with an increase of up to 50% in the summer. Reflecting this, Torbay has a predominantly low-wage economy with the average personal income less than half of the UK average. Torbay is ranked as the most deprived upper-tier local authority in the South West and has significant disparity both across the area and within each of the towns.

The A380 and recently upgraded South Devon Highway provides dual carriageway access to Torquay and onto Paignton. The A3022 provides single carriageway access from Paignton to Brixham and is susceptible to congestion, particularly as the A379 and A3022 converge at Windy Corner.

The Riviera Line has local rail services between Paignton and Exeter twice an hour and connects Torbay to Newton Abbot and Exeter. There are also some direct long-distance rail services to Paignton from London, Bristol and North of England. There are frequent bus services between all three towns, and north to Newton Abbot. While Brixham benefits from regular bus services, transport flows tend to be heavy in peak hours. There is also no rail station in the town, with Paignton providing the nearest access to the rail network.

The majority of travel is self-contained within Torbay. Three quarters of residents work within the area, with the proportion working within the town they live in ranging from 40% in Brixham to over 60% in Torquay. Within Torbay, significant movements include those between Torquay town centre, Shiphay and Chelston, and between Paignton town centre and Kings Ash. The main destinations for travel further afield include Newton Abbot, Exeter and Totnes.

Despite a significant number of short trips within Torbay, and high population densities typical of urban areas, Torbay has higher levels of car usage than many rural areas across Devon. This is particularly the case for trips of between 3 to 7km, a distance that could be made by cycle or bus. Local engagement with the community consistently shows that people would make this choice with the right facilities and/or services. Our investment will focus on improving travel choice, supporting regeneration and improving health and wellbeing.

5.2 Greater places for people

We want to improve the quality of Torbay’s town centres, providing greater places for people and helping them to remain competitive against changing retail habits. Alongside larger projects benefitting the wider community, we will also deliver improvements identified in the three town centre plans and updated masterplan work, support regeneration and ensure the towns are better connected to other areas.



Figure 14 Torquay Harbour public realm improvements

The Town Centre Masterplans for Torquay, Paignton and Brixham each propose several interventions to improve the attractiveness and safety of Torbay's built environment.

Pedestrian facilities will be enhanced upon arrival and within town centres to improve access, safety and sense of place. This includes the Abbey Gates enhancements in Torquay, the redevelopment around the bus and rail station and surrounding brownfield sites in Paignton, and enhancements to the key point of arrival into Brixham. Alongside this, we will explore the potential for seasonal changes to road space within the towns where practical to improve the public realm and provide more space for businesses.

The bus and railway stations in Paignton are close to each other, offering convenient interchange possibilities. Since Paignton is the most southerly rail station within the bay, it is the gateway for many residents, resulting in Paignton having the highest percentage of residents who travel out of Torbay for work. To enhance rail experience in Paignton, we will:

- work with the rail industry to enhance the concourse and station facilities
- work with rail and bus operators to improve the connectivity and ticketing opportunities
- make it easier for people to access longer distance travel networks from Brixham.

In Brixham we will improve the functionality of the town centre bus stops area by creating more space for bus parking without blocking traffic on the road. We will also improve access to key points of interest such as the Harbour and town centre for commercial vehicles and tourists.

Enhanced directional signage upon entry, exit and within town centres will improve wayfinding and sense of welcome for both commercial vehicles and visitors by car and on foot, enhancing the quality of the place with appropriate movements.

5.3 Decarbonisation

To significantly reduce carbon emissions from transport we need to give people better transport choices that enable a reduction in car use. This can be delivered through a shift to more digital access to services, more sustainable means of travel and cleaner methods of propulsion.

Torbay Council's EV Strategy outlines how the council aims to help deliver a comprehensive charging network for Torbay. It identifies future charge point demand in Torbay, and the subsequent actions needed. This includes introducing charge points across homes, workplaces and destinations such as supermarkets and leisure centres.

Our priorities include delivery of on-street, car park and rapid charge points through partnership working and grant funds, such as the Local Electric Vehicle Infrastructure (LEVI) funding. This will provide a variety of charging speeds in a significantly expanded network of chargers. We will also promote the sharing of existing private charge points, known as peer-to-peer charging, and consider the opportunities for pavement channels to support residents without off-street parking to be able to access an electric vehicle.

Torbay Council have recently been awarded £7.1 million of ZEBRA funding towards the roll out of zero emission buses throughout Torbay. This is being supplemented by £18 million of investment by the bus operator. The total investment of £25 million represents the largest investment in transport in Torbay since the South Devon Highway was built. This investment, alongside enhancements delivered through new contracts for the supported bus network, will modernise Torbay's bus fleet which will make it more attractive and help encourage people to shift more of their journeys to public transport.

5.4 Easier travel

Public transport can play a vital role in Torbay's local and regional connectivity for local residents and visitors. It also helps to provide more people better and more equitable access to transport and help tackle issues of isolation, health inequalities and transport-related social exclusion.

Improved bus provision will enhance travel within Torbay (particularly towards the Torquay Gateway area and the west of Paignton) as well as between destinations outside of the Bay such as Newton Abbot, Heathfield Industrial Estate and Totnes. Further afield, we will look to improve transport links to key employment destinations such as Plymouth and Exeter (particularly the East of Exeter).

A new railway station at Edginswell, in the Torquay Gateway area, is a priority to improve travel opportunities to Torbay Hospital and connectivity for people living in existing and new residential areas, particularly towards Newton Abbot, Teignmouth and Exeter. The station is part of the wider Devon Metro rail proposals, unlocking travel to a range of destinations across Torbay, Devon and further afield. In addition, we will work with train operators to increase the number of direct services to Torbay and reduce travel times to Exeter, Bristol, Plymouth and London. We will also work with partners to enhance access and facilities at the three existing railway stations in Torbay.

While mainline rail services end at Paignton, the infrastructure continues southwards with an area of sidings and a heritage railway operating as far as Kingswear in Devon. While there are no immediate plans to bring this line into use for regular service use, we would support longer term proposals that might enable the Kingswear line to reconnect in some part to the national rail network. This could begin with connecting Goodrington, a short distance south of Paignton, to the network for local services.

With no rail service south of Paignton, Brixham residents and visitors rely on bus connections to complete their journeys. We will enhance this connectivity with improvements to the facilities, particularly in Paignton, but we can also do more with ticketing options and ensuring Brixham has a place on the National Rail database to demonstrate the availability of the connections.



Figure 15 A Great Western Railway service at Paignton station

There are no direct rail or bus services from Torbay to Exeter Airport or the growing employment opportunities in the East of Exeter area. We will investigate ways to expand the bus or coach network to provide a regular, direct link from Torbay to Exeter Airport, the East of Exeter and connections to destinations beyond, such as Bristol Airport. This improvement will support tourism, and access to employment for Torbay residents, as well as offering new opportunities to work in Exeter and live in Torbay.

Torbay Council's BSIP sets out a range of measures to improve the attractiveness and connectivity of bus services throughout Torbay. Priorities include:

- Investment in newer vehicles
- developing a network of at least 15-minute frequencies along key corridors, including services 13 (Brixham - Torbay Hospital) and 22 (South Devon College – St Marychurch)
- improved technology at signalised junctions to give buses priority on key corridors
- increasing frequency and accessibility of services across the community.

The aims include to improve and extend evening and night services. This is critical for providing sustainable travel choices for people whose jobs start and end outside of the typical working hours, and for supporting nighttime economies, offering safe and reliable travel later at night.

We will review access to bus stops and improve safety by delivering a rolling programme of bus stop enhancements to improve:

- access by foot and cycle
- lighting
- waiting facilities, including shelters and build outs
- real time information for passengers at the busiest stops.

In addition to improving the attractiveness of internal bus travel, we will investigate the feasibility of a Park and Ride or Park and Change to improve access to the town centres and/or Hospital for people travelling from nearby towns such as Totnes and Dartmouth.

We will explore the potential for on-street micromobility, such as electric cycle hire, to increase travel choices to town centres and the hospital and provide an alternative for trips that are either too far or too steep of a gradient to walk. A network of shared cars would also give people ad-hoc access to a vehicle, providing a cost-effective alternative to car ownership, increasing travel choices and over time enabling transition to zero emission vehicles.

These facilities will help to give people better and more equitable access to transport and help tackle issues of isolation, health inequalities and transport-related social exclusion.

5.5 The place to be naturally active

Across Torbay, people make a significant number of short distance trips. Many of these are of a distance that can be walked, wheeled or cycled. Improving facilities for pedestrians and cyclists can provide new and safe travel options to work or school, improve wellbeing and productivity, and increase access to the natural environment. This complements the vision set out in the Torbay on the Move strategy to support and encourage residents to be more active.

Torbay's LCWIP identifies the priorities for active travel across Torbay. Our aspiration is for five major strategic trails for walking, wheeling and cycling, collectively branded as 'Bay Trails'. These are:

- Hospital Trail
- Torquay Town Trail
- Beaches Trail (north)
- Beaches Trail (south)
- Zoo Trail.

The two 'Bay Trails' with the highest levels of potential demand are the Beaches Trail from Paignton to Torquay, and the Hospital Trail from Torquay town centre to Shiphay. The Town trail also links to these two. These represent our highest priority active travel routes. They will improve transport choice, access to schools and, by enabling short distance car trips to shift to sustainable modes, help to alleviate pressure on accessing the hospital.

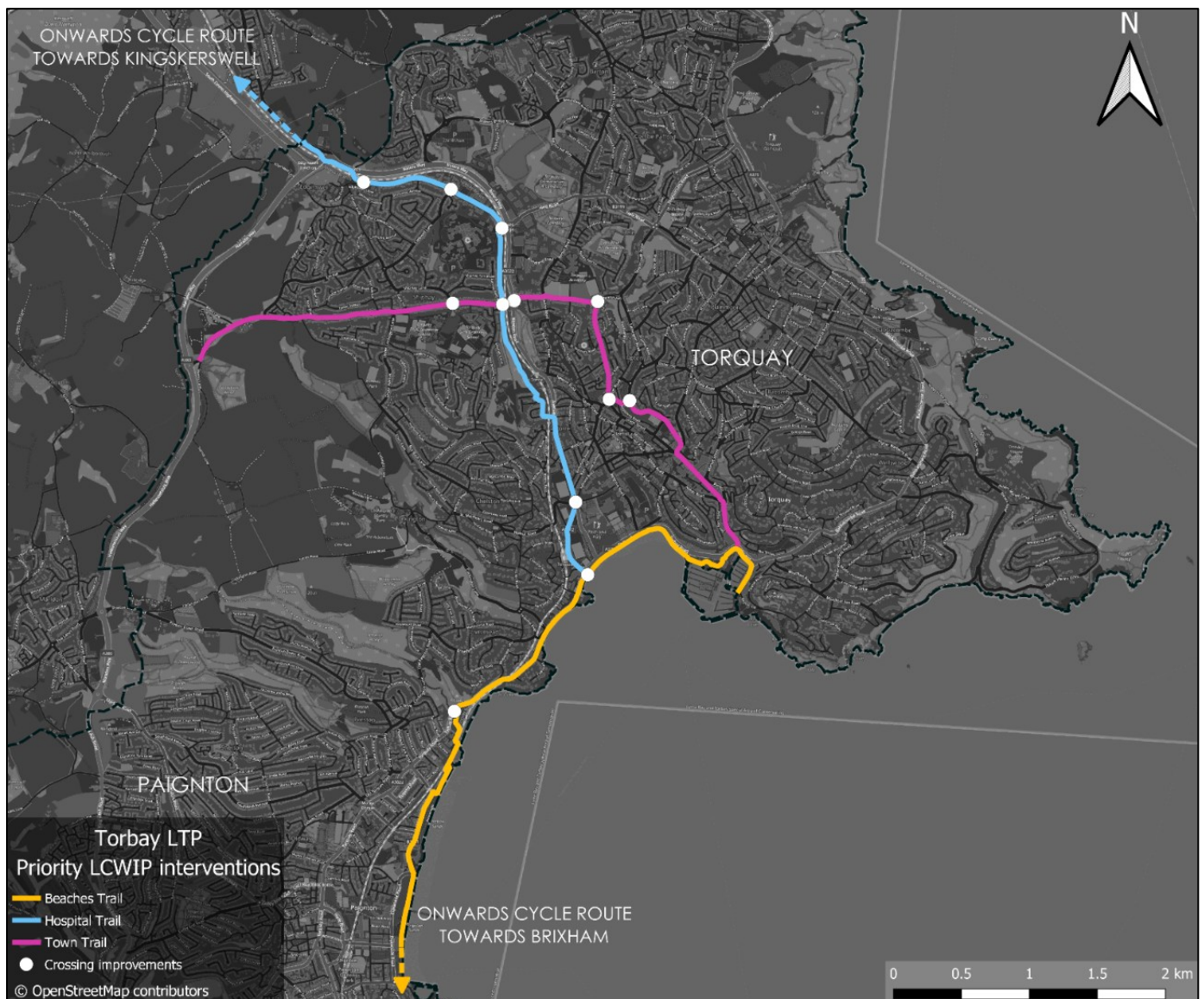


Figure 16 Short term priorities for walking, wheeling and cycling improvements in Torbay

Together the five Bay Trails would include the provision over 27km of attractive strategic trails across Torbay that are suitable for all ages and abilities, revolutionising the cycling experience across Brixham, Paignton and Torquay. They would complement investment on other corridors such as the Western Corridor, links through the Clennon Valley, connections between Torquay

and Marldon and routes between Torquay town centre and St Marychurch. The Bay Trails would also connect Torbay with a network of multi-use trails throughout Devon, such as the proposed South Devon Cycle Way and onto the existing Stover and Wray Valley trails, and proposed Teign Estuary trail. These would provide a new sustainable travel and tourism attraction, boosting local business and supporting the vision for Torbay as a premiere tourism resort in the UK.

In addition, the LCWIP identifies core walking zones within a five-minute walking distance of major trip generators in Torbay. Core walking zones identified include those close to town centres, within neighbourhoods and around key employment, education and growth areas. Improvements will be further developed within the town centres in conjunction with plans for regeneration and also throughout the rest of Torbay to key connections identified alongside communities.

We will develop a pipeline of schemes so that Torbay is best placed to secure external investment for new facilities. Our initial priority will be pedestrian and cycle crossings and, where appropriate, lower traffic streets near the town centres. We will investigate lower speed limits, including 20mph speed limit zones. We will also investigate networks of one-way streets, contraflow cycling or both, particularly where there is limited space to make changes to road layouts. In time these schemes will be complemented by new sections of segregated cycleway.

5.6 Unlocking development

We will give greater priority to active travel and public transport improvements that can enhance travel for both new and existing residents of Torbay. This includes in town centres and growth areas identified in Torbay's Local Plan 2011-2030 and its update through to 2040. As the update to the Torbay Local Plan is developed, we will renew local policy and design standards to reflect the priorities in this LTP.

We will require electric charging and cycle parking facilities to be provided as part of new development. We will also secure improvements to existing sustainable transport facilities as part of the planning process with an identified vision for new development that comes forward. These improvements to walking, wheeling and cycling and bus stop facilities and services will help to ensure safe and suitable access to new development is provided for all users.

By providing the enhancements to rail and long-distance bus services, particularly with reduced journey times and frequent connections to Exeter, transport can also be a catalyst in supporting regeneration opportunities in the town centres of Paignton and Torquay.

We will support the sustainable redevelopment of Torbay Hospital and new employment and residential developments in the Torquay Gateway area through schemes such as Edginswell railway station and bus service improvements. Active travel improvements as part of the Hospital trail and connections towards Kingskerswell will also help to achieve sustainable travel targets for new developments.

We will expect development proposals, particularly those on the outskirts of Torquay and Paignton, to mitigate their impact on the operation of the Major Road Network. This includes sections of the A380, A385 and A3022 on the ring road. We will expect this mitigation to include enhancing the active travel infrastructure along the ring road and to consider support for further development of the bus network. This will encourage more short distance trips to be made sustainably and free up capacity.

5.7 Reliability and resilience

The importance of the Riviera Line is recognised in the Connecting Devon and Torbay section, but for Torbay to provide equitable opportunities for residents, key public transport infrastructure and services have to remain reliable and resilient. After the severe flooding of 2014 and subsequent disruption, it is essential that the railway routes into Torbay continue to be protected and upgraded.

The South Devon Highway (A380) was completed in 2015. It provides a dual carriageway road that has enabled reliable and faster journeys into and out of Torbay. It also has a 50mph speed limit to reduce emissions and contribute towards a safer and more resilient route.



Figure 17 South Devon Highway completed scheme

As part of the work highlighted in LTP 3, capacity at Tweenaways cross has been improved, one of the key junctions on the ring road and Major Road Network. We will identify proposals to improve bus service connections, active travel provision and vehicle performance on the Major Road Network that can promote healthy travel and support economic development in both Paignton and Brixham.

A clear and unobstructed route to Brixham Harbour for commercial vehicles is essential for it to retain and develop its status as one of the UK's primary fishing centres. We will look to improve key access points into the town centre, ensuring parking facilities are appropriate, clear routes are provided, and public realm and pedestrian space is enhanced.

Continuing to improve road safety and reduce the number of people injured on the highway network is a priority. We will seek a continuous programme of improvements to safety and reducing the likelihood of injury through all changes implemented on Torbay's highway network.

To assist we will explore:

- targeted changes at locations with where it is most needed, such as those where there has been a number of serious or fatal collisions
- physical infrastructure changes at locations where it also improves public transport, walking, wheeling and cycling facilities and/or responds to community concerns
- trialling layout and access changes in locations where it could improve safety.

A mixture of encouragement, enforcement, and engineering, alongside evaluation will also be used to further improve the safety of all road users. This includes working with Emergency Services Partners through Vision Zero South West.

Key elements of the strategy for Torbay

Greater places for people

- Delivery of town centre public realm improvements and regeneration opportunities across Torbay.
- Improve wayfinding to improve entry, exit and within the town centres.
- Paignton and Preston Promenade coastal flood protection scheme
- Upgrade public transport gateways in Torbay's town centres.

Easier travel

Improving travel choice

- New railway station at Edginswell to create new opportunities for travel to and from Torbay Hospital and other nearby destinations.
- New bus/coach services from Torbay to East of Exeter.
- Enhance integration of bus and rail services.
- Network of shared travel choices (bike hire/car club) across Torbay.

Attractive public transport

- Attractive modern vehicles.
- Higher frequency bus services between town centres and major employment, education and health facilities.
- Faster bus journey times, including priority at traffic signals and reduced impact of on-street parking on bus service reliability.
- Extend operating hours of bus services, including evening services and night services through the week.

Access to public transport

- Improve bus stop infrastructure and information systems, including wayfinding between bus and rail services.
- Improved accessibility for all passengers at railway stations.
- Ticket and fare simplification.

Key elements of the strategy for Torbay

The place to be naturally active

Strategic Cycle Network

- Deliver South Devon Cycle Way and connect Torbay into the existing traffic free, multi-use trail network in Devon.
- Deliver strategic cycle routes within Torbay, including Hospital Trail, Torquay Town Trail and northern sections of the Beaches Trail.
- Develop proposals for the Zoo Trail and southern sections of Beaches Trail, with connections to the Western Corridor.

Improving access for pedestrians and cycles

- Improve pedestrian and cycle crossings to town and neighbourhood centres to support road safety, higher quality walking routes and delivery of the strategic cycle network.
- Improve attractiveness and safety of walking, wheeling and cycling routes to schools.
- Create quieter and safer streets for residents, pedestrians and cyclists.

Decarbonisation

- Transition to lower and zero emission buses across Torbay.
- Increasing travel choice to help reduce traffic movements across Torbay.
- Deliver a network of electric vehicle charging points, providing more variety of charging speeds in a wider variety of locations.
- Promote peer-to-peer charging and pavement channel opportunities.

Unlock development

- Ensure suitable access to and/or improvements to local bus stop facilities.
- Highway layout and junction alterations to provide safe access to new development for all users
- Provide high quality pedestrian and cycle access, including delivery of sections of LCWIP routes.
- Require travel planning for school expansions and all major developments.
- Require active travel infrastructure, secure cycle parking and electric vehicle charging infrastructure on and connecting to development sites.

Reliability and resilience

- Identify proposals to improve active travel provision and vehicle performance on the Major Road Network.
- Protect and enhance access to Brixham Harbour.
- Coastal route protection and alternative routes investigation.

Section 6: Growth areas

Our plan focuses on providing infrastructure to unlock major Local Plan sites and prioritising walking, wheeling and cycling facilities and improving the quality of public transport. This will maximise the opportunities for new and existing residents to make short journeys sustainably.

6.1 Background

Four growth areas across Devon have been identified. These are locations where thousands of new homes and/or new communities are proposed. These growth areas, which are typically focused on larger settlements or sub-regional centres, include

- Barnstaple, Bideford and Northam
- Plymouth Urban Fringe
- Tiverton, Cullompton and Heart of Mid Devon
- Newton Abbot and Kingsteignton Garden Community

The following sections describe the scale of previously identified development in existing or emerging Local Plans; however, following the release of the Government's National Planning Policy Framework, there is potential for housing targets in these areas to be increased.

The large level of development in these growth areas mean they will:

- support new education and community facilities within the development
- increase demand for local services
- require new transport infrastructure to provide access and unlock sites
- require sustainable travel choices to ensure safe and suitable access and/or mitigate the impact of new development.

Despite benefitting from public transport networks and some dedicated cycling infrastructure, some of the growth areas have the highest levels of car use within the county. In part this reflects a higher number of trips over distances that are too great to walk, and where cycling and public transport can play a greater role. As such, the growth areas are locations where providing and promoting attractive sustainable transport choices can have a significant impact on minimising the impact of short distance private car trips.

The four growth areas have a combined population that is similar to Exeter (approximately 130,000 people).

Barnstaple, Bideford and Northam

Barnstaple is the largest urban centre in the north of Devon. It is the main service centre for a large rural hinterland, particularly coastal communities to the north and rural settlements including those in Exmoor National Park.

Bideford is the administrative centre of Torridge and one of the largest towns in Devon. It is also close to Northam, Westward Ho! and Appledore. Bideford serves as the main service centre for a large, predominantly rural, area to the west of the town and some settlements to the south along the A386.

This growth area represents the second largest population area in Devon, with over 10,000 homes in the plan period until 2031. There is significant development and investment in these towns, including large residential development and the modernisation of the port in Appledore, which will

support job creation and net zero-driven growth. They draw in people from a wide area for services, and significant numbers of people travel within and between these towns.

Plymouth urban fringe

There are several Devon towns and villages within the port city of Plymouth's travel to work area, including Tavistock and Ivybridge which rely heavily on Plymouth for employment, education and leisure services.

There are also several Plymouth and South Devon Joint Local Plan major development urban extensions on the periphery of Plymouth which sit within Devon. These include mixed use development at Sherford and Woolwell (together circa 7,000 homes), as well as an extension to the existing strategic employment at Langage which includes the Plymouth and South Devon Freeport.

These major growth areas will generate significant trips focused on Plymouth with multi modal transport plans needing to be developed jointly between Devon County Council and Plymouth City Council to encourage active travel, public transport use and measures to minimise the impacts on the A38 Strategic Road Network.

Tiverton, Cullompton and the Heart of Mid Devon

This growth area covers the expanding towns of Tiverton and Cullompton, the corridors between them, and the settlements of Willand and Sampford Peverell.

Tiverton and Cullompton have very different travel patterns. Tiverton is the administrative centre of Mid Devon, and a relatively high number of residents work and go to school in the town itself. By comparison, Cullompton has high levels of commuting out of the town, particularly towards Exeter. This means that, although the population of Tiverton is twice that of Cullompton, both towns have a similar number of people commuting towards Exeter.

Tiverton and Cullompton's growth includes almost 8,000 homes (80% of Mid Devon total) in the plan period to 2033. Culm Garden Village to the east of Cullompton is one of the largest areas of new development across Devon and Torbay, with potential to deliver up to 5,000 homes (extending beyond the current Local Plan period). The garden village will increase travel demand but will also support more shops and services within Cullompton and provide new transport infrastructure.

Newton Abbot and Kingsteignton Garden Community

The market town of Newton Abbot and the neighbouring settlement of Kingsteignton are the main growth areas for Teignbridge with circa 6,000 homes in the plan period until 2040.

Despite high levels of self-containment, there is a higher proportion of car trips in Newton Abbot and Kingsteignton compared with other settlements of similar size across Devon. Many of these trips are made over distances that could be walked, wheeled, cycled or made by bus. This means the Newton Abbot and Kingsteignton Garden Community is an area where improved bus services and cycling facilities could have significant uptake and there are opportunities to secure substantial developer funding to support these improvements from the significant housing growth planned within these communities.

6.2 Unlocking development

We have identified several schemes to unlock strategic allocations for housing and jobs in each of the identified growth areas. These will support the current and future needs of residents.

Barnstaple, Bideford and Northam

In the Barnstaple, Bideford and Northam area to enable growth and to support increased walking, wheeling and cycling and strengthened public transport corridors, we will explore improvements to:

- pedestrian links across the River Taw from Seven Brethren to Barnstaple town centre
- expansion of high-quality strategic cycle network including new routes, links to the Tarka Trail, major destinations, provision on new roads and improved crossing facilities
- improving frequency, journey times and vehicles on core bus routes
- the A39, including suitable access and the A39 to B3233 Tews Lane Link
- A361 Larkbear access road
- the Clovelly Road corridor.

Plymouth urban fringe

We will create a strong link between Plymouth city centre, Plympton and Sherford by:

- enhancing public transport provision
- a new access to the A38
- new pedestrian and cycling infrastructure

At Woolwell we will provide attractive sustainable travel choices by:

- supporting high quality walking, wheeling and cycling routes within the development
- improving bus services
- improving the A386 connection to the city centre.

The Plymouth and South Devon Freeport will build upon the region's unique national capabilities in marine, defence and space industries. Developed in partnership with private sector and local authorities, the Freeport aims to boost the economy through physical, economic and social regeneration, with objectives to:

- Deliver an increase in trade throughput and pilot short sea shipping
- Reduce freight transport emissions
- Improve regional connectivity.

To boost active travel for commuters travelling between the Freeport development at Langage Business Park and Sherford new community, a new pedestrian and cycle bridge will be delivered across the A38 Deep Lane bridge with pedestrian crossing facilities at the Deep Lane south junction. A new spine road will be delivered to unlock Freeport sites at Langage Business Park, while also enabling a modal filter at the south of the site to complement the bridge and active travel route between the Langage site and Sherford.

Tiverton, Cullompton and the Heart of Mid Devon

New development in Tiverton is focused along the A361 to the east. This linear form of development is more easily served by enhanced bus services and cycle routes.

We will create new sustainable travel and leisure opportunities by improving active travel routes both towards Tiverton to the west and towards Tiverton Parkway railway station, Willand and Cullompton to the east. Good quality walking and cycle links within new developments and connecting into external active travel networks will be negotiated through the planning processes.

The new junction onto the A361 will mitigate the impact of travel from new developments on sensitive and constrained environments on Blundells Road and the village of Halberton.

The Culm Garden Village development to the east of the motorway will significantly increase the population of Cullompton. To reduce the impact on the transport network we will:

- support new local education, retail and leisure facilities so a higher proportion of trips stay within the town, reducing the need for longer distance travel
- enhance active travel routes across the area
- support delivery of Cullompton railway station
- improve bus frequency and new bus routes to offer attractive new opportunities
- increase digital access and connectivity over the build out period
- progress a town centre relief road and mitigate impacts at M5 Junction 28.

Newton Abbot and Kingsteignton Garden Community

To accommodate the increasing travel demand in the Newton Abbot and Kingsteignton Garden Community and support growth on the west of Newton Abbot we will continue delivering and complete:

- Enhanced active travel links within Newton Abbot
- The Teign Estuary Trail from Newton Abbot to Teignmouth
- A382 Phase 3 between Forches Cross and A38 Drumbridges
- Wolborough Link Road
- Jetty Marsh Phase 2.

The Jetty Marsh extension will also help to re-route traffic away from the town centre, creating opportunities for better routes for buses and to enhance the environment for active travel.

6.3 Easier travel

The growth areas are locations where buses can play a much greater role in reducing emissions and contributing towards modal shift as there are good quality existing high frequency routes that can be enhanced further.. We will increase bus use by improving bus service reliability and offering an enhanced passenger experience, delivered through:

- bus priority infrastructure and technology measures and removal of pinch points
- 15-minute service frequency on core corridors
- a brand-new fleet of zero emission buses
- upgrades to bus stop infrastructure real time information systems
- improving integration between bus services and the rail network.

An Enhanced Partnership, developed alongside the Devon BSIP, sets out in further detail the measures to improve the attractiveness of bus services across the four growth areas.

As the largest population centres, the four growth areas also have the greatest potential outside of Exeter for establishing shared mobility schemes. These would provide people with on-demand access to car club vehicles or bike hire schemes, if viable. We will support the proposals for shared vehicles, and mobility hubs with new facilities, in existing town centres within the growth areas.

Barnstaple, Bideford and Northam

Barnstaple is the hub of the bus network in northern Devon. There are frequent services linking Ilfracombe and Braunton along the A39 corridor. Frequent services also connect communities

between Barnstaple and Bideford, including Fremington, Yelland, Instow, Westward Ho!, Appledore and Northam.

Improving bus frequencies to provide a reliable core high frequency network in northern Devon will help to play a significant role in making bus travel more attractive. We will support this by making buses faster and more reliable, with bus priority measures at Gratton Way, the Braunton Road signals in Barnstaple and along the Barnstaple Southwest corridor.

Use of the North Devon Line from Barnstaple to Exeter has increased by 400% in the last 20 years, and many trains now leave Barnstaple full and with passengers standing. We will prioritise enhancing services on the North Devon Line to provide a half hourly frequency and journey times to Exeter of under an hour. This would provide fast, attractive and frequent services to Exeter, with greater capacity for communities along the line and connections to longer distance rail services.

We will make improvements at Barnstaple railway station. These will include access and forecourt changes to make it easier for people to change between bus and rail services. The station will become a hub that connects a range of urban and rural bus services across north Devon and Torridge with the rail network. These improvements will also make it safer and more accessible for people to continue their journey towards the town on foot or by cycle.

Plymouth urban fringe

Plympton rail station is an aspiration of the Plymouth Metro proposals. The rail station would improve travel choice for nearby residential and commercial development in the Plymouth Urban Fringe, and would complement the recent growth in patronage at Ivybridge station.

Alongside new development at Sherford, a new Park & Ride would improve public transport access to key employment sites in the north of the city, including Derriford Hospital. Further bus routes will also be needed as new development areas continue to grow.

Tiverton, Cullompton and the Heart of Mid Devon

We will increase travel choices in this growth area so that people can rely less on their cars for certain journeys in and around Mid Devon. These will include:

- turn up and go bus frequencies of 15 minutes or better to new development at Tiverton and Culm Garden Village
- access to and stop facilities for express coach services
- subject to funding, longer distance express bus services could also improve access to rail services at Tiverton Parkway.

We will support Mid Devon District Council with the reopening of a railway station at Cullompton. This will provide fast and direct access to Exeter, Wellington, Taunton and the wider national rail network for residents of Cullompton, particularly those in new developments to the east of the M5.

Newton Abbot and Kingsteignton Garden Community

The majority of the bus network in Teignbridge radiates through Newton Abbot, with regular services north to Exeter and south to Torbay. With the growing employment opportunities in the East of Exeter area, we will investigate ways to expand the bus or coach network to provide a regular, direct link from Torbay to Exeter Airport via Newton Abbot.

Service frequencies to Newton Abbot from nearby surrounding settlements are less frequent and will be improved, whilst infrastructure improvements will also be made at Newton Abbot's Sherborne Road bus station to improve access, multi-modal interchange and wayfinding. Reliability will be improved with advanced technology including bus priority detection and signal upgrades on core bus corridors.

Newton Abbot railway station is one of the busiest stations in Devon and is conveniently located for the town centre to its west. However, access to the adjacent Brunel Industrial Estate to the east is indirect. We will work with partners to create a new access to Newton Abbot railway station from the east, which could include a bridge over the railway line. This will improve access and connectivity to the station and town from both the Industrial Estate and the Buckland area.

We will also work with partners to improve platform capacity to support additional services arriving and departing from Newton Abbot station.

The proposed Edginswell railway station in Torbay is an important part of the Devon Metro network. The station would provide a new sustainable travel choice, helping to encourage modal shift and relieve pressure on the busy A380 and across Newton Abbot's local road network.

The Teignbridge Local Plan continues to safeguard the use of the Heathfield Branch Line as a movement corridor between Newton Abbot and Heathfield. While there are no immediate plans to bring the line into use, we will engage with the rail industry and third-party promoters to explore opportunities for passenger or freight movements to return in future.

Case study: Delivering new railway stations in Devon

Devon has delivered three new railway stations in the last ten years as part of the Devon Metro proposal to improve sustainable access across the county. Devon County Council also played a key role in supporting the reopening of the Dartmoor Line between Exeter, Crediton and Okehampton in 2021.

- Newcourt station on the Exmouth to Paignton Line opened in June 2015. It is in the centre of a new development area with up to 3,500 homes, employment land, IKEA and the Sandy Park stadium. Journey times from Exeter city centre are under 10 minutes.
- Cranbrook station on the Exeter to London Waterloo mainline opened in December 2015. It provides an hourly service to Exeter and London. The journey time to Exeter is less than 10 minutes. The station was delivered at an early stage of the new community and contributed to Cranbrook being one of the fastest growing settlements in the country. The station has ample cycle and car parking providing a hub for multi-modal journeys for people living across East Devon.
- Marsh Barton station opened in July 2023 on the edge of one of Exeter's largest industrial estates. The station is served by local trains on Paignton to Exmouth Line which also serve interchanges with mainline services at Exeter Central and Exeter St David's. The station enables more people to access the industrial estate, County Hall and the Royal Devon and Exeter Hospital from parts of Teignbridge and Torbay. It also provides step-free access to the Riverside Valley park and award-winning Exe Estuary trail.

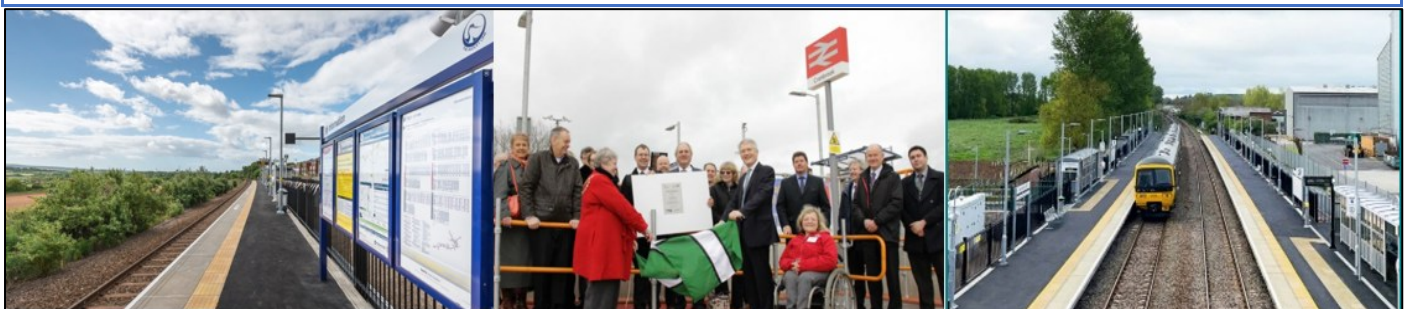


Figure 18 new stations in Devon - Newcourt, Cranbrook and Marsh Barton

6.4 Greater places for people

We will improve the pedestrian public realm in the growth areas. These transport improvements will support the growing population of the area and demand for services. They will also improve the sense of place and contribute towards the economy of vibrant town centres by encouraging people to stay longer and increase their spend.

Barnstaple, Bideford and Northam

Changes we introduced to Barnstaple town centre during the COVID-19 pandemic have increased pedestrianisation in the town centre. We will support further changes to help improve the walking, wheeling and cycling environment in Barnstaple and Bideford. This includes expanding the area of pedestrianised streets where it aligns with local ambitions such as the Barnstaple Spatial Vision and Future High Streets Fund proposals.

Tiverton, Cullompton and the Heart of Mid Devon

In Tiverton we will support changes to the highway layout and access where it encourages the vibrancy and regeneration of the town centre.

In Cullompton we have recently enhanced the Higher Bullring. Widened pavements and improved cycle facilities have created a stronger sense of place with a higher quality walking, wheeling and cycling environment and a more flexible and functional space to help local businesses.

We will explore further improving the quality of the environment for pedestrians in the town centre by significantly reducing through traffic. This can be achieved through the delivery of the town centre relief road enabling a lower traffic environment with better air quality, supporting improved access for active travel and more reliable bus services on a high frequency corridor.

Newton Abbot and Kingsteignton Garden Community

The pedestrian environment in Newton Abbot town centre has recently been enhanced on Queen Street with widened footways, improved crossing facilities and reduced vehicle speeds, whilst the National Cycle Network 2 running parallel has also been improved. We will further improve the pedestrian environment and sense of place in Newton Abbot town centre through:

- upgrading the route between the railway station and town centre
- improving junctions in the town centre, such as Highweek Street
- development of a transport hub next to Market Street that would support regeneration of the town centre and provide a focal point for a multi-modal interchange

6.5 Decarbonisation

The transition to lower emission fuels and new technologies, alongside increasing digital access and more sustainable active travel options, will assist the decarbonisation of transport across all the growth areas. In some locations, this will include road space dedicated to sustainable travel options only.

We have an opportunity to ensure EV charging is built in and a central part of new development in all the growth areas. The areas are also hubs of population that will provide concentrated demand for electric vehicles. We will support people's uptake of EVs in growth areas through:

- delivering an increased number of EV charging points both on and off the streets.
- promoting the sharing of existing charge points, known as peer-to-peer charging.

We will work with operators to bring in zero emission buses. This will begin with:

- Barnstaple, including town services and the routes to Ilfracombe, Braunton and Bideford
- services on the 12 route through Newton Abbot and Kingskerswell to Torbay.

The Plymouth and South Devon Freeport has a strategic priority to deliver net zero emissions ahead of 2050. The plan to decarbonise the Freeport includes a 10MW Green Hydrogen Electrolyser that can provide low carbon energy for shipping and larger road vehicles.

The Appledore Clean Maritime Innovation Centre can provide a hub for green hydrogen production. Along with modernising the port infrastructure, this will boost growth in the north of the county and support decarbonisation activity across the Bristol Channel and Celtic Sea.

6.6 The place to be naturally active

We will make sustainable transport central to new development within the growth areas. We will deliver infrastructure that improves access and facilities for walking, wheeling and cycling, encouraging people to choose active travel options.

We will focus on:

- ensuring safe and suitable facilities for walking, wheeling and cycling are provided within, to and from new developments
- priority sections of the multi-use trail network
- measures that encourage safer and sustainable travel to school
- the routes identified in LCWIPs as being the highest priority.
- improving crossing facilities and delivering 20mph zones where locally supported.

These will unlock the potential for short-distance car trips to be made by cycle and provide infrastructure that capitalises on the growing use of e-cycles.

To complement the new routes, we will increase cycle parking across the growth areas and remove some of the physical barriers on the existing routes to ensure trails are inclusive and accessible to all. New infrastructure will also be supported by training and promotion. This will include continuing to deliver cycle confidence sessions for all ages and abilities, promotion of the routes and facilities available to residents and residential travel planning in major developments.

New approaches to mobility that further increase the attractiveness of alternative modes of transport and reduce reliance on the car for certain journeys will also be supported.

Barnstaple, Bideford and Northam

The Barnstaple with Bideford and Northam LCWIP identifies and prioritises active travel improvements in northern Devon. These include the Kenwith Valley route between Bideford and Westward Ho!, and high-quality links between the North Devon District Hospital, Barnstaple town centre and the railway station across the historic Longbridge.

The area also benefits from the Tarka Trail, providing a flagship traffic free multi-use trail that connects communities along the Taw and Torridge Estuaries. We will deliver the missing sections to complete the route to Ilfracombe and support improvements to increase use of the Tarka Trail.

Plymouth urban fringe

A new pedestrian and cycle bridge over the A38 at Deep Lane will provide part of an attractive route between the new town of Sherford and the Langage Industrial Estate. It will improve links to the communities of Plympton, Chaddlewood, Elburton and Plymstock, and connect to Route 2 of the National Cycle Network.

Tiverton, Cullompton and the Heart of Mid Devon

We will facilitate and help deliver a Heart of Mid Devon active travel network linking Tiverton, Willand, Cullompton, Tiverton Parkway and, where feasible, adjacent villages.

A local strategic multi-use trail network will be complemented by enhancements to the walking, wheeling and cycling network in Tiverton. This would include filling gaps in the existing network, quiet lanes and improving links between the town centre and the outskirts.

Newton Abbot and Kingsteignton Garden Community

We will deliver the active travel improvements identified in the Heart of Teignbridge LCWIP. These will improve access around Newton Abbot town centre, creating higher quality connections to major development areas west and south of the town.

We will also develop and deliver proposals for the Teign Estuary Trail, prioritising the Newton Abbot to Teignmouth section. This trail offers short, medium or long-distance walking, wheeling and cycling options. These will appeal to the widest range of people of all ages and abilities and complement the existing off-road trails in the Newton Abbot area.

A strategic cycling route between Newton Abbot, Kingskerswell and Torbay will enhance the physically active travel choices for the significant number of relatively short-distance interurban movements being made between the communities.

Case study: Teign Estuary Trail

The Teign Estuary Trail will be a high quality off road multi-use trail between Newton Abbot and Teignmouth.

We opened the first section between Town Quay, Newton Abbot and Kingsteignton in March 2013. This was followed by the section eastwards linking Newton Abbot Racecourse to the Passage House Inn in Kingsteignton in 2018. These sections provide valuable active travel connections to the town. We are working with partners on delivering the next section of the trail. This would run alongside the rail line between Kingsteignton and Teignmouth on favourable gradients, offering fantastic views of the estuary.

Once all sections are complete, the trail will provide an attractive and accessible way to travel. It will link with other existing multi-use trails including the Stover Way, the Wray Valley Trail, the proposed South Devon Cycle Way through Kingskerswell to Torbay and eventually connect to the wider Exe Estuary Trail. With rail stations along the route offering options for a range of distance trips for people walking, cycling or wheeling, our aim is for the Teign Estuary Trail to become a flagship route like the award-winning Exe Estuary Trail. It has the potential to deliver significant numbers of active travel journeys and have a positive contribution to the local economy.



Figure 19 Artist's impressions of the Teign Estuary Trail

Key elements of the strategy for the growth areas

Unlock development

Unlock strategic development through the delivery of:

- Expansion of high-quality strategic cycle network, including improved crossings, new routes, links to major destinations and provision on new roads
- Improvements to the A39/A361 North Devon Link Road, local vehicle links to unlock sites and new bus and cycle routes to support a range of travel choices.
- Enhanced bus services, attractive walking, wheeling and cycling links and strategic intervention around M5 J28 to unlock development at Tiverton and Culm Garden Village.
- New access to the A38, Langage Spine Road and a new pedestrian and cycle bridge at A38 Deep Lane junction to unlock the Plymouth and South Devon Freeport.
- Completion of planned highway links in Newton Abbot and Kingsteignton Garden Community including Houghton Barton Link Road, A382 Phase 3 (Forches Cross to A38 Drumbridges), Wolborough Link Road and Jetty Marsh Phase 2.

Easier travel

- Improve the attractiveness of public transport by increasing service frequency, convenience of interchange and quality of public transport vehicles.
- Half hourly rail frequency from Barnstaple to Exeter.
- New railway station at Cullompton.
- Ensure attractive bus service provision, and where feasible integrated with the rail network, to serve new development in the growth areas.
- Bus priority including use of technology / signal upgrades and removal of key pinch points to improve journey times and reliability.
- Trial of shared modes including car club vehicles in the largest urban areas.
- Improved access and stop facilities for express coach services

Greater places for people

Contribute towards vibrant town centres through:

- Enhancing Newton Abbot town centre and enhancements to sustainable travel at junctions.
- Expanding low traffic and pedestrianised areas in Barnstaple town centre.
- Reducing dominance of vehicles and improving public realm in Cullompton, Cullompton Relief Road and Tiverton town centre enhancements.

Key elements of the strategy for the growth areas

Decarbonisation

- Support the transition to lower emission fuels through increasing the number of Electric Vehicle charging points.
- Support peer-to-peer charging.
- Provide information to reduce barriers and improve awareness of charging options.
- Support new technologies, including the hydrogen opportunities at Appledore and the Plymouth and South Devon Freeport.
- Work with operators to reduce carbon emission from public transport vehicles and roll out of electric buses on high pollution routes.

The place to be naturally active

- Expansion and improvement of the multi-use trail network, including completion of Tarka Trail, delivery of Teign Estuary Trail and the Newton Abbot to Torbay cycle route.
- Delivery of local area active travel enhancements identified in the Heart of Teignbridge and Barnstaple, Bideford and Northam LCWIPs.
- Provide cycle confidence sessions, promotion of active travel facilities and benefits to existing residents and as part of new development travel plans.
- Delivery of priority schemes in Mid Devon LCWIP including links between settlements.

Section 7: Rural Devon and market and coastal towns

Our priorities for rural Devon and market and coastal towns are improving opportunities to travel by public transport by strengthening connections to key bus corridors and rail hubs. Recognising peoples' reliance on their cars, infrastructure will be delivered to support a shift to zero emission vehicles. Healthy travel will also be promoted by growing the network of safe routes for people walking, wheeling, cycling and riding horses.

Rural communities and economies deliver significant benefits to Devon and the wider region. The outstanding countryside and coast play a key role in the economy, supporting thousands of jobs directly, through rural supply chains and as a driver for the tourism sector. The countryside and coast also provide vast areas for recreation, leisure and high-quality local produce. These create an attractive place for people to live, work and visit, and contribute positively to their health, wellbeing and quality of life.

Devon's larger market and coastal towns provide facilities and services for a large urban population as well as their surrounding rural areas. These towns are also public transport hubs for many rural communities. Improving public transport services in these towns can enable new travel opportunities. We will develop 'hub and ride' facilities where several modes of transport come together, such as a railway station with bus connections, cycle options and EV charging. These 'hub and ride' sites would improve facilities for both local residents and surrounding rural areas.

7.1 Background

Over half of Devon County Council's population of 800,000 live in rural areas. These range from people living in settlements close to large urban areas to those in more remote, sparsely populated villages and hamlets in upland or coastal areas. For some people, access to their nearest services is in another authority area.

Employment in Devon's rural areas and market towns is varied, with small and medium enterprises in a range of sectors geographically dispersed across the county. These are often supported by a wider network of businesses, for example agriculture is linked with other sectors including animal health, construction, distribution and energy. There are also major differences between the better connected areas to the south and east of Devon, where several market and coastal towns benefit from high quality, direct roads and strong rail/bus corridors, and the more sparsely populated areas of Torridge, South Hams and West Devon, which are less well connected.

Devon is a popular tourist location with attractive rural and coastal areas which results in a significant seasonal influx of visitors that are vital to the local economy. This seasonal population peak creates additional pressure and reduced reliability of the road and public transport networks. Access to public transport may also vary throughout the year as some services do not run outside the tourist season.

Rural Devon

Devon's rural areas have a strong sense of place and community supported by a rich heritage of agricultural and maritime traditions. Connectivity can be a challenge with remoteness and indirect routes meaning people experiencing long average journey times to access key services. Many journeys for work, school or accessing healthcare are too far to walk, wheel or cycle. In the most remote locations, particularly those on the coast and in the National Parks, there are often limited public transport options. This means physical access can be challenging and/or expensive for those who do not have a private vehicle. For those who do rely on their car, fuel costs can be high for accessing their daily needs because of the distances involved.

We recognise the variety of transport challenges faced by different rural settlements across Devon and the potential implications in terms of social isolation, particularly for those who depend more on public transport such as young, elderly and disabled people. We will follow the approach set out in Peninsula Transport's South West Rural Mobility strategy including exploring bundles of interventions to improve travel choices in rural areas. Innovative approaches will be piloted to better connect rural communities and increase quality of life for residents.

Market and coastal towns

The market and coastal towns of Devon are a rich heritage of historic urban centres located in stunning coastline locations or set inland surrounded by outstanding countryside, such as those within the Dartmoor and Exmoor National Parks or Areas of Outstanding Natural Beauty. They provide a variety of services to their rural hinterlands as well as being home to many of Devon's residents.

Some market and coastal towns, such as Crediton and Exmouth, have high frequency public transport choices to Devon's major centres like Exeter, Newton Abbot or Barnstaple. Others, such as Kingsbridge and Holsworthy, are more remote. These remote towns can have higher levels of self-containment, with more walking, wheeling and cycling journeys within them. However, residents have less frequent, irregular public transport access to Devon's largest settlements and so are more reliant on their private car to access jobs, leisure opportunities, healthcare and retail facilities.

Many market and coastal towns act as centres for everyday needs and more occasional services for the surrounding rural areas, reducing the need for people to travel further afield. For example, Kingsbridge contains employment, healthcare, education and retail amenities that make it the service centre for a range of communities across the South Hams. Some market and coastal towns with a rail station and/or regular bus services can also serve as a hub for longer distance connections by public transport. Improving access to these hubs and improving journey times and reliability on services from these market towns can make public transport a more attractive choice for people living in surrounding rural areas.

7.2 Decarbonisation

Reaching net zero carbon is a greater challenge in rural areas because the lower-carbon alternative choices may not be practical (i.e. walking, wheeling or cycling), or provide the frequency (public transport services) to make them a convenient or attractive option.

Improvements and the promotion of digital accessibility in rural areas will be supported. These will enable people to more easily access online services and help reduce the need to travel for some journey purposes including shopping and increasing peoples' ability to work from home.

Many journeys from rural areas will still need to be made by private car but there are opportunities to convert some end-to-end trips to more sustainable modes by intercepting them at key public transport interchanges. These 'hub and ride' sites, such as the new Okehampton Interchange, will enable people to switch to lower carbon travel options for part of their journeys and minimise the vehicle kilometres driven and associated carbon emissions. Such hubs can connect into the national rail network and increase the range of destinations that can be reached sustainably.

We will deliver Electric Vehicle (EV) charge points in settlements across Devon and promote peer-to-peer charging to support the transition to EVs and in readiness for the proposed phasing out of the sale of new petrol and diesel cars from 2030. Initial priority will see the delivery of up to 2,000 new EV chargers using £7m of LEVI funding secured by Devon County Council.

The EV charging strategy provides more detail including a hierarchy indicating how EV charging points will be delivered in Devon through a mixture of private and public investment.

1. Residential charging on drives
2. Residential charging using pavement gullies
3. Residential charging hub using nearby public car parks
4. Destination charging using key local charging such as shops and workplaces
5. On street charging with suitable pavement width or parking demand to allow build and predicated on suitable technology being possible.

While affordability for many residents can be a barrier to purchasing zero emission vehicles, increasing the availability of EV charge points will encourage this transition where possible.



Figure 20 Devon's EV charging infrastructure

The decarbonisation of public transport vehicles is more challenging in our rural areas. The mileage covered on many cross-county bus routes means that they are not suitable for current battery powered vehicles. The infrastructure needed to roll out electric buses in urban areas could provide the foundations of a charging network that enables electric buses on some rural routes.

We will work with rail operators to develop and test proposals for low carbon railways. Devon has several rail branch lines connecting rural communities with market and coastal towns. These provide an opportunity to test emerging battery technology that could be an affordable alternative to comparatively expensive overhead electric lines solution.

We will work with organisations such as the National Parks, District Councils and major leisure destinations to encourage more people to consider alternative modes of travel for leisure. In 2022 travel for leisure accounted for 31% of all trips in England and was the most common reason for a trip by car. This figure is expected to be even higher for Devon. People are more likely to plan leisure travel in advance and so there is a greater opportunity to encourage people to travel sustainably and take advantage of the growing number of integrated public transport connections.

7.3 Greater places for people

We will work towards improving access to rural villages and local towns, including parking facilities, EV charging and cycling parking. These local centres bring communities together and provide services and employment that reduce the need for people to travel long distances.

Town squares and similar public spaces can help support the vitality of town centres and host seasonal and community events that enrich people's sense of place. We will focus on improving these spaces where we can also improve road safety, noise levels, air quality or access to local active travel networks.

We will work with partners to improve seafront destinations for pedestrians and cyclists. We will also seek to enhance vehicle parking provision so that coastal destinations continue to evolve and be increasingly attractive places for residents, visitors and businesses.

Two thirds of road accidents in the county occur on rural roads. We will encourage safer travel by improving road infrastructure. This will include signage or speed limit changes and helping to reduce severance in communities that are bisected by busy roads. We will make physical changes, i.e. upgrading junction layouts or providing improved crossing facilities where there is evidence of a cluster of collisions. This includes enhancing the A361 from Ilfracombe to Barnstaple with funding we have secured through the Safer Roads Fund.

7.4 The place to be naturally active

Devon has an extensive network of walking, wheeling and cycling routes, with over 5,000 km of public rights of way that includes footpaths, bridleways (permitting cycling) and byways. These provide connectivity between settlements and links with our outstanding natural environment. They play an important role in supporting active travel, particularly walking within National Parks and along the coasts. Our Rights of Way Improvements Plan (RoWIP) sets out the priorities for maintaining and improving these routes. An updated RoWIP will be produced in the short term and will be periodically updated to reflect funding and changes to policy and priorities.

In many rural areas there can be a lack of dedicated walking, wheeling and cycling infrastructure. Without facilities such as footpaths and suitable lighting, people can feel unsafe, affecting their decision to consider active travel for short journeys. Creating new infrastructure in rural areas can be expensive and take time whilst the numbers of people likely to benefit from such routes may be limited. This means such investment may not always represent good value for money. Therefore, we will encourage locally proposed changes to increase the network of low traffic routes that people feel safe walking, wheeling, cycling and horse-riding on (see case study below). These changes can be trialled to test their impact before making a permanent decision and can be delivered at a relatively low cost. They will give communities greater opportunity to influence changes that could make a difference in their area.

Case study: Doctors Walk and Balls Farm Road, Exeter

Devon invited communities to propose changes to support active travel through the Emergency Active Travel Fund in 2020. A local parish council proposed reducing traffic on the lane from the village of Ide, on the edge of Exeter, towards West Exe School and routes into the city. This was implemented by Devon County Council in September 2020.

The change significantly reduced traffic volumes on Doctors Walk and Balls Farm Road to create a quiet 'green lane'. There was a 50% reduction in vehicular traffic and a 65% increase in pedestrians following the changes. After overwhelmingly positive feedback and subsequent public consultation, the changes that provided over a kilometre of attractive lane for active travel were made permanent in 2022.

There has been significant investment in a growing off-road multi use trail network including the Exe Estuary Trail (Dawlish to Exmouth via Exeter), the Granite Way (Okehampton to Lydford) and the Wray Valley Trail (Bovey Tracey to Moretonhampstead). We will continue to expand this network of routes to provide attractive and accessible trails that support and promote healthy and active lives for people of all ages and abilities. The Devon Countywide LCWIP will identify the priority trails to guide future investment, design and delivery. We will also identify where new walking and cycling infrastructure can provide safer routes to schools.

Case study: Multi-use trail network

Multi-use trails are high quality shared cycle and footpaths, often segregated from vehicles. In Devon and Torbay, these include routes passing through outstanding natural landscapes including rivers and estuaries, woodland, open countryside and National Park moorland.

In recent years we have expanded and improved the multi-use trail network through significant investment, including sections of the Coast to Coast National Cycle Network. Flagship routes like the Exe Estuary Trail, the Tarka Trail and the Granite Way connect several of our towns and rural communities, enabling people of all ages and abilities to be active and enjoy our outstanding natural environment. These routes encourage sustainable tourism and contribute significantly to our local economy.

We will continue to expand the multi-use trail network, connecting more of our communities. These will deliver high quality walking, wheeling and cycling routes, with equestrian access explored and consulted upon for individual routes.



Figure 21 Devon's multi-use trail network

Larger market and coastal towns are likely to be a focus for new development. The planning process and contributions by developers will be integral to boosting walking, wheeling and cycling facilities. We will work with local planning authorities and communities to ensure priority walking, wheeling and cycling routes and infrastructure are included in future Local Plan Infrastructure Delivery Plans.

7.5 Easier travel

Bus is the most used form of public transport in Devon and plays an important role in ensuring rural communities remain connected for their education, work, health, recreation and retail needs.

Bus use in rural areas is however restricted by several factors, including limited-service frequency and indirect bus routes. Bus passenger numbers dipped during the COVID-19 pandemic and although recovering, is still below pre-pandemic levels on most services. Costs to run services have also increased. The rising costs has meant the funding to support the bus network has effectively reduced in recent years. This has meant that some rural services have become financially unsustainable and commercial services across rural areas have also declined.

Improvements to rural bus services remain an aspiration for the county, with the BSIP identifying the following priorities:

- minimum service levels to settlements of 500 people
- new cross-county services
- extending operating hours

However, additional rural services will only likely be achievable with significant additional revenue funding.

Devon is also served by a network of voluntary community transport organisations that enable isolated, disabled or elderly populations to access shops and services. This community transport is particularly important for people in rural communities who may not have suitable public transport available to them. Where there is demand, we will continue to support existing community transport operators and Fare cars. We will also explore opportunities to empower local communities to increase provision.

Case study: Totnes and Rural Community ‘Bob the Bus’

The Totnes community bus was piloted in 1997 as a shuttle service to take people up the very steep Fore Street and High Street to the top of the town. Following a successful first summer, local council funding was offered for a second summer, provided it was matched by local funding. An all-year-round service started in 2000 and a full-time coordinator was hired. The service has become known as ‘Bob the Bus’.

The Totnes and Rural Community Bus now serves nine rural areas in the region, and 38 residents drive for the service on a volunteer basis. In 2022, the community raised sufficient funds to purchase a new bus, and now ‘Bob the Bus’ is one of the most successful community bus groups in the country.



Figure 22 Totnes and Rural Community 'Bob the Bus'

Several branch rail lines, including the Riviera (between Paignton and Exmouth), North Devon and Tamar Valley Lines form part of the Devon Metro network that connect towns and rural communities to the rail network. The Exeter to Waterloo mainline also serves several smaller communities in the county.

We will continue to work with rail partners and stakeholders to enhance the Devon Metro rail network, for example seeking earlier and later trains. We will also improve facilities at key stations to provide public transport interchange hubs for accessing the rail network. The priority will be those stations where trains cross (making it easier to coordinate buses with train times in both directions) or where a car park can be provided to enable people travelling from a wider rural catchment to link with rail services, e.g. at Okehampton and Umberleigh.

With our partners we will deliver the new Okehampton Interchange railway station at Okehampton Business Park, close to the A30. The proposal includes a car park, improved walking, wheeling and cycling links and local bus services will also be integrated with the new rail station. This will make it easier for people living in the east of the town, and a wide rural catchment including Dartmoor, West Devon and North Cornwall to access sustainable travel options.

The reopening of the Dartmoor Line from Exeter to Okehampton has been hugely successful, with more than double the passenger numbers originally forecast. The line provides an attractive service to residents of Okehampton and surrounding rural areas and has enabled more people to explore Dartmoor. There has also been a large increase in passengers at Crediton which, when combined with the North Devon Line services, now benefits from a half hourly service to Exeter.

There remains an aspiration to further connect more communities to the rail network, including restoring rail services to Tavistock. New stations such as Monkerton, Edginswell, Cullompton and Plympton will also increase the number of people able to easily access the rail network.

Towns served by semi frequent bus services, a railway station or both, act as hubs for the surrounding area to connect to other areas in Devon and beyond. Improving the journey times and / or service frequency on these routes from market towns also makes public transport more attractive for people living in the surrounding rural areas. We will work with operators to seek opportunities to enhance these services. We will introduce secure cycle parking at bus stops on higher frequency corridors to increase options for people to connect with core bus service routes.



Figure 23 Current and proposed Devon Metro rail network

Recent improvements to the connections between bus services and railway stations, including at Okehampton, Totnes and Barnstaple, have made travel by public transport easier. Providing attractive, door-to-door public transport choices has unlocked new travel opportunities for residents and communities in rural areas who may not have access to a car. We will seek to retain these connections and will explore more options to provide convenient bus/rail connections that help make travel easier for residents.

Case study: Kingsbridge to Totnes 'bus branch line'

The 164 is an hourly bus service between Kingsbridge and Totnes. It not only provides a direct connection between the two settlements but is also timed to meet Great Western Railway London services and selected Cross Country trains at Totnes station. This provides a convenient interchange for onward journeys towards Penzance or London Paddington.

The Devon BSIP has provided funding to support the 164 service as part of a number of bus/rail interchange improvements. These have created a 'bus branch line' network that includes:

- Rail link 118 between Okehampton and Tavistock
- Rail link 310 between Barnstaple, Lynton and Lymouth
- Rail link 301 between Barnstaple, Ilfracombe and Combe Martin.

These services improve the convenience and attractiveness of door-to-door journeys by public transport. They have boosted passenger numbers and opened up new travel opportunities.



Figure 24 Rail link 164 bus between Totnes Station and Kingsbridge

Exmouth is the largest town in Devon. It benefits from the multi-use Exe Estuary Trail and a regular rail service to Exeter on the Avocet Line. However, with the beach to the south and the River Exe to the west, it has a limited hinterland. This means many Exmouth residents travel to Exeter for work or study. We will extend Dinan Way which will enable new, more direct bus routes, connecting more parts of Exmouth to the A376, and to the sustainable corridors along the river. It will also reduce through-traffic in the town centre which will improve the environment for pedestrians.

Devon has two coastlines, with multiple rivers creating tidal estuaries. This means watercourses can often form a barrier between otherwise geographically close communities. There are several privately operated estuarial and river ferry services, such as the Dartmouth to Kingswear ferry, which provide connections between these communities. Whilst none of these services are

operated by Devon County Council, they provide vital connections for communities within the county and can form part of a set of trips made without a private car.

New forms of mobility offer a range of further opportunities to make it easier for communities to connect. Car clubs can offer an effective solution for local businesses and visitors to the area, having temporary access to a car for journeys that need to be made by car. It can reduce the need for car ownership and encourage use of alternative modes for more locally made journeys. E-bikes reduce the impact of Devon's steep topography, not only making it easier to cycle longer distances, but also covering a much larger area.

Drawing on the approaches and principles highlighted in the Peninsula Transport South West Rural Mobility Strategy we will explore how such schemes can best be delivered in rural areas. The initial priority will be the provision of car club vehicles in larger market and coastal towns.

Key elements of the strategy for rural Devon and market and coastal towns

Decarbonisation

Transition to lower emission fuels

- Work with stakeholders to deliver improvements to EV charging infrastructure in our rural areas including at key tourism destinations.
- Promote peer-to-peer charging networks.
- Work with transport service providers to decarbonise rural transport fleets, including branch lines in the South West to be a test bed for low carbon railways.

Digital services

- Improve digital access and online services across Devon's rural areas, with particular focus on areas with poor mobile/broadband connections.
- Further increase the availability of online council services and work with public sector partners to increase their online service delivery.

Greater places for people

Enhance local centres

- Enhance cycle and vehicular parking facilities in rural centres.
- Introduce 20mph speed limit in settlements where locally supported.
- Work with public sector organisations to identify and implement opportunities to deliver more community services within rural settlements.
- Work with district councils and partners to support sustainable development.

Destination Devon

- Support enhanced pedestrian, cycling and vehicular parking facilities at seafront destinations.
- Enhance town centre environments.
- Support opportunities for temporary highway closures for local events in rural villages.
- Work with organisations to promote sustainable leisure travel.

Key elements of the strategy for rural Devon and market and coastal towns

The Place to be Naturally Active

- Continue expansion of the multi-use trail network, creating a safe and attractive environment for pedestrians, cyclists and, where appropriate, horse riders.
- Identify local priorities for improving walking, wheeling, cycling and horse riding and trial changes to expand network of green lanes.
- Improve access to cycling through continued delivery of Cycle Confidence sessions and removal of barriers on the National Cycle Network.
- Continue to remove stiles, barriers and restrictive infrastructure on Rights of Way.
- Implement improvements set out in the Rights of Way Improvement Plan (ROWIP)
- Deliver improvements to safety in rural areas, including changes to speed limits and locally supported changes to reduce noise and/or improve active travel.

Easier travel

Developing the Devon Metro

- Deliver Okehampton Interchange railway station.
- Half hourly rail frequency on East Devon section of Exeter to Waterloo Line.
- Work collaboratively with rail industry partners to reinstate rail services from Plymouth to Tavistock via Bere Alston.

New opportunities

- Extension of the London Waterloo to Exeter St David's service further into Devon.
- Work with the rail, bus, and coach industry to deliver 'hub and ride' improvements where rural residents can access longer-distance transport services.
- Expand and improve rail, bus service and cycle integration at key hubs.
- Deliver the Dinan Way extension in Exmouth to improve connectivity for all modes.

Collaborative working

- Continue to work with organisations to support and broaden the community transport services they provide.
- Work with communities to support them to deliver community-led access and transport solutions tailored to their specific needs.

Shared modes

- Support mobility hubs and integrating sustainable travel choices at larger market and coastal towns.
- Work with the car club industry and communities to identify and deliver sustainable modes of provision in rural areas feeding into a shared modes strategy.
- Work with district councils and partners to ensure new rural developments embed decarbonised, active, public transport and shared transport into new developments.

Section 8: Asset management and road safety

A reliable and resilient network is vital to the economy and people's quality of life, enabling access to education, healthcare and social activities. The management of the network is central to making travel safe, convenient and reliable but must be balanced against challenging funding constraints.

The Councils will continue to prioritise the maintenance of A and B roads and reduce carbon emissions from the maintenance and use of the transport network. The councils will continue to improve road safety, with an aim of halving the number of people killed and seriously injured on the highway by 2030 (based on 2016-2018 levels). This includes reducing speed limits on some routes to reduce collisions, which will in turn improve resilience and journey time reliability.

8.1 Highway maintenance

Devon has one of the largest highway networks of any UK Local Authority. Collectively the Councils maintain around 13,000km of highway, 5,000km of public rights of way, an extensive off-road recreational trail network including the South West Coast Path and England Coast Path. There are also a range of other highway assets that are maintained by the councils.

The councils have statutory network management duties under the Traffic Management Act. A reliable and resilient network is important to support the economy, provide safe and efficient travel and make Devon and Torbay fairer and better places for people. Although the network is an asset, it is expensive to maintain. In recent years there has been insufficient funding to meet all its maintenance needs and, as a result, a growing maintenance backlog.

Resources have been focused on maintaining highway safety across the network and keeping the most strategic A and B routes and busiest active travel corridors in good condition. A and B classified roads typically have the highest vehicle flows and are the routes most used by both commercial and public transport vehicles. The efficient operation and standard of these routes play an important part in keeping the network moving and supporting the economy.

Our priorities, which will be periodically updated through our Highways Infrastructure and Transport Asset Management Plans, include:

- maintenance of A and B roads
- maintenance of other important urban roads, particularly in Exeter and Torbay
- maintenance of active travel routes and safety of vulnerable road users
- using preventative treatments on other roads that are still in a condition to benefit from it.

8.2 Network management

The highway network includes a range of equipment that plays an important role in personal and vehicle safety and encouraging sustainable travel. This includes traffic signals, lighting and facilities for public transport. The councils will:

- continue to update the streetlighting network to improve efficiency and reduce emissions
- use experience from the trial of street light dimming to develop new policies
- improve the safety and attractiveness of active travel routes and facilities
- upgrade and renew older traffic signals
- review traffic signal timings to make them more responsive to changing travel patterns, active travel demand and improve traffic flow.

Innovation is also central in improving how we manage and operate the highway network within our funding constraints. The councils will::

- investigate new approaches using technology to better monitor the network
- use the Network Operations Control Centre to explore opportunities to improve proactive management of the network, communicate with and improve experiences for users.
- explore changes to speed limits to improve safety and reduce emissions
- understand the impact of different materials and methods through the Materials Laboratory
- continue to coordinate third-party and statutory undertaker activity
- better align network enhancements with maintenance work to reduce disruption

Examples of improved alignment include delivering bus service improvement measures that also improve traffic management or active travel facilities as part of upgrade of traffic signals.

The councils will also evolve and improve how projects and new streets are designed to reflect best practice. This includes considering Healthy Streets principles, Active Travel England design tools in projects, and updating residential design guidance. This will help in ensuring that new estate roads include facilities within developments and connections to existing routes that are safe and suitable for all users.

How any surplus from on-street parking revenue will be used will need reviewing to reflect the objectives of our new LTP. As per Section 55 of the Traffic Regulations Act, any surplus from on-street parking must be ringfenced and can be used for subsidising bus services, maintaining public transport facilities and road safety initiatives.

8.3 Active travel

There is a growing network of walking, wheeling and cycling routes where usage continues to increase, boosting the health and wellbeing of both residents and visitors. For example, usage of the Exe Estuary Trail has more than doubled since 2011. We also have a number of LCWIPs that set out our aspirations to increase facilities for people walking, wheeling and cycling.

A bigger network with more use does, however, mean there is more to maintain. Devon has increased the funding dedicated to renewing and maintaining trails and has begun winter treatment of the most used cycle routes in Exeter.



Figure 25 Network forming part of winter treatment and a winter maintenance vehicle

Case study: Exeter cycleway and footpath winter treatment trial

Since 2021, Devon County Council has been trialling winter treatment to 'de-ice' over 22 km of cycleways and footpaths around Exeter. Routes with more than 1,000 daily cycle trips, along with linking paths to onward routes, are treated to prevent ice forming when temperatures drop.

The trial has made Exeter's walking, wheeling and cycle network safer and more attractive in winter, supporting healthy lifestyles all year round.

Changes have also been made to some of the highway network to provide quieter lanes that enable active travel by connecting edge of Exeter villages and communities into the city's cycle network. This includes Balls Farm Road near Ide, Langaton Lane on the eastern edge of Exeter and Rydon Lane linking Woodbury into the Exe Estuary Trail. We will continue to explore and trial options to do this where it aligns with this plan's objectives and is supported by local communities.

Every trip by cycle begins and ends with a parked cycle, and we deliver a range of secure cycle parking spaces across our area to support those who wish to travel by bike.

8.4 Environmental impacts

The Devon Carbon Plan (which covers Devon, Plymouth and Torbay) has targets to:

- reduce emissions to net zero by 2050 at the latest
- achieve a 50% reduction by 2030 (compared to 2010 levels).

To help achieve this, the councils have developed a range of new approaches to reducing the carbon footprint of highway maintenance, streetlighting and construction.

The initial priority has been to understand and benchmark what carbon is used in maintenance operations. Working with partners, we are developing a carbon accounting and reporting system and a highways service decarbonisation strategy. This has enabled us to target the most carbon intensive operations. Supply chains for highway maintenance are one of the biggest emitters of carbon and we will produce a Low Carbon Procurement Strategy to help reduce emissions.

We will develop a Carbon Design Toolkit that will enable the carbon profile of different options to be considered in the development of new schemes, so that carbon becomes at least as important as cost and quality. Learning from the A382 Live Labs 2 project, where opportunities to reduce carbon in design and construction have been implemented, will also improve future approaches.

Where viable, we will look to enhance biodiversity in accordance with the Devon Nature Recovery Strategy through improved landscape maintenance along roads, railways, and paths. This could include planting on highway verges or roundabouts and, where appropriate, trees to improve street scene and support biodiversity net gain.

The transition to electric vehicles will also play a part in reducing emissions. Devon and Torbay have EV Charging Strategies that outline how access to charging will be increased by supporting the development of a comprehensive charging network that meets the demands of residents, businesses and visitors in rural and urban areas. The strategies recognise that the types of solution will vary across the different areas across Devon and Torbay.

Torbay (£7m) and Devon (£5.3m) have also been successful in securing funding to support the provision of zero emission buses in Torbay (also serving routes to Newton Abbot and Totnes), Exeter, Cranbrook, North Devon and Torridge. The funding complements a larger investment in electric buses by the bus operator, Stagecoach. It will not only help reduce emissions, noise and improve air quality, but also improve the image and attractiveness of bus travel.

8.5 Road safety

The number of people injured on roads in Devon and Torbay has decreased by approximately a third in the last decade, primarily driven by a reduction in slight (minor) injury collisions. However, the number of people killed or seriously injured has remained largely unchanged over this period.

Vision Zero South West is a collaboration between transport authorities, health and emergency service organisations. It aims to cut road deaths and serious injuries by 50% by 2030 (from 2016-2018 numbers) and to zero by 2040. In addition to enhanced enforcement activity carried out by the Police, the focus of the partnership is to:

- encourage behaviour change to reduce risk on our roads (particularly for young drivers, older drivers, business drivers and motorcyclists)
- improve safety for vulnerable road users, such as pedestrians, cyclists and horse riders.

The councils will work with Vision Zero South West to educate and promote safe driving behaviour and support road safety initiatives within schools and the wider community. In line with the Vision Zero South West ambition, there will be continued investment in improvements to ensure that every route and every mode is available to everybody, free from the risk of fear or harm. We will also target improving safety in locations where multiple collisions have occurred and those areas with the highest concentration of vulnerable road users. For example, we will deliver a package of speed enforcement measures alongside improvements to pedestrian and cycle crossings and facilities on the A361 (Barnstaple to Ilfracombe) using the Government's Safer Roads Fund.

Bolder measures will be needed to help bring down the risk of serious injury. We will explore reducing speed limits on some routes, particularly those with the highest levels of traffic and/or worst collision performance. We will increase the number of areas with 20mph speed limits, particularly around schools and in villages and town centres justified and locally supported. We recognise that how safe people feel can also be a barrier to travel. We will explore what new approaches would help to provide more information and how we can consider this information in the design and prioritisation of projects and maintenance.

Case study: Department for Transport's Safer Roads Fund on the A3123

Over £4 million was secured from the Department for Transport's Safer Roads Fund to improve safety on rural A roads, including the A3121 in the South Hams and the A3123 in North Devon.

The improvements to the A3123 included upgrading the Lynton Cross crossroads junction (left) to a roundabout (right). The reduction in speeds and improved safety for turning has reduced collisions and these sites no longer meet cluster site criteria in the latest collision data.



Figure 26 Lynton Cross safety improvements, with crossroads upgraded to a roundabout

Key elements of the strategy for asset management and road safety

Reliability and resilience

- Continue to prioritise maintenance of A and B classified routes.
- Continue bridge assessment and strengthening program, prioritising A and B roads.
- Upgrade and enhance traffic signals.
- Delivery of casualty severance reduction program to tackle collision hotspots.
- Speed limit review and consider reduced speed limits on busiest A roads
- Support development of single parking ticketing system.
- Review spending and priorities for the on-street Parking Account.

Greater places for people

- 20mph speed limit in settlements where locally supported, particularly around schools.
- Implement 'School Streets' where appropriate to continue to develop safer walking, wheeling and cycling options for school children.
- Use of Healthy Streets principles and Active Travel England tools in scheme design
- Update residential design guides
- Complement new infrastructure with engagement and behaviour change measures.
- Continued collaborative working with partners through Vision Zero South West.

The place to be naturally active

- Increase funding for maintenance of active travel routes.
- Winter treatment of the most used active travel routes.

Decarbonisation

- Develop a Low Carbon Procurement Strategy.
- Develop a Carbon Design Toolkit to help elevate the importance of carbon alongside cost and quality during scheme development.
- Continuing update of streetlighting network.
- Support roll-out of comprehensive Electric Vehicle Charging Network.
- Support the transition to zero emission buses.

Section 9: Connecting Devon and Torbay Action Plan

Theme	Sub theme	Measure
Reliability and resilience	Strategic Connectivity: Rail	Completion of rail resilience works between Dawlish and Teignmouth
Reliability and resilience	Strategic Connectivity: Rail	Increased diversionary capacity and half hourly local services on Exeter to Waterloo Line
Reliability and resilience	Strategic Connectivity: Rail	Increased platform capacity at Exeter St Davids
Reliability and resilience	Strategic Connectivity: Rail	Increased platform capacity at Newton Abbot station
Reliability and resilience	Strategic Connectivity: Road	Enhancement of M5 between J29 – J31, Exeter
Reliability and resilience	Strategic Connectivity: Road	Speed limit review on busiest A roads
Reliability and resilience	Strategic Connectivity: Road	A379 Bridge Road, Exeter, bridges renewal
Decarbonisation	Digital Services	Promote high-speed internet access across Devon and Torbay
Decarbonisation	Digital Services	Refresh of the digital strategy for the area
Easier Travel	Strategic Connectivity: Rail	Support improvements to Mobile Connectivity on rail services
Easier Travel	Strategic Connectivity: Freight	Work with Peninsula Transport STB to improve efficiency and reduce negative impacts of freight
Easier Travel	Strategic Connectivity: Freight	Lorry Parking Priority and Deliverability Study
Easier Travel	Strategic Connectivity: Air	Enhanced bus and cycle provision to Exeter Airport and the adjacent Airport Business Park

Section 10: Exeter action plan

Theme	Sub theme	Measure
Greater Places for People	City Centre Public Realm	City centre public realm and sustainable access strategy
Greater Places for People	City Centre Public Realm	Fore Street/South Street/Market Street
Greater Places for People	City Centre Public Realm	Improve pedestrian and cycle crossings on Western Way
Greater Places for People	City Centre Public Realm	Barnfield Road active travel enhancements
Greater Places for People	City Centre Public Realm	Sidwell Street/ Summerland Street
Greater Places for People	City Centre Public Realm	Paris Street
Greater Places for People	City Centre Public Realm	Citywide car parking / demand management strategy
Greater Places for People	Key Pedestrian Corridors	St David's Station and Queen Street to City Centre
Greater Places for People	Key Pedestrian Corridors	Replacement of Mallison Bridge
Greater Places for People	Key Pedestrian Corridors	Cowick Street to Fore Street
Greater Places for People	Key Pedestrian Corridors	Crossings on Topsham Road arms of Countess Wear roundabout
The Place to be Naturally Active	Strategic Cycle Network	E3: Monkerton to City Centre
The Place to be Naturally Active	Strategic Cycle Network	E4: Stoke Hill to University to St David's Station
The Place to be Naturally Active	Strategic Cycle Network	E4: Stoke Hill Roundabout to City Centre
The Place to be Naturally Active	Strategic Cycle Network	E6:Nurses Way Barrack Road- Polsloe Road- Mount Pleasant Road
The Place to be Naturally Active	Strategic Cycle Network	E9: Topsham/Newcourt to City Centre
The Place to be Naturally Active	Strategic Cycle Network	E12: Beacon Heath to Marsh Barton station and Alphington
The Place to be Naturally Active	Strategic Cycle Network	Other routes/access identified in LCWIP as opportunities arise
The Place to be Naturally Active	Strategic Trail Network	Delivery of Cranbrook to Exeter multi-use trail
The Place to be Naturally Active	Strategic Trail Network	Staged delivery of Clyst Valley Trail
The Place to be Naturally Active	Strategic Trail Network	Feasibility investigations of initial sections of Boniface Trail
The Place to be Naturally Active	Quiet Lanes	Waybrook Lane, South West Exeter
The Place to be Naturally Active	Quiet Lanes	Dawlish Road, South West Exeter
The Place to be Naturally Active	Quiet Lanes	Bishops Court Lane, Clyst St Mary
The Place to be Naturally Active	Quiet Lanes	Elbury Farm Lane, near Cranbrook and Broadclyst
The Place to be Naturally Active	Quiet Lanes	Cobden Lane between Whimble and Cranbrook

Theme	Sub theme	Measure
The Place to be Naturally Active	Area Wide changes	Pinhoe Area Access Strategy Measures
The Place to be Naturally Active	Area Wide changes	Newtown neighbourhood enhancement
The Place to be Naturally Active	Access to Cycle	On street cycle parking and storage
The Place to be Naturally Active	Behaviour Change Projects	Business travel planning
The Place to be Naturally Active	Behaviour Change Projects	School Travel Plans and School Streets
Unlocking Development	Sustainable New Development	Support revised planning policy
Unlocking Development	Sustainable New Development	Water Lane: New Pedestrian/cycle crossing of Canal
Unlocking Development	Sustainable New Development	North Gate: Paul Street Pedestrian and public realm works
Unlocking Development	Sustainable New Development	East Gate: Heavitree Rd public realm and pedestrian cycle facilities
Unlocking Development	Sustainable New Development	South Gate: Acorn Junction/Southernhay Square
Unlocking Development	Sustainable New Development	Red Cow: Highway Rationalisation and St David's Station Interchange Enhancements
Unlocking Development	Sustainable New Development	Chudleigh Road realignment, South West Exeter
Unlocking Development	Sustainable New Development	Bus Priority on A3052/A376 approach to M5 J30
Unlocking Development	Sustainable New Development	Enhanced cycle facilities on A3052/A376 approach to M5 J30
Unlocking Development	Sustainable New Development	Enhanced Bus Priority on A30/A3015 approach to city
Easier Travel	Devon Metro	Half hourly rail frequency to East Devon towns on Waterloo line.
Easier Travel	Devon Metro	Half hourly rail frequency to Barnstaple.
Easier Travel	Devon Metro	15-minute service frequency to Digby & Sowton/Newcourt
Easier Travel	Devon Metro	Safeguard land and investigate delivery of Monkerton railway station
Easier Travel	Interchange	Digby & Sowton Rail/Bus/Park and Ride Hub
Easier Travel	Interchange	Improvements to railway station access and interchange
Easier Travel	Interchange	Park and Ride strategy
Easier Travel	Attractive Urban Bus Networks	Central Corridor (Honiton Road and Heavitree Road)
Easier Travel	Attractive Urban Bus Networks	Eastern Corridor (Pinhoe Road)
Easier Travel	Attractive Urban Bus Networks	Western Corridor (Exe Bridges)
Easier Travel	Connected City Region: Bus	15-minute bus frequency to Crediton
Easier Travel	Connected City Region: Bus	Transport hub enhancements on key corridors into the city

Theme	Sub theme	Measure
Decarbonisation	Zero Emission Ticking System	Relaunch on-street cycle hire with new operator
Decarbonisation	Zero Emission Ticking System	Relaunch on-street car club with new operator(s)
Decarbonisation	Lower Emission Vehicles	Delivery of on-street electric vehicle charging facilities
Decarbonisation	Lower Emission Vehicles	Electricity generation and EV charging at Park and Change sites
Decarbonisation	Lower Emission Vehicles	Community Charge Hub at Matford park and ride
Decarbonisation	Lower Emission Vehicles	Cleaner modern buses with continued expansion of electric buses, priority infrastructure and integrated ticketing system'
Decarbonisation	Innovation and Invention	Data sharing with partners and innovators
Decarbonisation	Innovation and Invention	Review city traffic signal controls, including smarter corridors

Section 11: Torbay action plan

Theme	Sub theme	Measure
Greater Places for People	Town Centre Public Realm	Paignton Station Square enhancements
Greater Places for People	Town Centre Public Realm	Brixham Harbour Access and town Public Realm Improvements
Greater Places for People	Town Centre Public Realm	Access to Torquay town centre: Abbey Gates enhancement
Greater Places for People	Public Transport Gateways	Paignton Bus Station improvements
Greater Places for People	Public Transport Gateways	Brixham Bus station improvements
Greater Places for People	Improved Access to Town Centres	Improved wayfinding into and around town centres
Greater Places for People	Improved Access to Town Centres	Paignton and Preston sea defence works
The Place to be Naturally Active	Strategic Active Travel Trails	Develop proposals for South Devon Cycle Way (Newton Abbot to Torquay)
The Place to be Naturally Active	Strategic Active Travel Trails	Hospital Trail: Ramp and Access improvements between Shiphay Lane and Avenue Road, including Rowcroft steps
The Place to be Naturally Active	Strategic Active Travel Trails	Hospital Trail: Newton Road and crossing improvements at Cadewell Lane and Orchard Way
The Place to be Naturally Active	Strategic Active Travel Trails	Hospital Trail: Avenue Road
The Place to be Naturally Active	Strategic Active Travel Trails	Torquay Town Trail: Shiphay Lane to Teignmouth Road
The Place to be Naturally Active	Strategic Active Travel Trails	Torquay Town Trail: Teignmouth Road and crossings with Upton Road and Cricketfield Road
The Place to be Naturally Active	Strategic Active Travel Trails	Beaches Trail: Rathmore Road to Torquay Harbour
The Place to be Naturally Active	Strategic Active Travel Trails	Beaches Trail: Rathmore Road to Hollicombe Park
The Place to be Naturally Active	Strategic Active Travel Trails	Beaches Trail: Roundham Road/Paignton Harbour
The Place to be Naturally Active	Improved Crossing Facilities	Shiphay Lane, Newton Road and Old Woods Hill Crossings
The Place to be Naturally Active	Improved Crossing Facilities	Crossing provision at Lymington Road and Trematon Avenue
The Place to be Naturally Active	Improved Crossing Facilities	Blagdon Road Paignton crossing upgrade
The Place to be Naturally Active	Improved Crossing Facilities	Torbay Road / Rathmore Road junction enhancements
The Place to be Naturally Active	Improving Access	20mph speed limit zones in appropriate areas
The Place to be Naturally Active	Improving Access	On street secure cycle parking program

Theme	Sub theme	Measure
Decarbonisation	Lower Emission Vehicles	LEVI funded on street EV charge points and pavement channels
Decarbonisation	Lower Emission Vehicles	EV charge points in council Car Parks
Decarbonisation	Lower Emission Vehicles	Upgrade to low and zero emission buses throughout Torbay
Easier Travel	Attractive Services	15-minute frequency on 22 service within Torbay
Easier Travel	Attractive Services	15-minute frequency from Brixham to Torbay Hospital
Easier Travel	Attractive Services	Nighttime services on the 12 and 22 bus services
Easier Travel	Attractive Services	Provision of bus priority at traffic signalised junctions
Easier Travel	Improved Access	Torquay Station access improvements and facility upgrades
Easier Travel	Improved Access	Bus stop Infrastructure upgrades
Easier Travel	Improved Access	Torre Station access enhancements
Easier Travel	New Opportunities	New bus service from Torbay to East of Exeter
Easier Travel	New Opportunities	Integration of night buses with sleeper service at Newton Abbot
Easier Travel	New Opportunities	Explore feasibility of new micromobility scheme across Torbay
Easier Travel	New Opportunities	Edginswell Railway Station
Easier Travel	New Opportunities	Ring Road active travel route
Unlocking Development	Support Low Carbon Travel	On site EV charging and secure cycle parking
Unlocking Development	Support Low Carbon Travel	Travel Planning for strategic developments
Unlocking Development	Support Low Carbon Travel	Support Revised Planning Design Policy
Unlocking Development	Support Low Carbon Travel	Orchard Way to Torquay Road Active Travel route
Unlocking Development	Support Low Carbon Travel	Support Torbay Hospital Rebuild Programme and development
Reliability and resilience	Strategic Connections	Improved controlled parking facilities to improve access and journey times to Brixham Harbour
Reliability and resilience	Reliable Network	Identify locations where on street parking impacts bus journey times and deliver improvements to bus journey times

Section 12: Growth areas action plan

Theme	Sub theme	Measure
Unlocking Development	Unlock Strategic Development	Completion of A382 phase 3 and Jetty Marsh Phase 2, Newton Abbot
Unlocking Development	Unlock Strategic Development	Houghton Barton Link Road, Newton Abbot
Unlocking Development	Unlock Strategic Development	Wolborough Link Road, Newton Abbot
Unlocking Development	Unlock Strategic Development	Completion of A361 Tiverton Eastern Urban Extension junction
Unlocking Development	Unlock Strategic Development	Cullompton M5 J28 mitigation package
Unlocking Development	Unlock Strategic Development	Cullompton Town Centre Relief Road
Unlocking Development	Unlock Strategic Development	Seven Brethren to Barnstaple Town Centre Long Bridge Pedestrian and Cycle improvements
Unlocking Development	Unlock Strategic Development	A361 Larkbear Access Road, Barnstaple
Unlocking Development	Unlock Strategic Development	A3125/Station Road Roundabout enhancement, Barnstaple
Unlocking Development	Unlock Strategic Development	Plymouth and South Devon Freeport Spine Road, Langage Bus. Park
Greater Places for People	Vibrant Town Centre	Increase areas of lower traffic streets in Barnstaple Town Centre.
Greater Places for People	Vibrant Town Centre	Newton Abbot Town Centre active travel and public transport improvements
Greater Places for People	Vibrant Town Centre	Transport changes to support regeneration of Tiverton Town Centre
Decarbonisation	Digital Services	Work with partners to increase online service delivery.
Decarbonisation	Lower Emission Vehicles	Expansion of electric vehicle charging facilities in accordance with EV charging hierarchy
Decarbonisation	Lower Emission Vehicles	Promotion of peer-to-peer Charging Networks
Decarbonisation	Lower Emission Vehicles	Transition to Zero emission buses in and around Barnstaple
Decarbonisation	Innovative Approaches	A382 phase 2 Live Labs project, Newton Abbot
Place to be Naturally Active	Multi Use Trail network	Heart of Mid Devon Strategic trail network
Place to be Naturally Active	Multi Use Trail network	Teign Estuary Trail from Newton Abbot to Teignmouth
Place to be Naturally Active	Active travel enhancements	Newton Abbot to Torbay strategic cycle link

Theme	Sub theme	Measure
Place to be Naturally Active	Active travel enhancements	A38 Deep Lane pedestrian and cycle bridge, Plymouth and South Devon Freeport
Place to be Naturally Active	Active travel enhancements	Improved pedestrian and cycle access over the M5 at Cullompton.
Place to be Naturally Active	Active travel enhancements	Expand Tiverton town walking, wheeling and cycling network
Place to be Naturally Active	Active travel enhancements	A361 Larkbear cycle bridge (Roundswell to Pilton), Barnstaple
Place to be Naturally Active	Active travel enhancements	Bideford to Westward Ho! (Kenwith Valley) active travel route
Place to be Naturally Active	Active travel enhancements	Manteo Way junction improvements, Bideford
Place to be Naturally Active	Quiet Lanes	Manley Lane, Tiverton
Place to be Naturally Active	Quiet Lanes	Tidcombe Lane, Tiverton
Place to be Naturally Active	Quiet Lanes	Bolham Lane, Tiverton
Place to be Naturally Active	Access to Cycle	Continued delivery of cycle confidence sessions
Easier Travel	New Sustainable Travel Choices	New Railway Station at Cullompton
Easier Travel	New Sustainable Travel Choices	Enhanced buses between Tiverton and Culm Garden Village
Easier Travel	New Sustainable Travel Choices	Development of Eastern access to Newton Abbot railway station
Easier Travel	Attractive Public Transport	Half hourly rail frequency on North Devon Line from Barnstaple to Exeter
Easier Travel	Attractive Public Transport	Increase to 15-minute service frequency on core bus network
Easier Travel	Attractive Public Transport	Bus priority at key pinch points
Easier Travel	Attractive Public Transport	Improvement of Real Time Information at bus stations
Easier Travel	Attractive Public Transport	Improved interchange and forecourt at Barnstaple railway station
Easier Travel	Attractive Public Transport	Improved bus/rail interchange at Tiverton Parkway railway station
Easier Travel	Shared Modes	Mobility Hub at Plymouth and South Devon Freeport
Easier Travel	Shared Modes	Begin roll out of car club in Growth Areas
Easier Travel	Shared Modes	Promote Lift Sharing

Section 13: Rural devon and market and coastal towns action plan

Theme	Sub theme	Measure
Decarbonisation	Transition to lower emission fuels	Delivery of EV charging facilities in car parks and largest centres
Decarbonisation	Transition to lower emission fuels	Promotion of peer-to-peer charging networks
Greater Places for People	Enhance Local Centres	Support opportunities to deliver more community services
Greater Places for People	Enhance Local Centres	Pedestrian and cycle crossing improvement in priority locations
Greater Places for People	Safer Travel	A361 Ilfracombe to Barnstaple Road Safety Enhancements
Greater Places for People	Safer Travel	Rolling program of 20mph speed limits in settlements
The Place to be Naturally Active	Public Rights of Way	Produce updated Rights of Way Improvement Plan (ROWIP)
The Place to be Naturally Active	Public Rights of Way	Removal of restrictive infrastructure on Rights of Way
The Place to be Naturally Active	Multi Use Trail network	Planning application for Sidford – Sidbury multi-use trail
The Place to be Naturally Active	Multi Use Trail network	Tarka Trail from Braunton to Ilfracombe and Hatherleigh to Meeth
The Place to be Naturally Active	Multi Use Trail network	Pegasus Way Bridleway, connecting Okehampton to Holsworthy
The Place to be Naturally Active	Multi Use Trail network	Drakes Trail: Clearbrook to Roborough & Tavistock to Derriford
The Place to be Naturally Active	Multi Use Trail network	Progress Delivery of Ruby Way, Holsworthy to Bude
The Place to be Naturally Active	Local Proposals	Develop program for developing green lanes with local communities
The Place to be Naturally Active	Local Proposals	Speed limit and access changes to provide safer and quieter streets
The Place to be Naturally Active	Access to Cycle	Continued delivery of cycle confidence sessions
The Place to be Naturally Active	Access to Cycle	Cycle parking at key locations and public transport nodes
The Place to be Naturally Active	Access to Cycle	Improve accessibility on multi-use trails and National Cycle Network
Easier Travel	Devon Metro	Reinstate railway and services between Tavistock and Plymouth
Easier Travel	Devon Metro	Okehampton Interchange railway station
Easier Travel	New Opportunities	Enhance integration of buses and cycle facilities with rail stations
Easier Travel	New Opportunities	Completion of Dinan Way link road, Exmouth
Easier Travel	Collaborative Working	Work with organisations to support community transport services.
Easier Travel	Collaborative Working	Develop rural partnerships to deliver rural mobility improvements.
Easier Travel	Shared Modes	Promote lift sharing
Easier Travel	Shared Modes	Continued implementation of Fare Car schemes

Section 14: Asset management and road safety action plan

Theme	Sub theme	Measures
Reliability and resilience	Highway Maintenance	Bridge Assessment and Strengthening Program
Reliability and resilience	Highway Maintenance	Upgrade and enhance traffic signals
Reliability and resilience	Network Operation	Review and consider speed limit reductions on key corridors
Reliability and resilience	Network Operation	Review spending and priorities from on-street Parking
Decarbonisation	Net Zero Operations	Produce a Low Carbon Procurement Strategy
Decarbonisation	Net Zero Operations	Develop a Carbon Design Toolkit
Decarbonisation	Net Zero Operations	Reduce carbon emissions from street lighting
Decarbonisation	Transition to lower emission fuels	Promote the use of peer-to-peer charging networks
Decarbonisation	Transition to lower emission fuels	Delivery of a comprehensive Electric Vehicle Charging Network
Decarbonisation	Transition to lower emission fuels	Introduction of zero emission buses
Greater Place for People	Best Practice	Update Highway Design Guidance
Greater Place for People	Safer Travel	Delivery of a casualty severance reduction program to tackle collision hotspots
Greater Place for People	Safer Travel	Continue to work collaboratively with partners through Vision Zero South West to tackle safe road user behaviour with target groups
Greater Place for People	Safer Travel	Delivery of School Streets
Place to be Naturally Active	Multi-use trail network	Winter maintenance on most-used active travel routes
Place to be Naturally Active	Access to Cycle	Cycle parking at key locations
Place to be Naturally Active	Access to Cycle	Removal of barriers on multi use trails and National Cycle Network

Section 15: Monitoring and Evaluation Plan

A number of key indicators have been identified to help monitor performance against each of the six LTP objectives. For each objective, key indicators based on available data have been identified and baseline figures used to monitor performance against.

LTP Objective	Indicator	Metric	Baseline
Decarbonisation	Carbon emissions from transport	Annual greenhouse gas emissions, by Local Authority	1,858 kt CO ₂ e (2022) 1,712 in Devon 146 in Torbay
Decarbonisation	Number of EV charge points	DfT – public EV charge points by LA	906 (2024) 864 Devon, 42 Torbay
Reliability and resilience	Strategic Roads Condition	DfT Road Condition Index (RCI): % motorways and A roads in green or amber condition	98% in Devon (23/24) 98% in Torbay (23/24)
Reliability and resilience	Condition of Local Highways	DfT Road Condition Index (RCI): % B and C roads in green or amber condition	90% in Devon (23/24) 95% in Torbay (23/24)
Reliability and resilience	Reliability of Bus Services	DfT Bus reliability data*	98.7% in Devon (2024) 67.4% in Torbay (23/24)
Easier Travel	Total bus patronage	DfT Total passengers carried	24.06m total (23/24) 18.10m in Devon 5.96m in Torbay
Easier Travel	Total rail patronage	ORR estimates of station usage	16.57m total (23/24) 15.11m in Devon 1.46m in Torbay
Unlocking Development	New homes built per annum	Local Authority monitoring (3-year average)	3,989 in Devon 341 in Torbay
Greater Places for people	Clean Air: Number of locations where NOx exceeds limit	Air Quality annual monitoring reports	3 (2023)
Greater Places for people	Safer Streets	People killed or seriously injured (KSIs) from STATS19 data (3-year average)	390 339.3 Devon 50.7 Torbay
The Place to be Naturally active	Adult physical activity levels	% of physically active adults (19+ yrs) (OHID)	74.3% in Devon (22/23) 63.6% in Torbay (22/23)
The Place to be Naturally active	% of people that walk or cycle to work	Census Travel to Work data (2031/2041)	30.3% in Exeter 20.0% in Torbay
The Place to be Naturally active	Implementation of Multi Use trails through LTP4	KMs of green lanes / LCWIP route / multi use trail completed	No baseline

*Torbay and Devon use different metrics. A single baseline metric would be identified for use by the CCA.

Section 16: Glossary of terms

20mph Zones

A residential area in which vehicle speeds are restricted to 20mph.

Accessibility

The ease with which people can reach services, facilities, and destinations, particularly by sustainable transport modes like walking, cycling, and public transport.

Active Travel

Travel or transport based on physical activity, such as walking, wheeling and cycling, as opposed to motorised forms of transport.

Active Travel Fund

Dedicated government funding to improve infrastructure for walking, wheeling and cycling.

Behaviour Change

Development of initiatives which seek to enable changes in people's travel behaviour through a variety of methods. Includes key influencers of behaviour such as attitudes, structural factors, knowledge and awareness, habits, costs, capability and self-efficacy.

Branch Line

A railway line that connects smaller stations to a larger, strategic railway station. Examples in Devon and Torbay include the Avocet line to Exmouth or the Riviera line to Paignton.

Bus Priority Measures

Road infrastructure or technology that give buses priority over other vehicles, such as bus lanes or traffic signal prioritisation, to improve bus reliability and efficiency.

Bus Service Improvement Plan (BSIP)

A strategy developed by local authorities, bus operators, and communities to improve bus services in the area.

Car Club

An organisation that owns cars shared by its members. Members must arrange in advance and pay to use the cars.

Carbon Dioxide equivalent (CO₂e)

A metric used to compare the emissions of various greenhouse gases based on their potential to increase the Earth's temperature.

Clean Growth

Economic growth that is sustainable and low carbon.

Combined County Authority (CCA)

A statutory, strategic body set up to make collective decisions across both Devon County Council and Torbay Council areas in order to improve the delivery of public services and other public functions across the area. It has responsibility for the local transport authority functions including ownership of the Local Transport Plan.

Connected City Region

A location where multiple urban areas and their surrounding regions interact with one another, linked through economic activity and transport networks.

Covid-19 Pandemic

The global outbreak of the coronavirus (SARS-CoV-2) that started in late 2019, causing widespread disruptions to daily life, including travel, work, and public services.

Cycling Infrastructure

Dedicated facilities and infrastructure designed to support safe cycling, including bike lanes, bike racks, and cycle-friendly signage.

Decarbonisation

The process of reducing carbon dioxide emissions, particularly in the transport sector.

Department for Transport (DfT)

The government department responsible for overseeing the English transport network and delivering a transport system that serves the public.

Developer Contributions

Funds secured from developers that are required to contribute towards necessary infrastructure and help to ensure that the impact of new development is mitigated.

Devon Carbon Plan

A strategy aiming to reduce carbon emissions in Devon, Torbay, and Plymouth, targeting net-zero by 2050 and 50% reduction by 2030.

District Council

A local government authority responsible for providing services and managing local issues within a specific district or area. District councils handle services such as planning, housing, waste management, and local transportation within their jurisdiction.

Electric Vehicle (EV) Charging Infrastructure

Facilities and charging stations designed to support the use of electric vehicles, encouraging a shift to low-emission transportation.

Emergency Active Travel Fund

A government fund designed to support the rapid implementation of measures that encourage walking and cycling, especially in response to the COVID-19 pandemic.

Enhanced Partnership

Developed through BSIPs, a formal agreement between a local transport authority and local bus operators aimed at improving bus services.

Exeter Transport Strategy 2020 – 2030

A transport-focused plan for the city of Exeter, the largest city in Devon, adopted in 2020.

Express Coach

A long-distance bus service providing faster, direct travel between cities or regions, with fewer stops. Operators like Megabus, National Express, and FlixBus offer services from Devon and Torbay to destinations across the UK.

Fare Cars

A shared public transport service operated to help people primarily in rural communities who may not have suitable public transport available to them.

Freight

The transportation of goods or cargo, typically by road, rail, sea, or air. Freight services are essential for moving products between suppliers, manufacturers, and consumers, supporting trade and the economy.

Future of Freight Plan

A strategy to improve freight transport by enhancing infrastructure, supporting decarbonisation, and reducing emissions. It includes developing alternative fuel stations, better facilities for drivers, and increasing rail freight options to make freight movements more efficient and sustainable.

Greater Exeter

An indicative area that encompasses the city of Exeter and those surrounding towns and communities, where the city is the primary centre for jobs and retail.

Greater Exeter Study

A study undertaken by the four District Authorities of Mid Devon District Council, East Devon District Council, Exeter City Council and Teignbridge District Council to identify schemes required to accommodate new development upon the transport network.

Habitats Regulation Assessment (HRA)

An assessment under the Habitats Regulation to test if a plan of project could significantly harm the designated features of an important habitat (known as a European site).

Healthy Streets

A framework that integrates public health into transport planning, focusing on the human experience on streets with indicators for well-being.

Healthy Streets Design Tool

A framework for designing streets that prioritise health, well-being, and environmental sustainability.

Heart of the South West (HotSW)

A combined local enterprise partnership (LEP) that includes Devon and Somerset, focusing on economic development, infrastructure, and skills in the region, including transport and connectivity improvements.

Hub and Ride

More frequently in rural areas, a location that integrates multiple transport modes, such as a railway station with connecting bus services, cycle options and EV charging to provide residents with longer-distance transport services.

Integrated Transport Block (ITB)

Government funding provided annually to each Local Authority to support transport capital improvement schemes.

Integrated Transport System

A transport system where different modes of transport (e.g. buses, trains, cycling, walking) are efficiently linked together to provide seamless journeys.

Killed and Seriously Injured (KSI)

A standard metric used in road safety policies of the number of people killed or seriously injured in transportation incidents.

Local Cycling and Walking Infrastructure Plan (LCWIP)

A strategy designed to improve cycling and walking infrastructure in local areas, aiming to create safer and more attractive routes for pedestrians and cyclists, promote active travel, and reduce carbon emissions.

Local Electric Vehicle Infrastructure (LEVI) Fund

A fund administered by central government to support Local Authorities with the planning and delivery of EV charging infrastructure for residents without off-street parking.

Local Plans

Strategic documents created by local authorities that outline land use and development policies for a specific area.

Local Transport Plan (LTP)

A strategy that outlines how transport needs will be addressed in a specific area, focusing on improving accessibility, sustainability, and safety.

Live Labs

Live Labs are funded by the Department for Transport as an innovative programme to reduce CO₂ impacts associated with the life cycle of the local road network.

Major Road Network (MRN)

Important local roads that complement the Strategic Road Network, managed by local authorities.

Market and Coastal Towns

Devon's market and coastal towns, including Crediton, Exmouth, Kingsbridge, Holsworthy, Barnstaple, Newton Abbot, are historic centres located in scenic areas like Dartmoor and Exmoor National Parks. These towns serve as key hubs for local services, reducing the need for long-distance travel and supporting surrounding rural communities.

Micromobility

A transportation option involving small, lightweight vehicles like shared bikes, scooters, and potentially shared cars, designed for short trips.

Mobility Hub

A location that integrates multiple transport modes, such as buses, bikes, car-sharing, and electric vehicle charging stations, allowing easy transfers between different modes.

Modal Shift

The process of encouraging a change in transport habits, such as moving from car use to cycling or public transport, to reduce congestion and environmental impact.

Multi-Use Trail Strategy

A plan to develop and improve trails that can be used for various activities, such as walking, cycling, and horseback riding. The strategy aims to create accessible, safe, and sustainable routes that connect communities and promote active travel, recreation, and tourism.

Multi-Modal

Involving or using more than one mode of transport, such as combining bus, train, and bicycle travel in a single journey.

National Cycle Network (NCN)

A system of long-distance cycling routes across the UK, designed to provide safe, well-connected paths for cyclists.

National Highways

Formally known as Highways England and Highways Agency, this body is responsible for managing, developing and maintaining the strategic road network, which in Devon and Torbay relates to the M5, A30, A303, A38, and A35 roads.

National Landscape

Areas of significant natural beauty, previously known as areas of outstanding natural beauty (AONB), that are protected for their ecological, cultural, and recreational value.

National Planning Policy Framework

This sets out national planning policies covering housing, the economy, business, transport, the countryside and natural environment.

Neighbourhood Plans

Local planning documents created by communities to shape development in their area.

Net Zero Carbon

The goal of balancing the amount of emitted greenhouse gases with the equivalent offsets, aiming for no net increase in atmospheric CO2 levels.

Network Operations Control Centre (NOCC)

A facility that oversees the efficient management and operation of transport networks, including traffic signals, street lighting, and public transport systems.

Network Rail

The organisation responsible for owning, managing, and maintaining the railway infrastructure in Great Britain, including tracks, signals, stations, and bridges.

Nitrous Oxides (NOx)

A group of atmospheric gases that are significant pollutants to the Earth's atmosphere, created through the combustion of vehicle engines.

Office for Health Improvement and Disparities (OHID)

Part of the Department of Health and Social Care that focuses on improving the nation's health and addressing health inequality.

Office for Rail and Road (ORR)

An independent safety and economic regulator for Britain's railways and Strategic Road Network.

Park and Ride

Car parks located on the outskirts of cities that provide facilities and services to change travel mode (primarily to bus), with the aim of reducing private car usage into the city.

Pavement Café

An outdoor seating area located on the footway, typically outside cafes or restaurants, designed to provide space for customers to enjoy food and drinks in an open, public environment.

Peer to peer charging

The sharing of existing private EV charging points when not in use, enabling greater access to charging infrastructure for EV owners.

Peninsula Rail Task Force (PRTF)

Established in 2013 following significant rail disruption, a strategic rail sub-group for Peninsula Transport focusing on improving rail services in the South West.

Peninsula Transport Rural Mobility Strategy

A plan aimed at improving transport options and connectivity in rural areas of Devon and Cornwall. The strategy focuses on enhancing access to services, reducing reliance on private cars, and promoting sustainable travel solutions like shared mobility, demand-responsive transport, and better integration with urban transport networks.

Peninsula Transport Sub-National Transport Body (STB)

A regional body responsible for strategic transport planning across the South West Peninsula, including Cornwall Council, Plymouth City Council, Devon County Council, Torbay Council and Somerset Council.

Public Transport Integration

The coordination of different public transport services (bus, rail, tram) to provide a seamless travel experience, including synchronised schedules and ticketing.

Road Condition Index (RCI)

A metric used by the Department for Transport to assess the condition of road surfaces across the UK.

Rights of Way Improvement Plan (RoWIP)

A strategic document aimed at enhancing the public rights of way network across Devon.

Safe System

An approach to road safety that looks at all aspects of the system – vehicles, road infrastructure, speed limits, road users and their behaviour and post-crash care so that it minimises the chance of a collision from happening, and, if it does, to prevent death or serious injury from occurring. This approach is embedded in the Vision Zero South West partnership.

Safer Roads Fund (SRF)

A fund established to improve the safety of high-risk road sections in England through engineering interventions.

School Street

A traffic management measure that limits motor vehicle access to streets around schools during drop-off and pick-up times to make it safer for children to walk and cycle to school.

Strategic Environmental Assessment (SEA)

A systematic appraisal that must be carried out during the preparation of significant plans to evaluate the environmental impacts of proposed policies, plans, or program.

Strategic Road Network (SRN)

Major roads managed by National Highways, crucial for long-distance travel and economic connectivity.

Sub-National Transport Body (STB)

A partnership that provides strategic governance for transport, aiming to boost economic growth at a larger scale than local authorities.

Sustainable Transport

Forms of transport that minimise environmental impact, including walking, wheeling, cycling, electric vehicles, and public transport, as opposed to private car use.

Train Operating Companies (TOCs)

Companies responsible for operating passenger train services on the railway network. They manage scheduling, ticketing, and the provision of services within specific regions or route, such as Great Western Railway.

Transport Interchange

A location where different transport services (e.g., buses, trains, taxis) meet, allowing passengers to transfer seamlessly from one mode to another.

Travel Behaviour

Refers to the choices people make regarding transportation, such as which mode of transport they use (e.g., car, walking, public transport) and the reasons for their travel (e.g., work, shopping, education).

Travel Plan

A long-term plan to manage the transport impacts of a specific site or organisation, typically involving workplace, visitor, and school travel plans.

Travel to Work Area

A geographic area that represents the pattern of commuting flows, where people typically travel from their home to their workplace.

Vision Zero South West

A partnership involving the local transport authorities of Cornwall, Plymouth City, Torbay and Devon County Councils, the Office of the Police and Crime Commissioner, the emergency services and National Highways with an aim to cut road deaths and serious injuries by 50% by 2030 and to zero by 2040.

Wheeling

A form of movement as a pedestrian using a wheeled mobility aid such as a manual or assistant-propelled wheelchair, mobility scooter, wheeled walking frame or pushchair, which can be used to move at a pedestrian's pace.

Whole System Approach

Responding to complexity through a dynamic way of working, bringing stakeholders, including communities, together to develop shared understanding of challenges and integrate actions to bring about sustainable, long-term changes

Zero Emission Bus Regional Area (ZEBRA)

A national funding scheme to support the introduction of zero emission buses.

Zero Emission Vehicles (ZEV)

Vehicles that produce no harmful emissions during operation, such as electric cars and hydrogen-powered vehicles.

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Meeting: Cabinet **Date:** 18 March 2025

Wards affected: All

Report Title: Local Electric Vehicle Infrastructure (LEVI)

When does the decision need to be implemented? April 2025

Cabinet Member Contact Details: Councillor Adam Billings, Cabinet Member for Pride in Place and Parking, adam.billings@torbay.gov.uk

Director/Divisional Director Contact Details: Anthony Payne, Interim Director of Place, anthony.payne@torbay.gov.uk

1. Purpose of Report

- 1.1. To seek delegated authority for the award of a contract/s for Torbay elements of the Devon and Torbay Local Electric Vehicle Infrastructure (LEVI) Project, funded by a specific grant funding award.

2. Reason for the Contract and its benefits

- 2.1 The proposals in this report help us to deliver our vision of a healthy, happy, and prosperous Torbay by improving travel choice and access to services (in this case electric charging facilities) for everyone.
- 2.2 The reasons for the proposal, and need for the decision, are that to progress the spending and meet our obligations and conditions of the grant funding, it is necessary to delivery on our ambitions and to achieve this there is a need to award concession contracts and in certain circumstances land agreements.
- 2.3 As set out within the Local Transport Plan Action Plan 2021-2026, there is a commitment to delivering Electric Vehicle Infrastructure to support the transition to electric vehicles.
- 2.4 Torbay Council are delivering a programme of rapid chargepoints within car parks against an existing concession contract and land agreements. However, electric vehicle infrastructure delivery is not keeping pace with the changing vehicle markets and those without home charging capacity risk being disadvantaged.
- 2.5 Central government recognises that the pace of chargepoint rollout is too slow. In 2023 the £450m LEVI Fund was announced by the Office for Zero Emission Vehicles (OZEV) to deliver a step-change in the scale and speed of chargepoint delivery. The LEVI Fund is primarily aimed at residents without access to street parking. Following an application

process in 2023 and 2024, Torbay Council and Devon County Council have now been awarded the following funding by OZEV:

- Torbay Council LEVI Capital Funding: £958,000. (Note: relevant approvals for this funding sit with Torbay Council)
- Devon County Council LEVI Capital Funding: £7,067,000. (Note: relevant approvals for this funding sit with Devon County Council)

- 2.6 Both local authorities have also been granted LEVI Revenue Funding by OZEV to cover staff and other costs associated with developing and delivering the LEVI project.
- 2.7 LEVI Capital Fund allocations for Torbay Council must be spent in Torbay and for Devon County Council must be spent in Devon.
- 2.8 The procurement work has been led by Devon County Council, with input from officers at Torbay Council. The heads of terms were necessarily agreed by OZEV prior to the tender issue.
- 2.9 There are four lots providing a range of chargepoints and each will be accompanied by a concession contract and those that require it will also include a lease agreement. Until the conclusion of the procurement process, it is not possible to confirm the value of the contract/s across the lots.
- 2.10 It is anticipated that site specific details in respect of chargepoint specifications will be an operational matter for officers with information shared with the Cabinet Member for Pride in Place and Parking.
- 2.11 To support delivery, an Electric Vehicle Infrastructure Working Group will be formed with officers and progress reporting will be through the proposed Transport Capital Programme Board once formed, as a supporting body for the Torbay Capital and Growth Board. Additional reporting to the Devon and Torbay CCA through the Transport Advisory Group may also be necessary as the funding was awarded to Local Transport Authorities and more detail on that will be known in due course as those arrangements are formed.

3. Recommendation(s) / Proposed Decision

1. That the Divisional Director for Planning, Housing and Climate Emergency, be given delegated authority to award the concession contract and associated land agreements, to be undertaken in accordance with advice and guidance provided by the Devon County Council procurement team and Torbay Council's Commercial and Legal Services for delivery of the programme up to the value of the capital grant funding awarded.

Appendices

None

Background Documents

Torbay EV Strategy (evidence base) 2022

4. Introduction

- 4.1 The decarbonisation of transport, including the transition to zero-emission vehicles, is a crucial part of the Council's response to addressing the Climate Emergency commitments as the sector represents 28% of Torbay's emissions.
- 4.2 The Greener Way for Our Bay includes an action on the Council to increase the delivery of Electric Charging Infrastructure to support the transition to Electric Vehicles.
- 4.3 Torbay Council have been awarded £958,000 of Capital Government funding to support accelerated delivery of Electric Charging Infrastructure, delivering against the evidence base strategy which shows a need for around 650-1000 publicly available chargers within the next 5-10 years across Torbay. This funding is through the Local Electric Vehicle Infrastructure (LEVI) Fund.
- 4.4 Currently, Torbay Council has provided 12 charge points, with another 4 due shortly and another 24 moving to the delivery phase.
- 4.5 Both Devon and Torbay have been successful with funding and, as with previous chargepoint installations, have agreed to work together given the shared Local Transport Plan policy, joint working with the Devon Climate Emergency, similar evidence base, and opportunity to improve the value for money and operational efficiencies through scale. Notably, it is also relevant to the devolved local transport authority arrangements as they emerge.
- 4.6 The Devon and Torbay LEVI project will deliver a large number of publicly accessible chargepoints across Devon and Torbay, contributing to delivery of:
- Devon County Council Electric Vehicle Charging Strategy 2023, including an overall aim to deliver 2,000 publicly accessible chargepoints by 2030.
 - Torbay Council Electric Vehicle Strategy 2022, including an overall aim to deliver 800 publicly accessible chargepoints by 2030.
 - The Peninsula Technology and Zero Emission Vehicle Study and district authority EV strategies including Exeter and South Hams.
- 4.7 The exact number of chargepoints to be delivered will be confirmed via the procurement process.
- 4.8 The following types of EV charging equipment will be installed as part of the project:
- Standard (<8kw) chargepoints on-street and in parish and community car parks
 - Fast (22kw) and Rapid (>50kw) chargepoints in districts, Torbay, and potentially a limited number of DCC owned car parks
 - Lamp column chargepoints trial and future rollout
 - EV cable channels trial and future rollout

Aims

4.9 OZEVs aims for the LEVI Fund are to:

- Deliver a step-change in the deployment of local, primarily low powered, on-street charging infrastructure across England
- Accelerate the commercialisation of, and investment in, the local charging infrastructure sector

4.10 Devon and Torbay's additional aims for the LEVI project are to:

- Accelerate chargepoint delivery to promote EVs
 - Focus LEVI capital contributions on:
 - Areas with grid constraints
 - Areas where higher uptake of EV are forecast
 - Areas without access to off-street parking
 - Areas where there is a gap in chargepoint demand and supply
- Ensure an equitable spread of chargepoints between and within Devon districts and across the three towns in Torbay, including:
 - 90% of residents in urban areas within a 10 minute walk of a publicly accessible chargepoint
 - 90% of residents in rural areas within a 20 minute walk of a publicly accessible chargepoint
- Deliver the right chargepoint solutions in the right locations

Timescales

4.11 Following lengthy discussions with OZEV, and adjustments to the documentation to secure the required approval from them as funder, the tender was published by Devon County Council on 3rd December 2024.

4.12 The deadline for responses is 11th February 2025 with mobilisation expected in mid-2025 and delivery of first chargepoints perhaps in late 2025, but predominantly from 2026 onwards.

5. Options under consideration

5.1 If approval is not given to delegate the award the contract, it will slow down progress and result in a complicated governance process with separate contracts for each lot utilised and land agreements for sites as necessary. Devon County Council would continue with their elements, though there would be some risk associated with that should Torbay Council at a later date, not award the contract.

5.2 If approval is not given award the contract at any time, Torbay Council will likely be required to return the funding to OZEV and some of the LEVI Revenue Funding awarded to support capacity alongside may also be clawed back.

5.3 The Council could choose to re-run a procurement process separate from Devon, but this would compromise the Devon led procurement to date, and likely result in less positive value for money outcome.

- 5.4 This would slow the adoption of electric vehicles and not provide the support to the community to help in the transition, providing choice about travel and making it harder to meet national and local climate commitments.

6. Contract term and budget

- 6.1 The total capital budget available is £958,000. This is the totality of the capital grant funding received. It is not expected that any of the Council's resources will be needed to supplement this. However, there is £100,000 identified within the Local Transport Capital Block funding, as set out within the Local Transport Action Plan 2021-2026, agreed by Cabinet in April 2021, which can be utilised if necessary, or invested elsewhere.
- Rapid DC (50kw+); 13 years + 1 to 3 year extension
 - Fast AC (22kw); 10 years + 1 year extension
 - Standard AC (7kw); 13 years + 1 to 3 year extension
 - Lamp-column chargepoints; 13 years + 1 to 3 year extension
- 6.2 Torbay Council are not expecting to utilise Lot 4 due to low availability of appropriate columns across Torbay.

7. Procurement routes to market

- 7.1 The approach has been developed through engagement with DCC officers, Districts and surrounding authorities, consultant support, chargepoint suppliers, and input from the LEVI Support Body comprising the Energy Saving Trust, Cenex, and PA Consulting. The Office for Zero Emission Vehicles (OZEV) has produced detailed technical guidance for the preparation of funding applications and tender documents, and reviewed and requested changes to projects throughout the application process.
- 7.2 The chargepoints will be procured via a single Open Tender led by DCC as outlined below. The EV Cable Channels will be procured separately, most likely using existing highways contracts with Milestone in Devon and SWISCO in Torbay.
- 7.3 This tender process will procure Private Sector Partner(s) (PSP) to design, build, operate and maintain chargepoints via a concession contract. PSP(s) will be given a contribution towards costs from LEVI Capital Funding and granted a concession contract and associated land agreements, comprising a site lease for car park sites or section 50 licence for on-street sites. PSP(s) will be responsible for all installation works and costs, including any fees payable.
- 7.4 There will be management fees from the supplier to cover ongoing management costs of the project. Landowners, including Torbay Council, will receive a share of the income generated by the chargepoints.
- 7.5 The concessions approach is OZEV's recommended delivery model and an approach Torbay and DCC have used previously for the "DELETTI" project, which delivered chargepoints in car parks across Devon, Torbay, and Somerset.

- 7.6 The concessions approach allows the public sector to leverage a significant amount of private sector investment to increase the number of chargepoints that can be delivered. It is anticipated that the total value of private sector investment in the project to be in the region of £10 million to £20 million, bringing the total investment value for the project to somewhere in the region of £18 million to £28 million.
- 7.7 Devon County Council is the lead contracting authority but Torbay Council will be required to sign the concession contract in relation to sites within Torbay.
- 7.8 As landowner, Torbay Council will grant leases for installation of charging infrastructure at car parks we own but provision can expand to other sites where we consider it is appropriate and where there will be a public benefit.

Lots

- 7.9 The chargepoint procurement is split into lots in order to give an opportunity for a wide range of suppliers to bid and to add resilience to chargepoint provision in Devon and Torbay. Only one bidder per lot will be appointed. A single bidder could theoretically win multiple/all Lots if they provide the most advantageous tender (MAT) for multiple/all Lots. If this is the result of the tender process, there are benefits to a single supplier in terms of consistency of provision for customers, scale of delivery, and ease of management. The risks in terms of a potential monopoly and inflated tariffs for customers are mitigated by the large number of chargepoint operators already present in Devon and the inclusion of a “margin cap” in the contract that prevents tariffs rising above a pre-determined level.
- 7.10 For each Lot the chargepoint type and number of chargepoint sockets at each site has been determined. An overview of the Lots is shown in Table 1 below.

Lot	Type	No. chargepoint sockets per site	Concessions term
1: Rapid DC 50kw+	Primarily Torbay and district owned car parks. On-street as exception	3 to 4	13 years + 1 to 3 year extension
2. Fast AC 22kw		2, with passive provision for future expansion	10 years + 1 year extension
3. Standard AC 7kw	Primarily on-street with town and arish and other car parks	2	13 years + 1 to 3 year extension
4. Lamp-column chargepoints	On-street	2	13 years + 1 to 3 year extension

- 7.11 The concession contract will be managed by a set of Key Performance Indicators (KPIs), with extensions awarded if KPIs are met, particularly for delivery on-time and geographical distribution of chargepoints. KPIs are also used to monitor and ensure compliance with requirements relating to reliability, customer service, safety, and other issues.
- 7.12 The concession contract and land agreements have been prepared by specialist legal support and reviewed by DCC, partner authorities, and OZEV.

- 7.13 A comprehensive set of technical specifications for the chargepoints was provided by OZEV and adapted for use in the Devon and Torbay LEVI project, to ensure the chargepoints delivered meet the latest technical requirements. This includes accessibility requirements and provisions for chargepoints in conservation areas.

Sites

- 7.14 A “minimum site list” will be provided in the tender pack.
- 7.15 A list of “recommended on-street sites” is also included. These sites do not necessarily need to be delivered by the successful supplier.
- 7.16 Suppliers are expected to work with Councils to identify additional sites through the design and build phase of the project to meet their KPIs. It is anticipated that the majority of sites will be identified this way. The contract documents set out the site approval process for adding new sites. The Council, the landowner (if different), and the chargepoint supplier all need to be in agreement for a site to be added.
- 7.17 For Torbay, the focus of minimum sites are on car parks and on street local shopping centre locations. There must be a majority on street under 22kw provision as part of the funding terms. Residential streets, particularly where off-street parking is difficult or not achievable, will be considered carefully to ensure that those who need it are supported, but that
- 7.18 For on-street sites, it is anticipated that most sites will need to be placed on a build-out in the carriageway to maintain footway widths. This will minimise potential negative impacts on people walking or wheeling on the footway, but may lead to a small reduction in car parking capacity in some locations. Initially, the default position will be that no Traffic Regulation Order (TRO), bay marking, or enforcement will be associated with the chargepoint. However these can be considered if the chargepoints are regularly blocked by petrol or diesel vehicles, or if there are complaints from residents about availability. The PSP is responsible for the costs of obtaining all relevant licences and consents including TROs if applicable. This approach has been used elsewhere in the country and we understand it has worked well, helping to reduce the cost and time of delivery and also helping to minimise complaints from residents about loss of parking capacity for petrol and diesel vehicles, supporting charging whilst balanced with providing flexibility of parking demand.
- 7.19 For off-street sites in car parks, the default position will be that bays are specifically marked for use by charging Electric Vehicles, with supporting Traffic Regulation Orders and enforcement where this is possible.
- 7.20 At the end of the concession contracts the grid connections revert to ownership of the landowner at nil cost. The chargepoints either revert to ownership of DCC/Torbay Council/the landowner at nil cost or are removed by the supplier at nil cost to DCC at DCC’s option.

8. Best value duty

- 8.1 The project is focused on supporting the transition to low emission vehicles. As set out above, the lack of public chargepoint infrastructure is a key barrier holding back the

adoption of Electric Vehicles. The decarbonisation of transport, including the transition to zero-emission vehicles, is a crucial part of the response to the climate emergency.

- 8.2 The project represents a significant investment in transport infrastructure spent within Devon and Torbay, particularly when combined with the additional private sector funding that will be leveraged.
- 8.3 It is anticipated that suppliers will need local teams to deliver, operate, and maintain the chargepoints, potentially providing local employment and developing skills. Bidders will be marked on their contribution to Social Value, including supporting apprenticeships and opportunities for care leavers.
- 8.4 EV owners are currently amongst the most affluent in society, this is likely to change in future as Electric Vehicles become more affordable and more second hand EVs become available. The LEVI project aims to deliver chargepoints equitably ahead of need, using public sector funding to install chargepoints that would otherwise not currently be attractive to commercial chargepoint operators.
- 8.5 The EV Cable Channels will allow access to cheaper home electricity tariffs for residents without off-street parking, reducing “fuel” costs for these residents compared to petrol or diesel or public EV chargepoints.

9. Engagement and consultation

- 9.1 Market engagement was carried out by Devon County Council in June 2024. Further engagement with the market has been carried out previously by OZEV in developing the fund and the detailed technical advice for concession agreements in this market and the heads of terms for tender documents.

10. Equality Impact Assessment

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Age	<p>18 per cent of Torbay residents are under 18 years old.</p> <p>55 per cent of Torbay residents are aged between 18 to 64 years old.</p> <p>27 per cent of Torbay residents are aged 65 and older.</p>	<p>This contract will not have any adverse impacts on any age group. The provision of chargers in a wider variety of locations, including nearer homes, and of various speeds will appeal broadly.</p>	None	
Carers	<p>At the time of the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of these provided 50 hours or more of care.</p>	<p>This contract will not have any adverse impacts on carers. The provision of chargers in a wider variety of locations, including nearer homes, and of various speeds will make it easier for carers to offer their support.</p>	<p>Ensuring so far as possible, that chargepoints meet the appropriate and up to date accessibility guidance.</p>	Strategic Transport
Disability	<p>In the 2021 Census, 23.8% of Torbay residents answered that their day-to-day activities were limited a little or a lot by</p>	<p>This contract will not have any adverse impacts on those with disabilities. The provision of chargers in a wider variety of locations, including nearer homes, and of</p>	<p>Ensuring so far as possible, that chargepoints meet the appropriate and up to</p>	Strategic Transport

	a physical or mental health condition or illness.	various speeds will make it easier for those with disabilities to access the charging facilities. Government standards will be met for accessibility requirements as far as possible (recognising it is not currently possible to achieve the standards with all charger types). This includes the design of spaces to ensure there is sufficient space to access the chargers.	date accessibility guidance.	
Gender reassignment	In the 2021 Census, 0.4% of Torbay's community answered that their gender identity was not the same as their sex registered at birth. This proportion is similar to the Southwest and is lower than England.	There are no specific equality considerations for this group.	None	
Marriage and civil partnership	Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership.	There are no specific equality considerations for this group.	None	
Pregnancy and maternity	Over the period 2010 to 2021, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 63.7 per 1,000)	This contract will not have any adverse impacts on those with who are pregnant or with young families. The provision of chargers in a wider variety of locations, including nearer homes, and of various speeds will make it easier for this group	Ensuring so far as possible, that chargepoints meet the appropriate and up to date accessibility guidance.	Strategic Transport

	<p>than England (60.2) and the South West (58.4). There has been a notable fall in the numbers of live births since the middle of the last decade across all geographical areas.</p>	<p>to access the charging facilities whilst undertaking other activities. Government standards will be met for accessibility requirements as far as possible (recognising it is not currently possible to achieve the standards with all charger types) which includes the design of spaces to ensure there is sufficient space to access the chargers – this will also be of benefit for this group.</p>		
<p>Race</p> <p>Page 149</p>	<p>In the 2021 Census, 96.1% of Torbay residents described their ethnicity as white. This is a higher proportion than the South West and England. Black, Asian and minority ethnic individuals are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England.</p>	<p>There are no specific equality considerations for this group.</p>	<p>None</p>	
<p>Religion and belief</p>	<p>64.8% of Torbay residents who stated that they have a religion in the 2021 census.</p>	<p>There are no specific equality considerations for this group.</p>	<p>None</p>	
<p>Sex</p>	<p>51.3% of Torbay's population are female and 48.7% are male</p>	<p>There are no specific equality considerations for this group.</p>	<p>None</p>	

Sexual orientation	In the 2021 Census, 3.4% of those in Torbay aged over 16 identified their sexuality as either Lesbian, Gay, Bisexual or, used another term to describe their sexual orientation.	There are no specific equality considerations for this group.	None	
Armed Forces Community	In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay, 5.9 per cent of the population have previously served in the UK armed forces.	There are no specific equality considerations for this group.	None	
Additional considerations				
Socio-economic impacts (Including impacts on child poverty and deprivation)		Access to charging facilities at an affordable rate will be critical in supporting the transition for those in deprived wards. A greater availability of chargepoints will be important as many of the most deprived areas also have limited or no off-street parking. The reduced running costs of an EV could be a good solution but the right infrastructure will be needed.	It will be important to ensure chargepoints are distributed across Torbay and that opportunities are available for all. Opportunities for variable pricing will also be considered with the successful contractor.	Strategic Transport and Highways to manage throughout the contract
Public Health impacts (Including impacts on the general health of		There are no specific equality considerations.	None	

the population of Torbay)				
Human Rights impacts		There are no specific equality considerations.	None	
Child Friendly	Torbay Council is a Child Friendly Council, and all staff and Councillors are Corporate Parents and have a responsibility towards cared for and care experienced children and young people.	There are no specific equality considerations.	None	

11. Cumulative Council Impact

- 11.1. The delivery of this contract will necessarily involve colleagues across the Council in Strategic Transport, Legal, Commercial Services, Highways, Parking, Regeneration, and potentially Development Management.
- 11.2. A working group will be established to guide the delivery and ensure all teams are regularly updated and can in put where they need to.

12. Cumulative Community Impacts

- 12.1. A wider provision of electric charging facilities should contribute to making Torbay a more attractive place to visit, having a positive effect on tourism and the wider economy.
- 12.2. Other stakeholders may be able to utilise the contract where there is a public benefit in doing so and the objectives of the fund can be met.

Meeting: Cabinet **Date:** 18 March 2025

Wards affected: All

Report Title: Local Government Association Adult Social Care Preparation for Assurance Peer Challenge

When does the decision need to be implemented? Not applicable.

Cabinet Member Contact Details: Cllr Hayley Tranter, Cabinet Member for Adult and Community Services, Public Health and Inequalities, Hayley.Tranter@Torbay.gov.uk

Director Contact Details: Joanna Williams, Director of Adult and Community Services; Joanna.Williams@torbay.gov.uk

1. Purpose of Report

- 1.1 In June 2024 Torbay council invited the Local Government Association to undertake a Peer Challenge on Adult Social Care Preparation for Assurance.
- 1.2 In November the feedback report (Appendix 1) and action plan were discussed at the Adult Social Care and Health Overview and Scrutiny Sub-Board, with the agreement to provide updates quarterly going forward.
- 1.3 This paper presents the action plan from that process, with progress to date.

2. Reason for Proposal and its benefits

- 2.1 The Peer Review Action Plan outlines the key areas of improvement identified during the Torbay Council Adult Social Care Preparation for Assurance Peer Challenge.
- 2.2 The progression of the action plan will assist us in improving the experiences of Torbay Residents and for us to deliver our vision of a healthy, happy and prosperous Torbay.

3. Recommendation(s) / Proposed Decision

- 1 That the Torbay Council Adult Social Care Preparation for Assurance Peer Challenge action plan be approved as set out in Appendix 2 to the submitted report.

Appendices

Appendix 1: LGA Peer Challenge on Adult Social Care Preparation for Assurance

Appendix 2: Adult Social Care Assurance Peer Challenge Action Plan

Supporting Information

1. Introduction

- 1.1 In June 2024 Torbay Council invited the Local Government Association to undertake a Peer Challenge on Adult Social Care Preparation for Assurance.
- 1.2 In November the feedback report and action plan were discussed at Overview and Scrutiny Sub Board, with the agreement to provide updates quarterly going forward.
- 1.3 This paper presents the action plan progress.

2. Options under consideration

- 2.1 Not to accept the LGA Peer Challenge on Adult Social Care Preparation for Assurance and resulting action plan – this is not recommended as implementation of the action plan will enable the Adult Social Care and the Council to continue to improve. Alternative or additional actions could be proposed.

3. Financial Opportunities and Implications

- 3.1 None

4. Legal Implications

- 4.1 Accountability for Adult Social Care in Torbay remains with Torbay Council (The Council), by law. The Council has chosen to delegate responsibility for the operational delivery of key aspects of the adult social care function to Torbay and South Devon NHS Foundation Trust (The Trust). That delegated responsibility is overseen by a Section 75 agreement (Section 8.1 to 8.7), the detail is articulated via a Memorandum of Understanding, set alongside the finance agreement established between the Council, the Trust, and NHS Devon Integrated Commissioning Board.
- 4.2 This Peer Challenge included services from both The Council and The Trust as well as Community and Independent Care providers.

5. Engagement and Consultation

- 5.1 None.

6. Procurement Implications

- 6.1 None

7. Protecting our naturally inspiring Bay and tackling Climate Change

7.1 None

8. Associated Risks

- 8.1 Whilst overwhelmingly positive, the Peer Challenge Report identifies areas of weakness that, if not addressed, will potentially continue to have an adverse impact on the experiences of people with Adult Social Care needs.
- 8.2 The Peer Challenge Report and its recommendations will be considered by the Care Quality Commission when undertaking inspection of Adult Social Care in Torbay.

9. Equality Impact Assessment

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Age	<p>18 per cent of Torbay residents are under 18 years old.</p> <p>55 per cent of Torbay residents are aged between 18 to 64 years old.</p> <p>27 per cent of Torbay residents are aged 65 and older.</p>	<p>There is no decision required in his report, therefore no equality considerations are identified. Equalities issues are raised in the report which will be addressed in detail in the action plan</p>	<p>The Peer Challenge Action Plan will address the equalities issues identified in the report.</p>	<p>Adults and Communities</p>
Carers	<p>At the time of the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of these provided 50 hours or more of care.</p>	<p>There is no decision required in his report, therefore no equality considerations are identified. Equalities issues are raised in the report which will be addressed in detail in the action plan</p>	<p>The Peer Challenge Action Plan will address the equalities issues identified in the report.</p>	<p>Adults and Communities</p>
Disability	<p>In the 2021 Census, 23.8% of Torbay residents answered that their day-to-day activities were limited a little or a lot by a physical or mental health condition or illness.</p>	<p>There is no decision required in his report, therefore no equality considerations are identified. Equalities issues are raised in the report which will be addressed in detail in the action plan</p>	<p>The Peer Challenge Action Plan will address the equalities issues identified in the report.</p>	<p>Adults and Communities</p>

Gender reassignment	In the 2021 Census, 0.4% of Torbay's community answered that their gender identity was not the same as their sex registered at birth. This proportion is similar to the Southwest and is lower than England.	There is no decision required in his report, therefore no equality considerations are identified. Equalities issues are raised in the report which will be addressed in detail in the action plan	The Peer Challenge Action Plan will address the equalities issues identified in the report.	Adults and Communities
Marriage and civil partnership	Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership.	There is no decision required in his report, therefore no equality considerations are identified. Equalities issues are raised in the report which will be addressed in detail in the action plan	The Peer Challenge Action Plan will address the equalities issues identified in the report.	
Pregnancy and Paternity	Over the period 2010 to 2021, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 63.7 per 1,000) than England (60.2) and the South West (58.4). There has been a notable fall in the numbers of live births since the middle of the last decade across all geographical areas.	There is no decision required in his report, therefore no equality considerations are identified. Equalities issues are raised in the report which will be addressed in detail in the action plan	The Peer Challenge Action Plan will address the equalities issues identified in the report.	
Race	In the 2021 Census, 96.1% of Torbay residents described their ethnicity as white. This is a higher proportion than the South West and England. Black, Asian and minority ethnic individuals are more likely to live in areas of Torbay	There is no decision required in his report, therefore no equality considerations are identified. Equalities issues are raised in the report which will be addressed in detail in the action plan	The Peer Challenge Action Plan will address the equalities issues identified in the report.	

	classified as being amongst the 20% most deprived areas in England.			
Religion and belief	64.8% of Torbay residents who stated that they have a religion in the 2021 census.	There is no decision required in his report, therefore no equality considerations are identified. Equalities issues are raised in the report which will be addressed in detail in the action plan	The Peer Challenge Action Plan will address the equalities issues identified in the report.	
Sex	51.3% of Torbay's population are female and 48.7% are male	There is no decision required in his report, therefore no equality considerations are identified. Equalities issues are raised in the report which will be addressed in detail in the action plan	The Peer Challenge Action Plan will address the equalities issues identified in the report.	
Sexual orientation	In the 2021 Census, 3.4% of those in Torbay aged over 16 identified their sexuality as either Lesbian, Gay, Bisexual or, used another term to describe their sexual orientation.	There is no decision required in his report, therefore no equality considerations are identified. Equalities issues are raised in the report which will be addressed in detail in the action plan	The Peer Challenge Action Plan will address the equalities issues identified in the report.	
Armed Forces Community	In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay, 5.9 per cent of the population have previously served in the UK armed forces.	There is no decision required in his report, therefore no equality considerations are identified. Equalities issues are raised in the report which will be addressed in detail in the action plan	The Peer Challenge Action Plan will address the equalities issues identified in the report.	
Additional considerations				

Socio-economic impacts (Including impacts on child poverty and deprivation)		There is no decision required in his report, therefore no equality considerations are identified. Equalities issues are raised in the report which will be addressed in detail in the action plan	The Peer Challenge Action Plan will address the equalities issues identified in the report.	
Public Health impacts (Including impacts on the general health of the population of Torbay)		There is no decision required in his report, therefore no equality considerations are identified. Equalities issues are raised in the report which will be addressed in detail in the action plan	The Peer Challenge Action Plan will address the equalities issues identified in the report.	
Human Rights impacts		There is no decision required in his report, therefore no equality considerations are identified. Equalities issues are raised in the report which will be addressed in detail in the action plan	The Peer Challenge Action Plan will address the equalities issues identified in the report.	
Child Friendly	Torbay Council is a Child Friendly Council, and all staff and Councillors are Corporate Parents and have a responsibility towards cared for and care experienced children and young people.	There is no decision required in his report, therefore no equality considerations are identified. Equalities issues are raised in the report which will be addressed in detail in the action plan	The Peer Challenge Action Plan will address the equalities issues identified in the report.	

10. Cumulative Council Impact

10.1 Not applicable

11. Cumulative Community Impacts

11.1 Not applicable

Torbay Council

Adult Social Care

Preparation for Assurance

Peer Challenge

June 2024

Feedback report



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Executive Summary

1. The integrated care offered in Torbay over the last 20 years is unique in the country and should be celebrated. However, it is not without challenges, which will need to be met head on to ensure its continued effective delivery for all partners, and for local people over future years. The new S75 legal agreement governing the partnership offers a further period of commitment and stability and is an opportunity to consider how key areas of leadership and performance can be consolidated (including through the new S75 Executive Group). Further consideration of improved line of sight for the Statutory Director of Adult Social Care (DASS), and Executive and Political Leadership of the Council, including through the Integrated Care Organisation (ICO) Executive, will be essential for future assurance, to provide visible strategic leadership for Adult Social Care which promotes key values and outcomes such as strengths-based practice and promoting people's independence and choice and control, and to ensure that these can be evidenced in future assessment processes.
2. The Transformation Programme will be essential to this journey, including financial impact and management of savings (or existing budget pressures) within this. It is an extensive programme of work which needs prioritisation, and consideration of where there may be shorter-term "wins" to demonstrate delivery may be important. Longer term, consideration of what happens at the end of the present contract with the delivery partner and local transformation team (in March 25) should be an urgent priority; this coincides with the re-procurement of the care management system (work on which is at an early stage, but implementation of which will be a challenging medium-term project), and recruitment of a new DASS – which when taken as a whole present a set of risks that will need to be carefully managed.
3. The Challenge found a commitment to providing quality care, with individualised care and support in general being well-provided through multidisciplinary teams which were felt to provide the right expertise and care at the right time. The case file audit undertaken as part of the Challenge found good practice, including around legal decision making, and least restrictive practice. Professional practice and line management support was spoken well of within the Challenge and can be used as a foundation for further work to promote a more strengths-based and risk-tolerant approach to delivering support.
4. There are some very strong areas of performance, for example in No Criteria to Reside (NCtR) and Length of Stay (LOS); however, it is recognised that targeted improvement is needed around residential care admissions, and direct payments. Whilst there are waiting lists (in common with many other adult social care services at the present time), including for DoLS, the Council is aware of these, and they are being actively managed. Consideration of the balance of priorities across health and social care performance needs to maintain focus on wider outcomes for people who draw on care and support, and to quantify the benefits of more preventative or social interventions.
5. The Challenge team did not hear about concerns relating to adult safeguarding practice or processes, but the limitations of the present Peer Challenge process for assurance should be noted in this regard, and recent work in this area used as the basis for ongoing assurance.
6. The Challenge heard some positive Lived Experience (in particular from working aged adults), but also of some challenges experienced by others who draw on support (notably carers). There is work in progress to develop a more strategic approach to coproduction, and it will be important to maintain and develop this work to maximise learning from people who draw on care and support, and engagement with your local communities. This will need to include and build on the renewed focus on Equality Diversity and Inclusion (EDI), where more can be done to develop engagement with both staff and local communities. In particular the development of this work (both coproduction and EDI) through and within the ICO can help to ensure that those delivering adult social care assessment and support (whatever their professional assignation) can speak well of this agenda.

Background

7. Torbay Council (The Council) requested the Local Government Association (LGA) to undertake an Adult Social Care Preparation for Assurance Peer Challenge within the Council and with partners. The work in Torbay was led by Jo Williams, Director of Adult Social Care at the Council, and supported on-site by a dedicated team.
8. The LGA was contracted to deliver the Peer Challenge process based on its knowledge and experience of delivering this type of work for over ten years. The LGA sourced the members of the Peer Challenge team and provided off-site administrative support.
9. The Council was seeking an external view about the preparation and readiness of the Adult Social Care Directorate for the arrival of the Care Quality Commission's (CQC) Local Authority Assurance inspections; as well as to inform their wider improvement planning.
10. The members of this Adult Social Care Preparation for Assurance Peer Challenge Team were:
 - **Alan Sinclair** (Lead Peer), Director of Adults & Health, West Sussex County Council.
 - **Councillor Izzie Seccombe** (Member Peer), Leader of Warwickshire County Council & LGA Vice-Chair.
 - **Leire Agirre**, Head of Safeguarding Adults, Quality Improvement & Principal Social Worker, Central Bedfordshire Council.
 - **Dr. Clenton Farquharson**, Chair of the Think Local Act Personal Partnership & Member of the National Co-Production Advisory Group.
 - **Tom Hennessey**, Director of Health Integration (ASC), Hertfordshire County Council.
 - **Corinne Moocarme**, Assistant Director for Community Services, Care Homes & Continuing Care, Lewisham Adult Commissioning Integrated Team.
 - **Victoria Baran**, Deputy Director, Oxfordshire County Council.
 - **Chris Rowland**, LGA Peer Challenge Manager.
11. The team was on site from 17th – 19th June 2024, following two days supported access earlier in June to carry out Case File Audits. The programme for the on-site phase included activities designed to enable members of the team to meet and talk to a range of internal and external stakeholders. These included:
 - interviews, focus groups, and discussions, with Councillors, people with lived experience, managers, practitioners, frontline staff, and partner representatives; in total over 40 meetings were included on the timetable, and the team gathered views from over 150 people within these;
 - preparatory work including a bespoke case file audit covering 11 case files, and reading documents provided by the Council both in advance of and during the Challenge; this included a Self-Assessment of progress, strengths, and areas for improvement and more than 30 documents;
12. The findings and recommendations in this summary report are based on the presentation delivered to the Council on 19th June 2024, and should be read with reference to it. The supporting detail and recommendations that it contains are founded on a triangulation of what the team have read, heard, and seen. All information was collected on the basis that no recommendation or finding is directly attributed to any comment or view from any individual or group; this encourages participants to be open and honest with the team. The report covers those areas most pertinent to the remit of the challenge only, focused on the CQC Themes as confirmed in November 2023; the

Challenge Team grouped evidence with reference to these themes and associated quality statements, and this report is structured around them. They are:

Care Quality Commission Adult Social Care Assurance Themes	
<p>1: Working with People</p> <ul style="list-style-type: none"> Assessing needs Supporting people to live healthier lives Equity in experience and outcomes 	<p>2: Providing Support</p> <ul style="list-style-type: none"> Care provision, integration and continuity Partnerships and communities
<p>3: Ensuring Safety</p> <ul style="list-style-type: none"> Safe systems, pathways and transitions Safeguarding 	<p>4: Leadership</p> <ul style="list-style-type: none"> Governance, management and sustainability Learning, improvement and innovation

- Peer Challenge is not an inspection, and it does not deliver a formal judgement; nor does this report suggest a definitive response against the CQC themes. Rather it offers a supportive approach, undertaken by ‘critical friends’, and an overview of key findings, with the intention of supporting the Council to form its own view, and to continue its improvement journey where necessary. It is designed to help to assess current achievements and areas for development, within the agreed scope of the Challenge. It aims to help identify the Council’s current strengths, and examples of good practice are included under the relevant sections of the report. But it should also provide the Council with a basis for further improvement in a way that is proportionate to the remit of the Challenge, and recommendations where appropriate are included within the relevant sections of the report (as well as highlighted in the *Recommendations* section at the end).
- The Peer Challenge process offers an opportunity for a limited diagnostic approach to material which is provided (whether through written materials, or through on-site interviews, focus-groups, or observations), as well as a critical appraisal and strategic positioning of this. It reflects a balance of views within the team, based on their experience, and the material made available to them. However, the level of “assurance” which can be provided through this format (whether of quality, outcomes, or good / poor practice, etc) is strictly limited. A Peer Challenge, whilst intensive, is not comprehensive. Peer Challenge is not therefore an alternative to inspection, or indeed to routine or exceptional internal quality assurance, and the Council is strongly encouraged to continue such work, hopefully informed by the findings of the Challenge.
- The LGA Peer Challenge Team would like to thank Councillors, people with lived experience and carers, staff, and representatives of partner agencies for their open and constructive responses during the challenge process. The team was made very welcome and would in particular like to thank Jo Williams, Director of Adult Social Care, who sponsored the Challenge; and Cathy Williams and her team for their invaluable and excellent support to the Peer Team, both prior to and whilst on site.

1. How the Local Authority Works with People

Assessing needs: We maximise the effectiveness of people's care and treatment by assessing and reviewing their health, care, wellbeing and communication needs with them.

Supporting people to lead healthier lives: We support people to manage their health and wellbeing so they can maximise their independence, choice and control, live healthier lives and where possible, reduce future needs for care and support.

Equity in experience and outcomes: We actively seek out and listen to information about people who are most likely to experience inequality in experience or outcomes. We tailor the care, support and treatment in response.

- I have care and support that is co-ordinated, and everyone works well together and with me.
- I have care and support that enables me to live as I want to, seeing me as a unique person with skills, strengths and goals.
- I can get information and advice about my health, care and support and how I can be as well as possible – physically, mentally and emotionally.
- I am supported to plan ahead for important changes in my life that I can anticipate.

Quality statements and I-statements from the CQC Interim Guidance for Local Authority Assessments, November 2023

Quality Statement One: Assessing needs

16. The Challenge found a commitment to providing quality care, with individualised care and support in general being well-provided through multidisciplinary teams which were felt to provide the right expertise and care at the right time. Staff were dedicated to relational social work and had an understanding of risk-aversion and the importance of positive risk taking. There was an emphasis on wellbeing and disability confidence, and a desire to treat individuals as unique persons, which can lead to better engagement, satisfaction, and health outcomes, as well as promoting independence and thereby reducing the need for future care and support. It was suggested that a shared vision for strengths-based practice and a wellbeing approach to support might help to improve understanding and consistent application of these models across the teams (and indeed, that its development might prove to be helpful in facilitating further conversation about the vision and values of adult social care in the integrated delivery model).
17. The Challenge found inconsistency in how people are referred to within the service, with people who draw on care and support variously referred to as clients, patients, customers, or service users. This was also found in the Case File Audit where in addition some of the entries by professionals may need consideration in terms of use of language (and what it suggests), with an over-emphasis at times on medical terms ("patient", "client") and what the Challenge Team considered to be an overly strong emphasis on medical diagnosis. An agreed and shared language and narrative would help here, not only for consistency, but as a means to improve cultural understanding and sensitivity around the values and purpose of social care support. The language used in health and

- social care settings can significantly impact how individuals feel about their care and support, and using person-centred language promotes dignity and respect, fosters better relationships between care and support providers and people who draw on care and support, and enhances the overall experience of care and support within and around the service.
18. The Case File Audit suggested that there was good person-centred practice, with a clear emphasis on keeping the adult at the centre of decision-making. In most cases there was a narrative about the person, who they are, and what matters to them; there were good examples of listening to the person or their advocate, and their wishes and feelings, to support person-centred practice; and evidence of trauma informed practice with positive outcomes for the person. Being able to evidence these aspects of professional practice and associated outcomes will be essential for future CQC assessment and relates positively to one of the questions posed by the Council to the Peer Challenge: whether the Council is able to effectively describe how it provides adult social care services and outcomes within an integrated provider organisation.
 19. It was noted in the Case File Audit that the location of some records is not straightforward, including care and support plans not always being consistent in location on the recording system: there is some variance in recording of eligible needs, and narrative evidencing outcomes as goals was found located in various places. These might be areas to consider since summarising these in one area may be of benefit in order to measure and evidence outcomes more easily. More generally, tracing or understanding a person's journey on the case management system is not always easy, and it was sometimes hard to establish the reason for referrals to other services and outcomes afterwards. Staff also cited the case management system as difficult to use. All of this will bear consideration in the planned procurement of the new Care Management system, as it risks overshadowing good practice in presentation of local work and outcomes for people; or making it less easy to see clearly those areas for improvement (in practice or outcomes, or their cause) which may need to be addressed, or at least acknowledged in improvement work or practice improvement. Additionally, this will be an important aspect of the presentation of local work in preparation for CQC assessment, especially given their present "case tracking" approach.
 20. There are waiting lists within the service, including for DoLS, but senior managers are aware of these, and there are plans in place to address them. These include a risk prioritisation tool and close oversight via triage and keeping in contact with the person waiting; and in Occupational Therapy specifically offering the option of an earlier telephone assessment. Work has been done to reduce the number of people waiting for care assessments, but the Challenge Team were told that there was a separate team for allocating referrals, so the triaging process was not fully understood by Social Workers; and it was acknowledged that the PARIS system is not strong for reporting on Waiting Lists, so in some places a local "whiteboard" method was used. Further work to manage and mitigate the impact of these waits will be ongoing and important therefore, and making their impact (and risk) clear within the ICO will be necessary. Short-term funding has been made available to bring down the DoLS list, but having a longer term and sustainable plan to manage demand will be key given the financial and workforce implications. Keeping these visible to the executive and political leadership of the Council will ensure that all are aware of the situation and associated risks, and can develop focus and support for plans to further address it.

Quality Statement Two: Supporting people to live healthier lives

21. The Challenge heard about positive integration and values, and how this promotes a good service: an effective and fully embedded Multidisciplinary Team (MDT) approach is working for people who need support; and there is an effective rapid response team, and such investment demonstrates a strategic approach to balancing cost and outcomes. Overall, integration in Torbay is not just a process but a fundamental value-driven approach to realising positive outcomes across health and social care, and in general it was felt that those who need short-term or crisis support received a good and timely service.
22. This was supported by the Case File Audit, which found there to be strong coordination of various disciplines in offering input advice and guidance where needed, something which is probably a considerable strength of the integrated delivery model. Urgent referral (or escalation) was responded to in timely and proportionate ways to meet needs and to understand and mitigate ongoing needs; there were joined-up approaches and planning across disciplines so the person does not fall through gaps between services; and alternative creative accommodation solutions were sought where secure placements were not yet available. In general there was strong consideration of risk, and good use of risk assessment tools, with evidence that the risk enablement framework was being utilised. This supported a robust consideration of least restrictive options and Best Interest decisions, and there was evidence of appropriate use of Legal Frameworks and applications to the Court. This points again to good professional practice for adult social care, and line management and oversight in support of this, which is significant (and important to be able to evidence, and evidence oversight and assurance of) given the integrated delivery arrangements.
23. However, there also appeared to be inconsistencies in referral processes, and what outcomes are developed for people moving through different parts of the system; in particular for those people who may have longer-term care needs (or risk developing these) there may be an over-reliance on traditional models of health and care provision (as evidenced by the high rates of residential care). The relative lack of visibility of social care spending may risk less ongoing “check and balance” on decision making processes and associated outcomes as might be the case in a more traditional adult social care department; and there is a risk of inequality of provision or outcomes in this regard, with the suggestion made to the team that there was a “gold-plated” service for some (perhaps in relation to shorter term interventions), but that this would not be affordable in the long-term for all. Further consideration of how to manage this within the financial position of the Council might help to focus attention on the question of whether present care packages (and approach to planning them) represent the best outcomes for local people; or whether there may be an over-emphasis on short-term health system outcomes, which accrue costs and poorer long-term outcomes (as further described below).
24. Panels have recently been introduced to oversee and provide critical challenge around funding decisions. There was mixed feedback in the Challenge about their effectiveness (with lack of clarity or agreement as to their purpose or benefit, whether they support better outcomes for people, and the work involved in their administration and how this impacts on both workload and timely decision making). However, with further communication and agreement as to their purpose these might provide a mechanism to support critical practice across the MDT’s, and increased understanding and ownership of how commissioned care impacts on both budgets and outcomes.
25. There is an effective helpline and this is a critical component of the service, providing front-door access to social care that effectively manages the majority of referrals and reduces system

overload. This was described by some during the Challenge as being accessible and a source of information and advice for other professionals across the service; however, others were more critical of the helpline, describing it as “pot luck” as to who you got to speak to and whether they could deal with your query, and raising concerns that for those who were already known to the Council (some for many years) they would prefer to be able to bypass the helpline and go straight to a “key worker” who knew their circumstances, or that of the cared for person.

26. There is evidence that people are supported to plan ahead for life changes, with proactive engagement of community stakeholders, and commitment to individual coproduction and involvement in decision-making processes. However, pathways and outcomes for care and support plans could be made clearer, and more consistent implementation of personalized care and support planning could be developed in this regard, offering individuals and their carers (where applicable) more choice and control, thereby reducing anxiety about the future, and promoting better preparedness and improved quality of life.
27. Direct Payments are recorded as significantly below the England average. The good availability of commissioned domiciliary care may contribute to this, but the Challenge Team also heard of a number of process or capacity issues which may need to be addressed to support improvements here. The process for Direct Payments was not well understood or embedded in teams and there was no reference to a PA market within the area. Currently, there was not an efficient IT and/or administration function to deal with queries from clients currently in receipt of a Direct Payment; this meant going back through files to establish what the Care Plan entitlement and financial arrangements were. There was no team identified that could support education, training or queries from professionals or people drawing on care and support to develop the Direct Payment offer, and it was suggested to the Challenge that a small team focused on the administration and payment processes for Direct Payments would be supportive here.
28. Conversely, direct payments for carers are a strength, and a lot of work has been done to promote effective engagement with carers. Nevertheless, the Challenge was made aware of areas or concern (or individuals who were dissatisfied) around the carers offer, and this is something which the strong foundation for carers engagement might be used to quickly acknowledge and address. More long-term improvement in support and replacement care for unpaid carers (for respite, or in crisis, where care will otherwise break down) should be considered as an area for which cost can be offset by the benefit of not only good-will, but also the wellbeing and backup to make informal or family care sustainable. It was noted that many care homes do not accept the Short Break Vouchers that Carers are given to arrange respite. This needs to be addressed by the Commissioning Team and the Care Home Providers to ensure that there are sustainable and viable options for Carers seeking a respite placement in a residential setting.

Quality Statement Three: Equity in Experiences and Outcomes

29. Learning Disability and Autism Ambassadors were a very positive example of giving local people a voice. There are some strong examples of coproduction and community engagement, and in particular the team noted the work of and with the Autism Ambassadors who reported having affected real change to processes and having been supported to develop the “Autism Passport for hospitals” and access to the Leisure Card in Torbay without the need to evidence benefit entitlements. Learning Disability Ambassadors were also seen as a very positive example of

giving local people a voice. Building on this *The Big Plan* (which was coproduced with people with learning disabilities) is a very positive initiative, and the Challenge Team wondered whether it could be used as a model for further coproduction work with other groups of people who draw on care and support (or indeed more widely to meet the needs of the wider population of Torbay). Further examples of coproduction included the active listening and response through the Safeguarding Advisory Board, and the work that the Council has been doing on learning from complaints, noting that in general further feedback from people who draw on care and support will help to inform the Council's improvement journey.

30. Coproduction would benefit from a shared vision: the "why" as well as the "what" and the "how". Coproduction in Torbay health and social care is essential for creating a more equitable, inclusive, and responsive system. Addressing these themes at strategic, operational, and individual levels can support the Council and its partners to build a system that values every voice and meets the diverse needs of the community, and to develop impactful individual changes and transformative systemic improvements, leading to a more balanced and equitable approach to service development and delivery.
31. One practical way to promote further engagement, and thence to develop coproduction, might be through the development of a recognition and reward policy for lived experience contributions, an area of work for which a relatively small budget can support increased ownership and personalisation of local service delivery. Engagement with coproduction expertise might also help to develop both the case for this work, and its vision and purpose, and the Peer Challenge would be happy to signpost to relevant support or to pick up a further conversation in this regard.
32. The Council is developing its work around Equality Diversity and Inclusion (EDI), and there is an aspiration to look at EDI from a trauma informed perspective. This work needs to be more progressive and visible, both for the workforce and for local people, with a better integration of EDI principles across all levels of the service and partnership, increased use of data to demonstrate need and impact (of initiatives), and an understanding that intersectionality is an important aspect of this work: needing to see the whole person rather than individual aspects. There was little evidence within the Peer Challenge that the ICO or council could easily demonstrate that they are meeting the needs of the diverse population of Torbay, or of its own staff; and development in this area to show how it is threaded through other strategies and plans, including the self-assessment, will be important for future assurance and assessment with CQC. It was noted during the challenge that whilst there is a (corporate) Council lead for EDI, they are less in contact with the relevant leads in the ICO than might be expected; and the challenge for Torbay will be that evidence and data around EDI, any plans that are developed, and their impact, will all need to be taken forward through the Trust. Developing clear and shared leadership for this work (in adult social care) across the Council and Trust will therefore be essential.

2. How the Local Authority Provides Support

Care provision, integration and continuity: We understand the diverse health and care needs of people and our local communities, so care is joined-up, flexible and supports choice and continuity.

Partnerships and communities: We understand our duty to collaborate and work in partnership, so our services work seamlessly for people. We share information and learning with partners and collaborate for improvement.

- I have care and support that is co-ordinated, and everyone works well together and with me.

Quality statements and I-statements from the CQC Interim Guidance for Local Authority Assessments, November 2023

Quality Statement Four: Care Provision, Integration, and Continuity

33. Staff at all levels consistently referenced the benefits of integration, citing co-location as the key factor in frontline relationships, and greatly improving response times to people drawing on services. Staff from across a range of teams were all able to cite examples of speaking directly with nursing, physiotherapy, community matron's, occupational therapists and other allied professionals to achieve the right advice, intervention and positive outcome for a person. This is particularly the case in times of crisis, with crisis situations described as being well-managed, with MDT responses provided quickly to people. Frontline practitioners described how people were appreciative of the wrap-around care that is offered to them from a multi-disciplinary perspective (something for which it would be helpful to provide further positive evidence from those with lived experience). Social care staff referenced the ease of access to information (with both health and social care staff using the same case management system) as being an enabler for joined up care, although some barriers were described by staff when needing to access substance misuse or mental health services.
34. It was noted that Occupational Therapists are now back in the adult social care structure. Staff report good collaboration between Social Work and Occupational Therapy, and OTs were described as "marvellous" once contact was made; however, Carers Groups suggested that information was not routinely provided to Carers on Disabled Facilities Grant (DFG) and Adaptations, and that they would appreciate signposting to this. The Occupational Therapy team hold a separate waiting list and therefore risks around the overall experience of the person should be considered along with opportunities for trusted assessment. Data reporting could be further supported by clearly identifying Occupational Therapy waiting times in the current suite. It is noted that DFG applications outstrip grant supply in particular, due to high numbers of home extension requests, and whilst local arrangements are in place in the short-term, performance reporting could support greater transparency of the scale of the financial issue and generate further insight into accommodation development opportunities.
35. The teams are proud of their approach to Social Work retention and growth and cite low turnover as a particular strength. Some staff reported that the focus for the Health Trust was on hospital flow and that this created a "demand and flow" approach to work. As such opportunities to practice relational Social Work and strength-based approaches can feel limited, and opportunities to focus on preventative models of support were also felt to receive

less attention, with concerns raised about a lack of positive risk taking, over prescription of care at the point of hospital discharge, and of a diluting of the Social Work profession. The self-assessment acknowledges the use of bed-based care with high rates of admissions to care homes. For adults admitted into Pathway 2 beds on hospital discharge staff report low numbers of people returning to their own home, and that people often experience multiple moves before being admitted to a permanent residential home. This stands in contrast to strong performance measured by low numbers for No Criteria to Reside (NCTR), for hospital discharge, and Long Length of Stay (LLOS). In summary, some social care staff expressed a concern that the voice of adult social care is lost (or risks being lost) in a medical model, and the Peer Challenge Team suggested that what counts as “good performance” might also risk being viewed through an NHS lens.

36. The Jack Sears unit is seen as a success story, and had just opened at the time of the Peer Challenge; it is due to provide 26 reablement beds and may support greater numbers of people to return to their own home. This will need to be monitored, alongside wider system data, since there is inequity of provision of reablement following hospital discharge, leading to some people experiencing poor outcomes, and potentially having to move care settings several times. Coverage of reablement services was noted to be in the top quartile for coverage of the population, however outcomes are in the lowest quartile (although this is in part caused by the Intermediate Care services being recorded together with traditional reablement). More engagement with people and their families is required to ensure that outcomes are met and preferences taken into account, and further work to explain the outcomes for people in Pathway 2 would be beneficial since these are not presently well described, and there is a risk that people are not being actively supported to return home. Consideration to pathways and data segmentation may further support an understanding of the opportunities to deliver enabling services and improve outcomes across both reablement and intermediate pathways for local people, and Capacity and Demand modelling for Pathways 0-3 could help to align this with national best practice.
37. Overall, the apparent focus on bed-based care rather than delivery of the adult social care strategy and independent living, results in admissions to care homes above the England average, and it was not clear that there is a clear operational plan to reduce this. This equates not only to less positive outcomes for local people (with an increasing number going into long term care), but also increasing costs which must be borne through adult social care budgets (albeit hosted within the ICO, but therefore experienced as a developing pressure within the agreed cost envelope). The ambition to further develop 72 Extra Care apartments through an Enabled Housing model is a positive step forward but is acknowledged that this alone will not be sufficient to provide long term feasible alternatives to residential care. The Challenge would recommend that there needs to be more focus on wider social care outcomes, and especially for those people who do not come via the hospital – people living in the community. This will need clarity of purpose within the ICO to drive change in practice (and with clear rationale as to the benefits for the system, for costs, and most importantly to improve outcomes for local people). This work will also need the support of the market plan to be delivered, with more strategic and operational planning across the partnerships, and including across the Council in housing, and commissioning.
38. There have been successful ongoing reductions in the number of people awaiting assessment, and subsequent requests for domiciliary care have resulted in a more timely response for people. The performance data report indicates that barriers to provision of domiciliary care

may include small packages of care e.g. 30 minutes per week. Consideration of how to embed strength-based practices utilising all community assets prior to commissioning care could be helpful to potentially reduce this type of request.

39. Carers leads and information hubs are embedded in all Primary Care Networks across Torbay, with Carer Support workers are available for drop-in advice and support. Torbay Carers has Carers Information and Advice Hubs in several geographical locations, and there are a wide range of support groups that Carers may attend. These include groups for Young Carers, Young Adult Carers, Parent Carers and those caring for people with Substance Misuse issues, Mental Health and Dementia. There is a Carer Advice Service at the Acute Hospital that supports Carers with any issues encountered in hospital and also around hospital discharge arrangements. Carers are provided with an orange lanyard so that they are easily recognised by hospital staff, and staff training is provided around the identification and support of unpaid carers. Carers also report that they have experience of being supported with safeguarding. All of this speaks of a good service offer, and the Challenge more generally heard about good and sustained relationships with carers groups. However, it was also evident from speaking with carers whilst on-site that there may be more work to do in terms of communication and expectation management, as well as explaining how different services interact with each other, to ensure the care management of residents is optimised.
40. The Public Health Team work closely with Commissioning Teams to ensure evidence-based commissioning. Whilst there is no analyst who works across Health and Social Care there have been collaboration on key pieces of work such as Dementia. Public Health support a data driven approach to taking a whole population view, but there may be further work to do to support better identification of unmet need and a more preventative approach before people arrive at the “front door”. Similarly it was felt that there could be more focus on the development of Neighbourhood Health and Wellbeing Hubs and Children and Family Hubs as these both offer excellent opportunities for prevention interventions. Employment and Housing would both benefit from further focus, with a large number of working adults not in employment and a shortage of accommodation that can be adapted to ensure flow through the Homelessness/Substance Misuse pathway. The Public Health Team are keen to work more closely with Primary Care colleagues especially around keeping people in employment, and are utilising intelligence gained from sick notes to support this. There is a very good Healthy Ageing approach in Torbay, and it was felt that this could be more targeted and joined up across health and social care. The Mental Health Alliance is also strong and Public Health have worked with the alliance to support Suicide Prevention work.

Quality Statement Five: Partnerships and Community

41. There is a strong socio-economic community infrastructure in Torbay, with good community engagement and information sharing through advisory boards and marketplaces. The VSCE (Voluntary, Community, and Social Enterprise) infrastructure is well-organised, well-connected, and effective, with an overarching Assembly which identifies funding streams and directs to best outcome focused delivery, and provides opportunities for people in the local community. This is a valuable local resource which appears able to self-mobilise in crisis, and with good capacity within the VCS community to deliver for local people both in ongoing and more crisis situations. They are a strong partner much valued by all parties, and are regular attenders at Council Scrutiny, where they feel they have a voice. They are appropriately linked to the Council and the Trust and were described as doing a lot of “heavy lifting”. Consideration should

be given as to how preventative funding and support to this infrastructure accrues longer-term benefits (and how to evidence this appropriately); and conversely the potential costs of any reduction in this capacity – something which is often at risk from budget reductions given that it is a non-statutory service.

42. The Care Home Quality Assurance and Improvement Team (QAIT) were cited as a valuable resource, enhancing health care support to the care sector (and much appreciated in this work). The team adopts a clinically led model, based at the Acute Trust, and support Care Homes, Domiciliary Care providers, and Supported Living. They are a small multidisciplinary team including nurses and OTs (jointly managed by Nurse and OT) and have access to Falls Specialist and Pharmacy support; their aim is to be supportive and responsive to the needs of social care providers. They work with Care Homes that have high ambulance call out rates to determine what support, guidance and training is needed to enable them to ensure that hospital admissions are avoided whenever it is safe to do so. There had previously been a focus on the NHSE Enhanced Health in Care Home Framework but this has diminished due to staff changes. The team have facilitated access to NHS training for nurses in care homes, and are in general seen as having positive, integrated approach to bringing health and social care staff together to drive up quality and experience for residents in care settings. Training offered to Care Homes include Restore 2 (Deterioration Tool) and Social Care providers can access the HIVE platform (NHS Training Hub).
43. Care Home providers expressed concern that there were no regular opportunities to interact with the Council; there is no Care Home Provider Forum and there appears to be an absence of other more regular networking opportunities. Meetings that were put in place during Covid have stopped, and providers felt that they had “no voice” and were not heard by the Council. As many Care Homes have a client base of mainly self-funders, they are not routinely contacted by the Council and negotiations around council funded residents take place on a “spot purchase” basis. Development of a Provider Forum could go a long way to securing market support and improving the outcomes and flow for people who need to draw on care and health services. It could also provide a place to develop the collaboration that will be needed with providers to support the delivery of the market plan. Care Homes have been left discouraged by the Fair Cost of Care process, which took a lot of input from them and then did not progress, and there is a real opportunity here both for funders to understand more about Care Home pressures, and for providers to understand the funding constraints faced by the Council (in common with the sector nationally); and thereby to move towards agreement on a realistic costing model.

3. How the Local Authority Ensures Safety within the System

Safe systems, pathways and transitions: We work with people and our partners to establish and maintain safe systems of care, in which safety is managed, monitored and assured. We ensure continuity of care, including when people move between different services.

Safeguarding: We work with people to understand what being safe means to them and work with our partners to develop the best way to achieve this. We concentrate on improving people's lives while protecting their right to live in safety, free from bullying, harassment, abuse, discrimination, avoidable harm and neglect. We make sure we share concerns quickly and appropriately.

- When I move between services, settings or areas, there is a plan for what happens next and who will do what, and all the practical arrangements are in place.
- I feel safe and am supported to understand and manage any risks.

Quality statements and I-statements from the CQC Interim Guidance for Local Authority Assessments, November 2023

Quality Statement Six: Safe systems, Pathways, and Transitions

44. The Challenge heard about urgent referral (or escalation) being responded to in timely and proportionate ways to meet needs and to understand and mitigate ongoing needs; there were system wide joined-up approaches and planning across disciplines, so the person does not fall through gaps between services. Staff teams felt that their unique ability to call upon many professional disciplines meant that people received a timely, safe, and person-centred service without handoffs and delays. There is a very stable workforce with broad opportunities for rotation and development opportunities across health and social care, which results in good and rich practice. There is a "grow your own" approach for Social Work, and a strong sense of "family" amongst the Social Work team. This supports career development, excellent retention of staff, and robust ability to meet current and future service needs, and staff reported that their own knowledge and skill-set was enhanced by the opportunity of working so closely with other disciplines. There is strong cross-fertilisation of knowledge and skills as a result of integrated working, and staff teams saw that this enriched their knowledge on available services, and enabled them to be well placed to advice people about wide ranging options across health and care services.
45. Some partner agencies and people said that at times it was difficult to speak to a social work team to relay information about changing needs. Some adults with a learning disability who are open to learning disability nursing may not be visible to Adult Social Care in the current case management system due to the way in which the system is configured; this means that when a change in need is reported, they are at risk of waiting unnecessarily for an unplanned review. Staff suggested that access to mental health support for people with a learning disability would be an area that could be improved. This was further reinforced by a group of people with lived experience who pointed to a lack of face-to-face services, reporting that services had an overt preference for digital contact, which resulted in difficulties for people with a learning disability in accessing information, advice and support. Overall it may be the case that partner agencies (and indeed different teams across the service) are not always as familiar with the various teams and roles

and responsibilities as might be helpful, and further communication across the service and with partner agencies on any recent changes, and improving the information on the website on how to refer/report, may be an area for consideration.

46. The Case file audit found examples of joined up approaches in Transitions, with care and support being planned and organised with the person, their family and the advocate. The transition team were collaborative at working together with partners and communities in ways that improve their safety across their care journeys, and that ensures continuity in care where people were moving between services. There was careful consideration of the impact of transitioning on the person, and where changes in accommodation were considered there was robust risk assessment in relation to the adult and to other individuals in the community in which a person would live. There was consideration of moving at the pace of the adult to ensure personalised, safe and well-coordinated services when transitioning into adulthood, considering graded visits, phasing, sensory room, likes and dislikes, aspirations; therapeutic support was identified, and it was possible to “see the person” through the narrative.
47. Staff described difficulties engaging with Housing colleagues as resulting in delayed and poorer outcomes. Care provision for those with a learning disability is provided, but not always evaluated in a timely manner, and the Challenge Team heard that care packages could be reduced earlier to promote and support the persons independence; but the final steps to allow people to move into independence is housing and there appears to be significant lack of suitable independent living. Social Work teams were often finding innovative solutions to mitigate against a lack of provision for people requiring accommodation suitable to meet their complex needs, but there were references to the lack of coordination with housing and a lack of options for appropriate accommodation. In general there did not appear to be a clear means for Social Care to report areas of unmet need/development to the Council’s Housing Team, and it is suggested that further collaboration with housing will be supportive of increased options for accommodation with support.

Quality Statement Seven: Safeguarding

48. There are strong quality checks for safeguarding and enquiry process, including the sign-off (closure) process. As part of a robust quality assurance arrangement there is a panel that undertakes a quality check for all completed Section 42 enquiries. In addition, there is regular auditing of decision making of not for Section 42 enquiries, providing assurance for statutory functions of the Local Authority, and sign off given by non-operational safeguarding leads. Multi-disciplinary input from disciplines across a varied range of health and social care professionals is readily available as part of Section 42 initial enquiries and/or further investigations. This brings invaluable expertise in to Safeguarding Investigations and provides assurance that the issues have been considered from a wide range of perspectives.
49. Operational safeguarding data is well monitored and tracked. There have been several audits to support Sector Led improvement into Safeguarding, the learning of which is being responded to and monitored. There is a strong learning culture that can be evidenced in the way that people talk and the way that people reflect on their own practice. There was a strong sense of “no blame” and openly discussing where things have gone wrong, and a sense of continuous improvement and learning from feedback.
50. Oversight of the Safeguarding Adults Board (SAB) in managing trends and learning activity is reflected on its website. Conferences are arranged for the benefit of the wider partnership and learning and development is offered across the system to upskill staff across disciplines. There

is an alignment between published learning from Safeguarding Adults Reviews (SARS) and information held on the website is available to both staff and the public; however, this needs to be timely, focused and further embedded. Some progress has been made but further energy and commitment is needed to ensure that learning recommendations from SARS have a clear plan for delivery and are tracked effectively, and that the benefit of the learning are evidenced and realised.

51. The SAB is leading several workstreams in coproduction and hearing from various people with lived experience of safeguarding. There are a number of initiatives and groups that have been created and there is extensive exploration of engagement with people through local faith groups. The Board has visibility and feedback from people with regard to Making Safeguarding Personal (MSP) with desired outcomes recorded in the SAC and MSP national framework.
52. Further work to develop closer working relationships with the Children's Board around Transitions will further support the SAB: developing strategic oversight in the Health and Social Care Partnership around pathways, transitions, risks and opportunities for young people transitioning into adulthood needs buy in across the organisation.
53. As a result of the various safeguarding adult reviews undertaken in recent times the SAB has highlighted a number of types of abuse which are emerging locally. There is a good example of information on these which is shared with other Boards. Notable, there has been a rise in instances of domestic abuse and self-neglect, and whilst this is in line with the national trend, targeted work across the partnership such as thematic auditing into these areas, may highlight opportunities for prevention and reduction of such instances.
54. Staff teams spoke of the need to improve support around homelessness, and the need to improve on the interface with Drug and Alcohol and Mental Health Services. Close monitoring via auditing on the experiences of homeless people via the SAB may support improvement or developments in this area: the national directive from the Department of Health and Social Care following the 2022 'Ending Rough Sleeping for Good' strategy, includes recommendations for how Safeguarding Adults Boards can support individuals rough sleeping.
55. There is a keen awareness of the present DOLS waiting list, and work is being done to address this. There is a robust triage and prioritisation process in place, and Section 21a challenges are effectively tracked. There has been a review of effectiveness and efficiency in collaboration with Regional and National colleagues. Whilst funding has been put in place to reduce these waits, this is non-recurrent, and a sustainable and funded plan for DOLs delivery is needed to reduce demand and meet statutory duties and Human Rights compliance.

4. Leadership

Governance, management and sustainability: We have clear responsibilities, roles, systems of accountability and good governance to manage and deliver good quality, sustainable care, treatment and support. We act on the best information about risk, performance and outcomes, and we share this securely with others when appropriate.

Learning, improvement and innovation: We focus on continuous learning, innovation and improvement across our organisation and the local system. We encourage creative ways of delivering equality of experience, outcome and quality of life for people. We actively contribute to safe, effective practice and research.

*Quality statements from the CQC Interim Guidance for Local Authority Assessments,
November 2023*

Quality Statement Eight: Governance, Management, and Sustainability

57. The integrated care offered in Torbay over the last 20 years is unique in the country, and should be celebrated. The Section 75 has now been agreed for another 5 years, and offers a further period of commitment and stability. This provides a formalised structure that secures the Integrated Care Organisation (ICO) and integration programme for the medium term (albeit with a break clause on an annual basis with 12 months' notice), and the opportunity to consider how key areas of leadership and performance can be consolidated, and potential risks identified and mitigated.
58. The support of the new S75 Joint Executive Group will be important to oversee this, including around delivery of the Adult Social Care Transformation Plan, and associated financial savings. However, further consideration of leadership for social care in the ICO at senior level (including the line of sight of the DASS, and Executive and Political Leadership in the Council and the ICO) will be essential for further assurance that Adult Social Care outcomes are achieved, that statutory duties are met, and that this can be evidenced to CQC as part of any future assessment process. To be clear: the Peer Challenge did not find (or take a view) that there were significant failings in these areas (although there were areas for improvement as noted elsewhere in this report); but it took the view that it was difficult to demonstrate that there could be thorough assurance at the present time, to feel confident that the Council would know if there *were* failings, or have sufficient leadership presence to identify and argue for prioritisation of improvements. To this end, the Challenge Team would strongly recommend that formal representation (most probably by the DASS) be considered on the Integrated Care Organisation (ICO) Executive.
59. The integrated arrangement is not without challenges for Adult Social Care, and these will need to be met head on to ensure its effective delivery for all partners, and for local people over future years. Those most clearly identified by the present Challenge related to ongoing support for social care values and outcomes; prioritisation of key performance measures; and financial pressures and oversight. Whilst there is strong professional leadership for Adult Social Care in the ICO, more visible leadership at a more strategic level (as described above) can help to promote key values and outcomes (and their importance for local people). These include strengths-based practice and promoting people's independence and choice and control, as well as wider social outcomes and determinants of health and wellbeing; and to help to ensure that these can be evidenced in future assessment processes. Such leadership can also support the effective prioritisation of (and risk

assessment in relation to) key areas of adult social care performance, such as direct payments, or admissions into long term care – an area of current poor performance which will also contribute to increasing costs. In particular (in the context of the present Challenge), the future cost and wider implications of a less than Good CQC judgement, both for Adult Social Care and the wider partnership, risks having less emphasis day to day than key health partnership metrics such as NDtR or LLOS (which are monitored “live” and are seen as an immediate “must-do”), but it should not be underestimated.

60. In relation to financial risk, the scale of the partnership (and extent to which it is now seen as the only way forward) represents a significant challenge, in particular the ongoing ability to realise the funding from both strategic partners. Adult Social Care is seen by some as at risk of being lost in the ICO, or put behind health priorities; whilst for others, the financial pressures associated with Adult Social Care are seen as being carried or subsidised by health. The Council’s financial commitment to the 5-year programme has been notionally structured on use of the Adult Social Care Precept for 3 years, based on increases of 3%, 3% and 2% – increases which have not as yet been secured through Government commitment, with the risk for the Council of needing to identify this resource from core funding if the precept were not to continue. In addition, there is concern from finance colleagues regards the cost of the partnership, and whether accruing social care costs may be less visible within it; and more widely, a present question for the ICS concerning the overall affordability of the wider system, across what is a fairly small health and care footprint.
61. To some extent being “eyes open” to the financial interdependencies, and able to model some of these in contrast to more traditional NHS/Local Authority systems and dynamics might be helpful here. There are strong relationships with the DASS and more widely across senior staff who hold some of this knowledge and oversight, and manage such tensions as they arise; these aid integration and partnership working (although this in itself poses a risk if roles or personnel or processes change). And the redesign and formalising of the S75 Executive Group is seen as a means of putting a structure in place to support this. Everyone is clearly committed to the model for many reasons including outcomes for local people – integration is seen as being “in the genes” of both NHS and Local Authority locally, and there are regular discussions and an openness between NHS and Local Authority colleagues, and relationships and colocation are seen as an important aspect to delivering timely and appropriate responses for people. But there was also some recognition that there is not an easy alternative at this stage (“there is no Plan B”), so there is a necessity to make this model work. There may be a danger that in seeing integration as the only or inevitable way, there is lack of clarity around risks or possible negative impacts of this approach in particular areas of delivery; or the work that needs to be actively done to mitigate these.
62. The Transformation Programme will be essential to this journey, including financial impact and management of savings (or existing budget pressures) within this. It is an extensive programme of work which needs prioritisation, and consideration of where there may be shorter-term “wins” to prove its benefit may be important. Given the financial risks noted above, it is essential that the transformation programme can deliver, and the Challenge Team suggested that there is a need for improved line of sight for the ICO and Council Leadership of the Adult Social Care Continuous Improvement Board and Transformation Programme. There was some evidence that senior staff across the Council and ICO and ICB have an awareness and understanding of the improvements and transformation projects, but it was not clear that there was full buy-in or understanding from all senior leaders of the impact, outcomes, and timescales of delivery for the programme – especially within senior leadership of the ICO and ICB. Nor was it clear that all senior managers (or other staff) understood it, or their role in it, or the importance of this programme to support the financial


- position. In the short-term the Challenge suggested that delivery plans need to be clearer and to start delivering, perhaps focussing on some quick wins that can build confidence and momentum. In the medium term, it was noted with concern that the present transformation partner and budget for this work (including the local transformation team, who are all seconded) are uncertain beyond March 25; consideration of what happens at the end of the present contract should be an urgent priority, especially given that much of the work is longer-term than in-year projects.
63. More widely, there are some good plans in place (some of which have been coproduced) including an Adult Social Care Strategy, Market Plan, and the Big Plan. But there was a sense in the Challenge that there were a lot of plans, some of which were at an early stage, and will require further sign up from partners. The Challenge Team did not see clear delivery plans to follow up, and wondered whether without greater clarity and communication these might risk getting lost between the Council and the ICO. Some work to align or consolidate the different plans, take stock of progress and timescales, and to prioritise across them for further delivery might help the Council and its partners to identify key shorter- and longer-term deliverables, and to be clear about who is responsible for or supporting them. An evaluation of the Transformation Programme might also support planning for next steps, including through clarity of impact and outcomes.
 64. The end of the present transformation programme (contract, and in-house support) also overlaps with the likely timescale for re-procurement of the Paris care management system (work on which is at an early stage). Getting the best specification for this procurement, as well as careful project management of implementation (which will be a challenging and costly medium-term project) will both be essential, not least because of the complexity of the necessary interoperability with local NHS systems. There are lessons that can be learned from other Local Authorities who have recently gone through similar re-procurements (in the South-West, or more widely), and members of the Peer Challenge Team suggested that amongst other things it will be important not to lose the good “person history” of the present system in whatever is commissioned for the future. In whatever case however, a detailed road map for procuring and introducing the new system is needed soon and will need to be communicated and visible to all key staff.
 65. A final significant risk in the second half of the present year relates to the recruitment of a new DASS, following the retirement of the present post-holder (whose long and in-depth experience of the local integrated arrangements, and as DASS more widely of the local leadership and context, is invaluable). Whilst on-site the team heard about and witnessed the leadership of the present DASS; her significant local (and historical) knowledge of the system, and its people, complexities, dynamics, and processes; and the respect and trust with which this was held by Adult Social Care staff and partners. Her departure and recruitment to the post will therefore represent a significant change for the local system and services, and its management and leadership, and care will be needed in how this is approached and communicated (and noting that during the on-site Challenge, whilst some were aware of this change pending, not everyone was).
 66. The Leader of the Council and Portfolio Holder for Adult Social Care were both engaged with the Peer Challenge and show strong understanding and commitment to the area. Introduction of a monthly *Marketplace Stall* allows people to be heard directly by them and this has been welcomed; and the Challenge heard about the value felt by people who use services in the engagement of the Leader and Portfolio Holder with them. As an example of this, during the development of *The Big Plan*, coproduced by people with a learning disability, the Leader spent a whole day with the Sector experiencing the different groups and providers. The Portfolio holder describes herself as a “champion for the sector”, bringing experience and a clear passion to help people, and has grown in knowledge and experience since taking on the role a year ago. *Quartet Meetings* with the Leader,

Portfolio Holder, Chief Executive, and DASS are held regularly, and the Leader attends Regional-wide Partners meetings, and meets with Portfolio Holder at least weekly. The hope was expressed that "we know ourselves good or bad, and that we are on the right track".

67. It was unclear to the present Challenge how political leadership is working across the wider health and care system (including oversight of the ICO) or how it engages with the Integrated Care Board (ICB). There is a new ICB Chief Executive in post, and this (along with local NHS leadership) may take time to bed in, but this might be an area for further work. Whilst the Challenge did not hear about the Health and Wellbeing Board, this may be another forum which has a role to play in supporting political engagement with the wider health system. At a more operational level (given the role of the ICO in Adult Social Care delivery) it was suggested by the Team that regular meetings for the Portfolio Holder (briefed and supported by the DASS and her team) with the ICO Non-Executive Director could support and promote the ongoing work of social care within the ICO.
68. Scrutiny has been seen as positive in some areas, with themed meetings pre-coordinated, and often starting with a site visit to share wider learning. The Peer Team heard that whilst it has been subject to some recent political challenges, relationships are now found to be improving again, and fortnightly meetings with cross-party leaders have been used to resolve some of the tensions.

Quality Statement Nine: Learning, Improvement, and Innovation

69. Torbay's Integrated Care Organisation (ICO) is its USP: the model for social care delivery is seen as a pathfinder and national leader, and there is much learning that can and should be shared from this experience. The culture and leadership across the whole sector supports the integrated arrangements, and the Peer Challenge found committed staff across the system, who spoke enthusiastically about the integrated model of service delivery in Torbay, and how this can deliver good outcomes for local people. Staff who met with the team were all positive and passionate about the integrated way of working – and the Challenge Team heard stories of people who had moved from other Councils to work in Torbay.
70. Staff were in general completely committed to the partnership and the system, which is a huge strength, but as noted above, might at times risk eliding the question of whether there is anything risked (or lost) in this approach, or whether there is good practice that could be taken into the integrated model from non-integrated delivery elsewhere. Knowing “what good looks like” and how to measure this is as an important starting point to answer the question “why do we do this in this way here?” (rather than just “because we always have done”!). Being able to describe the rationale to key models, strengths, or risks, and in supporting staff to be able to do the same, is an important back-up to the Self-Assessment and introductory meetings with CQC (which starts the on-site assessment phase, as it does in the Peer Challenge). Supporting staff to engage with regional and national networks and groups where they can compare and contrast different aspects of what is possible in Torbay’s unique delivery, with what and how things are done elsewhere, could be helpful to avoid tunnel vision in any one part of the service (whilst accepting that the integrated model needs to be the vehicle for delivery of the whole). This might include for instance benchmarking against comparator authorities’ outcomes for key delivery areas; or learning from others in relation to best practice in delivery of wider social care outcomes; or involvement for middle and senior managers in SW ADASS Regional Networks or events, or as peers in LGA Peer Challenge Teams elsewhere in the country.
71. There was a strong culture of “grow your own” in the local workforce, with good evidence from staff about opportunities for development and promotion, and low sickness, vacancies, and



turnover rates. Staff who met with the team were very positive about the support they received from their colleagues and described good support from visible professional leadership and line management, including through supervision and appraisal, and more informally. Learning processes are in place to support improvements in practice, and more widely to assure it: this includes through SAR's, Oliver McGowan Training, working with people who draw on care and support, and working with the voluntary sector. Training was described as good, and there was positive engagement with Social Work Practice Weeks, where a focus on sharing good practice has engaged staff and senior managers.

72. Further work is needed to improve staff's awareness of priorities, plans and strategies, and how these will support future assurance and assessment processes, as well as Adult Social Care delivery. Staff awareness of the major plans and strategies was variable, and a significant proportion of the staff who spoke to the Peer Challenge did not seem to know about (or at least be able to talk confidently about) these or have an understanding of their part within them, including for instance the Self-Assessment, or Big Plan. It also includes the Strategic Workforce Plan (which builds on a "Grow your Own" workforce developed with the South Devon College who will be part of the delivery). Transformation is such an important part of the next five years, and whilst it has been "heard" by staff, there is not a plan that has been widely shared as yet and staff were not clear about the timetable or how it affects them. The Peer Challenge Team wondered whether visibility of Council plans across the ICO an issue might be, or at least could be perceived to be (on a future CQC assessment visit) on the basis of how staff presented to the team; it was certainly suggested that communication of new plans and strategies is not always strong and uncertainty remains in the staff about these.

Preparing for CQC Assessment

73. The Council worked hard to prepare for and facilitate a good Peer Challenge process. Dedicated time and resource and leadership were identified at an early stage, and were available consistently throughout the process. There can be a risk of under-estimating both the lead-time (including for different aspects of the preparations) and necessary resources needed to prepare for a Peer Challenge (or future CQC assessment process), but this was not the case here.
74. The Council developed a well-structured Self-Assessment which helped to guide the Challenge Team in line with the CQC Themes; this was supported by a prioritised, but nonetheless comprehensive set of further evidence materials. These were delivered in a timely way, and referenced in the Self-Assessment, providing a helpful means of aligning evidence to key statements or sections. Some team members felt that the self-assessment could more clearly signpost to good practice evidence (something which will be important for an incoming CQC assessment team); and in particular that the initial presentation could better help an incoming team understand how strengths and areas for improvement connect with the local service model (and how this may be different from elsewhere); these are perhaps areas for review.
75. It was noted that the compilation of some of these materials (including data and other evidence) needed to be developed through the ICO teams and infrastructure, and that this presented some time-challenge. This would suggest the additional importance in Torbay of undertaking the preparatory work for the CQC Information Return in advance of a CQC notification, since the turn-around time for the Information Return is presently the tightest part of the process (at just three weeks). All the materials were made available by email, along with other materials pertinent to the Challenge; this made the materials easy to access, but might not be a fully secure way of sharing sensitive materials. (This is unlikely to be an issue with CQC Assessment however, given that they have developed a portal for uploading all relevant materials in advance of the on-site work.)
76. The Case File Audit reviewed 12 case files, which had been selected by the Local Authority, but randomly so, and without prior audit (something which would not generally be the case for future CQC assessment, and which suggests a positive desire to learn and reflect from the present Peer Challenge process). The Case Files were drawn from across a variety of teams, and so represented the assessment of needs, and care and support provided, for a diverse range of people, including older people, those with a mental health diagnosis, people with a learning disability, people with complex needs, people admitted to hospital, a safeguarding enquiry, and a transition. The audit offers a limited “snapshot” of practice and processes, and some indicative findings; it is important to see these as the basis for further follow-up and assurance, and ideally more regular and thorough-going audit as part of ongoing practice development.
77. Consideration had obviously been given as to how to provide evidence of outcomes for people who use or have contact with council services, and this might be further developed and linked with the routine use of care management systems and future case file audits, as well as through inclusion of lived experience feedback in regular reporting on transformation and improvement plans. Evidence of this kind will also come through contact and conversation with front-line staff, so ongoing support to all staff across the ICO who have roles touching on Adult Social Care (given the unique delivery arrangements in Torbay) to answer the “so what?” question, will support any future assessment team in hearing about positive outcomes, and the reason for, and impact of any changes or improvements that are happening.
78. Ongoing consideration could be given how to involve people with lived experience in the preparation for and delivery of future assessment. This is work in progress for all Councils at the

- present time, but early consideration of how to routinely engage a strong (and hopefully positive) lived experience voice as part of ongoing work will support not only the developing approach to coproduction, but also provide good evidence of this in CQC assessment.
79. The team were made to feel welcome, and many small details were planned for and delivered: staff were available to support access to the council offices (and IT / care management system for the case file audit); car parking access was made available; access needs were appropriately addressed and supported; refreshments and lunch were made available each day; and IT resources and wi-fi were made available whilst the team were on-site.
 80. The area of the council offices where the team were situated was arranged specifically to accommodate the team (and is not routinely used by Adult Social Care). This offered some positive aspects such as good accessibility, co-located meetings rooms, and waiting space for interview participants. However, it did mean that the team (and those supporting the team) were at a distance from the Adult Social Care offices, with some logistical challenges for local staff associated with this.
 81. The Challenge Team was aware that written briefings for staff and partners supported engagement with the Challenge, and this was to large extent successful: most of those invited to attend interviews or focus groups did so, and participants showed good engagement with and understanding of the interview and focus group process, as well as of the wider Challenge, its process, and purpose. Staff received debriefing sessions with the Deputy Director of Adult Social Care following meetings, something which is sometimes included as part of a feedback loop in e.g. OFSTED Inspection, and which can help the Council to respond to issues as they arise during the on-site phase of an assessment. During the Challenge managers were present in most meetings, but this does not appear to be the case in recent CQC on-site assessments; so this may be something to consider in advance of a future CQC assessment visit.
 82. There was generally positive feedback about the process and the on-site team, and the positivity and engagement with which the Challenge was received was evidence of the positive attitudes and openness of staff towards the process, and indeed more generally within and around the Council.
 83. Whilst the initial presentation from the Council was kept “in house”, the final presentation from the Peer Challenge Team was open to wider invitees who had been involved in the Challenge, including partners and staff. This showed an openness and transparency in the process, and a desire to engage with stakeholders around assurance and improvement. It is understood that plans are in place to further disseminate the findings, and the resulting action plan.
 84. The Council would benefit from quantifying the resources deployed in terms of staff time, and at all levels, both in preparation for the Challenge (e.g. in preparing the Self-Assessment and supporting evidence, development of timetable and diary management for invitations, etc), and whilst the team were on-site. Whether this may need to be built into CQC preparation either as a standing resource, or some kind of “on call” team with responsibility, experience, training, and allocated time as and when called on, could be something for future budgetary and role considerations. Those who were involved in preparing for and supporting the Challenge have developed good knowledge both of the process, and of resources in the Council which are required to prepare for and support it, and consideration might be given as to how to protect, harvest and grow this knowledge in advance of any future assessment process.

Recommendations for next steps

The Peer Team appreciate that senior political and managerial leadership will want to reflect on these findings and suggestions in order to determine how the Council wishes to take them forward. In due course the LGA will be pleased to work with the Council to consider progress in line with wider Sector Led Improvement work, and there is an offer of further activity to support this, including through ongoing engagement with Steve Peddie, the South West Region Care and Health Improvement Advisor (CHIA), and Paul Clarke, the LGA Principal Advisor.

Specific recommendations are included in the detailed report above, but the summary below outlines those areas where the Peer Team believe effort could best be concentrated in order to address the issues that they have seen during their visit:

85. Alongside the role of the new S75 Joint Executive Group, senior Adult Social Care representation (most probably by the DASS) should be considered on the Integrated Care Organisation (ICO) Executive. This can support greater visibility for Adult Social Care Leadership (including line of sight for DASS statutory duties, performance, and delivery of the Adult Social Care Transformation Plan, and associated financial savings).
86. Urgent consideration should be given to capacity to support and deliver the Transformation Programme following the end of the present contract with the delivery partner, and the standing down of the local transformation team in March 25.
87. In the meantime, a piece of work should be undertaken to prioritise and communicate widely (to staff, managers, and partners) the deliverables and rationale of key parts of the Transformation Programme, and the risks of non-delivery. As part of this work, it might help to identify and prioritise some “quick wins” to build momentum and prove the benefits of the work in the shorter term.
88. To undertake a piece of data-led analysis of Discharge Pathways 0-3 for the local system, including modelling (against best practice), and shadow costings associated with the present outcomes for local people, and how these might contrast with best practice elsewhere.
89. To replicate work undertaken on the Big Plan for other client groups across the authority, and to use this as a means to develop good practice and improved culture around coproduction, including in the ICO partnership teams.
90. Work with frontline staff and partners to better communicate key aspects of adult social care transformation, and improvement priorities and plans, would support greater ownership of their role within these, and to be more confident in describing these in future CQC assessment. This should include the Self-Assessment, with focus on strengths and areas of improvement and the direction of travel for their own teams and services.
91. The Peer Challenge did not reflect back any areas of immediate operational concern, but this is always a limited process, and the Council will continue to benefit from ongoing quality and practice assurance work. This can help to further assure and mitigate risks associated with waiting lists, to improve consistency in practice, and to bring learning from areas of strength (in delivery or leadership, and locally or elsewhere) to support improvement in those areas of performance that may be less strong.



Contact details

For more information about this Adult Social Care Preparation for Assurance Peer Challenge in Torbay, or more widely about the programme of Adult Social Care Preparation for Assurance Peer Challenge, please contact:

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For more information on LGA Adult Social Care Preparation for Assurance Peer Challenges please see our website: [Adult social care peer challenges | Local Government Association](#)

Adult Social Care Assurance Peer Challenge Action Plan

January 2025

No.	Recommendation	Action	Lead	Progress Update	Started/Not Started/Completed
1	Alongside the role of the new Section 75 Joint Executive Group, the DASS should be considered for formal representation on Torbay and South Devon NHS Foundation Trust Executive.	In place.	DASS	Completed	Completed 
2	Urgent consideration given to capacity to support and deliver the transformation programme post March 2025.	Work underway with Transformation delivery partner to agree the resourcing requirements to deliver the 3-year transformation programme. Consideration is being given to the capacity and capabilities needed across the Council and Integrated care Organisation to inform future workforce development plans.	DASS and Divisional Director	Discussions ongoing to secure the capacity required.	Started 
	A piece of work should be undertaken to prioritise and communicate widely (to staff, managers, and partners) the deliverables and rationale of key parts of the Transformation Programme, and the risks of non-delivery. As part of this work, it might help to identify and prioritise some "quick wins" to build momentum and prove the benefits of the work in the shorter term.	A detailed plan of year one delivery is in place which has been developed with the ASC leadership team, this includes performance and finance trajectories. Operational teams are using "mock inspection" sessions to identify and deliver quick wins as part of our agile approach to improvement. Work is now underway to scope year 2 and 3 of the transformation programme with staff and the ASC leadership team supported by the delivery partner.	Adult Social Care Senior Leadership Team, Council and TSDFT	Staff engagement and communication events occurring over Quarter 4 2024/2025 and to continue quarterly going forward.	Started 
4	To undertake a piece of data led analysis of Discharge Pathways 0-3 for the local system, including modelling (against best practice) and shadow costings associated with the present outcomes for local people and how these might contract with best practice elsewhere.	Analysis has been completed for last 12 months. We are working closely with our ICB locality commissioners to model our local performance improvement trajectories. Work is underway to strengthen and increase our reablement capacity to reduce our reliance on bed-based support.	Adult Social Care Senior Leadership Team, Council, TSDFT and NHS Locality Commissioners	Work has started on the transformation of Hospital Discharge Pathways and increasing access to reablement support to increase peoples independence.	Started 
5	To replicate work undertaken on the Big Plan for other client groups across the authority, and to use this as a means to develop good practice and improved culture around coproduction, including in the Torbay and South Devon NHS Foundation Trust (TSDFT) partnership teams.	Through the development of our strategic commissioning priorities, we are improving our understanding of need and existing service configuration including gaps in current models of support. Through partnership forums such and our Ageing Well group we are working with care	Divisional Director, Public Health Consultants and NHS Locality Commissioners.	Future of partnership working for community groups being reviewed to understand best use of resources to facilitate community engagement.	Started 

		recipients to develop our commissioning plans at place, building on the learning from the development of The Big Plan for Learning Disability.			
6	Work with frontline staff and partners to better communicate key aspects of adult social care transformation, and improvement priorities and plans, would support greater ownership of their role within these, and to be more confident in describing these in future CQC assessment. This should include the Self-Assessment, with focus on strengths and areas of improvement and the direction of travel for their own teams and services.	Communication plan for transformation is in development, this will build on existing team meetings, partnership forums and our monthly newsletter to ensure all staff across ASC receive regular information, good news stories and updates on the transformation and improvement work. A series of staff workshops are planned through October and November to co-produce the next transformation priorities and gather input from frontline staff. Strategic Commissioners are working with care providers to re-establish provider forums across the market including home care, care homes, supported living and the voluntary sector. Workshops with staff to include these elements.	Adult Social Care Senior Leadership Team, Council and TSDFT	Staff engagement and communication events occurring over Quarter 4 2024/2025 and to continue quarterly going forward. Care Provider Forums established for Quarter 4 2024/2025.	Started 
7	Ongoing quality and practice assurance work to improve consistency in practice and bring learning from areas of strength to support improvements.	Quality assurance audits Lunch and Learn staff events Mock inspections Development of Commissioning and Contracts management best practice through ongoing workforce development. Development of a refreshed quality, performance, risk and financial reporting approach. Utilise Transformation opportunities to enhance practice.	Adult Social Care Senior Leadership Team, Council and TSDFT	Quality assurance audits occur monthly Mock inspections have been undertaken Refreshed performance, quality, risk and financial report developed and in place.	Started 
8	Develop the Equalities, Diversity and Inclusion work with increased use of data to demonstrate need and impact and improve visibility across the Council and TSDFT and ensure it is thread through strategies and plans.	Work has started with the development of an ASC ED&I plan, including the development of staff workshops. A workshop has been held with providers to explore issues together.	Council and TSDFT	ASC ED&I plan has been drafted. Governance structure updated, and there is an Inclusion subgroup in place to take this work forward.	Started 
9	The LGA heard areas of challenge from Carers, with dissatisfaction around the carers offer and more long-term improvement for replacement care required.	Undertake an assessment of the current carer's offer to identify gaps in current provision and improvement opportunities.	DASS	Update expected in April/ May	Not Started 

Public Awareness of Recycling in Public Bins – Report of the Overview and Scrutiny Board

(arising from consideration of the Torbay Council Climate Change Action Plan)

Report to Cabinet on 15 April 2025

Background

1. The Overview and Scrutiny Board met on 12 February 2025 to consider the submitted report which set out the draft Torbay Council Climate Change Action Plan. The Cabinet Member for Place Development and Economic Growth, Councillor Chris Lewis, the Divisional Director of Planning, Housing and Climate Emergency, David Edmondson, the Principal Climate Emergency Officer, Jaqui Warren and the Climate Strategy and Project Officer, Alex Carter attended the meeting and responded to questions.
2. Members asked questions in relation to what happened if the Council did not secure the funding to decarbonise Sherwell Valley Primary School; what was the running costs of the heat pumps at Torre Abbey and Torbay Leisure Centre compared to other sources (a written response would be provided); over 2,000 trees had been planted, how many more trees were planned to be planted (a written response would be provided including costs); how was the Council engaging with the public on carbon reduction; how could the Council help businesses to provide biodegradable waste such as cardboard cups and cutlery and ensure that there were suitable bins for recycling; how was carbon neutral work being linked in with the refresh of the Torbay Local Plan to ensure that they complement each other; how embedded were the Council's procurement processes to challenge suppliers to provide evidence to reduce their carbon emissions; there was a trial for dual bins in Upton Park for rubbish and recycling but there was an issue with the recycling being contaminated so all the waste was going for disposal, what action had SWISCo taken around education to ensure the bins were used correctly (a response was not provided at the meeting and therefore the Board made a recommendation to the Cabinet regarding education to encourage people to dispose of their waste correctly); why was the flood tool developed by Exeter University not being promoted and used (a written response would be provided); and why was there no mention of the two solar farms in the Action Plan.
3. In response to questions, Members were advised that it was likely that the Council would secure the funding for the decarbonisation of Sherwell Valley Primary School, but that if this was not achieved a robust business case would need to be

developed and submitted to the Capital and Growth Board as there were no other suitable grants available. It was noted that the Climate Team had been very successful in securing grants and bringing in new money to support climate change.

4. Members discussed the Miyawaki forests which involved high density planting the size of tennis courts and their benefits. The Council was working with SWISCo to identify suitable sites for these forests in Torbay.
5. Members were informed that the Climate Change Partnership, led by the community, was taking the lead on wider public and business engagement in respect of climate change and carbon reduction, through the Greener Way for the Bay Strategy, which had also been signed off by the Place Leadership Board on behalf of key statutory partners. Torbay Communities was working through the Imagine This Group who work with young people and subject to funding would be looking at the natural environment and engaging with their families, which could then be rolled out to other areas.
6. Members acknowledged that the Torbay Council Climate Change Action Plan set out the actions that Torbay Council would be taking forward, for example, introducing food waste caddies across all Council buildings.
7. The Climate Team was working closely with the Local Plan Team to ensure that the policies aligned with one another. There was potential if agreement cannot be reached on the numbers of housing that Supplementary Planning documents could be created around affordable housing and climate change.
8. In response to questions around procurement, Members were informed that information was included within the current procurement templates around environmental policy, but the questions depended on the level of contract being procured. The Action Plan included more work around collecting actual data on carbon footprints etc. and working with key contractors to embed the process. Work was being undertaken with the Procurement Team to ensure that carbon emissions were being captured by contractors so that the Council understands them up front and what they were doing to tackle emissions. The Team was also working with the Council's Regeneration Partners.
9. The two solar farms were referenced in the Greener Way for the Bay document, which was leading and delivering a lot of actions with partners and the community. It was felt that duplication between the two Plans should be avoided.

10. Conclusion

- 10.1 The Board reflected and debated the information provided to them, both verbal and written and formed the following recommendation to the Cabinet. On being put to the vote, the motion was declared carried unanimously.

11. Recommendations

- 11.1 That the Cabinet be recommended to request SWISCo to raise awareness of recycling in public bins, to reduce the risk of contamination of the recycled waste and enable it to be processed effectively.

Background Papers

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TORBAY COUNCIL

Cabinet Response to the recommendations of the Overview and Scrutiny Board – Public Awareness of Recycling in Public Bins

Recommendation 1:

That the Cabinet be recommended to request SWISCo to raise awareness of recycling in public bins, to reduce the risk of contamination of the recycled waste and enable it to be processed effectively.

Response:

Dual public bins offering a separate compartment for recyclable materials produce dry commingled recycling (paper/card/plastic etc.). This commingled material cannot be sorted or recycled at the SWISCo Waste Transfer Station so has to be stored and then, as a load, be transported and processed by a 3rd party facility. If the 3rd party considers that the load is overly contaminated, then it is refused for recycling and disposed of as refuse.

The sorting of dry commingled recycling is more expensive than direct disposal of residual which is sent for incineration at the MVV waste to energy plant. If the load is refused at the 3rd party facility it is then even more expensive due to there being no income and additional transport costs as the waste is first shipped to the sorting plant and then subsequently on to the waste plant

Dual public bins rely on the user of the bin making a conscious decision as to what materials to dispose of in which compartment. Along with the segregation of materials influencing the level of contamination, the quality of the recycling materials disposed of has a significant influence on the level of contamination. Recycling materials contaminated with residue food waste e.g. take away packaging with half finished food contents, will generally contaminate the whole bin, then the whole load and therefore mean there is no possibility of recycling and a significant additional cost.

In order to limit load contamination, clear plastic bags are used inside public recycling bins allowing the operative to take a view on the level of contamination when emptying the bin and deciding which disposal route is best for the contents. It is the experience of SWISCo, in line with that of Councils nationally, that the vast

majority of material collected from public recycling bins has a high level of contamination and therefore cannot be disposed of as recycling.

SWISCo have tried a number of engagement initiatives involving stickers and signs on or around the bins to educate the public about what materials should be disposed in the recycling bin and more importantly what condition they need to be in e.g. no food waste, and will continue to do so in areas where dual public bins are provided.