

# **Local Transport Plan 4 Strategic Environmental Assessment Scoping Report**

**Devon County Council  
County Hall  
Topsham Road  
Exeter  
Devon  
EX2 4QD**



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# 1 Introduction

This Scoping Report (SR) forms the first part of the Sustainability Appraisal (SA), incorporating the requirements of the Strategic Environmental Assessment (SEA), for the Devon Local Transport Plan 4 (LTP 4), due to cover the period 2026-2040. The requirements for both the SA and SEA can be carried out in one appraisal process. In order to avoid any confusion, for the purposes of this report the terms SA and SEA are interchangeable.

SEA is used to describe the application of environmental assessment to plans and programmes in accordance with European Council Directive 2001/42/EC 1 EC (2001) Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the Environment. The SEA Directive is enacted in England through the “Environmental Assessment of Plans and Programmes Regulations” (SI 2004/1633, known as the SEA Regulations) UK Government (2004) SI 2004 No. 1633, The Environmental Assessment of Plans and Programmes Regulations 2004. These regulations will be adhered to until they are superseded by new legislation emerging from the United Kingdom’s departure from the EU.

The purpose of the SA is to promote sustainable development through better integration of sustainability considerations in the preparation and adoption of plans. It is an iterative process that identifies and reports on the likely significant effects of each document and the extent to which implementation of the policies it contains will achieve agreed social, environmental, economic and resource management objectives.

In the context of Devon and Torbay, the SA will focus on the sustainability issues likely to arise from LTP 4, and consider the alternatives that take into account the social, environmental and economic objectives, as well as the geographic scope, variation and challenges of the document.

This scoping report sets out the background information and proposed strategic objectives that will be used to appraise LTP 4 in the context of the SA. In doing so, the document complies with the requirements for the content of a Scoping Report as set out in the Environmental Assessment of Plans and Programmes Regulations 2004 (as amended) (the SEA regulations).

This scoping report provides an opportunity for Statutory Consultees to:

- Express their views upon the scope of the SA/SEA process that will inform and underpin the development of LTP 4.
- Establish what is important about the environment within the plan area and what might be affected by the plan.
- Support design of proportionate and robust methods for the assessment.
- Focus data collection on the most relevant environmental issues.
- Provide useful data and share baseline information.
- Help focus on the relevant environmental issues and identify environmental topics where no significant effects are likely to arise and can be eliminated.

## 2 Background of Transport Policy in Devon County Council

Local Transport Plans (LTP) are statutory documents, required under the Transport Act 2008 which set out the overarching ambitions for a county's transport network and provision over a medium-long term time period.

As part of the Devolution proposals for Devon and Torbay, the Combined County Authority will become the Local Transport Authority and take on a strategic co-ordination role and accountability for associated responsibilities. This includes producing a Devon and Torbay area-wide Local Transport Plan LTP 4 presents the vision and objectives for transport across the county, and sets out the policies, strategies and interventions across all transport modes, that will be delivered to reach this vision.

The LTP is informed by and supports many existing strategies and plans, including the Devon Strategic Plan and the Devon Carbon Plan. Devon and Torbay are also part of Peninsula Transport, the Sub-National Transport Body for the South West, and therefore the LTP will reflect the regional level transport policies and strategies that the STB has developed.

The current plan, LTP 3 covers the period 2011- 2026, and under guidance from the Department for Transport, is due to be updated and renewed to address the current transport challenges and opportunities in the county. LTP 4 is currently being developed and is anticipated to be completed, approved and adopted by the Council in summer 2024.

A draft vision and set of objectives have been produced to guide the new LTP.

### 2.1 Vision

Transport will support reaching net zero carbon by 2050 at the latest. Well-integrated, accessible and inclusive transport options will create a system that puts people first, facilitates clean growth and supports the health and wellbeing of everyone

### 2.2 Objectives

**Decarbonisation:** Supporting reaching net-zero by 2050 at the latest by reducing the need to travel, increasing digital access and shifting trips to sustainable transport.

**Reliable & Resilient:** Working to protect and enhance the strategic road and rail links that connect Devon and Torbay to the rest of the country.

**Easier Travel:** Providing well-integrated, inclusive and reliable transport options for all residents and visitors in both rural and urban communities.

**Unlock Development:** Support clean growth by providing new transport choices within and to new developments and using technology to improve existing infrastructure.

**Greater Places for People:** Enhancing the attractiveness of streets by reducing negative impacts from vehicles, regenerating the public realm, and facilitating safe active travel movements.

**The Place to be Naturally Active:** Expanding the Multi-Use Trail Network, delivering a network of quieter lanes and improving facilities and safety in urban areas to enable people to be more active and experience the great outdoors.

### 3 The SEA Process

The SEA Directive was adopted in June 2001 with a view to increase the level of protection for the environment, integrate environmental considerations into the preparation and adoption of plans and programmes, and to promote sustainable development.

Article 2a of the SEA Directive requires a Strategic Environmental Assessment to be carried out for all plans and programmes which are:

*'subject to preparation and/or adoption by an authority at a national, regional or local level which are prepared for an authority for adoption, through a legislative procedure by Parliament or Government'*  
and  
*'required by legislative, regulatory or administrative provisions'*

SEAs should be carried out for plans and programmes which are likely to have significant environmental effects; Article 3(2a) of the directive states:

*'an environmental assessment shall be carried out for all plans and programmes, (a) which are prepared for agriculture, forestry, fisheries, energy, industry, transport, waste management, water management, telecommunications, tourism, town and country planning or land use and which set the framework for future development consent of projects listed in Annexes I and II to Directive 85/337/EEC, or which, in view of the likely effect on sites, have been determined to require an assessment pursuant to Article 6 or 7 of Directive 92/43/EEC'*

As stated in Annex 1F of the directive, the aim of the SEA is to identify potentially significant environmental effects created as a result of the implementation of the plan or programme on issues such as:

*'biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage including architectural and archaeological heritage, landscape and the interrelationship between the above factors'*

#### 3.1 Methodology

This Scoping Report incorporates the requirements of the Strategic Environmental Assessment into the Sustainability Appraisal process and has been developed in accordance with the following:

- The European Directive 2001/42/EC, (EC, 2001)
- A Practical Guide to the Strategic Environmental Assessment Directive, (ODPM, 2005)

Given the criteria outlined above, it has been determined that a SEA is required for Devon and Torbay's new LTP. The stages of producing the SEA are shown in the table below and are matched to the main stages of the LTP development.

A summary of the main opportunities to reduce negative and improve positive effects predicted to be generated by the LTP4 will be presented in the SEA Report. Where practicable, mitigation measures, and opportunities for enhancement / improvement, will be taken up during the implementation phase of the LTP4. In order to ensure the 'passing down' of mitigation and that specific issues are taken into account at lower levels of assessment, key mitigation recommendations will be recorded within the final version of the LTP4 (following completion of the consultation), the accompanying post adoption statement and, where, relevant the supporting action plan covering the next 5-10 years

The SEA assessment will broadly assess the potential cumulative effects of the LTP4. This is likely to consider potential significant environmental effects generated by:

- 'intra-plan' effects and the interaction of key elements within the emerging plan and
- 'inter-plan' effects and the potential interactions with other relevant plans, policies or programmes.

The SEA Regulations require 'reasonable alternatives' to be assessed. To comply with the SEA Regulations the LTPA 4 and SEA will consider alternative options in and consider their likely impact on the environment. There will be range of ideas generated during the development of the LTP4. These will be assessed and taken into account in the decision-making process and against the framework and with the results of the assessment described in the SEA Environmental Report.

*Table 1: LTP Development Process alongside SA / SEA Stages*

Local Transport Plan Stage		Sustainability Appraisal/ Strategic Environmental Assessment Stage	
1	Pre-production	A	Setting the context and objectives, establishing the baseline and deciding on the scope
		A1	Identify other relevant policies, plans and programmes, and sustainability objectives
		A2	Collect baseline information
		A3	Identify sustainability issues and problems
		A4	Develop the SA framework
		A5	Consult on the scope of the SA
2	Production	B	Developing and refining options and assessing effects
		B1	Test the LTP objectives against the SA framework
		B2	Develop the LTP options
		B3	Predict the effects of the LTP
		B4	Evaluate the effects of the LTP
		B5	Consider mitigation measures and ways to maximise beneficial effects
		B6	Propose measures to monitor the significant effects of implementing the LTP
		C	Preparing the Sustainability Appraisal Report
		C1	Prepare the SA report
		D	Consulting on the preferred options of the LTP and SA report
		D1	Public participation on the preferred options of the LTP and the SA Report
		D2(i)	Appraise significant changes
3	Adoption and Monitoring	D2(ii)	Appraise significant changes resulting from representations
		D3	Make decisions and provide information
		E	Monitoring the significant effects of implementing the LTP
		E1	Finalise aims and methods for monitoring
		E2	Respond to adverse effects

**This report captures Stage A of the SA/SEA process, and thus the following sections will cover Stages A1, A2, A3 and A4 in preparation for commencing Stage A5.**



## 4 Stage A1: Other Relevant Policies, Plans and Programmes

4.1 The SEA Directive requires the provision of:

*'an outline of the contents, main objectives of the plan or programme and relationship with other relevant plans and programme' (Annex 1(a))*

Devon County Council must therefore consider the relationship between the LTP and other relevant policies, plans, programmes and sustainability objectives, as well as taking into account environmental protection objectives established at international, European Community and national levels. All of these may influence the content considered in the preparation of the LTP, and thus it is important to review them to identify inconsistencies, constraints, and synergies.

### 4.2 Methodology

The SA process requires these relationships to be reviewed on an ongoing basis as the LTP is prepared, and also while future supporting strategies are prepared.

This Scoping Report assumes that higher and lower level plans are in conformity with each other and therefore only the most appropriate level plan need be referred to. International level plans will have been reviewed and taken into account for the production of National level plans for example.

There are common themes covered by more than one National policy document. Therefore, the SA process does not seek to mention every case where an issue is raised, rather to highlight the major issues of relevance for the LTP and in particular where these will not be dealt with by other plans, programmes or strategies.

### 4.3 Policies, Plans and Priorities

4.4 The following tables (Tables 2 – 6) detail the policies, plans and programmes that have been identified as being relevant to the development of the LTP along with clarifying the relevance to the LTP.

*Table 2: International Level Policies, Plans and Programmes*

<b>Title</b>	<b>Author</b>	<b>Date</b>	<b>Relevance</b>
<b>Declarations/Strategies</b>			
Sustainable Development Goals 2030 Agenda (New York)	United Nations	2015	Refers to sustainable transport.
Paris Agreement and UN Convention on Climate Change	United Nations	2015	Refers to sustainable transport.
The Johannesburg Declaration of Sustainability Development European Community	United Nations	2002	Refers to sustainable transport.
EU Biodiversity Strategy to 2020	European Community	2011	Refers to sustainable transport.
Bern Convention on the Conservation of European Wildlife and Natural Habitats	European Community	1979	Refers to sustainable transport.
Ramsar Convention on Wetlands of International importance, especially waterfowl habitats	Ramsar Convention	1971	Refers to sustainable transport.
Bonn Convention on the Conservation of Migratory Species of Wild Animals	United Nations	1979	Refers to sustainable transport.
The European Convention on the Protection of Archaeological Heritage (Valetta Convention)	European Community	1992	Refers to sustainable transport.
The Convention for the Protection of the Architectural Heritage of Europe (Granada Convention)	European Community	1985	Refers to sustainable transport.
The World Heritage Convention	UNESCO	1972	Recognises the need to preserve cultural heritage.
European Landscape Convention	Council of Europe	2000	Promotes the protection, planning and management of landscapes.
<b>EU/EC Directives</b>			
EC Hazardous Waste Directive (Directive 91/689/EEC) (as amended)	European Commission	1991	Refers to sustainable transport.
EC Waste Electrical and Electronic Equipment (WEEE) Directive (Directive 2002/96/EC) (as amended)	European Commission	2002	Refers to sustainable transport.
EC End of Life Vehicles Directive (Directive 2000/53/EC) (as amended)	European Commission	2000	Refers to sustainable transport.
EC Restriction of Hazardous Substances (ROHS) Directive (Directive 2002/95/EC) (as amended)	European Commission	2002	Refers to sustainable transport.

EC Packaging and Packaging Waste Directive (Directive 94/62 EC) (as amended)	European Commission	1994	Refers to sustainable transport.
EC Directive on Incineration of Waste (Directive 2000/76/EC) (as amended)	European Commission	2000	Refers to sustainable transport.
EC Integrated Pollution and Prevention and Control (IPCC) Directive (2008/1/EC) (as amended)	European Commission	2008	Refers to sustainable transport.
EC Directive on Waste to Landfill (Directive 99/31/EC) (as amended)	European Commission	1999	Refers to sustainable transport.
EC Directive on Conservation of Wild Birds (Directive 79/409/EEC) (as amended)	European Commission	1979	Refers to sustainable transport.
EC Animal By-Products Regulations (EC 1774/2002) (as amended)	European Commission	2002	Refers to sustainable transport.
Conservation of Natural Habitats and Wild Fauna and Flora (Directive 92/43/EC) (The Habitats Directive) (as amended)	European Commission	1994	Refers to sustainable transport.
EC Water Framework Directive (Directive 2000/60/EC) (as amended)	European Commission	2000	Refers to sustainable transport.
Urban Waste Water Treatment Directive (as amended)	European Commission	1991	Refers to sustainable transport.
Air Quality Framework Directive (Directive 96/62/EC) (as amended)	European Commission	1996	Refers to sustainable transport.
Kyoto Protocol and the UN Framework Convention on Climate Change	United Nations	1999/1997	Refers to sustainable transport.
Directive to promote Electricity from Renewable Energy (Directive 2001/77/EC)	European Commission	2001	Refers to sustainable transport.
Directive concerning the protection of waters against pollution caused by nitrates from agricultural sources (Nitrates Directive) (as amended)	European Commission	1991	Refers to sustainable transport.
The Convention on Biological Diversity, Rio de Janeiro	United Nations	1992	Refers to sustainable transport.
Directive on Ambient Air Quality and Management	European Commission	1966	Refers to sustainable transport.
European Spatial Development Perspective, Towards Balanced and Spatial Development of the Territory of the European Union	European Commission	1999	Refers to sustainable transport.
Waste Framework Directive (Directive 2008/98/EC) (as amended)	European Commission	2008	Refers to sustainable transport.

Environment 2010: Our Future, Our Choice, EU Sixth Environment Action Programme, 2001-2010	European Commission	2001	Refers to sustainable transport.
Groundwater Directive (80/68/EEC) (as amended)	European Commission	1991	Refers to sustainable transport.
Mining Waste Directive (2006/21/EC) (as amended)	European Commission	2006	Refers to sustainable transport.
Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment	European Commission	2001	Refers to sustainable transport.

*Table 3: National level policies, plans and programmes.*

<b>Title</b>	<b>Author</b>	<b>Date</b>	<b>Relevance</b>
<b>Legislation</b>			
Town and Country Planning Act (as amended)	UK Government	1990	To ensure new transport infrastructure is built in accordance to planning regulations.
Environment Act (as amended)	UK Government	1995	To ensure new transport infrastructure is constructed accordance to strict sustainability guidelines.
Wildlife and Countryside Act (as amended)	UK Government	1981	To ensure new transport infrastructure does not negatively impact birds and other wildlife.
Countryside and Rights of Way Act 2000 (CRoW) (as amended)	UK Government	2000	To ensure new transport infrastructure does not impede on public rights of way.
The Water Act (as amended) HMSO 2003 Context Hazardous Waste Regulations (England and Wales) (as amended)	UK Government	2005	To ensure new transport infrastructure does not result in pollution entering waterways.
The Environmental Protection (Duty of Care) Regulations (as amended)	UK Government	1991	To ensure new transport infrastructure does not emit excessive emissions into the environment.
Air Quality Standards Regulations (as amended)	UK Government	2010	To ensure new transport infrastructure does not result in air quality breaching set values of contaminants.
The Habitats Regulations (as amended)	UK Government	1994	To ensure new transport infrastructure does not overly disrupt existing habitats.
Transport Act	UK Government	2000	Laws and regulations governing transportation.
The Climate Change Act	UK Government	2008	Policy to ensure UK meets net carbon emission limits.
The Environmental Assessment of Plans and Programmes Regulations 2004 (Statutory Instrument 2004 No.1633) (as amended)	UK Government	2004	To conduct thorough environmental assessments for all new transport projects.

The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended)	UK Government	2012	Regulations protecting development of land for transport use.
Ancient Monuments and Archaeological Areas Act 1979 (as amended)	UK Government	1979	Protection and conservation of archaeological areas from change or excessive disruption from new transport projects.
Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended)	UK Government	1990	Protection and conservation of listed buildings from change or excessive disruption from new transport projects.
<b>Policies</b>			
EN-1: Overarching National Policy Statement for Energy	DECC	July 2011	Outlines national development plan for energy infrastructure.
EN-2 - National Policy Statement for Fossil Fuel Electricity Generating Infrastructure	DECC	July 2011	Outlines national development plan for use of fossil fuels to generate electricity and measures to reduce environmental impacts.
EN-3: National Policy Statement for Renewable Energy Infrastructure	DECC	July 2011	Outlines national development plan for research, construction and maintenance of renewable energy infrastructure.
EN-4: National Policy Statement for Gas Supply Infrastructure and Gas and Oil Pipelines	DECC	July 2011	Outlines national development plan to combat environmental impacts caused by gas use and infrastructure.
EN-5: National Policy Statement for Electricity Networks Infrastructure	DECC	July 2011	Outlines national development plan to ensure maintenance and growth of UK's electricity infrastructure.
EN-6: National Policy Statement for Nuclear Power Generation – Annexes	DECC	July 2011	Outline national development plan for increase investment into nuclear energy systems.
National Policy Statement for Waste Water June	Defra	March 2012	Strict legislative measures to protect waterways and oceans from waste produced from transport use.
National Policy Statement for Hazardous Waste	Defra	2013	Strict legislative measures to protect

			environment and human health from waste produced from transport use.
<b>Planning Policy</b>			
National Planning Policy Framework	HCLG	2021	Purpose of the planning system is to contribute to the achievement of sustainable development.
Planning Practice Guidance – Transport evidence bases in plan making and decision making	DCLG	March 2015	Policy looks to identify opportunities for sustainable transport use and areas for development.
Planning Practice Guidance – Travel plans, transport assessments and statements	DCLG	March 2014	Long-term management strategies for integrating sustainable travel planning processes.
<b>Strategies, Action Plans and Guidance</b>			
Agenda 2030 - the UK Government's approach to delivering the Global Goals for Sustainable Development - at home and around the world	HM Government	2017	17 Global Goals to promote and work to achieve to ensure developments are constructed sustainably.
The Road to Zero (Next steps towards cleaner road transport and delivering our Industrial Strategy)	HM Government	2018	Promote uptake in low-carbon transport methods through increased supply of low-carbon vehicles and fuels.
Clean Air Zone Framework (principles for local authorities)	Defra	2017	Policy to reduce air pollution within urban and rural areas.
Bus Back Better: national bus strategy for England	DfT	2021	Dissuade use of personal motor vehicles and promote the use of improved bus services following the pandemic.
The Second Cycling and Walking Investment Strategy	DfT	2022	Investment in cycling and other active transport methods to promote carbon zero travel.
Gear Change: A bold vision for walking and cycling	DfT	2022	Guidance details how walking and cycling should be prioritised in new infrastructure development.

Towards a One Nation Economy: A 10 point plan for improving rural productivity	DefraA	2018	In relation to transport, plan suggests continued rural road investment to dissuade private car use.
A Green Future: Our 25 year plan to improve the environment	DCLG	2005	Strategy describes the means to improve wider environment through a reduction in carbon emissions.
Securing the Future – Delivering UK Sustainable Development Strategy	HM Government	2005	Action plan to deliver a sustainable future through education and more efficient use of resources.
Implementing the Sustainable Development Goals	HM Government	2021	Strategy to ensure the delivery of the UNSDG's to promote sustainability.
Climate Change: The UK Programme	Defra	2006	Guidance explains the importance of climate change, and it's possible negative implications.
Air Quality Strategy: Working Together for Clean Air	DETR	2000 (updated 2007)	Action plan to advance research and investment into technologies that improve air quality and reduce transport emissions.
Strategic Environmental assessment and Biodiversity: Guidance for Practitioners	CCC, EN,EA and RSPB	2004	Guidance for evaluating and mitigating environmental impacts of new policies and infrastructure developments.
UK Biodiversity Action Plan	UK Biodiversity Partnership and UK Government	1994	Strategy and programmes that identify and examine threats to biodiversity.
The 'UK Post-2010 Biodiversity Framework' (July 2012)	JNCC and Defra	2012	The UK's approach to achieve the Aichi Targets.
Government forestry policy statement	Defra	2013	Pledge to protect, improve and expand forests in conjunction with increased investment into new transport infrastructure.



The Carbon Plan: Delivering our low carbon future	HM Government	2011	Action plan details how decarbonisation of transport can be achieved.
Safe Guarding our soils: A strategy for England 2030	Defra	2011	Document sets out vision to prevent future degradation of soils and understanding how transportation infrastructure effect soil health.
The Natural Choice: Securing the Value of Nature	Defra	2011	Promote an ambitious integrated approach to environmental conservation, aiming to achieve net gains in biodiversity.
Biodiversity 2020 – A Strategy for England’s Wildlife and Ecosystem Services	Defra	2011	Install a strategic approach to planning to ensure natural environments are protected from excessive development.
National Flood and Coastal Erosion Risk Management Strategy for England	Environment Agency	2020	Flooding from rivers and the sea can impact transport and utilities infrastructure (pg 36).

*Table 4: Regional level policies, plans and programmes.*

<b>Title</b>	<b>Author</b>	<b>Date</b>	<b>Relevance</b>
Peninsula Transport Vision	Peninsula Transport STB	2021	This document set out the vision for transport in the South West peninsula.
Peninsula Transport Rural Mobility Strategy	Peninsula Transport STB	2022	Details action plan to deliver sustainable transport to rural communities.
Peninsula Transport Freight for the South West	Peninsula Transport STB	2022	Addresses plans for delivering efficient and sustainable freight transport.
Peninsula Transport Carbon Transition Strategy	Peninsula Transport STB	2023	Policies to implement that reduce carbon-intensive processes within transport.
Heart of the South West Local Industrial Strategy	Heart of the South West Local Enterprise Partnership		Harness the economic potential of the region to invest in new and emerging technologies to reduce carbon production.
Devon, Cornwall and the Isles of Scilly Climate Adaptation Strategy	Devon, Cornwall and Isles of Scilly Climate Impacts Group	2023	Details climate risks posed to the region and potential action plans.

*Table 5: County and local level policies, plans and programmes.*

<b>Title</b>	<b>Author</b>	<b>Date</b>	<b>Relevance</b>
Devon Strategic Plan	Devon County Council	2021	Continue recovery from pandemic and implement sustainability measures to combat climate emergency.
Devon Carbon Plan	Devon County Council	2022	Details measures for the construction of infrastructure, including transport infrastructure, to reach net-zero carbon emissions by 2050.
Local Nature Recovery Strategy	Devon County Council	2023	Protect and enhance local land and marine life in conjunction with area investment.
The Devon Biodiversity Action Plan	Devon County Council	2005	Actions to protect priority habitats and species.
Joint Health and Wellbeing Strategy	Devon County Council	2020	Coordinate local health care providers with new developments to ensure integration.
Joint Declaration for Equality	Devon County Council	2012	Direct
Climate Change Strategy	Devon County Council	2018	To deliver projects in accordance with carbon emission targets.
Devon County Council Environmental Policy	Devon County Council	2022	Responsibility of DCC to meet carbon, water and recycling targets.
Devon Bus Service Improvement Plan	Devon County Council	2021	Follow up with decarbonisation of Devon bus network.
Torbay Bus Service Improvement Plan	Torbay Council	2021	Aims to encourage use of public transport, particularly buses and sets out how services could be improved.
Exeter Transport Strategy	Devon County Council	2020	Provide improved access and smarter travel as projects are developed.
Exeter Local Cycling and Walking Infrastructure Plan	Devon County Council	2023	Sets out infrastructure measures required to

			help achieve Active Travel Targets.
Heart of Teignbridge Local Cycling and Walking Infrastructure Plan	Devon County Council	2023	Sets out infrastructure measures required to help achieve Active Travel Targets.
Barnstaple, Bideford and Northam Local Cycling and Walking Infrastructure Plan	Devon County Council	2023	Sets out infrastructure measures required to help achieve Active Travel Targets.
Torbay Local Cycling and Walking Infrastructure Plan (LCWIP)	Torbay Council	2021	Sets out infrastructure measures required to help achieve Active Travel Targets.
Devon Electric Vehicle Charging Strategy	Devon County Council	2022	Enable further adoption of zero-emission vehicles, reducing carbon production.
Devon Transport Infrastructure Plan	Devon County Council	2020	Details planned investment into transport infrastructure as part of LTP 3S.
Devon and Torbay Local Transport Plan 3 2011-2026	Devon County Council	2011	Details delivery of planned transport system in Devon and Torbay.
Economic Growth Strategy	Torbay Council	2022	Aims to achieve economic growth in a sustainable way.
Environment and Carbon Neutral Policy	Torbay Council		Sets out target to become a net zero council by 2030, applicable to all development within Torbay.

*Table 6: Unitary/neighbouring policies, plans and programmes.*

<b>Title</b>	<b>Author</b>	<b>Date</b>	<b>Relevance</b>
Cornwall Local Transport Plan	Cornwall Council	2021	Details delivery of planned transport systems in Cornwall, which shares a border with Devon.
Plymouth City Council Local Transport Plan	Plymouth City Council	2019	Details delivery of planned transport systems in Plymouth, a unitary council which borders Devon.
Somerset Future Transport Plan	Somerset Council	2011	Details delivery of planned transport systems in Somerset which borders Devon.
Dorset Local Transport Plan	Dorset Council	2011	Details delivery of planned transport systems in Dorset. Dorset is within the Peninsula area.
Western Gateway Strategic Transport Plan 2020-2025	Western Gateway SNTB	2020	Details delivery of planned transport systems across the Western Gateway, the next sub-national transport adjacent to Peninsula.
Torbay Local Plan	Torbay Council	2015	Sets out plans for development within the Torbay Council area, adjacent to Devon.
Plymouth & South West Devon Joint Local Plan 2014 - 2034	West Devon Borough Council, South Hams District Council and Plymouth City Council	2019	Sets out plans for development in Plymouth and South West Devon, within Devon County.
East Devon Local Plan 2013 to 2031	East Devon District Council	2016	Sets out plans for development in East Devon, within Devon County.
Mid Devon Local Plan Review 2013 - 2033	Mid Devon District Council	2020	Sets out plans for development in Mid Devon, within Devon County.
North Devon and Torrridge Local Plan 2011 – 2031	Torrridge District Council and North Devon Council	2018	Sets out plans for development in North Devon and Torrridge, within Devon County.
Teignbridge Local Plan 2033	Teignbridge District Council	2014	Sets out plans for development in

			Teignbridge, within Devon County.
Exmoor National Park Partnership Plan 2018-2023	Exmoor National Park	2018	Sets out the vision for the future of the National Park.
Exmoor National Park Local Plan 2011 - 2031	Exmoor National Park	2017	Sets out plans for development within the National Park.
Dartmoor Partnership Plan 2021 - 26	Dartmoor National Park	2022	Sets out the vision for the future of the National Park.
Dartmoor Local Plan 2018-2036	Dartmoor National Park	2021	Sets out plans for development within the National Park.
AONB Management Plan 2019 - 2024	North Devon Coast AONB	2019	Sets out an approach for conserving and enhancing the AONB.
Tamar Valley Area of Outstanding Natural Beauty Management Plan 2019 – 2024	Tamar Valley AONB	2019	Sets out an approach for conserving and enhancing the AONB.
South Devon Area of Outstanding Natural Beauty Management Plan 2019 – 2024	South Devon AONB	2019	Sets out an approach for conserving and enhancing the AONB.
East Devon AONB Partnership Plan	East Devon AONB Partnership	2022	Sets out an approach for conserving and enhancing the AONB.
Blackdown Hills Area of Outstanding Natural Beauty Management Plan 2019 – 2024	Blackdown Hills AONB	2019	Sets out an approach for conserving and enhancing the AONB.

## 5 Stage A2: Baseline Information

5.1 The SEA directive requires the provision of information on:

*“relevant aspects of the current state of the environment and the likely evolution therefore without implementation of the plan or programme” (Annex 1(b))  
and  
“the environmental characteristics of areas likely to be significantly affected;” (Annex 1(c))*

This demands the collation of baseline data about the existing environmental and sustainability situation across the county. Such information provides the basis for assessing the potential impact of the LTP’s policies, objectives and options, and will consequently aid development of appropriate mitigation measures, together with future monitoring data.

### 5.2 Methodology

The baseline information profile below considers the latest data, with comparisons made against national and regional data, likely future trends and their impact on the LTP.

This SR is based on information that was available at the time of publication and is presented as a consultation draft. This means that as data sources are updated, and as additional information comes to light as a result of the consultation procedure, the baseline information profile will be updated.

### 5.3 Devon’s Baseline Information

Devon is the fourth largest county in the UK, and Devon County Council is the largest local authority areas in the South West of England. It is a multi-tier authority and comprises of 8 districts; East Devon, Exeter, Mid Devon, North Devon, South Hams, Torridge, Teignbridge, and West Devon. LTP 4 will be the transport strategy for the latter districts.

Plymouth is within the ceremonial county of Devon but as an independent unitary authority, it is separate from the Devon County Council administration, and therefore not addressed in LTP 4.

In 2021, Devon had an estimated population of 814,400; a 9% increase from 2011. Devon’s population is split between rural and urban areas. In 2021, 48% of the population were living in urban areas, and 52% were living in rural areas.

Geographically, Devon is a largely rural county. It has 5 Areas of Outstanding Natural Beauty (AONB) and 2 National Parks, with over 34,000 people living within Dartmoor alone. AONBs and National Parks are Protected Landscapes. They have natural features of exceptional beauty and are therefore given a protected status and the local authority must make sure that all decisions have regard for the purpose of conserving and enhancing their natural beauty as well as protecting their special environmental, ecological and historical features. Much of the coastline is also designated as a heritage asset, notably through the North Devon, East Devon, and South Devon AONB's.

Devon is also widely celebrated for its numerous historic settlements, ancient buildings, and archaeological sites, which the DCC Historic Environment Team promote the protection, appropriate enhancement, and enjoyment of.

Outside of its main urban hub – Exeter – the rural nature of Devon is associated with high car use, dependency, and ownership.

Devon has one of the most expansive road networks in the country, with over 8000 miles of road under the highway authority of DCC (Department for Transport, 2022<sup>1</sup>). The county has a number of roads which are part of the Strategic Road Network, managed by National Highways; these are the M5, the A38, the A30 and the A35. The major roads, and strategic road network are shown in Figure 1, below. These are important roads for connecting Devon and its key towns to the rest of the South West and the wider country, and form an east-west spine through the county.

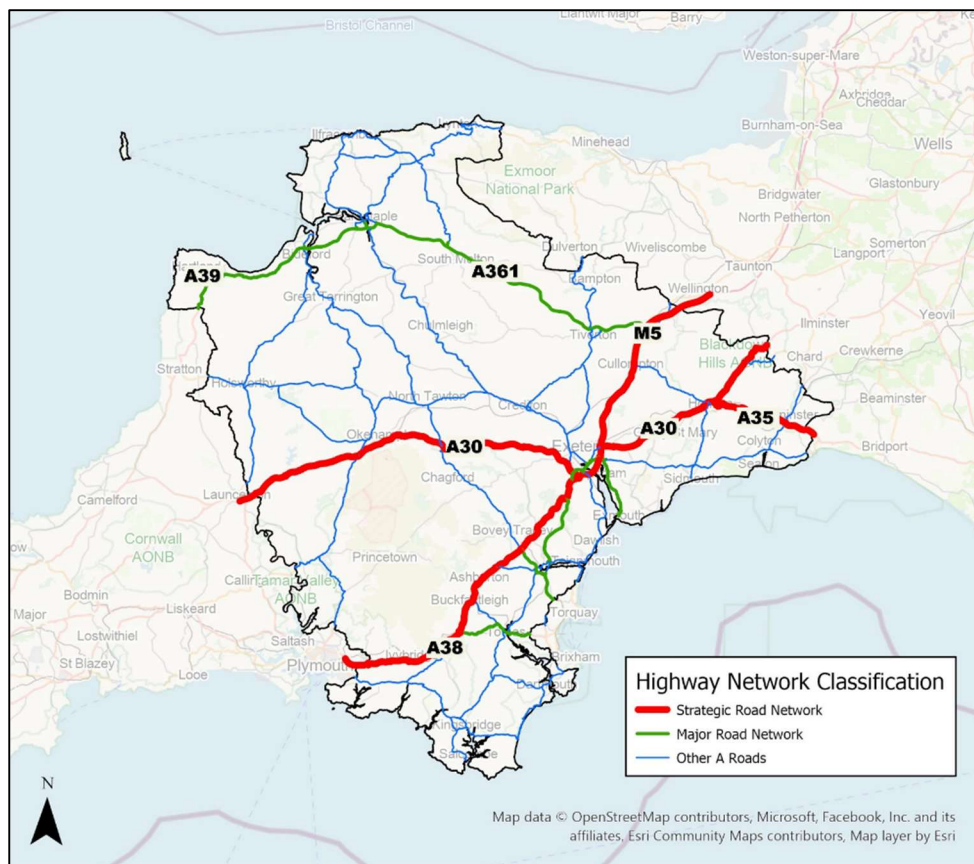


Figure 1: Devon's strategic road network

<sup>1</sup> [Road length statistics \(RDL\) - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/road-length-statistics)



Devon has a number of strategic rail connections, with routes which connect the country's urban hubs with destinations including London Paddington, London Waterloo, Birmingham, Bristol and Plymouth. The county has 41 stations, with varying levels of demand; in 2021/22 over 11,801,000 passengers use rail stations in Devon, with the busiest station being Exeter Central, closely followed by Exeter St David's, combined accounting for 38% of all passenger entries/exits in the county (Office of Road and Rail, 2022<sup>2</sup>)

Devon has a bus network which spread across the county and is split between services supported by DCC, commercially operated services and Park & Ride services. In 2018/19 23.7 million customers used the bus network, with the majority of patronage seen on commercially operated services (Devon County Council BSIP, 2022<sup>3</sup>)

Devon County Council is responsible for over 3,100 miles (5,000 km) of public rights of way (PROW), which consists of footpaths, bridleways and byways. North Devon has the most amount of PROW with 900km, whilst Exeter has the least (40 km). The network provides sustainable options for travelling to school, to work and to local services. It also contributes to people being able to lead a healthy lifestyle via the provision of areas for non-motorised users. This is also aided by the 560 miles (900 km) of cycle networks in the county, which is comprised of 213 miles (344 km) of traffic free network and 347 miles (560 km) of on-road cycle routes. Provision for walking and cycling is being increased through the development of Local Cycling and Walking Infrastructure Plans (LCWIPs) – draft versions of Devon's LCWIPs can be viewed on the Transport and Roads Have Your Say Page<sup>4</sup>.

#### 5.4 Torbay's Baseline Information

Torbay is a unitary authority within England, comprised of 16 wards, that provides services for the urban areas of Brixham, Paignton and Torquay and their surroundings.

Torbay is within the ceremonial county of Devon but as an independent unitary authority, it is separate from the Devon County Council administration. However, unlike Plymouth, will be addressed in LTP 4.

In 2021, Torbay had an estimated population of 139,324; a 6% increase from 2011. Torbay's population is split between rural and urban areas, with around 45% of its land area being rural, and 55% urban.

Geographically, Torbay is predominantly urban, though almost half of its area is rural. It is home to one Area of Outstanding Natural Beauty (AONB), the South Devon AONB, which also sits within the Devon County Council area. Approximately 700 Ha of land around Brixham and south of Paignton are within the South Devon AONB area, largely comprising rural coastline.

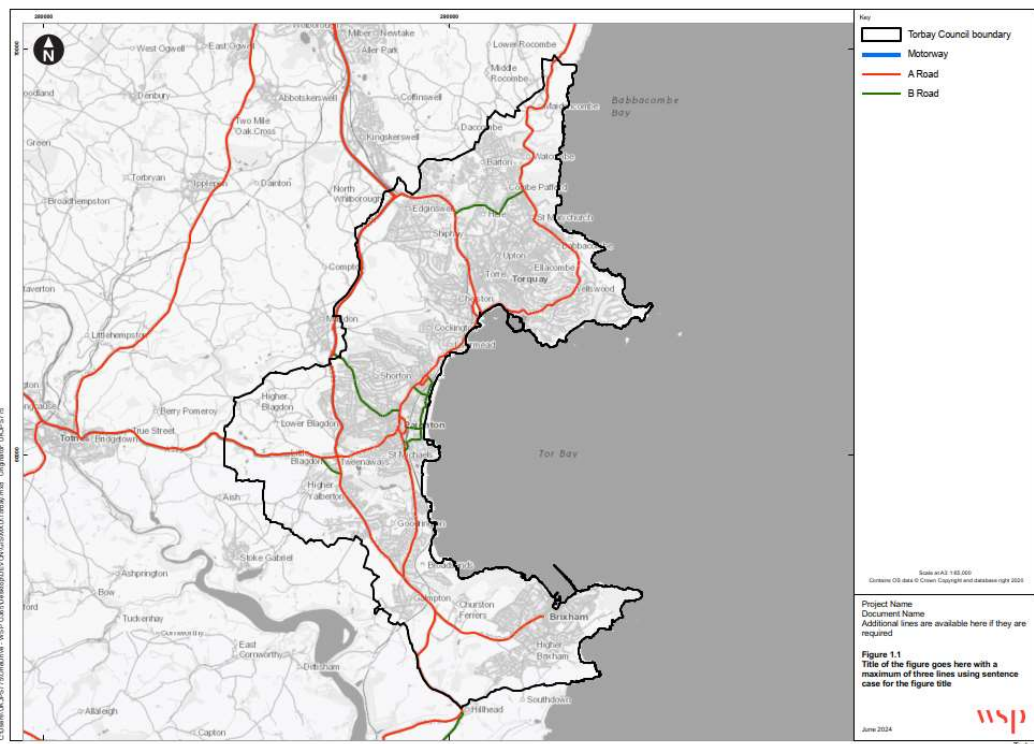
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<sup>2</sup> [Estimates of station usage | ORR Data Portal](#)

<sup>3</sup> [Transport websites - Devon County Council BSIP2 - November 2022.pdf - All Documents \(sharepoint.com\)](#)

<sup>4</sup> [Transport and roads Archives - Have Your Say \(devon.gov.uk\)](#)

Torbay has numerous heritage assets, including prehistoric, medieval, 18<sup>th</sup>, and 19<sup>th</sup> century assets. Torbay has 884 entries on the National Heritage List for England. This includes 6 Grade I and 29 Grade II\* Listed Buildings, and 13 Scheduled Monuments. All three town centres in Torbay contain heritage assets. Torbay has a limited road network, with only around 362 miles (579km) of road under the highway authority of Torbay Council (Department for Transport, 2022<sup>5</sup>). The county does not contain any roads that are part of the Strategic Road Network. The major roads, within Torbay are shown in Figure 2, below. There are a number of A roads connecting Torbay and its key towns to the rest of the South West and the wider country, in the north, south and west.



Torbay has is connected to the wider region and country by the Riviera Line, which has regular services linking Torbay with Exeter, via Newton Abbot, Teignmouth and Dawlish. From Exeter, rail connections to the rest of the country are available.

Torbay county has three stations, Paignton, Torquay, and Torre. These have varying levels of demand; in 2022/23 over 1,423,000 passengers used rail stations in Torbay, with the busiest station being Paignton, accounting for 45% of all entries and exits. This was followed by Torquay at 32%, and then Torre at 23% (Office of Road and Rail, 2023<sup>6</sup>).

Torbay has an established bus network covering its town, villages, and surrounding areas with three commercial operators; Stagecoach, Torbay Buses, and Country Bus. Stagecoach is the dominant operator, with approximately 96% of the market share in Torbay, followed by Torbay Buses with 3% and Country Bus 1%.

In 2019/20 7.3 million passenger journeys were made using the bus network within Torbay, covering 4.3 million km. with the majority of patronage seen on commercially operated services (Torbay Council BSIP, 2021<sup>7</sup>)

There are extensive opportunities for walking within Torbay. The South West Coast Path runs along Torbay's entire coastline, pproximately 29km north to south. Other existing walking and cycling opportunities include the Beaches Trail (14km), Zoo Trail (3km), Hospital Trail (4.5km), and Torquay Town Tail (5.5km). Provision for walking and cycling is being increased through the development of Local Cycling and Walking Infrastructure Plans (LCWIPs) – the latest version of Torbay's LCWIP can be viewed online<sup>8</sup>.

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<sup>5</sup> [Road length statistics \(RDL\) - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/road-length-statistics-rdl)

<sup>6</sup> [Estimates of station usage | ORR Data Portal](#)

<sup>7</sup> [torbay-bus-service-improvement-plan-october-2021.pdf](#)

<sup>8</sup> [torbay-local-cycling-and-walking-infrastructure-plan-adopted.pdf](#)

## 6 Stage A3: Identify Sustainability Issues and Problems

### 6.1 The SEA directive requires provision of information on:

*“any existing problems which are relevant to the plan or programme including, in particular, those relating to any areas of a particular environmental importance such as areas designated pursuant to Directives 79/409/EEC\* and 92/43/ECC.” (Annex 1(d))*

*“the likely significant effects on the environment, including on issues such as biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage including architectural and archaeological heritage, landscape and the interrelationship between the above factors”. (Annex 1(f))*

### 6.2 Methodology

Key sustainability issues and problems have been identified below, through the assessment of baseline information and review of the relevant plans and programmes. This identification process has provided the opportunity to define the key issues of the LTP and to improve the objectives and content of the plan.

### 6.3 Environmental

#### Climatic Factors

- 6.3.1.1 The UK is likely to see more extreme weather events, including hotter and drier summers, flooding and rising sea-levels. In Devon, the average summer temperature could increase by over 5°C and relative sea level could rise by more than 43cm by the end of the 21<sup>st</sup> century (Devon Carbon Plan, 2022). Climate change needs to be considered in terms of how the impact will be mitigated and how infrastructure will be adapted to reduce the impacts.
- 6.3.1.2 Transport produced 27% of the UK's total emissions in 2019 – of this, the majority (91%) came from road traffic (Devon Carbon Plan, 2022<sup>9</sup>). The biggest contributors to this were cars and taxis, which made up to 61% of emissions from road transport, followed by heavy goods vehicles (18%) and vans (17%). Bearing this in mind, the LTP has a major role to play in helping to develop attractive low carbon transport options to encourage residents of Devon and Torbay, as well as businesses, to make sustainable travel choices.
- 6.3.1.3 The impacts of climate changes may also be felt on local transport networks. Increased incidences of flooding - due to sea level rise, intense rainfall and land erosion - may cause damage to roads and rail networks, as has historically been seen along the Dawlish Line. Increasing temperature of summer heatwaves may cause damage the surfacing of local roads (as they are typically built to a lesser standard than more strategic routes) and buckling of railway lines, resulting in disruption to services.

<sup>9</sup> [Devon Carbon Plan – Quick Reads – Devon Climate Emergency](#)

- 6.3.1.4 As transport corridors are typically linear, ensuring the connectivity of ecosystems is both an issue and an opportunity for the LTP4. There is scope to focus on redevelopment of existing infrastructure rather than build new, to focus development away from areas of high biodiversity and ecosystem service provision.
- 6.3.1.5 Carbon emissions from road transport are likely to be significantly impacted by the adoption of the net zero target by 2050. As the UK looks to move towards this, the government's Road to Zero transport strategy (HM Government, July 2018) includes the ambition that by 2050 almost every car and van will be zero emission. The Committee on Climate Change (CCC)'s Net Zero Technical Report (May 2019) notes that in order to achieve the net zero target, sales of non-zero emission cars, vans and motorcycles are likely to need to end by 2035. The government's Clear Air Strategy (2019) further examines how air pollution by pollutants other than greenhouse gases, such as nitrogen oxides and particulate matter, can be reduced.
- 6.3.1.6 Transport is identified as a key theme in helping to meet the 2050 Net Zero target. Road traffic is widely recognised as a major source of carbon emissions and other pollutants. This is to be achieved by reducing reliance on private cars, increasing active travel, developing and maintaining resilient highway infrastructure and understanding the potential of ultra-low emission vehicles.
- 6.3.1.7 The Devon Carbon Plan states that 7% of energy used in Devon comes from renewable energy generated within the area, with a goal for this to reach 80% by 2030 and 100% by 2050. In Torbay, there is little renewable infrastructure with only 1.6% of its energy coming from renewables in 2020, according to the Net Zero Torbay report. As part of this, LTP4 will include policies and strategies to promote the use of zero emission vehicles, including developing appropriate charging infrastructure. These will complement other policies and objectives to encourage and increase sustainable and active travel.

#### Biodiversity and Geodiversity

- 6.3.1.8 Devon has 15 Marine Conservation Zones (MCZs), 2 Special Protected Areas (SPAs), 7 Special Areas of Conservation (SACs), 294 Sites of Special Scientific Interest (SSSI) and approximately 2,200 County Wildlife sites (Devon Local Nature Partnership, 2023<sup>10</sup>).
- 6.3.1.9 Of these, Torbay includes one MCZ, one SAC, 12 SSSI's, and over 80 County Wildlife sites (Torbay Local Plan<sup>11</sup>). Habitats such as these are at risk of being lost, damaged, or fragmented by developing, including transport infrastructure.
- 6.3.1.10 Species, including Species of Principal Importance and protected species, may also be affected by construction and operation of new infrastructure, both directly and indirectly.

<sup>10</sup> [Marine conservation and protected areas - Devon Local Nature Partnership \(devonlnp.org.uk\)](https://devonlnp.org.uk)

<sup>11</sup> [2012to2030torbaylocalplanweb18may16.pdf](#)

- 6.3.1.11 The LTP4 presents opportunities to be strategic in the enhancement of biodiversity at the landscape scale across the corridors (and, once the interventions are defined, also in relation to any necessary offsets beyond the boundary of specific developments). Existing Biodiversity Opportunity Areas (Natural England) can be combined with priorities for wider ecosystem service benefits to deliver landscape wide environment gain for biodiversity and people.
- 6.3.1.12 Biodiversity Net Gain (BNG) is the end result of a process applied to development so that overall, there is a positive outcome for biodiversity. The Environment Act 2021 places a mandatory requirement for development and projects to ensure that there is at least a 10% net gain for biodiversity in development. This will ensure that the delivery of infrastructure (including that related to transport) and housing is not at the expense of biodiversity.
- 6.3.1.13 There is a need for transport to play its part in protecting and enhancing biodiversity. As transport corridors are typically linear, ensuring connectivity of species and habitats can be both an issue and an opportunity for the LTP. There is scope to focus on redevelopment of existing infrastructure rather than build new, to focus development away from areas of high biodiversity and ecosystem service provision.

#### Landscape and Townscape

- 6.3.1.14 Devon's population is split between rural and urban areas, with 48% living in urban areas and 52% living in rural areas (2021 Census). Devon has 5 Areas of Outstanding Natural Beauty (AONB), 4 of which include stretches of coastline. One of these, South Devon, is also within Torbay. and 2 National Parks. This means that any transport infrastructure projects or development needs to consider the high priority that needs to be given to conserving the land, specific character and setting in AONB and National Park areas.
- 6.3.1.15 Transport Infrastructure has the potential to adversely affect local character and distinctiveness, such as through the choice of alignments, surfacing, signing and lighting requirements. The LTP can have a role to play in helping design improvements that enhance, or at least do not degrade, seascape, landscape, and townscape settings.
- 6.3.1.16 Green Infrastructure describes the multifunctional network of green spaces, landscapes and natural elements between, and within, towns and villages. This includes elements such as trees, woodlands, forest, fields and parks. By connecting the centres of settlements into the surrounding landscape, green infrastructure can facilitate prosperous, active, healthy and happy communities, which contributes to wider DCC and Torbay Council priorities relating to improving health and wellbeing. The Green Infrastructure network may be reduced or damaged due to new transport infrastructure.

6.3.1.17 LTP4 has a role to play in developing green infrastructure assets, especially green corridors in relation to transport corridors, such as road verges or railway embankments. Highway design and maintenance can also consider green infrastructure in the form of incorporating trees into the highway and townscape and roadside verges. LTP4 policies can also encourage providing good quality, accessible green infrastructure within transport projects to improve health and wellbeing.

## Soils

6.3.1.18 There is a need to protect Devon and Torbay's 'Best and Most Versatile (BMV) Agricultural Land'. Sustainability issues relating to the LTP4 largely relate to future development, including transport infrastructure, may result in the degradation of this land.

6.3.1.19 The LTP can have a role in ensuring, where possible, that improvements are contained within land covered by existing transport networks in order to protect BMV land.

## Cultural Heritage (including architectural and archaeological heritage)

6.3.1.20 In Devon there are 19,178 listed buildings, 1743 scheduled monuments, 2 protected wreck sites, 45 parks and gardens, and 2 world heritage sites (Historic England, 2023<sup>12</sup>).

6.3.1.21 In Torbay there are 864 listed buildings, 13 scheduled monuments, and 6 parks and gardens (Historic England, 2023<sup>13</sup>).

6.3.1.22 The 2017 English Heritage 'Heritage at Risk Register' identifies 79 listed buildings, 3 Parks and Gardens and 322 scheduled monuments at risk in Devon (Heritage at Risk 2017 Register, 2017<sup>14</sup>).

6.3.1.23 The 2017 English Heritage 'Heritage at Risk Register' identifies 6 listed buildings, 3 Parks and Gardens and 3 scheduled monuments at risk in Torbay (Heritage at Risk 2017 Register, 2017<sup>15</sup>).

6.3.1.24 The historical environment is increasingly under threat from development pressures, including transport projects and infrastructure. New development can result in harm to the significance of designated and non-designated heritage assets, through direct physical impacts or impacts on their settings.

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<sup>12</sup> [Search the List: Map Search | Historic England](#)

<sup>13</sup> [Search the List: Map Search | Historic England](#)

<sup>14</sup> [Heritage at Risk 2017 Registers | Historic England](#)

<sup>15</sup> [Heritage at Risk 2017 Registers | Historic England](#)

6.3.1.25 Transport can adversely impact the historic environment as a result of traffic congestion, noise and light pollution, vehicle damage and emissions, whether in urban areas or rural areas including villages. Ancillary features of transport, such as road signs and markings, as well as car parking, can impair the setting of heritage assets. This indicates a need to conserve and enhance Devon's historic environment and diverse historic landscape character.

## Air

6.3.1.26 Road traffic has been identified as a source of air pollution in areas nationwide. As well as carbon emissions, road vehicles emit a wide range of pollutants, including nitrogen oxides (NO<sub>x</sub>) and particulate matters (PM). Nitrogen dioxide (NO<sub>2</sub>) is of principle concern as there are widespread incidences of exceedances throughout the country.

6.3.1.27 Air pollution results in damage to the natural environment. For example, NO<sub>2</sub> contributes to acidification of soils which can lead to loss of plant diversity. NO<sub>2</sub> adds excessive nutrients to water courses that can cause algal blooms, which in turn can cause fish mortality and loss of plant and animal diversity. Any proposed plans or projects that may affect a protected European nature conservation site are assessed under the Habitats Regulations to consider their potential impacts, including air quality, and if those impacts will adversely affect the ecological integrity of the protected site. Trees and vegetation absorb carbon dioxide (the main greenhouse gas) and filter, absorb and reduce pollutant gases including ozone, sulphur dioxide, carbon monoxide and NO<sub>2</sub> as well as producing oxygen.

6.3.1.28 Nitrogen oxides are key gases that contribute to overall air pollution. In the UK, levels have been steadily decreasing since 1992. However, Defra have concluded that while long-running urban background sites show a general decrease in NO<sub>2</sub> concentration as might be expected from the national emissions estimates, the same is not consistently true of urban traffic sites. It is likely that the trend in ambient NO<sub>2</sub> concentration at each individual site depends, at least in part, on the quantity and type of traffic on the adjacent roads.

6.3.1.29 Particulate Matter (PM) is released into the atmosphere from a number of stationary and mobile sources. The major mobile source is road transport, which produces primary particles when fuels are burned or lubricants used up in the engine, where tyres and brakes wear down and from road dust (including from ZEVs). The main stationary sources are the burning of fuels for industrial, commercial and domestic purposes. Emissions of dust can also generate high concentrations of particulate matter close to quarries and construction sites. Primary particles can also be produced from natural sources, for example sea spray and dust from the Saharan desert travelling vast distances.



- 6.3.1.30 There are 6 areas in Devon acknowledged to have poor air quality (UK Air, 2020<sup>16</sup>). These are to the North and West of the County and in areas of dense population and can be attributed to the major road network. There are no Air Quality Management Areas within Torbay. The LTP is a critical document in helping to deliver the necessary mechanisms to improve air quality.
- 6.3.1.31 Being situated in close proximity to a strategic road network is ideal for businesses and other services. This presents a challenge in managing vehicle movements on nearby local road networks, particularly increased movements of heavy goods vehicles.
- 6.3.1.32 Although changes in technology mean that vehicles are producing less emissions, the number of vehicles is expected to increase, which has the potential to affect air quality and a consequence, human health, natural capital and ecological sites. Therefore, the LTP4 has a role in developing policies and strategies that promote sustainable and active travel opportunities for all to use.

#### Water (including flooding, water, and water resources)

- 6.3.1.33 Over the last 30 years, water quality changes have been positive after previous periods of poor unregulated environmentally degrading industrial practices. England has the cleanest bathing waters since records began, serious pollution incidents are steadily declining and rivers that were biologically dead are reviving.
- 6.3.1.34 Poor water quality is typically due to a combination of agricultural runoff, untreated drainage from built-up areas and roads, and discharge from wastewater treatment works. It can affect people's health, and that of plants and animals.
- 6.3.1.35 Urban areas and the transport network are a source of environmental contaminants, which include hydrocarbons, metals, plastics, nutrients (such as phosphate), ammonia, pathogens, sediment and solid pollutants. Such contaminants entering surface water bodies and groundwater may have an adverse impact on water quality and ecology. As well as these pollutants the physical alteration and intersection of water bodies may result in adverse effects. Pollution arising from run-off from roads and pavements needs to be considered.
- 6.3.1.36 There is a need to reduce the amount of major and significant pollution incidents which have affected the quality of Devon's water resources, including as a result of run-off from transport networks. These can have significant implications for local communities as well as flora and fauna in Devon.
- 6.3.1.37 Consideration of water also need to take into account that Devon is the only County with two separate coastlines, with Torbay situated on the south coast. Therefore, flooding due to rising sea levels or soil erosion needs to be mitigated and adapted against.

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<sup>16</sup> [AQMA interactive map \(defra.gov.uk\)](https://defra.gov.uk)

## Noise and Light Pollution

- 6.3.1.38 The WHO Environmental Noise Guidelines for the European Region (2018) states that “Noise is an underestimated threat that can cause a number of short- and long- term health problems, such as sleep disturbance, cardiovascular effects, poorer work and school performance, hearing impairment, etc”.
- 6.3.1.39 Defra’s report ‘Environmental Noise: Valuing impacts on: sleep disturbance, annoyance, hypertension, productivity and quiet’ estimates the annual productivity loss to England from road traffic noise per annum (based on 2014 data) to be between £2bn and £6bn.
- 6.3.1.40 In Devon, noise pollution may impact the health and wellbeing of people who live in close proximity to the Strategic Road Network (M5, A30, A38) or key local routes due to current levels of traffic. Though there is no strategic road network within Torbay, residents near to arterial roads such as the A379, A3022, A380, and A385 may see impacts from living in close proximity to key traffic routes.
- 6.3.1.41 There may also be an issue for residents of Devon and Torbay living near to railway lines and sites where industrial activities are undertaken. The natural environment, particularly tranquil areas, may experience an increase in transport-related noise pollution in proximity to transport corridors.
- 6.3.1.42 Light pollution can have harmful effects upon all areas, particularly in the more rural areas of Devon and Torbay where artificial lighting has traditionally been limited. The illumination of the sky within more urbanised areas of Devon and Torbay may present a problem for residents.

## 6.4 Social

### Human Health

- 6.4.1.1 Although 81% of Devon’s population, and 76% of Torbay’s, reported being in ‘Good or Very Good Health’ in the 2021 Census, there are negative perceptions by members of the public about noise and air pollution and the potential health impacts associated with road vehicle traffic on congested routes.
- 6.4.1.2 Obesity is seen as an increasing issue by health professionals, and one that will contribute to significant health impacts on individuals, including increasing the risk of a range of diseases, including heart disease, diabetes, and some forms of cancer. The LTP4 and its supporting strategies will play a key role in encouraging active travel (e.g. walking and cycling) as well as accessibility to sports and recreation facilities. Continued traffic growth without adequate provision of pedestrians and cycle facilities is unsustainable.

- 6.4.1.3 Active travel can have a role in reducing obesity and improving health and well-being. The LTP4 can play a role in developing networks that encourage greater use of walking and cycling, particularly in urban areas. Further opportunities exist to promote leisure activity levels to the network of quiet routes and footpaths in the rural areas.
- 6.4.1.4 Human health and quality of life can also be improved by taking a natural capital approach to the LTP4. For example, improving the quality of habitats (including tree planting, sowing wildflower mix rather the amenity grassland to improve biodiversity) alongside walking and cycling routes can help encourage more active lifestyles with benefits for people's physical and mental health and wellbeing. Views of vegetation from other modes of transport (e.g. along roads and railways) can also enhance mental wellbeing, for example by reducing stress levels.

### General Social Considerations

- 6.4.1.5 Devon is not a deprived county when compared to England as a whole, but three electoral wards are in the most deprived 10% of all areas in England, and another 18 wards are in the 20% most deprived. Around 4% of Devon's population lives in these areas (Devon County Council, 2021<sup>17</sup>). This may be in part due to lack of access to healthcare, jobs and other essential services. The LTP4 has a role to play in developing strategies to address where inequalities in access to healthcare, jobs and other services associated with transport provision.
- 6.4.1.6 Torbay has the highest levels of deprivation in the south west and in 2018 was the 38<sup>th</sup> most deprived in England, out of 151 upper-tier local authorities. Of its 89 LSOA's, 24 were in the 20% most deprived LSOA's in England in 2019, representing 27% of Torbay's population. 13 of these LSOA's were in the 10% most deprived in England. This could be due to a low wage and low skill economy, that is over reliant on seasonal tourism (Joint Strategic Needs Assessment for Torbay, 2020<sup>18</sup>).
- 6.4.1.7 Although the level of crime is of importance to the residents of Devon, it is antisocial behaviour that is of more concern as this has a direct effect on the quality of life and general appearance of the area. Fear of crime, such as thefts of bicycles or travelling along in later evenings, can influence people's choice of travel. The LTP has a role in guiding the development of transport networks that are safe for all who wish to travel and working with other transport networks to reduce the threat of crime at interchange points, such as railway stations.
- 6.4.1.8 Statistically, Torquay, in Torbay, is the most dangerous medium-sized town in Devon. Crime is a continuing worry for the residents of Torbay, and reducing levels of crime, opportunities for crime, and fear of crime, is an aim of the Council's Local Plan.

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<sup>17</sup> [Tackling poverty and inequality - Strategic Plan \(devon.gov.uk\)](https://www.devon.gov.uk/press-releases/2021/03/23/tackling-poverty-and-inequality-strategic-plan)

<sup>18</sup> [Joint Strategic Needs Assessment for Torbay 2020 - 2021 \(torbay.gov.uk\)](https://www.torbay.gov.uk/press-releases/2020/03/23/joint-strategic-needs-assessment-for-torbay-2020-2021)

## 6.5 Economic / Material Assets

### Transport

- 6.5.1.1 A challenge for LTP4 is to reduce the heavy reliance on private car travel that leads to congestion and excessive demand of the road network at peak times. It will look to encourage greater use of sustainable travel choices and transport modes instead of catering for increased road vehicle traffic. This would be achieved by improving choice of active and sustainable modes for all who wish to travel and to tackle the negative impacts of road, such as congestion, severance, road safety and increased costs of maintaining local transport assets.
- 6.5.1.2 The LTP will also need to consider the impact of freight movements and to look at ways to encourage more sustainable distribution and to minimise the impact of freight on local communities.

### Minerals

- 6.5.1.3 The nature of diversity of Devon's geology has resulted in the development of a wide range of quarries and mines. There are more than 50 quarries that are either currently operational or have some likelihood of further working, together with a similar number that have planning permission for mineral working but are unlikely to re-open. Parts of Devon also have a legacy of extensive working of metalliferous minerals, as illustrated through the inclusion of the Tamar Valley within the mining landscape World Heritage Site.
- 6.5.1.4 Torbay forms part of the Jurassic Coast and contains internationally recognised geological features. It is part of the Global Geopark Network, with the whole of Torbay designated as a Geopark by UNESCO. The Geopark covers 62.4km<sup>2</sup> of land and 41.5km<sup>2</sup> of Torbay's marine area, and is one of two 'urban' geoparks in the UK (The Geology of Torbay, undated<sup>19</sup>).
- 6.5.1.5 Memoranda of understanding exist between Devon County Council and Torbay Council regarding mineral matters, with Torbay being grouped with Devon. The Torbay Local Plain aims to minimise use of finite resources.
- 6.5.1.6 The sustainability issues in relation to LTP is that firstly, the transport of minerals around the district is expected to remain largely reliant on the road network.

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<sup>19</sup> [The Geology of Torbay | Torquay](#)

6.5.1.7 Secondly, materials (including minerals) will be required in any new transport infrastructure and maintenance schemes and in the delivery of new development sites. Similarly, application of resource efficiency including use of recycling materials is important to reducing waste and there is significant capacity for increasing the levels of recycled and secondary aggregate production used for transport infrastructure.

## Waste

6.5.1.8 The Council has a responsibility to manage and maintain transport networks in the county, often requiring use of resources and production of waste. There are opportunities for the efficient use of resources, including the use of recycled and secondary aggregates in construction and maintenance practices of local highway infrastructure to minimise waste.

6.5.1.9 Memoranda of understanding exist between Devon County Council and Torbay Council regarding waste matters, with Torbay being grouped with Devon.

6.5.1.10 Population growth is likely to generate more waste, which will in turn require more transportation. This is likely to result in an increase in vehicle movements on the local network in terms of collecting and transferring waste.

## General Economic Considerations

6.5.1.11 Total economic output in the DCC area was £17.5 billion in 2020, with the Gross Value Added (GVA) averaging £17.2k per head. The economy of Torbay has a broad sectoral base with the core industries of Health, Retail and Tourism accounting for 43% of employment. Agriculture, Manufacturing, Construction and Real Estate employment were also over-represented in Devon compared with nationally.

6.5.1.12 Total economic output in the Torbay area was £2.4 billion in 2022, with the Gross Value Added (GVA) averaging £19.4k per head. The economy of Devon has a broad sectoral base with real estate being the largest sector in terms of GVA, accounting for 20% in 2022. Following this is health and social work with 17%, and wholesale and retail trade with 16%.

6.5.1.13 Transport has a key role to play in ensuring that the county is economically competitive and can attract new businesses and investment. High levels of road traffic in urban centres of inter urban routes can result in congestion, which can result in increases in journey times and unreliability, negatively impacting business productivity.

6.5.1.14 There is a need for LTP4 to help ensure that appropriate sustainable, reliable and accessible transport networks are in place in Devon and Torbay to attract and retain investment and business, and to allow all residents to access employment, education, retail and leisure opportunities. This would help sustain the economic vitality of the county and provide access for residents to well-paid employment.

#### Housing Developments and External Pressures

6.5.1.15 Housing and other development is planned within Devon and Torbay, which will have associated transport infrastructure. The LTP will need to ensure that there is due consideration of the impacts of transport from housing allocation sites, and that this transport includes active travel and public transport provision.

#### Cross-Boundary Issues

6.5.1.16 Transport by its nature is not constrained within authority boundaries. Devon and Torbay are no exception and there are considerable levels of movements across boundaries. The LTP will need to ensure that there is a good working partnership with neighbouring authorities, including Cornwall, Somerset and Dorset councils, and transport operators to deliver effective improvements that provide people with greater choice and opportunities for travel.

6.5.1.17 In particular, there needs to be effective cooperation with Plymouth, which is within the ceremonial county of Devon but is an independent unitary authority.

## 7 Stage A4: The SA Framework

### 7.1 Methodology

Developing the SA framework provides a way in which sustainability effects can be described, analysed and compared, and forms a central part of the SA process. The SA Framework is made up of a set of sustainability objectives and their indicators, shown below. The indicators are a method of measuring the extent to which the objectives are achieved. These objectives and indicators can also then be used to monitor the implementation of the LTP.

### 7.2 Proposed Sustainability Objectives

*Table 7: Devon Local Transport Plan 4: Sustainability Objectives*

<b>Sustainability Objectives:</b>	<b>Potential Assessment Criteria:</b> to reach this objective, the LTP4 should work to ...	<b>SEA Topic Area</b>
1) To protect and recover nature	Conserve and protect species and habitats.  Support a net gain for biodiversity by restoring and creating habitats and improving their connectivity.	Biodiversity and Geodiversity
2) To protect and improve the water environment	Maintain and enhance water quality and resources entering and leaving the transport infrastructure.  Contribute to enhancing the status of water bodies.  Contribute to the sustainable management of water resources by providing betterment including maximising the use of sustainable urban drainage.	Water (water quality); Biodiversity
3) To minimise the risk and impact of flooding of transport infrastructure and ensure risk of surface water flooding is reduced	Minimise the risk and impact of flooding of transport infrastructure and ensure risk of surface water flooding is reduced.  Protect and improve the resilience of transport infrastructure.	Water (flooding); climate
4) To improve and sustain land and soil resources.	Maximise the sustainable use of land and the protection of soils.  Safeguard the best and most versatile agricultural land.  Protect and conserve soils and improve resilience to Degradation.  Protect and conserve the best and most productive agricultural land.	Land Use & Soils
5) To conserve and enhance the historic environment and enable public access and enjoyment	Conserve and enhance the character and significance including designated and non-designated heritage assets (which include archaeological features) and their settings.  Promote sustainable access to the historic environment, including historic towns and villages.  Foster regeneration and help to address heritage at risk.	Cultural heritage (including Architectural and Archaeological Heritage); Transport

6) To conserve and enhance landscape, townscape, and seascape character	<p>Minimise the impact on landscape and townscape character.</p> <p>Respect, maintain and strengthen local character and distinctiveness e.g. through location and design of infrastructure.</p>	Landscape and Townscape
7) To reduce traffic related air pollution and where possible enhance air quality elsewhere.	<p>Promote options that minimise traffic or reduce congestions.</p> <p>Promote the use of electrical vehicles.</p> <p>Promote the use of active travel.</p>	Air Quality; Human health;
8) Mitigate and adapt to climate change	<p>Reduce carbon emissions and the reliance of the transport network on fossil fuels in line with net zero carbon commitments.</p> <p>Ensure climate adaptation measures are considered and implemented.</p>	Climatic factors;
9) To conserve natural resources and increase resource efficiency	Reduce waste and promote the use of recycled materials in construction and maintenance of local transport assets.	Maintenance; Waste
10) To reduce noise and light pollution	Protect tranquil and remote areas from the effects of noise and light pollution.	Noise and Light Pollution; Health; Landscape; Cultural Heritage
11) To improve and enhance the physical and mental health and wellbeing of Devon's residents in rural areas of the county.	<p>Ensure easy access to essential services and to the network of quiet routes and footpaths in the rural areas of the county.</p> <p>Support the provision of more, better quality and accessible green infrastructure / green space.</p> <p>Increase the number of residents that have a 15 minutes walk to a green space.</p>	Health; Transport
12) To create transport networks that are safe for all users, including improving personal safety and reducing crime.	<p>Support schemes and strategies which work to improve road safety statistics and trends.</p> <p>Ensure safety audits are undertaken for new transport projects and schemes.</p>	Personal safety; Crime; Transport
13) To increase the capacity and efficiency of the transportation network in a sustainable way to support demographic changes and to maintain economic vitality, enable well-paid employment and education across the county	<p>Increase travel by active and sustainable modes of transport.</p> <p>Provide a reliable transport network, including between urban areas and with areas neighbouring the county boundaries.</p> <p>Promote the sustainable transport of minerals and waste within Devon.</p> <p>Support schemes and strategies which seek to improve links from areas of deprivation to opportunities for employment and education.</p>	Population; Transport



### 7.3 Local Transport 4 Vision and Objectives

The Devon LTP4 is being developed to be a vision-led LTP, which will set out the intended future outcomes for the county. The vision is supported by a series of objectives to help LTP4 reach its ambitions. The proposed vision themes and objectives are as follows.

#### Vision

*Transport will support reaching net zero carbon by 2050 at the latest. Well-integrated, accessible and inclusive transport options will create a system that puts people first, facilitates clean growth and supports the health and wellbeing of everyone.*

#### Proposed Objectives.

*Table 8 LTP4 Vision Theme Objectives*

<b>Objective</b>	<b>Statement</b>	<b>Elements</b>
Decarbonisation	Supporting reaching net-zero by 2050 at the latest by reducing the need to travel, increasing digital access and shifting trips to sustainable transport.	<b>A)</b> Reaching net-zero carbon emissions by 2050 <b>B)</b> Reducing the need to travel <b>C)</b> Increasing digital access <b>D)</b> Shifting trips to sustainable transport
Reliable & Resilient	Working to protect and enhance the strategic road and rail links that connect Devon and Torbay to the rest of the country.	<b>E)</b> Protecting and enhancing strategic road links <b>F)</b> Protecting and enhancing strategic rail links
Easier Travel	Providing well-integrated, inclusive and reliable transport options for all residents and visitors in both rural and urban communities.	<b>G)</b> Providing well-integrated transport options <b>H)</b> Providing inclusive transport options <b>I)</b> Providing reliable transport options
Unlock Development	Support clean growth by providing new transport choices within and to new developments and using technology to improve existing infrastructure.	<b>J)</b> Support clean growth <b>K)</b> Providing new transport choices <b>L)</b> Using technology to improve existing infrastructure
Greater Places for People	Enhancing the attractiveness of streets by reducing negative impacts from vehicles, regenerating the public realm, and facilitating safe active travel movements.	<b>M)</b> Enhancing the attractiveness of streets <b>N)</b> Reducing negative impacts from vehicles <b>O)</b> Regenerating the public realm <b>P)</b> Facilitating safe active travel
The Place to be Naturally Active	Expanding the Multi-Use Trail Network, delivering a network of quieter lanes and improving facilities and safety in urban areas to enable people to be more active and experience the great outdoors.	<b>Q)</b> Expanding the multi-use trail network <b>R)</b> Delivering a network of quieter lanes <b>S)</b> Improving facilities in urban areas <b>T)</b> Improving safety in urban areas <b>U)</b> Enable people to be more active and experience the great outdoors

## 7.4 Compatibility of Sustainability Objectives

As shown in Table 7, a total of 13 sustainability objectives have been derived for the appraisal of LTP4. They are based on policy advice and guidance and related to the assessment of the current state of Devon.

A Practical Guide to the Strategic Environmental Assessment Directive (ODPM, 2005) states that it would be useful to test the compatibility of SA objectives against one and another in order to highlight any areas where potential conflict or tensions may arise. To test the internal compatibility of the sustainability objectives a compatibility assessment of those sustainability objectives has been undertaken.

In the compatibility, in Figure 2 the 13 SA objectives are numbered in sequence along each axis and they represent a balance of economic/material assets, social and environmental factors.

In the compatibility matrix, in Figure 3 the 13 SA objectives have been tested against the draft LTP4 Vision themes and associated objectives.

The function of the SA/SEA and assessing compatibility is to identify benefits and minimise detrimental impacts. Instances of uncertainty between objectives are explained further. Where it is indicated that the interaction between objectives is 'neutral', although they do not conflict, it is considered that they do not impact on each other or the extent to which they do is negligible.

### Key for figures 2 & 3

	<b>Compatible</b>
	<b>Incompatible</b>
	<b>Neutral</b>
	<b>Uncertain</b>

SA Objective	1	2	3	4	5	6	7	8	9	10	11	12	13
1													
2													
3													
4													
5													
6													
7													
8													
9													
10													
11													
12													
13													

Figure 2: Compatibility of Sustainable Objectives with one another

In general terms the SA objectives are very compatible with each other, with the majority of interactions between objectives classed as 'compatible' or 'neutral', and none being classed as 'incompatible'.

The comparison between the SA objectives and the LTP4 Vision objectives are shown below. These show that many of the SA objectives are compatible with LTP4, particularly where there are similar themes.

SA Objective	LTP4 Objective Element									
	A	B	C	D	E	F	G	H	I	J
1	Green	Green	Green	Yellow	Green	Green	Blue	Green	Green	Yellow
2	Green	Yellow	Green	Yellow	Green	Green	Yellow	Green	Yellow	Yellow
3	Green	Green	Yellow	Yellow	Yellow	Green	Yellow	Green	Yellow	Yellow
4	Yellow	Yellow	Green	Yellow	Yellow	Green	Green	Yellow	Green	Yellow
5	Yellow	Yellow	Green	Yellow	Yellow	Green	Green	Yellow	Yellow	Yellow
6	Yellow	Yellow	Green	Yellow	Green	Green	Green	Yellow	Green	Yellow
7	Green	Green	Green	Green	Green	Green	Green	Green	Green	Yellow
8	Green	Green	Green	Yellow	Green	Green	Green	Green	Green	Green
9	Green	Green	Yellow	Yellow	Green	Yellow	Yellow	Yellow	Yellow	Yellow
10	Green	Green	Yellow	Yellow	Yellow	Green	Yellow	Yellow	Green	Yellow
11	Green	Green	Green	Yellow	Green	Green	Blue	Green	Green	Yellow
12	Yellow	Green	Yellow	Green	Yellow	Yellow	Yellow	Yellow	Yellow	Green
13	Yellow	Green	Yellow	Green	Yellow	Yellow	Green	Green	Green	Green

Figure 3: Compatibility of Sustainable Objectives with LTP4 Vision theme objectives

## 8 Stage A5: Consultation

### 8.1 Methodology

The SEA Directive (Article 5.4) requires views to be sought from the three statutory environmental consultation bodies designated in the SA Regulations (Environment Agency, Natural England, and English Heritage) on the scope and level of detail of the environmental information in the SA. This consultation stage will help to ensure that the SA will be comprehensive and robust in its support of the LTP.

Since Devon and Torbay have such a varied and diverse environment, additional stakeholders will also be consulted. These include the 5 Areas of Outstanding Natural Beauty and Dartmoor and Exmoor National Parks.

This report forms the principal key document that will be subject to a 5-week consultation period with statutory consultation bodies.

This scoping report provides an opportunity for Statutory Consultees to:

- Express their views upon the scope of the SA/SEA process that will inform and underpin the development of LTP 4.
- Establish what is important about the environment within the plan area and what might be affected by the plan.
- Support design of proportionate and robust methods for the assessment.
- Focus data collection on the most relevant environmental issues.
- Provide useful data and share baseline information.
- Help focus on the relevant environmental issues and identify environmental topics where no significant effects are likely to arise and can be eliminated.

The consultees will be specifically requested to comment upon the following questions:

1. Are there any additional relevant plans and policies, beyond those covered, that you think are relevant to this appraisal?
2. Do you think that the sustainability objectives are appropriate?
3. Do the objectives cover all the areas of interest without repeating each other?
4. Do you or your organisation have information that you feel would add to the assessment of the objectives or increase the robustness of the baseline data?

## 9 The Next Stages of the SA

- 9.1 When Stage A5, consultation on the Scoping Report, has been completed the development of the SA will move on to Stage B, developing and refining options and assessing effects, with Stages C, D and E to follow.
  
- 9.2 The SA process is an iterative process that will be undertaken alongside the production of the LTP4 in an informative capacity. The SR and the draft SEA will also be made available to stakeholders during the LP4 consultation for comment. The final SEA will subsequently be presented with the post-consultation version of the LTP4 at both the Cabinet and Full Council for formal adoption. This approach will provide the relevant authorities, and the public, early and effective opportunity to express their opinions on the Environmental Report as per Article 6(2).