

Monday, 9 September 2024

## **CABINET**

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

**Tuesday, 17 September 2024**

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

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**A Healthy, Happy and Prosperous Torbay**

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# CABINET AGENDA

## 1. Apologies

To receive apologies for absence.

## 2. 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.)

## 3. Urgent Items

To consider any other items the Chairman decides are urgent.

## 4. Matters for Consideration

### 5. Local Transport Plan (2025-2040) for Consultation

(Pages 5 - 206)

To consider a report that seeks approval to commence public consultation on the Local Transport Plan (2025-2040).

### 6. Support Service for Homeless Adults in Temporary Accommodation

(Pages 207 - 228)

To consider a report that seeks delegated approval to award a contract for building-based housing related support service and accommodation for 20 homeless adults at any one time in temporary accommodation.

### 7. Adult Social Care - Annual Local Account 2023/2024

(Pages 229 - 294)

To consider a report on the Annual Local Account 2023/2024 which sets out what has been achieved for local people in relation to adult social care.

### **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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**Meeting:** Cabinet **Date:** 17 September 2024

**Wards affected:** All

**Report Title:** Local Transport Plan (2025-2040) for Consultation

**When does the decision need to be implemented?** 30th September 2024

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

**Director Contact Details:** Alan Denby, Director of Pride in Place, alan.denby@torbay.gov.uk

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## 1. Purpose of Report

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- 1.1 This report seeks approval of the Devon and Torbay Local Transport Plan 2025-2040 for consultation. The Plan is presented in Appendix 1 with a summary document in Appendix
- 1.2 Local Transport Plans are statutory documents, required under the Local Transport Act 2008, for the Local Transport Authorities to produce.
- 1.3 In 2011, Torbay Council approved a joint Local Transport plan with Devon County Council, the Devon and Torbay Local Transport Plan 3 (2011-2026). This consultation is the initial step in updating that policy document.

## 2. Reason for Proposal and its benefits

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- 2.1 The proposals in this report help us to deliver several of the ambitions in the Community and Corporate Plan.
- 2.2 **We want to see a healthy,** happy and prosperous Torbay. The proposed Local Transport Plan (2025-2040) will support this, and it closely aligns with its vision it has for sustainable growth with accessible and inclusive transport improving travel choice and benefit the health and wellbeing of everyone.
- 2.3 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.

2.4 The reason for the decision is to allow Devon and Torbay to undertake a consultation on the proposed Local Transport Plan (2025-2040), to develop the strategy document with policies that support the growth of Torbay and enhance the transport opportunities for the community, businesses and visitors.

### 3. Recommendation(s) / Proposed Decision

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1. That Cabinet approve the Local Transport Plan (2025-2040) for consultation jointly with Devon County Council.
2. That the Director of Pride in Place be given delegated authority, in consultation with the Cabinet Member for Pride in Place, Transport and Parking, to approve minor editing alterations to the Local Transport Plan (2025-2040) for grammatical or presentation purposes ahead of the consultation, alongside the production of supporting consultation materials.

### Appendices

Appendix 1: Local Transport Plan (2025-2040) For Consultation

Appendix 2: Local Transport Plan (2025-2040) Summary For Consultation

Appendix 3: Strategic Environmental Assessment

### Background Documents

- Local Transport Plan (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.

## 1. Introduction

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- 1.1 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 (2011-2026)
- 1.2 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.
- 1.3 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.
- 1.4 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. Subject to the Combined County Authority (CCA) coming into existence, it will have 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.
- 1.5 This updated proposal sets out a clear vision and objectives for a place-based strategy from 2025-2040.
- 1.6 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.
- 1.7 Alongside the vision, six objectives for transport have been identified:
- **Decarbonisation:** Reaching net-zero by 2050 at the latest by reducing the need to travel, increasing digital access and shifting trips to sustainable transport.
  - **Reliable and Resilient:** Protecting and enhancing 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:** Supporting 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 our outstanding natural environment.
- 1.8 There are four place types identified, recognising the differing needs, transport experiences, and environments across Devon and Torbay. It is likely that what is appropriate and beneficial in one area, may have less successful outcomes in another. These places are:
- **Torbay:** Majority of travel starts and ends within Torbay. Seasonal fluctuations are significant. While many trips are over short distances, the majority are made by car.
  - **Exeter:** Largest single settlement with large catchment for work, education and retail. The majority of Exeter residents do not drive to work.
  - **Growth Areas:** Larger market towns and areas of significant new development. Public Transport and cycle networks exist – but highest levels of car travel.
  - **Rural and Market & Coastal Towns:** Longer distances to schools, work or shops. Residents are more reliant on the car for travel and/or digital access. Towns provide hubs for services and access to public transport.
- 1.9 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).
- 1.10 The Strategy also contains indicative actions for the respective sections of the Plan. It is recognised that actions and delivery to justify the strategic elements are important and this list is expected to need refinement post consultation to ensure it is up to date and fully matches the ambitions. Currently, the actions listed are drawn from other, existing policy documents and action plans. There will be other actions delivered within the life of the document.
- 1.11 The Plan has been developed to align with local, regional and national policy. It puts supporting clean economic growth, responding to the climate emergency and improving the health and wellbeing for all residents and visitors at its heart.
- 1.12 An updated Local Transport Plan will enable the transport authority to fulfil its statutory obligations as the Local Transport Authority and place Devon and Torbay in the strongest position to make a compelling strategic case for future transport infrastructure investment.
- 1.13 Following a public consultation, responses will be analysed and considered, with post-consultation amendments to the Plan made where appropriate, including any updated national policy or guidance changes.

- 1.14 The final decision maker on the Plan post consultation is to be determined depending on the progression of the devolution discussions and arrangements for the CCA.

## 2. Options under consideration

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- 2.1 An alternative option is to not consult at this time and to wait until further guidance is published from Government, but there is no information currently on whether or not that will be forthcoming. Devon County Council may choose to proceed separately with the plan, removing the linkages and joint sections with Torbay. This would mean that the March 2025 date in the devolution agreement was challenging to meet and would likely lead to a disjointed plan for transport across the area, rather than the joined-up approach currently proposed.
- 2.2 A second alternative option would be to similarly pause the current work, and instead wait until the existing plan expires in 2026 and to review whether a separate Torbay or joint Devon and Torbay plan at that time was appropriate.
- 2.3 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.
- 2.4 There is an option to produce a different Plan and to consult on that instead. That, it is envisaged, would have a different presentation of the vision and/or objectives. This is not recommended as the current proposal has been through some stakeholder engagement, takes a lead from the other strategies in place, and has not been tested through its own full engagement and consultation process.

## 3. Financial Opportunities and Implications

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- 3.1 As referenced in Section 2, there is funding associated with the Local Transport Plan in the form of Integrated Transport Block capital which is currently an annual grant.
- 3.2 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).
- 3.3 It is therefore important to have the plan in place to ensure Torbay, as a place, benefits from improved transport infrastructure.

## 4. Legal Implications

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- 4.1 Having a Local Transport Plan in place is a statutory requirement under the Local Transport Act 2008. The plan must set out the objectives and ambitions for transport in the area.

## 5. Engagement and Consultation

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- 5.1 There has been some preliminary engagement with stakeholders on the drafting of the Local Transport Plan presented. However, much of the content of the plan, the objectives and ambitions, as well as schemes promoted, result from previous work on local strategies recently adopted. The role of the LTP is to bring those proposals, policies, and ambitions together in a single place to cohesively present the expectation of transport in supporting wider responses to policy.
- 5.2 Further engagement is needed, particularly within Torbay where less work has been carried out up to this point due to timescales. It is recognised that across Devon, when the Plan was in development as a Devon only plan, there was significantly more consultation and engagement. Therefore, in Torbay, this is much more the start of a process, and engagement at this stage is needed to help shape the final plan and ensure the vision, objectives and policies are right for Torbay, as well as for Devon as a whole.
- 5.3 An initial officer engagement session was held with Torbay officers, and an all-member engagement event will take place at the beginning of the consultation.
- 5.4 The engagement will be needed with the community, businesses, partners, internal departments and other stakeholders. It is anticipated that it will run from the beginning of October through to the end of November. There will be a mix of in person and remote engagement opportunities throughout that time and respondents will be able to answer questionnaires as well as feeding back views more directly.
- 5.5 The feedback will be hosted by Devon County Council, to more easily capture and record in a single place and to avoid duplication of responses and confusion for respondents.

## 6. Purchasing or Hiring of Goods and/or Services

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- 6.1 There has been and will continue to be some utilisation of the existing Transport and Engineering Professional Services Contract for support in evidence gathering, drafting and engagement.

## 7. Tackling Climate Change

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- 7.1 The vision states how transport will facilitate sustainable growth and support reaching net zero carbon by 2050 at the latest. One of the six objectives is Decarbonisation.

- 7.2 It is recognised within the Plan that there is a need for the transport industry to take action and support the achievement of net zero by 2050 at the latest. This, the Plan proposes, will be achieved in a number of ways, including a greater use of sustainable modes of transport and a higher number of sustainably fuelled vehicles, including electric cars.
- 7.3 There are significant opportunities recognised in this Plan and in the Climate policies for Torbay, led by the evidence base, to deliver changes to transport that increase choice and provide the infrastructure needed to support more people to travel by sustainable modes, whether that be by rail, bus, cycle, walking or electric vehicles.

## 8. Associated Risks

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- 8.1 The key risks around not progressing to consultation are around the progression of devolution discussions and ensuring an up-to-date transport strategy is in place to meet the statutory requirements within the time frame needed.
- 8.2 There is a risk concerning this plan going ahead of updated guidance but there would be opportunity to review that position post consultation, and accompany that review with the feedback received which would likely lead to a more positive outcome.

## 9. Equality Impacts - Identify the potential positive and negative impacts on specific groups

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- 9.1 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 (2025-2040) will deliver. These improvements will enable increased access to a range of opportunities, including employment, education, leisure and community facilities.
- 9.2 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.
- 9.3 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.
- 9.4 A Rapid Health Impact Assessment has also been undertaken. This highlights a number of strengths and opportunities linking the draft Local Transport Plan with factors such as air quality, noise, physical activity, economy and employment, safety and connections with communities. These will be reflected upon and changes considered within the final LTP. 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. These groups will be included within the public consultation.

9.5 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.

9.6 This diversity means that transport patterns, needs, and infrastructure are not uniform across the area. The Local Transport Plan (2025-2040) 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.

9.7 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.

	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people	The LTP's objective of moving away from less sustainable modes in favour of more 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.		

People with caring responsibilities			No specific benefits though improvements to transport will improve the experience, choice and opportunities for all. Also see impacts for those with a disability and older people which might also apply.
People with a disability	People with mobility impairments and certain illnesses may benefit their health outcomes through active travel with better facilities to allow them to walk or cycle (or wheel including wheelchairs) with more ease. Some may also benefit from improved public transport services, enabling better access to facilities and employment.	People with mobility impairments and certain illnesses may have greater difficulty walking long distances or cycling, and people who are not comfortable on public transport, may be more reliant on private cars than others. Therefore, these groups may be more impacted by reductions in the convenience of private car usage in favour of more sustainable modes.	
Women or men			No specific benefits though improvements to transport will improve the experience, choice and opportunities for all. Benefits may become apparent through specific actions.
People who are black or from a minority ethnic background (BME) (Please note Gypsies / Roma are within this community)			No specific benefits though improvements to transport will improve the experience, choice and opportunities for all. Benefits may become apparent through specific actions.

Religion or belief (including lack of belief)			No specific benefits though improvements to transport will improve the experience, choice and opportunities for all.
People who are lesbian, gay or bisexual			No specific benefits though improvements to transport will improve the experience, choice and opportunities for all.
People who are transgendered			No specific benefits though improvements to transport will improve the experience, choice and opportunities for all.
People who are in a marriage or civil partnership			No specific benefits though improvements to transport will improve the experience, choice and opportunities for all.
Women who are pregnant / on maternity leave			No specific benefits though improvements to transport will improve the experience, choice and opportunities for all. Benefits may become apparent through specific actions.
Socio-economic impacts (Including impact on child poverty issues and deprivation)	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.		
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	See HIA comments above table.		

## 10. Cumulative Council Impact

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- 10.1 Proposals in the transport strategy will impact on many of the wider outcomes of the Council.
- 10.2 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.

## 11. Cumulative Community Impacts

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- 11.1 Similarly to Section 10, proposals in the transport strategy will impact on many of the Council’s partners, the community and other stakeholders.



# Devon and Torbay Local Transport Plan 4 2025 - 2040

## Consultation draft – October 2024



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## Section 1: Forewords

**Councillor Andrea Davis**

**Devon Cabinet Member for Climate Change, Environment and Transport**



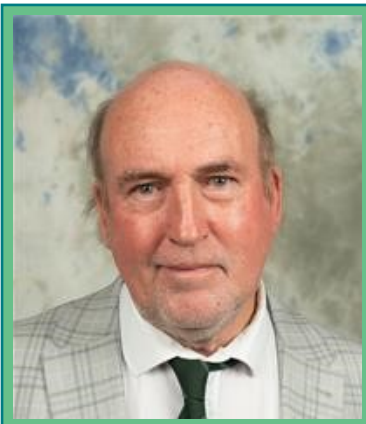
Devon is taking a positive step towards achieving our carbon and environmental ambitions with this new Local Transport Plan.

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.**

The way we travel is changing. Over the past decade, the role of technology and the increased use of online options has changed how people access essential services such as retail and health care. The increase in people working from home, particularly since the COVID-19 pandemic, has reduced travel during typical commuting hours, but there is more leisure travel throughout the day.

People's access to reliable transport remains essential. An affordable, sustainable, and well-connected transport system can help improve the quality of life for Devon and Torbay's residents. This transport strategy and plan for future investment aims to accomplish this by developing transport infrastructure that:

- unlocks development
- maintains an efficient and reliable network
- supports active travel
- reduces the negative impacts of transport such as congestion and pollution.

This will help to achieve our goal of carbon net zero by 2050 at the latest.

### 2.1 Local Transport Plans

The Devon and Torbay Local Transport Plan (LTP) is a statutory document which sets out a strategy for improving transport that aligns with national, sub-national and local social, economic and environmental aims and objectives. Alongside our strategy, this LTP includes a set of actions or proposals to achieve our goals.

We have developed this strategy, which covers the years 2025 to 2040, by considering a significant amount of policy and 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 District Council Local Plans
- 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.

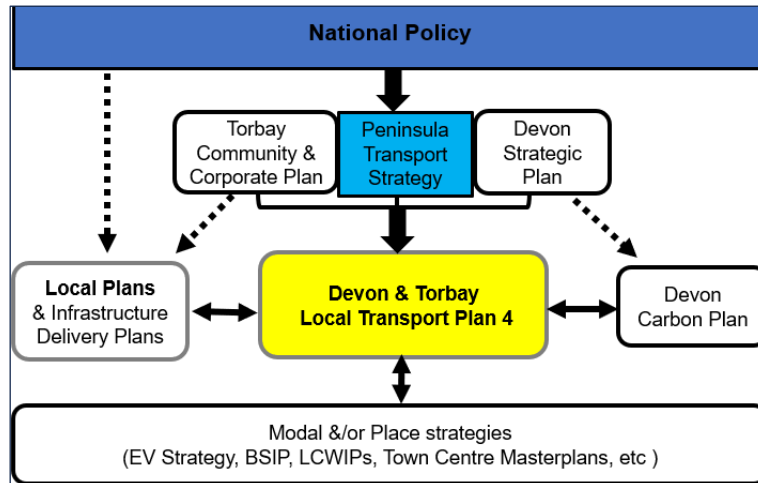


Figure 1: How the Devon and Torbay LTP fits in context with other policy documents

People travel within and across local authority boundaries. This joint Local Transport Plan for Devon and Torbay seeks to reflect the reality of travel between the two areas. In January 2024, a devolution deal for Devon and Torbay was proposed. This will create a Combined County Authority which will become responsible for producing a Devon and Torbay area-wide Local Transport Plan (LTP) and overseeing delivery of transport schemes across its geography.

## 2.2 A track record of delivery

We have made significant progress in delivering a range of transport projects and services identified in the previous Devon Local Transport Plan 2011-2026. This includes delivering highway, rail, bus and walking and cycling schemes across Devon and Torbay.

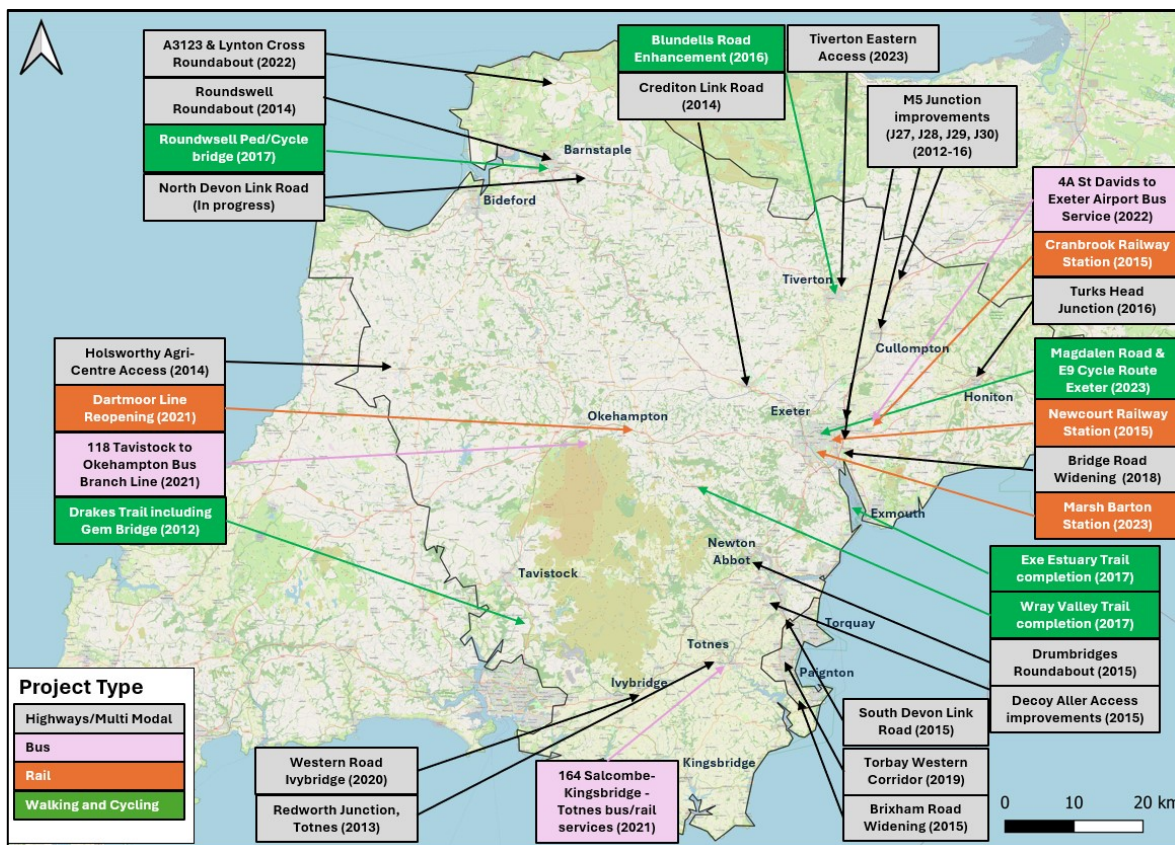


Figure 2: Projects delivered in Devon and Torbay during 2011-2026

## 2.3 A vision-led approach

Our approach to this LTP is to ensure transport policy and investment support the priorities for creating a better Devon and Torbay.

This means giving people more travel choices so they are able to access jobs, education, shops, healthcare and leisure opportunities more conveniently, more affordably and in more environmentally friendly ways.

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.”**

There are six objectives underpinning the LTP to achieve this vision.

### **Decarbonisation**

Reaching net zero by 2050 at the latest by reducing the need to travel, increasing digital access and shifting trips to sustainable transport and fuels.

### **Reliable and resilient**

Protecting and enhancing 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**

Supporting 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 our outstanding natural environment.



**Figure 3 Our objectives illustrated**

The vision and objectives apply to the whole of Devon and Torbay. However, we also recognise the rich and diverse urban, rural and coastal geography we cover and the distinctive transport challenges they present. These different challenges require a range of solutions so the joint Devon and Torbay LTP includes strategies for four different place types across Devon and Torbay.

## 2.4 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 vast rural areas including two National Parks and five National Landscapes. We have created four place-based strategies within the LTP which address the distinct needs in these areas.

### 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, cultural and retail opportunities. 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.

### 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. While many of these trips are over short distances that could be walked 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 and cycling networks and frequent public transport connections. Combined, approximately 130,000 people live in the four growth areas identified in this plan.

**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.

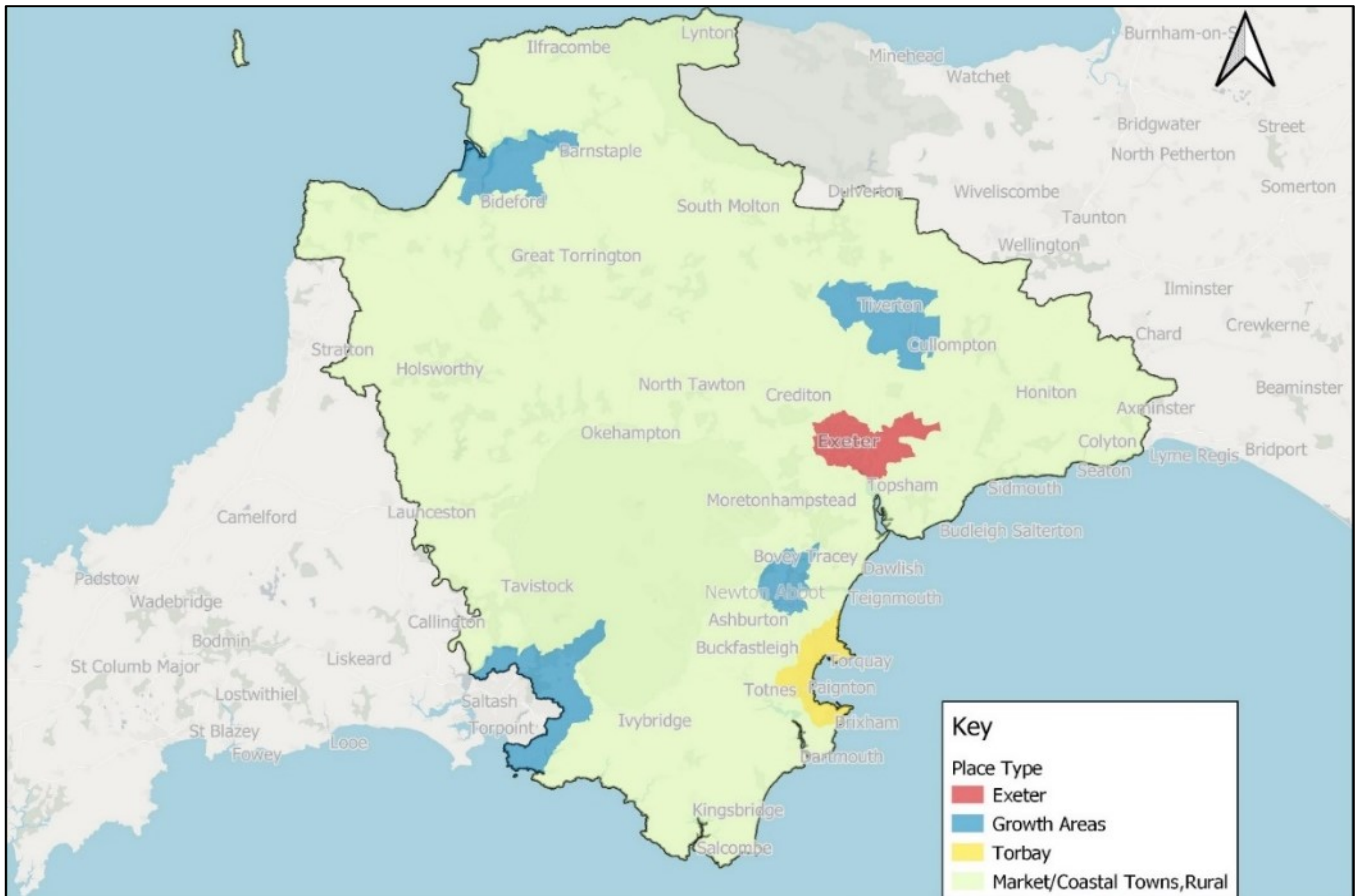


Figure 4: Map showing the four place types

## Section 3: Consultation

The views of people who use the transport network are important to help shape its future. This joint Devon and Torbay LTP has been shaped by the views of the public from a range of previous projects and initiatives, including the Devon Carbon Plan and modal strategies that have recently been developed and adopted. Many of the proposed short-term interventions in this Local Transport Plan are drawn from these documents, which have already had public consultation.

### 3.1 Devon Carbon Plan

The Devon Carbon Plan provides a roadmap for how Devon and Torbay will reach net zero emissions by 2050 at the latest, and a 50% reduction against 2010 levels by 2030. The plan was consulted on extensively in 2020 and 2022 and has been approved by both councils. It sets out 43 transport interventions, many of which also support the economy and improve public health.

A Citizens Assembly, made up of seventy individuals who statistically represented Devon’s population, was created to inform the Devon Carbon Plan. In terms of transport, the assembly:

- recognised that there will likely always be a need for private car use in Devon, particularly in rural areas, and emphasised the importance of making vehicles cleaner
- broadly supported measures to make car use less attractive, while maintaining mobility, as well as reallocating road space from cars to active and public travel modes.

Views of the assembly on several questions are summarised in the table below.

Resolution	Level of public support
Reduce emissions by investing in infrastructure to support increased electric vehicle use.	More than 90%
Reduce the road space available to cars and reallocate it to active and public travel modes in Devon.	70 to 80%
Reduce traffic emissions in Devon by discouraging car use while ensuring continued mobility.	70 to 80%
Implementing financial measures such as congestion charges, parking charges, and parking levies to fund broader emission-reducing improvements and maintain mobility.	50%
Measures to reduce space available for parking and introduce parking charges in areas across Devon.	Less than 50%
The introduction of workplace parking levies (WPPL) in areas across Devon.	Less than 50%
Introducing congestion charges and low emission zones in areas across Devon	Less than 50%

**Figure 5: Citizens Assembly level of support for measures to reduce carbon emissions**

The assembly also stated that support for the above measures would be increased with complementary measures. The complementary measures included investment in better public transport and active travel infrastructure, and differentiation in public transport fares depending on user categories.

### 3.2 Electric Vehicle Charging Strategy

The Devon and Torbay Electric Vehicle Charging Strategies set out the councils’ ambitions for increasing the uptake of electric vehicles.

The proposed charging hierarchy in the 2022 draft Devon Electric Vehicle Charging Strategy consultation was supported by 70% of respondents. All the strategy’s recommendations received a minimum of 60% support, with 9 out of 12 supported by 75% or more of respondents.

### 3.3 Local Cycling and Walking Infrastructure Plans (LCWIPs)

LCWIPs are evidence-based approaches to identify priority walking and cycling routes for future investment.

LCWIPs have been developed for the areas of Exeter, Torbay, Heart of Teignbridge (including Newton Abbot, Kingsteignton and Kingskerswell) and Barnstaple, Bideford and Northam. Each LCWIP has been publicly consulted on since 2021 and amended following feedback. The priorities from these have been incorporated into this Local Transport Plan.

We have also considered further LCWIPs that are in development for Mid Devon, Cullompton and Tiverton, and for countywide strategic trails.

### 3.4 Bus Service Improvement Plans (BSIPs)

BSIPs for both Torbay and Devon set out how to deliver on the 2021 National Bus Strategy and work together with operators through an enhanced partnership. The BSIPs have been developed through cross sector stakeholder engagement and are updated each year to reflect current progress and funding.

The highest levels of public support were for improving physical infrastructure (such as bus priority measures and bus stop facilities), improving integration with other modes and services and making fares cheaper. The BSIPs also identified that enhancing bus service provision, both in terms of the network and service frequencies, was a priority. We have conducted further consultations on the individual schemes in the Devon BSIP that are being delivered.

### 3.5 Exeter Transport Strategy 2020-2030

Devon consulted on the Exeter Transport Strategy for 2020 to 2030 in 2019. At least 70% of the 1,100 respondents supported each of the three key themes of greater connectivity, greater places for people and greater innovation. The most popular interventions were:

- enhancing park and ride services
- improving active travel networks
- maximising the efficiency of the network.

These priorities did however vary by where respondents lived, as shown below.

Priorities	Residents of Exeter	Residents of Greater Exeter	Residents of wider area
1	Active Exeter	Park and ride on all main corridors	Connected city region
2	People based places	Maximising efficiency of the existing network	Nationally connected
3	Attractive urban bus Networks	Connected city region	Maximising efficiency of the existing network

**Figure 6: top three priorities from the Exeter Transport Strategy Consultation 2019, by residents' location**

Following consultation feedback, we revised the content of the Exeter Transport Strategy to enhance its contribution to reducing emissions and produced a 5-year action plan. We have used an update of this action plan, along with the new Devon BSIP and Exeter LCWIP, to inform the actions for Exeter in this plan.

## Section 4: Our strategy for connecting Devon and Torbay

The priority for connecting Devon and Torbay is to enhance our strategic road, rail, air and digital connectivity. It is vital that strategic links support movement not only within Devon and Torbay but also with the rest of the country and internationally so the area remains an attractive place for business and tourism.

Targeted investment in key corridors is required for a reliable network that is resilient to the impacts of climate change and seasonal travel demands. A resilient rail network that can withstand flooding and sea level rise is an immediate priority to strengthen the economy and support low carbon travel.



Figure 7: Map of strategic connections in Devon and Torbay

### 4.1 Road

Most travel within Devon is made on the road network including trips by car, bus, coach and freight movements. Some parts of the road network are particularly important for strategic connectivity.

Strategic road links provide primary highway routes to different parts of Devon and Torbay and access to national networks. These strategic routes include:

- the M5, A30, A38 and A35 on the Strategic Road Network (managed by National Highways)

- the A361, A376, A379 (Exeter section), A380, A382 and A385 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 elsewhere on the national network seasonal traffic volumes, including demand for the motorway services, can lead to delays and unreliable journey times.

The section of the M5 between junction 29 (junction with the A30) through to 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 nearby planned Local Plan 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 that encourage modal shift and the use of technology to improve vehicle flow, air quality and reduce noise levels.

The A30/A303 provides the second strategic highway route between London and the South West. Proposed improvements outside Devon will cut journey times and further enhance resilience on this strategically important route.

The A361 North Devon Link Road is the strategic route connecting northern Devon and northern Cornwall to the rest of the country. A multi-million-pound project that includes improved overtaking opportunities and upgrades to eight junctions to improve safety, journey time reliability and active travel facilities is currently being delivered. This represents the biggest transport investment in the area for a generation, boosting the economy and connectivity to and within northern Devon.

#### Case study: South Devon Link Road (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. Road users experienced extensive congestion and unreliable journey times which had an impact on South Devon's economy by causing inadequate commuter and tourism links. The road also caused poor air quality and safety risks for residents in the village of Kingskerswell.

The 5.5km dual carriageway South Devon Link Road was delivered in 2015 and has transformed connections between Torbay, Newton Abbot and beyond. A more reliable, resilient route has 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 in construction and use of the road and has substantially improved the safety performance of the route. The new road has also transformed the old route. The significantly reduced volume of traffic has tackled air quality exceedances and noise pollution issues for residents, as well as improving walking and cycling links through the village.



**Figure 8: South Devon Link Road including flyover of Penn Inn roundabout**

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 Link Road and we will explore reduced speed limits on some of the other major local routes.

#### 4.2 Bus and coach

Bus is the most used form of public transport across Devon and Torbay, with a combined 25 million passenger trips across the two areas during 2023-24. Bus usage was 15% higher before the pandemic but is recovering. Further growth is anticipated, helped by the introduction and extension of the Department for Transport's £2 bus fare scheme.

The level of bus provision throughout the county 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. It is in these areas that bus services have the greatest potential to provide an attractive sustainable travel choice and where efforts to improve bus provision will be focused.

Several coach operators (including Megabus, National Express and Flix Bus) provide regular, long distance services from Devon and Torbay to destinations across the country. For example, South Brent, Newton Abbot and Cullompton are stops on both the hourly Falcon service from Plymouth to Bristol, and the National Express's Torbay and Exeter to London service. Express coach operators are reporting recovery beyond pre-pandemic levels as coaches offer a reasonably priced and convenient long distance travel option for many people.

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. Both Devon and Torbay have developed Enhanced Partnership frameworks alongside Bus Service Improvement Plans (BSIPs). These will help to deliver a step change in bus provision for current and new bus users and provide a high-quality alternative to car travel. New powers through devolution would also give councils greater influence in the operation of public transport services. The aspiration is to have a single enhanced partnership through the devolution deal.

We are making progress 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.

We will also make infrastructure improvements to several bus stations and key stops in the county to improve the passenger experience and attract new users. For example, by improving signage, information and seating.

We have identified sites where we can improve integration with higher frequency bus and coach services, including A38 Drumbridges Roundabout and the Yelverton Roundabout. Together we

have secured £13 million of funding through the Zero Emission Bus Regional Areas (ZEBRA) scheme to accelerate the roll out of electric buses in Torbay and Devon.

Our aspiration is to transform the attractiveness of travel by bus. We will develop a single brand for the bus network in Devon and Torbay. Journeys by bus will be faster. There will be improved and cheaper ticketing, zero emission buses and high-quality bus stop infrastructure. We will protect and improve interchanges between bus and rail services, making it easier and more attractive for people to use public transport.

### 4.3 Rail

With 15 million passenger entries and exits from stations in Devon and Torbay each year, rail usage in Devon and Torbay is now higher than before the COVID-19 pandemic and 50% higher than in 2010. This reflects a track record of delivery of new stations, a reopened railway line, service enhancements and strengthened partnership working with the rail industry (Network Rail and Train Operating Companies) as well as with community rail partnerships.

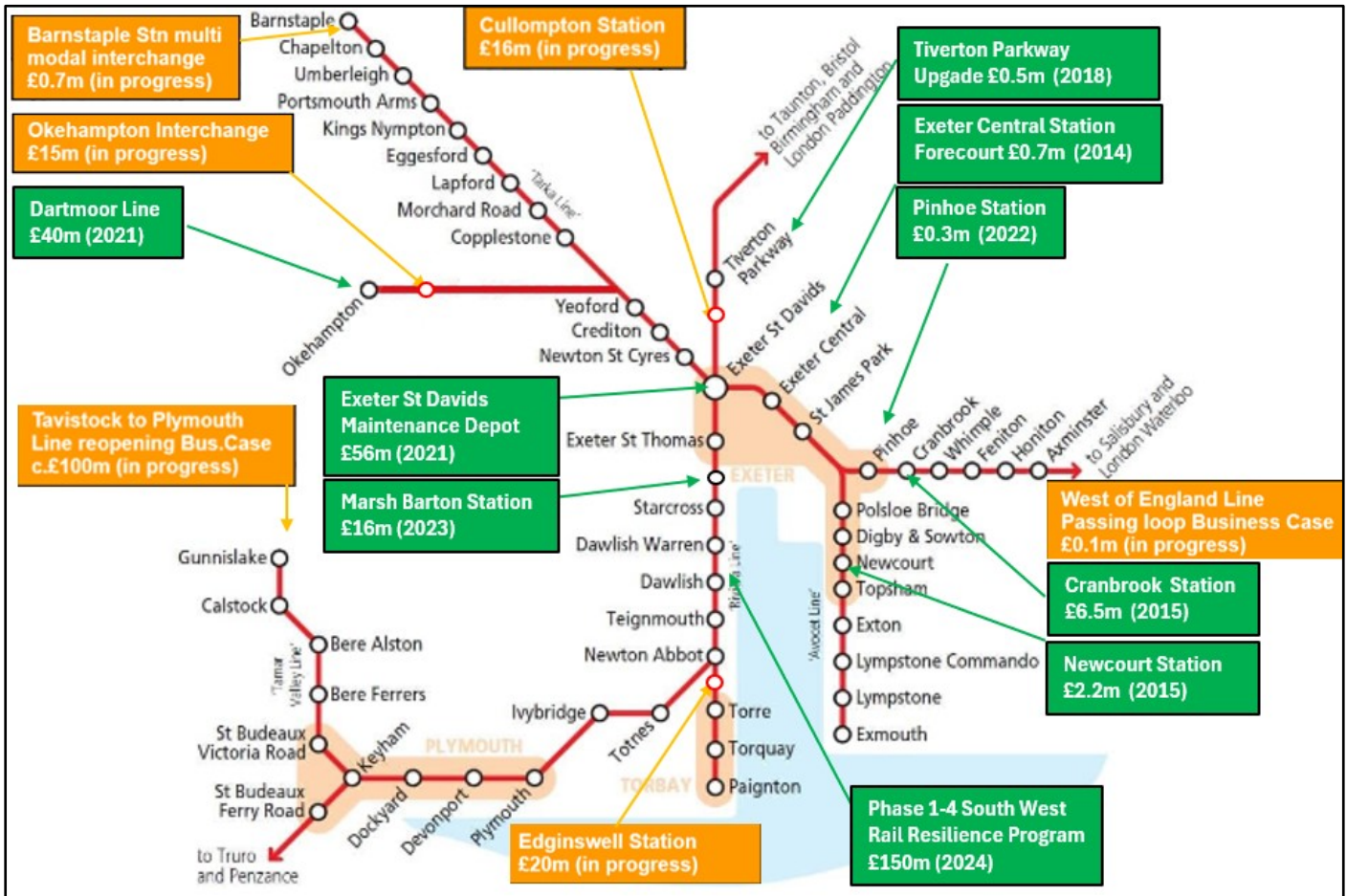


Figure 9: Map of rail projects that have been recently delivered or are in progress

The Peninsula Rail Task Force (PRTF) is a subgroup of the Peninsula Transport Sub-National Transport Body (STB). 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 Dawlish to Teignmouth have now been completed. The completion of the remaining section of resilience works between Teignmouth and Holcombe is vital to safeguard rail access to communities to the west of Exeter. Network Rail, supported by Devon and the PRTF, are committed to also enhancing



the Exeter to Waterloo line. This phase will further improve resilience as well as to deliver half hourly frequency trains between Exeter and towns in East Devon.

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.

There are limited opportunities to significantly reduce rail journey times on long distance travel into and around the region. Enhancing mobile connectivity on trains could make journeys more productive for passengers. This is a priority for the region and Devon continues to work in partnership with the STB and the rail industry to explore funding opportunities.

We will continue to work with the rail industry to encourage more long-distance services into our region, including additional fast services from Torbay to Exeter and other parts of the country. This will need to be supported by additional platform capacity at Exeter St Davids. Options to improve conditions around the Red Cow crossing will also need to be considered.

Improvements to journey times, service frequencies and possible extensions on the branch lines in Devon will complement enhancements to the mainline rail services. This will make rail more convenient and attractive for longer distance travel.

Extending services from London Waterloo that currently end at Exeter to Okehampton or Barnstaple would:

- enhance strategic rail connectivity to the northern and western parts of Devon
- improve public transport options to the National Parks and northern coast
- provide direct links to London, Salisbury and other interchanges to people living on these branch lines.

#### 4.4 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, an increase of around 300% from 2021 levels. The airport had previously seen a million passengers a year in 2019.

We have enhanced the airport access road, improved bus services and upgraded Long Lane in the last decade. 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 within the East of Exeter growth point.

There are many ports across Devon and Torbay. Brixham is the largest fishing market in the country, 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. We are working with partners to 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 connecting 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 Sub-National Transport Bodies (STBs) have jointly launched the first-ever freight strategy for the South West, which is aligned with the national Future of Freight Plan. This regional strategy seeks to enhance the resilience of supply chain

networks, 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 the STB to identify potential opportunities to improve the efficiency of, and reduce the negative impacts of, freight movements. Opportunities include:

- a network of alternative fuel stations to support the decarbonisation of goods vehicles
- improving facilities for lorry drivers
- supporting suitable proposals to increase opportunities for moving freight by rail.

#### 4.5 Digital connectivity

Growing digital access to services is perhaps the largest change to society and travel demand in the last decade. The Connecting Devon and Somerset rural broadband programme promotes high speed internet access and improved digital accessibility across Devon.

## Key elements of the strategy for Connecting Devon and Torbay

### Reliable and resilient network

- Completion of the South West resilience works on the railway between Dawlish and Teignmouth.
- Enhancements on the Exeter to London Waterloo Line to increase diversionary capacity and service frequency to East Devon.
- Work with the rail industry to make the case for enhancements to the North Devon Line to address overcrowding and improved connectivity.
- Completion of North Devon Link Road enhancements.
- Protect and enhance the resilience of M5 J29 to J31/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.
- 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 introduce 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.

### Unlock development

- Work with partners to deliver infrastructure to support the Plymouth and South Devon Freeport.

## Section 5: Our strategy for Exeter

Our strategy for Exeter will build upon the 2020 Exeter Transport Strategy. That strategy has three themes:

- Greater places for people: to improve quality of life and sustainable travel in Exeter.
- Greater connectivity: for easier travel into the city from outside Exeter’s boundaries.
- Greater innovation: using technology to make sustainable travel easier, encourage mode shift and help the city’s transport networks operate more efficiently.

### 5.1 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. Growth in Exeter’s job sector has been filled by labour from outside the city so 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.

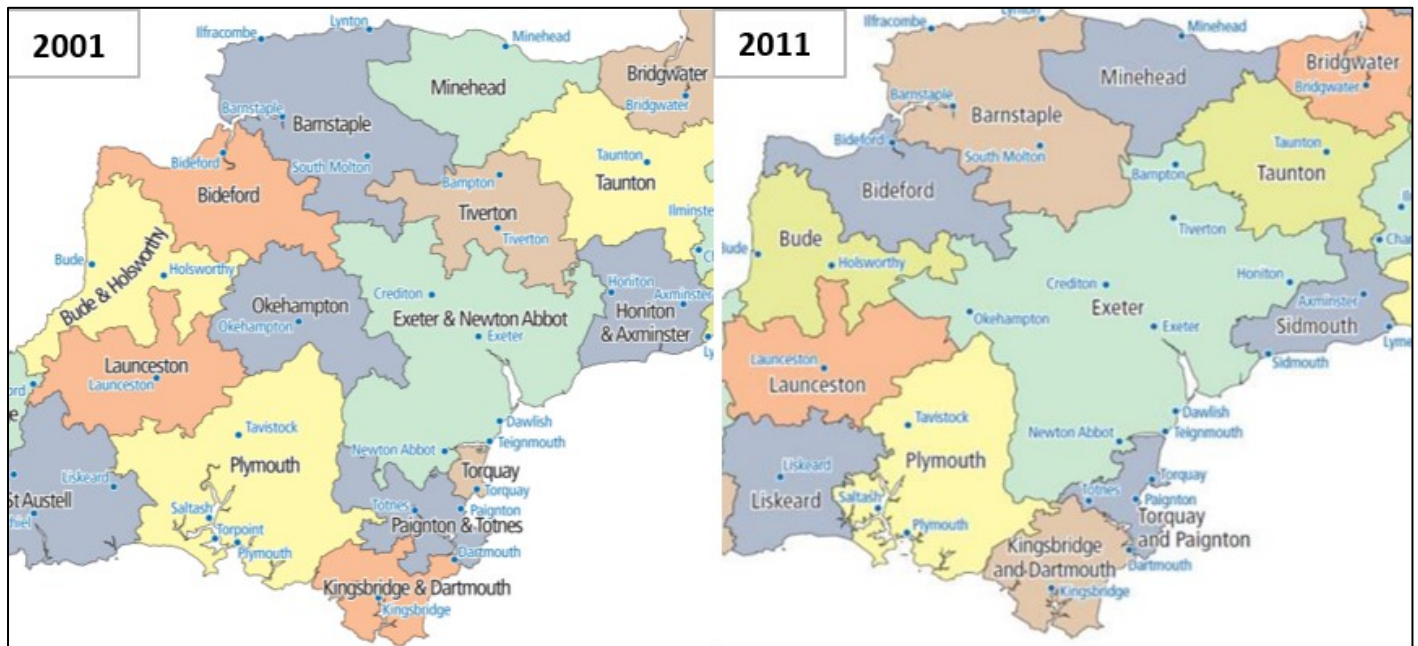


Figure 10: Exeter’s Travel To Work Area in 2001 (left) and in 2011 (right)

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 so 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 areas where there is limited public transport, car travel is dominant and accounts for over 90% of work trips into the city.

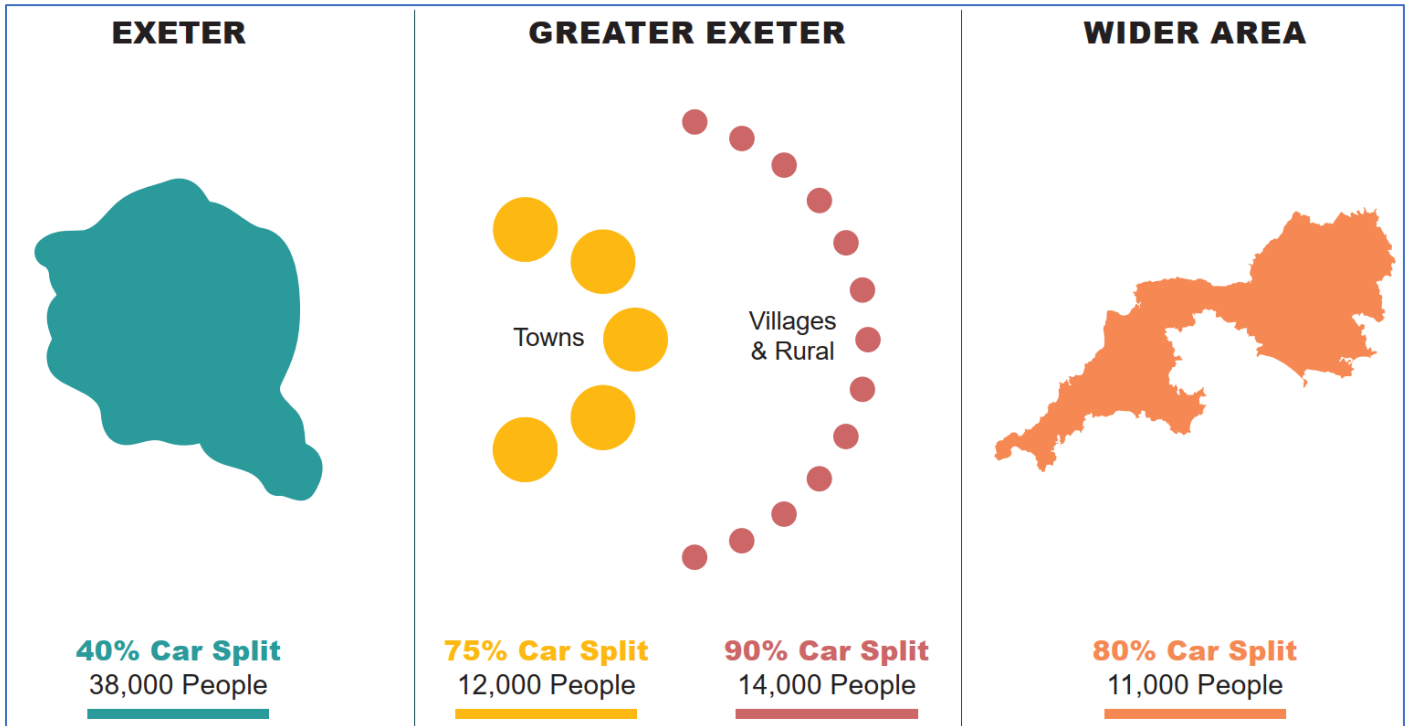


Figure 11: Travel to work into Exeter by geography and how many used cars (2011)

## 5.2 Greater places for people

Exeter’s city centre will continue to be a destination for its historic, cultural and entertainment offer. The function of the city centre is likely to evolve due to changes in retail spending and digital access. 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.

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 can help to provide streets where design caters for people over vehicles. This will help to improve the health and wellbeing of residents, the evolution of the city centre and support investment.

We will investigate 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 through traffic at London Inn Square supporting the arrival of John Lewis
- the additional pavement space being used by hospitality businesses on Magdalen Road
- the benefit of passing walkers and cyclists to local businesses along the Exe Estuary Trail.

### 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 the on-street echelon parking.

A permanent scheme was completed in 2023. This made the one-way system permanent, widened the pavements on one side and improved cycle facilities to create a higher quality walking 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 12: Magdalen Road before (left) and pavement cafes (right) after enhancement

### 5.3 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 since 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 Local Cycling and Walking Infrastructure Plan (LCWIP). We will support this with lower speed limits that will improve road safety along key routes and reduce carbon emissions. The cycling and walking network will connect residential areas with schools, key economic hubs, public open space and transport interchanges so that 50% of trips within the city are being made on foot or by bike.

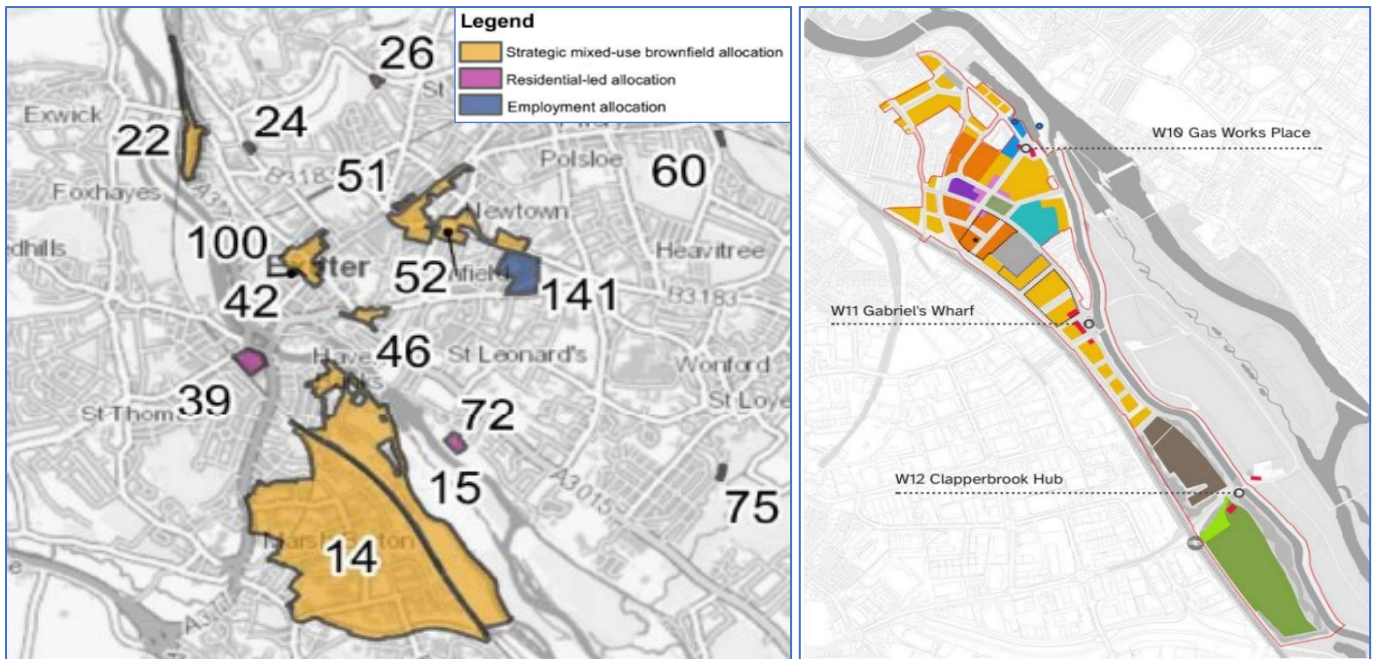
This will be complemented by strategic multi-use trails to enable trips from existing settlements into Exeter and the Exe Estuary Trail. We will create 'green lanes' that support active travel from villages on the edge of the city and grow the network of attractive leisure routes around the city.

Our continued investment to improve walking and cycling facilities will encourage the shift from short distance car journeys towards sustainable modes. It also improves the health and wellbeing for residents. This investment represents the most achievable way of reducing short distance car trips from within Exeter and is aligned with the emerging development proposals for sites in and around the city centre.

### 5.4 Unlocking development

The October 2023 draft of Exeter City Council's Local Plan outlines the proposals for new development in Exeter to 2040. The plan has a focus on urban centre regeneration schemes, including at Water Lane, and intensifying development within the city centre. In addition, the East Devon Draft Local Plan sets out further development in the 'East of Exeter' area that borders the city.

Exeter's proposals are for development that is within walking and cycling distance of services. It complements the reduced dominance of vehicles in the central parts of the city as well as enhancing the sense of place and environment for pedestrians. There are also significant developments identified, and currently taking place, on the edge of Exeter in surrounding district Local Plans.



**Figure 13: Draft Development locations in Exeter Local Plan (left) and at Water Lane (right)**

The distribution of jobs and services in and around Exeter is changing. There are now the same number of jobs in Sowton as the city centre. The East of Exeter is also a fast-growing area of economic and residential development. 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, and the Crealy Theme Park is one of the most visited tourist attractions in Devon. There are also a wide variety of highly skilled employment sectors, such as research and development, aviation and engineering based in the area.

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 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 from new developments to the east of Exeter that link into the city's cycle network will be a central part of transport strategy for new development. These routes will need to be delivered at the earliest stages of development to lock in sustainable travel habits. The strategy setting out the required transport infrastructure and phasing to support sustainable development in the East of Exeter area will be finalised alongside the Exeter and East Devon Local Plans.

## 5.5 Easier travel

Public transport plays a pivotal role in enabling people to travel into Exeter for a variety of services and for work. The aspiration for Exeter is to have a consistent standard of rail and interurban bus routes, along with strategic cycle trails, between key settlements and Exeter. These will form a connected city region network.

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 Bus Service Improvement Plan (BSIP) funding to implement bus priority measures on those corridors with the most frequent services to help make buses in, and travelling into, the city quicker and more attractive. These corridors include Cowick Street, Heavitree Road, New North Road and Pinhoe Road. We will also explore options beyond the BSIP to further enhance bus journey times on the Honiton Road and Sidmouth Road corridors. We want to make buses an attractive and convenient travel option from new developments on the outskirts of the city.

We will support enhancing bus frequency on key interurban routes and upgrade the facilities at bus stops. We aim to achieve 15-minute or better bus frequency from Cranbrook, CREDITON, Cullompton and Newton Abbot, and along the A3052. This frequency provides a 'turn-up-and-go' service where the shorter time between buses means passengers may no longer need to consult a timetable.

### Rail services

Exeter has an extensive rail network with stations across the city and frequent services to many surrounding market and coastal communities. 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 also provides half hourly frequency to CREDITON
- 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



- 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’s route across Exeter
- Improved interchanges at existing stations, including linking rail and bus service frequencies at Polsloe Bridge and Digby & Sowton stations
- Exploring the potential for new stations, such as Monkerton.

**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 are also the basis for cross-city connections from the employment and amenities in Marsh Barton, Sowton and the East of Exeter area.

A new park and ride strategy will be developed and the role of park and ride will be considered alongside the management of, and strategy for, parking in Exeter city centre.

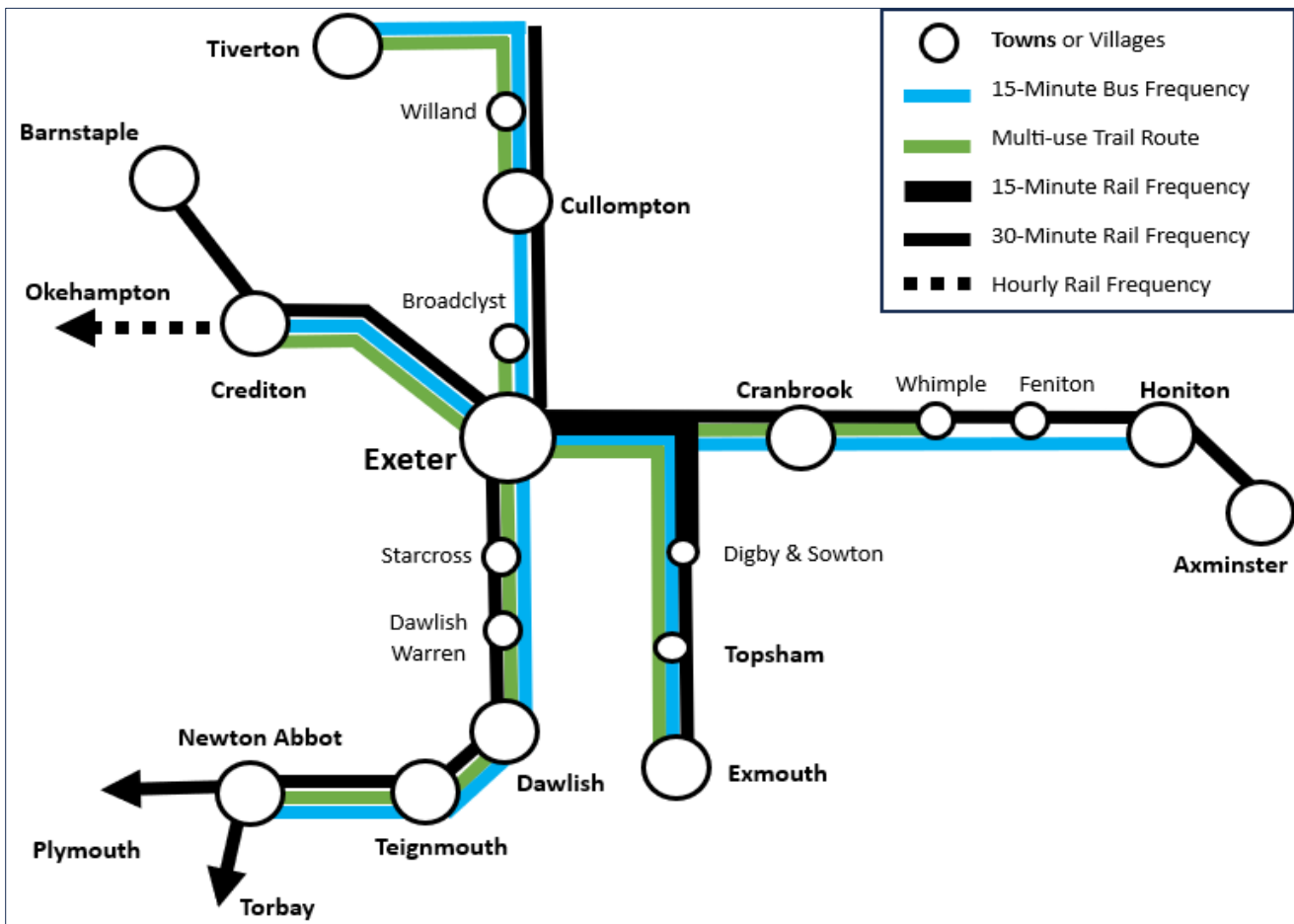


Figure 14: The connected city region with consistent standard of sustainable transport

## 5.6 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.

This Devon and Torbay LTP builds on those findings to identify a range of measures that will help to reduce carbon emissions. These include trialling new measures to enable residents to experience alternative highway layouts and access arrangements. The priority for trials will be those measures that could:

- help to 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 and support the private sector to develop innovative solutions and to secure funding for new initiatives. We will also share data with partners to support innovation and 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 worse air quality. We have successfully bid for Zero Emission Bus Regional Area (ZEBRA) programme funding. Our initial priority for this funding will be to improve services that run along Heavitree Road and from the park and ride sites.

Central to decarbonising transport is increasing electric shared mobility. We will relaunch on-street cycle and car hire with a new operator. Over time we will transition these to zero emission vehicles.

Exeter has an extensive bus network which, together with other modes of transport, provide the foundations to create a single ticketing platform that is right for the city's attributes. As buses transition to zero emissions vehicles, this could evolve into a zero-emission transport subscription service.

## 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 public realm, redevelopment of the city centre and to support investment.
- Review parking charges for off-peak travel to discourage peak period travel and encourage longer stays in the city centre.
- Upgrade Exeter St David's station gateway and interchange.

### The place to be naturally active

Supporting Active Exeter's goals.

- 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 linking all key destinations, 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

- Support and deliver infrastructure to unlock Liveable Exeter 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 to support new development policy requirements in Exeter.
- Use technological advancements to adapt and optimise operation of the highway network.

## 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 rail lines into Exeter and new stations at Cullompton, Okehampton Interchange and exploring potential at Monkerton.
- Enhanced bus to rail interchange at Polsloe Bridge and Digby & Sowton stations.
- New strategic walking 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, New North Road, Pinhoe Road and Heavitree Road.
- Attractive modern low emission buses, improved bus stop infrastructure and 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 and identify assets that support uptake of low emission vehicles.
- Provide electric shared mobility, electric vehicle charging facilities and investigate potential for energy generation on park and ride sites.
- Community Charge Hub at Matford park and ride.
- Decarbonisation of the public transport fleet, with priority to services running along corridors with highest levels of air pollution.

#### Innovation and Invention

- Allow trials and testing of new measures and/or network 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.
- Single ticketing platform for multi-modal travel in Exeter, working towards providing a new zero-emission transport subscription service.

## Section 6: Our strategy for Torbay

**The strategy for Torbay focuses on improvements to Torbay's town centres and improving the range of sustainable travel choices.**

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

### 6.1 Introduction

Torbay is situated on the South Devon coast and benefits from a mild climate, sheltered bay and a fantastic seaside setting. The 140,000 population predominantly live in the coastal towns of Torquay, Paignton and Brixham, plus a handful of surrounding villages.

#### Torquay

Torquay is the largest town in Torbay, with a population of just under 70,000. The town centre is 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 parks.

#### Paignton

Paignton is a town of 50,000 people. The centre is 5km south of Torquay, though the urban areas connect. South Devon College provides a range of further and higher education courses. There are several large retail stores and industrial estates 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 and the smallest, with a population of approximately 17,000. It has a long maritime history and contains England's largest value fish market.

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 Link Road provides dual carriageway access to Torquay and onto the western edge of Paignton. The Riviera Line runs local rail services from Paignton to Torquay every 30 minutes and connects Torbay to Newton Abbot and Exeter. There are also some direct long-distance rail services to Paignton. There are frequent bus services between all three towns, and north to Newton Abbot. The A3022 provides single carriageway access from Paignton to Brixham but is susceptible to congestion. While Brixham benefits from regular bus services, transport flows tend to be heavy in peak hours and there is no rail station in the town.

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.

We will focus on:

- delivering projects that improve travel choices
- work with partners to maximise the opportunities arising from the devolution deal
- ensure the investment in transport helps to improve health, wellbeing and the quality of places within Torbay.

## 6.2 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 engineering projects we will also deliver improvements identified in the three town centre plans.

### Torquay

The Torquay Town Centre Masterplan and Neighbourhood Plan proposes several interventions to improve travel and sense of place in Torquay. We will:

- improve the public realm adjacent the harbour to improve the environment for pedestrians.
- improve pedestrian access to the town centre, including crossing facilities within and close to it
- enhance current signage on the approach to the town centre to improve both the sense of welcome and wayfinding within the town centre.



Figure 15: Torquay Harbour proposed public realm improvements

## Paignton

The Paignton Town Centre Masterplan identifies our aspiration to renew and enhance parts of the town centre by redeveloping Paignton's bus station square and surrounding brownfield sites.

Paignton has the highest percentage of residents who travel out of Torbay for work. It is also the gateway for many to access the rail network as it is has the most southerly station within the bay. The bus and railway stations are close to each other, offering convenient interchange. We will:

- work with the rail industry to enhance the concourse and ticket gates at Paignton station,
- 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.

## Brixham

The Brixham Town Centre Masterplan focusses on reducing traffic congestion and improving journey times. We will:

- make improvements to the bus station that will create more space for bus parking without blocking traffic on the road.
- enhance directional signage that will help to improve wayfinding throughout town centre for both commercial vehicles and tourists by car and on foot.

Across all three towns we will explore the potential for seasonal changes to road space to:

- improve facilities for pedestrians
- improve the attractiveness of places
- provide more space for businesses.

## 6.3 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 Electric Vehicle (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. Our priorities include delivery of on-street charge points through Local Electric Vehicle Infrastructure (LEVI) funding and charging provision in car parks. We will also promote the sharing of existing private charge points, known as peer-to-peer charging.

Torbay Council have recently been awarded £7.1 million of Zero Emission Bus Regional Area (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 Link Road was built.

## 6.4 Easier travel

Torbay and the bus operators will jointly invest in new vehicles that will boost the attractiveness and use of buses across Torbay. Buses on the busiest routes will include Wi-Fi, USB charging and

easier access for all. These new vehicles will be supported by a range of further measures to make travel by bus faster and, easier to access. This will make bus travel more attractive and offer more new travel opportunities.

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

- developing a network of 15-minute frequencies along key corridors, including services 13 (Brixham - Torbay Hospital) and 22 (South Devon College – St Marychurch – Dawlish Warren)
- improved technology at signalised junctions on core bus corridors which gives buses priority
- exploring and identifying appropriate areas for bus only access.

Torbay Council will work with operators 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. Evening services could be timed to meet the Riviera sleeper train service between London and Penzance.

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

- access by foot and cycle
- lighting
- build outs
- real time information for passengers at the busiest stops.

We will also enhance access to the three existing railway stations in Torbay.

A new railway station at Edginswell, in the Torquay Gateway area, will create new travel opportunities to Torbay Hospital and improve connectivity for people living in existing and new residential areas, particularly towards 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. 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.

While mainline rail services end at Paignton, the infrastructure continues southwards with an area of sidings and steam trains operating as far as Kingswear in the South Hams district of Devon. While there are no immediate plans to bring this line into use, we would support longer term proposals that might enable the Kingswear line to reconnect to the national rail network.

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. This includes exploring innovative approaches, such as also carrying freight.

We will explore the potential for on-street micromobility, such as cycle hire, in Torbay. This could increase travel choices and provide an alternative to car travel for trips that are too far for people to walk. Along with shared bikes or scooters, a network of shared cars would give people ad-hoc access to a vehicle. These provide a cost-effective alternative to car ownership and give residents and visitors more travel choices. Over time, these could be changed to zero emission vehicles.



## 6.5 The place to be naturally active

Across Torbay, people make a significant number of short distance trips. Many of these are over a distance that can be walked and wheeled. Improving facilities for pedestrians and cyclists can provide new travel options, 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.

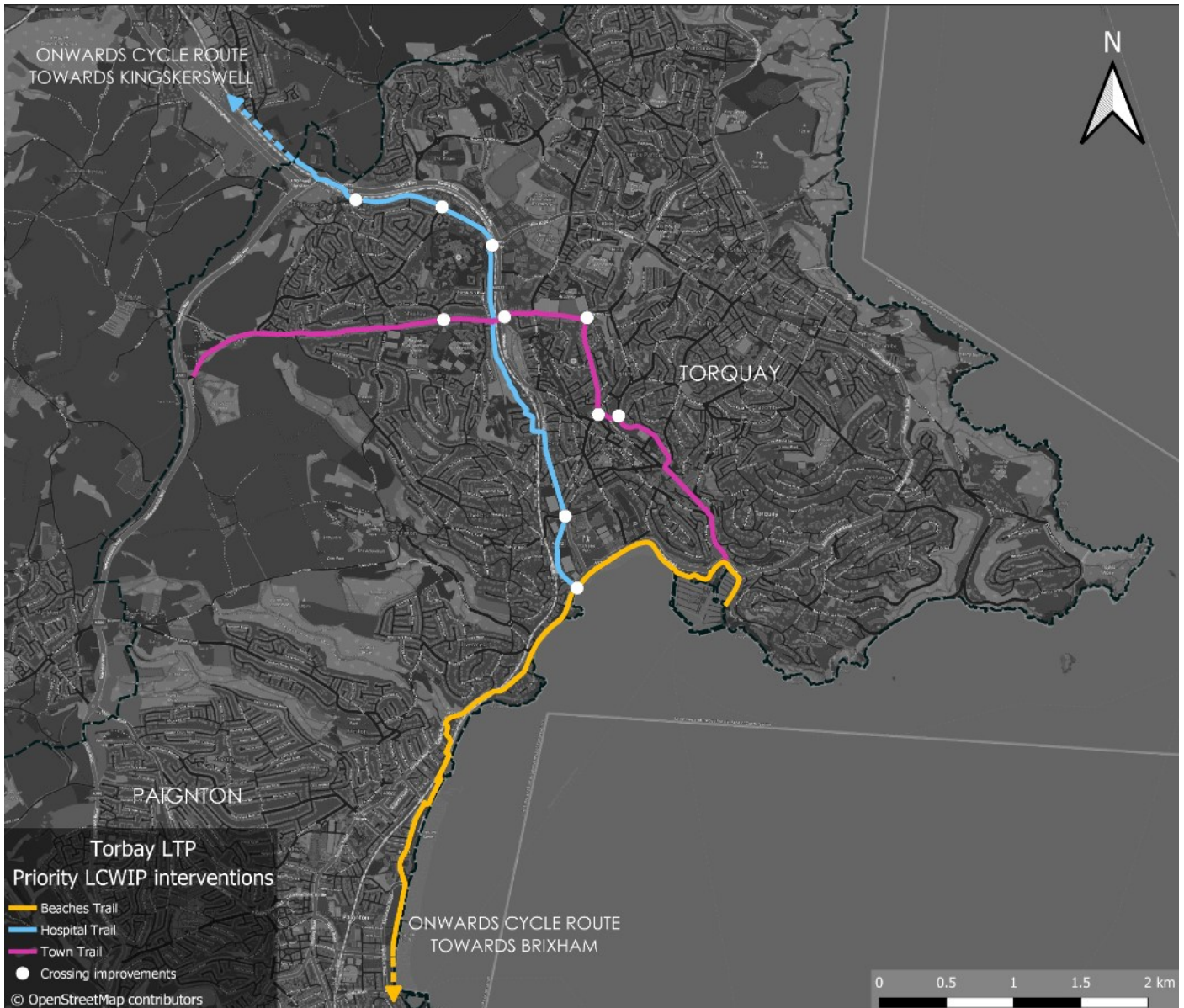
Torbay's Local Cycling and Walking Infrastructure Plan (LCWIP) identifies the priorities for active travel across Torbay. Our aspiration is for five major cycle routes, collectively branded as 'Bay Trails'. These are:

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

Together these would provide over 27km of attractive cycle routes across Torbay that are suitable for all ages and abilities. They would also connect Torbay with a network of multi-use trails throughout Devon, such as the existing Stover and Wray Valley trails, and the proposed South Devon Cycle Way and Teign Estuary trail.

Two of the 'Bay Trails' have the highest levels of potential demand. These are the routes from Paignton to Torquay, and from Torquay town centre to Shiphay. The distance between Torquay town centre and Shiphay could be walked or cycled by many, but the number of people doing so is low. An attractive route for cycling, identified as the Hospital Trail and parts of the Torquay Town Trail, represent our highest priority sections for improving transport choice and providing sustainable access to services. In combination, these two routes 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.

We will develop a pipeline of active travel schemes so that Torbay is best placed to bid for and secure external investment into 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.



**Figure 16: Short term priorities for walking and cycling improvements in Torbay**

## 6.6 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 sites near Edginswell and other growth areas identified in Torbay’s Local Plan 2011-2030 and its update through to 2040. It also includes sites on the edge of Paignton such as Collaton St Mary and Brixham Road. As the update to the Torbay Local Plan is developed, we will renew local policy to reflect the priorities in the Devon and Torbay Local Transport Plan 4. This will ensure designs match our local sustainable travel targets and relevant national design standards.

The new Edginswell railway station will support the planned sustainable redevelopment of Torbay Hospital and new employment and residential developments in the Torquay Gateway area. Improvements to active travel facilities as part of the Hospital trail and on towards Kingskerswell will also help to achieve sustainable travel targets for new developments.

We 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. These improvements to walking, cycling and bus stop facilities will provide safe and suitable access to new development.

We will expect development proposals, particularly those on the outskirts of 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. This will encourage more short distance trips to be made sustainably and free up capacity.

## 6.7 Reliable and resilient network

The Riviera Line is an essential rail connection to Devon and further afield for Torbay's residents. After the severe flooding of 2014 and subsequent disruption, it is essential that it continues to be protected and upgraded to create a more resilient and reliable rail line.

The South Devon Link Road (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 Link Road completed scheme**

Recent improvements have improved capacity at Tweenaways cross, one of the key junctions on the ring road and Major Road Network. We will identify proposals to improve active travel provision and vehicle performance on the Major Road Network that can promote healthy travel and support economic development in 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 at improvements to Middle Street and to parking facilities in the town that could reduce the demand for on-street parking and provide a clear route.

Torbay is a smaller unitary authority, which means there can be limited funding for road safety projects. To assist reducing casualties, we will explore trialling:

- layout and access changes in locations where there has been a number of serious or fatal collisions
- physical infrastructure changes at locations where it also improves public transport, cycling or walking facilities.

## Key elements of the strategy for Torbay

### Greater places for people

- Delivery of town centre public realm improvements across Torbay.
- Enhance Torquay Harbour's public realm by improving the pedestrian environment of The Strand and reducing vehicular dominance on the seafront.
- Improve Torquay's road layout and wayfinding to improve entry and exit into the town centre.
- 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 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 and education sites.
- Faster bus journey times, including priority at traffic signals, bus only access, 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 access for all at railway stations.

## Key elements of the strategy for Torbay

### The place to be naturally active

#### Strategic Cycle Network

- Work with partners to 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.

#### Improving access for pedestrians and cycles

- Improve pedestrian and cycle crossings to town and neighbourhood centres and where they support delivery of the strategic cycle network.
- Improve attractiveness and safety of walking 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.
- Promote peer-to-peer charging.

#### Unlock development

- Require secure cycle parking and electric vehicle charging infrastructure.
- Ensure suitable access to and/or improvements to local bus stop facilities.
- Provide high quality pedestrian and cycle access, including delivery of sections of LCWIP routes.
- Require travel planning for school expansions and all major developments.

#### Reliable and resilient network

- Identify proposals to improve active travel provision and vehicle performance on the Major Road Network.
- Protect and enhance access to Brixham Harbour.
- Reduce the number of casualties on the highway network.

## Section 7: Our strategy for growth areas

**We will deliver a range of highway, public transport and active travel interventions across the growth areas to support major new Local Plan developments. Our plan also focuses on maximising the opportunities for people to make short journeys sustainably. We will do this through enhancing the attractiveness of town centres, improving the attractiveness of walking and cycling, and improving the quality of public transport.**

### 7.1 Background

We have identified four growth areas across Devon. These are larger settlements, often sub-regional centres, with significant residential and employment development allocations identified in District Council Local Plans. The large level of development means that they will:

- support new education and community facilities within the development
- increase demand for local services
- require new transport infrastructure to mitigate their impact and provide sustainable travel choices for both new and existing residents.

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. As such, they are locations where providing 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. There is significant development and investment in these towns, including large residential development and the modernisation of the port in Appledore. Significant numbers of people travel within and between these towns, or travel to them from the wider area.

#### **Plymouth urban fringe**

Plymouth is a city and port on the western side of Devon, run by a separate unitary authority. The Plymouth urban fringe is made up of the major development locations within Devon which rely heavily on the city for employment, education and leisure. Devon is responsible for the planning, provision and maintenance of transport in this urban fringe.

The area includes residential and commercial development at Sherford and Woolwell. It also includes the extension to the existing strategic employment site at Langage which forms part of the Plymouth and South Devon Freeport. These developments will provide new housing close to workplaces and existing transport corridors.

### **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.

Culm Garden Village near Cullompton represents one of the largest areas of new development across Devon and Torbay. The garden village will increase travel demand but will also support more shops and services within Cullompton and provide new transport infrastructure.

### **Heart of Teignbridge**

The Heart of Teignbridge covers the market town of Newton Abbot, and neighbouring settlements of Kingsteignton and Kingskerswell.

Despite high levels of self-containment, there is a higher proportion of car trips in Newton Abbot and Kingsteignton than other settlements of similar size across Devon. Many of these trips are made over distances that could be walked, cycled or made by bus. This means the Heart of Teignbridge is an area where improved bus services and cycling facilities could have significant uptake.

## **7.2 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 we will deliver planned improvements to the A39/A361 North Devon Link Road that will improve connectivity between the area, the M5 and the rest of the country. To enable growth and to support walking, cycling and public transport corridors in the area, we need to explore improvements to:

- pedestrian links across the River Taw from Seven Brethren to Barnstaple town centre
- the A39 to B3233 Tews Lane Link
- Larkbear access road
- the Clovelly Road corridor.

### **Plymouth urban fringe**

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

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

At Woolwell we will provide attractive sustainable travel choices by:

- supporting high quality walking 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.

### **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. 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.

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
- enhance active travel and bus routes to offer attractive new opportunities
- increase digital access and connectivity over the build out period
- support improvements to Junction 28 on the M5 to improve access to the Strategic Road Network.

### **Heart of Teignbridge**

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

- the Houghton Barton Link Road
- A382 Phase 3
- Wolborrough Link Road
- Jetty Marsh Phase 2.

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

## **7.3 Easier travel**

An Enhanced Partnership, developed alongside the Devon BSIP, sets out the measures to improve the attractiveness of bus services across the four growth areas. We will increase bus use and support decarbonisation by improving bus service reliability and offering an enhanced passenger experience. This will be delivered through:

- bus priority at key 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.

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. We will support the proposals for shared vehicles, and mobility hubs with new facilities, in 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 with bus priority measures at Gratton Way, the Braunton Road signals in Barnstaple and along the Barnstaple Southwest corridor that will make travelling by bus faster and more reliable.

We will make improvements at Barnstaple railway station to make it easier for people to change between bus and rail services. These will include access, forecourt and public interchange improvements. The station will become a hub that connects a range of urban and rural bus services 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.

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.

### **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
- improved bus and rail interchange at Tiverton Parkway railway station
- 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.

### **Heart of Teignbridge**

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 create 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.

The proposed Edginswell railway station in Torbay is an important part of the Devon Metro network and would serve the Torbay Gateway. The station would help encourage modal shift from

the Gateway's travel to work area that would 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 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.

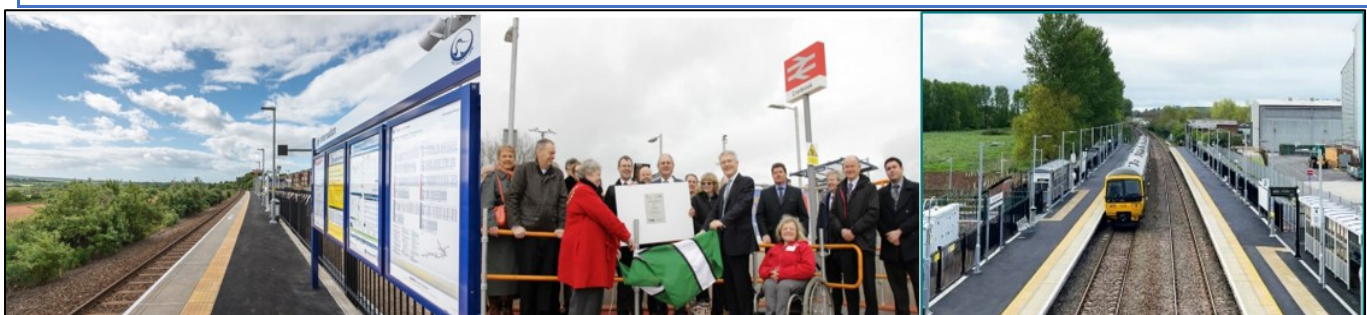


Figure 18: new stations in Devon - Newcourt, Cranbrook and Marsh Barton

## 7.4 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 provide a sense of place and contribute towards the economy of vibrant town centres.

### **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 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. We will explore further improving the quality of the environment for pedestrians in the town centre by significantly reducing through traffic. The delivery of the town centre relief road could unlock longer term changes that reduce the dominance of vehicles and improve air quality in the town centre.

### **Heart of Teignbridge**

In Newton Abbot we will improve the pedestrian environment and sense of place in the town centre. We will do this through:

- delivering of enhancements to Queen Street
- improving the National Cycle Network Route 2, which runs parallel to Queen Street
- upgrading the route between the railway station and town centre.

We have aspirations for further pedestrian and public transport enhancements at junctions in the town centre, such as Highweek Street. We also have an aspiration to develop 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.

## 7.5 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.

We have an opportunity to ensure Electric Vehicle (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:

- services from 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 the development of a mobility hub and 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 provide growth driven by net zero in the north of the county, and support decarbonisation activity across the Bristol Channel and Celtic Sea.

## 7.6 The place to be naturally active

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

We will focus on:

- priority sections of the multi-use trail network
- measures that encourage safer and sustainable travel to school
- the routes identified in LCWIPs as having the highest demand.

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 physical infrastructure we will increase cycle parking across the growth areas and remove some of the physical barriers on the existing National Cycle Network. We will encourage and enable active travel by continuing to deliver cycle confidence sessions for all ages and abilities.

We will also support new approaches to mobility that further increase the attractiveness of alternative modes of transport and reduce reliance on the car for certain journeys.

### **Barnstaple, Bideford and Northam**

Many of the trips made within Barnstaple and Bideford are short distance and can be made by foot or cycle. The area also benefits from the Tarka Trail, providing a flagship traffic free multi-use trail that connects communities along the River Taw. The Barnstaple 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.

We will support active travel and improve road safety by improving crossing facilities and delivering 20mph zones where supported by the local community.

### **Plymouth urban fringe**

A new pedestrian and cycle bridge over the A38 at Deep Lane will provide 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 would be complemented by enhancements to the walking and cycling network in Tiverton. This would include filling gaps in the existing Tiverton town walking and cycle network and improving links between the town centre and the outskirts.

## Heart of Teignbridge

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

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, cycling and wheeling 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.

### 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 railway line between Kingsteignton and Teignmouth and offer fantastic views of the estuary.

Once all sections are complete, the trail will provide both commuting and leisure users with an attractive and accessible way to travel. It will link with other existing multi-use trails including the Stover Way, the Wray Valley Trail and the proposed South Devon Cycle Way through Kingskerswell to Torbay. Our aim is for the Teign Estuary Trail to become a flagship route like the award-winning Exe Estuary Trail, delivering high usage and a 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:

- Improvements to the A39/A361 North Devon Link Road, local vehicle links to unlock sites and new bus routes and improved crossings of roads and the River Taw to support a range of travel choices.
- Enhanced bus services, attractive walking and cycling links and new and improved junctions with major highway links to unlock development at Tiverton and Culm Garden Village.
- New access to the A38, pedestrian and cycle facilities and infrastructure to unlock the Plymouth and South Devon Freeport.
- Completion of planned highway links in Heart of Teignbridge including Houghton Barton Link Road, A382 Phase 3, Wolborrough 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, where feasible integrated with the rail network, to serve new development in the growth areas.
- Bus priority at key pinch points to improve journey times and reliability.
- Trial of shared modes including car club vehicles in the largest urban areas.

### Greater places for people

Contribute towards vibrant town centres through:

- Enhancing Newton Abbot town centre, including Queen Street, 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 and delivery of Teign Estuary Trail and 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.
- Completion of emerging Mid Devon LCWIP and progression of priority schemes.

## Section 8: Our strategy for 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, decarbonising vehicles, and promoting healthy travel by growing the network of safer routes for walkers, wheelers, cyclists and horse riders.**

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 could 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 provide transport facilities for both residents of the towns and the surrounding rural areas.

### 8.1 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. Some of these rural areas span local authority boundaries where for some people access to their nearest services is in another authority or county.

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 being on a rail/bus corridor, and the more sparsely populated areas of Torridge, South Hams and West Devon.

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 on, and reduces the reliability of, both the road and public transport networks. This can also lead to variations in access to public transport 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. However, the average time to access key services is typically greater in rural communities and has higher transportation costs. Many journeys for work, school or accessing healthcare are too far to walk or cycle. In the most remote locations, particularly those on the coast and in National Parks, there are often limited public transport options. This means physical access can be challenging 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. Local shops and post offices in rural areas are becoming increasingly less viable, leading to people travelling further to access services.

We recognise the variety of transport challenges faced by different settlements across Devon, and will follow the approach set out in Peninsula Transport's South West Rural Mobility strategy to improve rural mobility for the communities that need it most. We will explore bundles of



interventions to improve travel choices. We will support piloting innovative approaches to connect rural communities and increase quality of life for their 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. 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 and cycling journeys within them. However, residents have less public transport access to Devon's major centres so are more reliant on the private car for access major employment, leisure, 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. Similarly, bus services, a railway station or both means some market and coastal towns serve as a hub to connect to public transport services. Improving journey times on services from market towns can also make public transport more attractive for those in surrounding rural areas.

## **8.2 Decarbonisation**

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

We will improve and promote digital accessibility in rural areas so people who want to can more easily access online services. This will reduce their need to travel.

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 partway along their journey and increase the range of destinations that can be reached sustainably.

We will deliver EV charge points in settlements across Devon and promote peer-to-peer charging, in line with our EV charging strategy. While affordability for many residents will likely be a barrier to purchasing zero emission vehicles, increasing the availability of EV charge points will encourage this transition where possible.

The EV charging strategy's solution hierarchy indicates 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.



**Figure 20: An EV charge point in South Molton**

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 existing battery powered vehicles. The infrastructure needed to roll out electric buses in larger urban areas could also 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 alternative to comparatively expensive overhead electric lines.

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. This means there is a greater opportunity to encourage people to travel sustainably and take advantage of the growing number of integrated public transport connections for some of these trips.

### 8.3 Greater places for people

Rural communities and economies deliver significant benefits to Devon and the wider region. The countryside and coast play a key role in the Devon economy, supporting thousands of jobs both directly and through rural supply chains. The countryside and coast provide vast areas for recreation, leisure and high-quality local produce. The landscape also acts as a driver for the wider tourism sector, making Devon an attractive place for people to live, work and visit, and contributing positively to health and wellbeing. For many, living in rural areas provides a high level of wellbeing and quality of life.

We will work towards improving access to, and parking facilities in, rural villages and local towns. 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. We will make physical changes 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.

#### 8.4 The place to be naturally active

Devon has an extensive network of walking 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, through National Parks and along the coast. However, in many rural areas there can be a lack of dedicated cycling and walking infrastructure. A lack of facilities, including footpaths and suitable lighting, can make people feel unsafe and deter them from using active travel options for short journeys. Creating new infrastructure in rural areas can be expensive and take a time whilst the numbers of people likely to benefit from such routes may be limited. This means such investment might not represent good value for money.

Therefore, we will trial locally proposed changes to increase the network of low traffic routes that people feel safe walking, wheeling, cycling and horse-riding on. These changes can be trialled to test their impact, be delivered at a relatively low cost or both. 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.

We have significantly invested 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. We will produce a countywide Local Cycling and Walking

Infrastructure Plan that sets out the priorities for these routes and will update it periodically as delivery of the network progresses.

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 and cycling facilities. We will work with local planning authorities and communities to ensure priority walking and cycling routes and infrastructure are included in future Infrastructure Delivery Plans.

**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 attractive routes along rivers and estuaries, and through National Parks. People can now use a number of multi-use trails to travel from coast to coast.

In recent years we have expanded and improved the multi-use trail network through significant investment. We have delivered flagship routes that connect our towns and rural communities, like the Exe Estuary Trail, the Tarka Trail and the Granite Way. These routes provide new opportunities for people to enjoy our outstanding coast and countryside, and encourage sustainable tourism that supports our local economy.

We are committed to continue to expand the multi-use trail network, delivering high quality walking and cycling routes that will connect our communities.

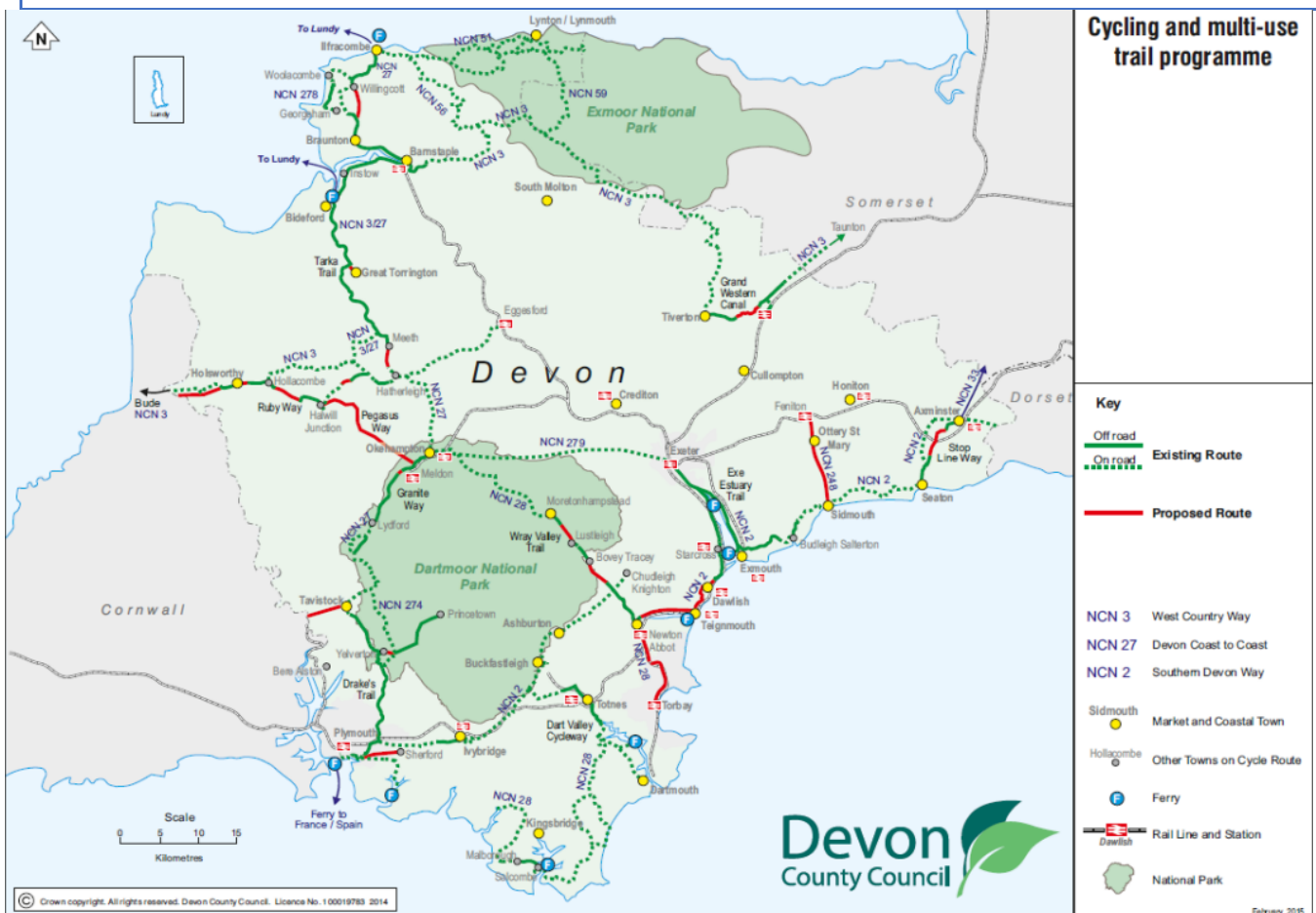


Figure 21: Devon's multi-use trail network

## 8.5 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 and retail needs.

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

Although our previous bids for BSIP funding were not as successful as we had hoped, improvements to rural bus services remain an aspiration for the county. Our aspirations include:

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

However, this will only be achievable with significant additional funding.

Devon is also served by a network of voluntary community transport organisations that enable secluded, 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. 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 Paignton to Exmouth, North Devon and Tamar Valley Lines, form part of the Devon Metro network connecting towns and rural communities to larger urban areas. The Exeter to Waterloo mainline also serves several smaller communities in the county.

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. It has attracted significant numbers of people to explore Dartmoor by public transport. There have also been significant passenger number increases in Crediton which, when combined with the North Devon Line services, now benefits from a half hourly rail service to Exeter.

We will continue to work with rail partners and stakeholders to enhance the Devon Metro rail network. These schemes will provide hubs for new and easier travel to jobs, services and to Dartmoor National Park.

This includes restoring rail services between Tavistock and Plymouth and upgrading access and interchange facilities at stations. We will prioritise stations where trains cross (making it easier to coordinate buses with train times in both directions) and that serve a wider catchment, such as Okehampton and Umberleigh.

With our partners we will deliver the new Okehampton Interchange railway station at Okehampton Business Park, close to the A30. This will make it easier for people living in the east of the town, as well as the wider rural catchment of West Devon, rural Torridge and North Cornwall to access sustainable travel options.

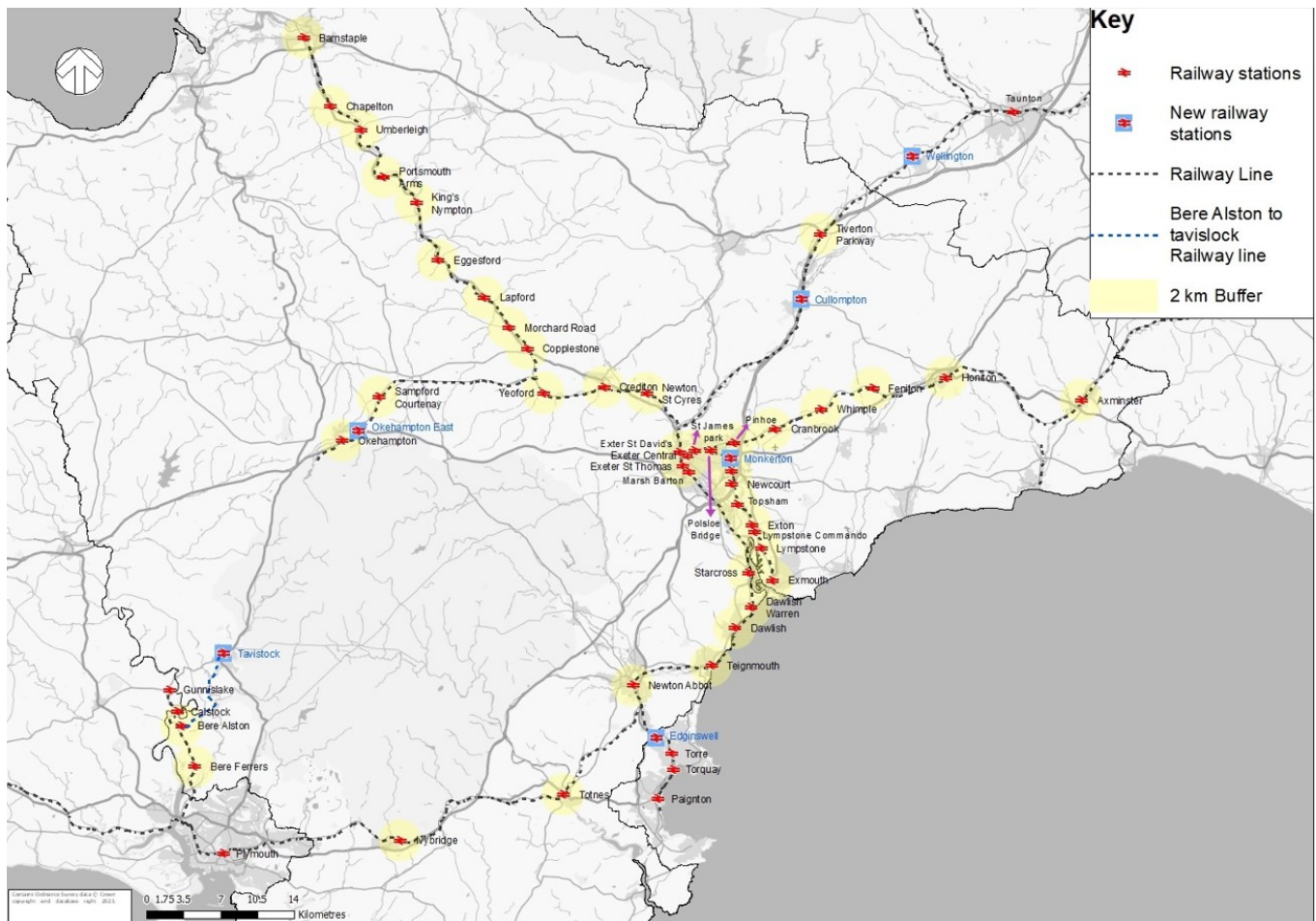


Figure 23: Current and proposed Devon Metro rail network

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, service frequency or both 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 offer more options for people to connect with core bus service routes.

Recent improvements to the connections between bus services and railway stations, including at Okehampton, Totnes and Barnstaple, have made travel by public transport easier. In providing attractive, door-to-door public transport choices these have unlocked new travel opportunities for residents and communities in rural areas who may not have access to a car. We will work 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 number of improvements. These aim to create a ‘bus branch line’ network that also includes:

- Rail link 118 between Okehampton and Tavistock
- Rail link 310 between Barnstaple, Lynton and Lynmouth
- 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 a range of new travel opportunities.

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 bus routes, connect 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. E-bikes reduce the impact of Devon’s steep topography, not only making it easier to cycle longer

distances, but also a much larger area. For example, if the average distance someone is prepared to travel doubles, the area increases fourfold. Our initial priority will be the provision of car club vehicles in larger market and coastal towns. We will also develop a Rural Mobility Strategy to explore how such schemes can best be delivered in rural areas.



## 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.
- 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

- Develop a countywide LCWIP.
- 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, cycling and horse riding and trial changes to expand network of green lanes.
- Support opportunities for temporary highway closures for local events in rural villages.
- Improve access to cycling through continued delivery of Cycle Confidence sessions and removal of barriers on the National Cycle Network.
- 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

- Half hourly rail frequency on East Devon section of Exeter to Waterloo Line.
- Work collaboratively with rail industry partners to deliver the reinstatement of the Tamar Valley branch line to Tavistock.
- Deliver the West Devon Transport Hub with a new railway station, Okehampton Interchange.

#### New opportunities

- Extend 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.
- Protect, expand and improve rail, bus service and cycle integration.
- Deliver the Dinan Way extension in Exmouth.

#### 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 and shared transport into new developments.

## Section 9: Our strategy for 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 to visit friends. The management of the network is central to making travel safe, convenient and reliable but must be balanced against challenging funding constraints.**

Devon and Torbay councils will continue to prioritise the maintenance of A and B roads and reduce the carbon emissions from the maintenance and use of the transport network. The councils will continue to work to reduce injuries to road users, with an aim of halving the number of people injured on the highway by 2030. This includes reducing speed limits on some routes to reduce collisions, which will in turn improve resilience and journey time reliability.

### 9.1 Highway maintenance

Devon has one of the largest highway networks of any UK Local Authority. It includes over 12,500km of highway, with unclassified roads making up more than half of the total road network. In addition, the council maintains approximately 5,000km of public rights of way, and 225km of off-road recreational trails. These include the Devon sections of two National Trails (the South West Coast Path and England Coast Path).

The Torbay network includes just over 500km of carriageway and over 800km of footway. Urban roads represent 85% of the length of carriageway network in Torbay. The network also includes almost 100km of public footpaths and green lanes along with a range of other highway assets including drainage, seating and shelters and road signs.

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 and there is insufficient funding to meet all its maintenance needs.

In recent years 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 primary routes 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.

We will therefore prioritise:

- maintenance of A and B roads
- maintenance of other important urban roads, particularly in the more urban areas of Exeter and Torbay
- using preventative treatments on other roads that are still in a condition to benefit from it.

### 9.2 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. We will:

- continue to update the streetlighting network to improve efficiency and reduce emissions
- upgrade and renew older traffic signals

- tune our traffic signal timings to make them more responsive to changing travel patterns and improve traffic flow.

To help deliver all the priorities in this plan, we will need to review how to best use revenue from on-street parking. Surplus from on-street parking must be ringfenced under Section 55 of the Road Traffic Act, and currently uses include subsidising bus services and road safety initiatives.

Innovation is central in improving how we manage and operate the highway network within our funding constraints. We will explore technology innovations through the Network Operations Control Centre to improve proactive management of the network, communicate with users and improve experiences for users.

Devon is one of only a few highway authorities to retain an in-house Materials Laboratory that enables us to innovate and understand the impact of different materials and methods. We will:

- investigate new approaches using technology to better monitor the network
- trial changes to speed limits to improve safety and reduce emissions
- better align network enhancements with maintenance work to reduce disruption
- continue to coordinate third-party and statutory undertaker activity through Network Operation Support Teams.

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

### 9.3 Active travel

Devon has a growing network of walking and cycling routes where usage continues to increase. For example, usage of the Exe Estuary Trail has more than doubled since 2011. This is invaluable for the health and wellbeing of both residents and visitors.

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

Devon have also made changes to some of the highway network to provide green lanes that enable active travel, such as Balls Farm Road and Langaton Lane on the edge of Exeter and Rydon Lane connecting Woodbury towards 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.

#### Case study: Exeter cycleway and footpath winter treatment trial

Since 2021, Devon County Council have 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, will be treated to prevent ice forming when temperatures drop.

The trial has made the Exeter’s walking and cycle network safer and more attractive in winter. This contributes to supporting healthy lifestyles and enabling a shift to alternative modes of transport that can help keep Devon’s transport system moving all year round.



Figure 24: Network forming part of winter treatment and a winter maintenance vehicle

## 9.4 Environmental impacts

The Devon Carbon Plan has a target to:

- reduce Devon's (including Torbay and Plymouth) emissions to net zero by 2050 at the latest
- to reach 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 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 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.

Live Labs are funded by the Department for Transport as an innovative programme to reduce CO<sub>2</sub> impacts associated with the life cycle of the local road network. The A382 is a current Live Labs 2 project where opportunities to reduce carbon have been implemented through the detailed design and consideration of construction stage carbon. The project aims to bring changes and innovations together to help improve future materials and maintenance regimes.

We will develop a Carbon Design Toolkit that will enable the carbon profile of different scheme options to be considered throughout the development of new schemes, so that carbon becomes at least as important as cost and quality. We will work to improve biodiversity and wildlife in our projects and explore potential for greening of the highway. This could include wildflower planting on highway verges and roundabouts and, where appropriate, trees that can help improve street scene and to support biodiversity net gain. For schemes above a certain value, we will also apply the Healthy Streets design tool.

The transition to electric vehicles will also play a part in reducing emissions. Devon and Torbay have Electric Vehicle (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, Northern Devon and Torridge. The funding complements an even 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.

### 9.5 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 in Devon has remained largely stable over this period, whilst in Torbay this number has been slowly rising.

Vision Zero South West is a partnership between Devon, Torbay, Cornwall, and Plymouth councils, National Highways, the office of the police and crime commissioner and emergency services. It aims to cut road deaths and serious injuries by 50% by 2030 and to zero by 2040. This is from a baseline of the average collision numbers between 2014 and 2018. 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 the most vulnerable road users, such as pedestrians, cyclists and horse riders.

Bolder measures will be needed to help bring down the risk of serious injury in Devon and Torbay. We will explore trialling reductions of speed limits on some routes, particularly those with the highest flows, worst collision performance or both. We will also target improving safety in locations with poorer collision performance and those areas with the highest concentration of vulnerable road users, such as urban centres and places close to schools.

In line with the Vision Zero South West ambition, we will continue to invest in improvements to ensure that every route and every mode is available to everybody, free from the risk of fear or harm. For example, we will deliver improvements to the A361 (Barnstaple to Ilfracombe) using the Safer Roads Fund. We will also increase the number of 20mph villages and town centres where the limit is justified and locally supported.

#### **Case study: Department for Transport’s Safer Roads Fund on the A3123**

Devon secured over £4 million from the Department for Transport’s Safer Roads Fund in 2020 to improve road 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 helped to reduce collisions and, as a result, these sites no longer meet cluster site criteria in the latest collision data.



Figure 25: Lynton Cross safety improvements, with crossroads upgraded to a roundabout

## Key elements of the strategy for asset management and road safety

### Reliable and resilient network

- Continue to prioritise maintenance of A and B classified routes.
- Continued bridge assessment and strengthening program, with priority on A and B roads.
- Upgrade and enhance traffic signals across Devon.
- Review and trial reducing speed limits on key corridors.
- 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.
- Implement 'School Streets' where appropriate to continue to safer walking and cycling options for school children.
- Use of Healthy Street design tool in new projects.
- Complement new Infrastructure with engagement and behaviour change measures.
- Delivery of casualty severance reduction program to tackle collision hotspots.
- 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 10: Our action plan for connecting Devon and Torbay

Theme	Sub theme	Measure
Reliable and Resilient Network	Strategic Connectivity: Rail	Completion of rail resilience works at Dawlish and Holcombe
Reliable and Resilient Network	Strategic Connectivity: Rail	Increased diversionary capacity and half hourly local services on Waterloo Line
Reliable and Resilient Network	Strategic Connectivity: Rail	Increased platform capacity at Exeter St Davids
Reliable and Resilient Network	Strategic Connectivity: Road	Completion of North Devon Link Road enhancements
Reliable and Resilient Network	Strategic Connectivity: Road	Enhancement of M5 between J29 – J31
Reliable and Resilient Network	Strategic Connectivity: Road	Speed limit review and consider reduced speed limits on busiest A roads
Reliable and Resilient Network	Strategic Connectivity: Road	Bridge Road Exeter bridges renewal
Unlock Development	Unlock Strategic Development	Deliver infrastructure and enable sustainable travel at the Plymouth and South Devon Freeport.
Decarbonisation	Digital Services	Promote high-speed internet access across Devon
Decarbonisation	Digital Services	Refresh of Devon's digital strategy
Easier Travel	Strategic Connectivity: Rail	Support improvements to Mobile Connectivity on rail services
Easier Travel	Strategic Connectivity: Freight	Work with Peninsula Transport to improve efficiency of 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 11: Our action plan for Exeter

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	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	Innovative car parking strategies
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	Alphington Village Enhancements
Greater Places for People	Key Pedestrian Corridors	Crossing and facilities 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 a 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, industrial estate and Alphington
The Place to be Naturally Active	Strategic Cycle Network	Other routes and access to routes 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

Theme	Sub theme	Measure
The Place to be Naturally Active	Area Wide changes	Green lanes to support active travel access from villages on the edge of the city
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 hangars
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
Unlock Development	Sustainable New Development	Support revised planning policy
Unlock Development	Sustainable New Development	Water Lane: New Pedestrian/cycle crossing of Canal
Unlock Development	Sustainable New Development	North Gate: Paul Street Pedestrian and public realm works
Unlock Development	Sustainable New Development	East Gate: Heavitree Road public realm and pedestrian cycle crossing facilities
Unlock Development	Sustainable New Development	South Gate: Acorn Junction/Southernhay Square
Unlock Development	Sustainable New Development	Red Cow: Highway Rationalisation and St David's Station Interchange Enhancements
Unlock Development	Sustainable New Development	Chudleigh Road realignment
Unlock Development	Sustainable New Development	Bus Priority and enhanced cycle facilities on A3052/A376 approach to M5 J30
Unlock 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 Exeter to Waterloo mainline.
Easier Travel	Devon Metro	Half hourly rail frequency to Barnstaple.
Easier Travel	Devon Metro	15-minute service frequency on Avocet Line to Digby & Sowton/Newcourt
Easier Travel	Devon Metro	Safeguarding of land and investigation of 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	Connected City Region: Bus	15-minute bus frequency to Crediton

Theme	Sub theme	Measure
Easier Travel	Connected City Region: Bus	Transport hub enhancements on key corridors into the city
Easier Travel	Attractive Urban Bus Networks	Northern Corridor (City Centre - New North Road bus gate)
Easier Travel	Attractive Urban Bus Networks	Western Corridor (Preston Street and Cowick Street)
Easier Travel	Attractive Urban Bus Networks	Central Corridor (Honiton Road and Heavitree Road)
Easier Travel	Attractive Urban Bus Networks	Eastern Corridor (Pinhoe Road)
Decarbonisation	Zero Emission Ticking System	Relaunch on street cycle and car club with new operator(s)
Decarbonisation	Zero Emission Ticking System	Development of a zero-emission transport subscription service
Decarbonisation	Transition to low emission fuels	Delivery of on street electric vehicle charging facilities
Decarbonisation	Transition to low emission fuels	Explore electricity generation and EV charging at Park and Change sites
Decarbonisation	Transition to low emission fuels	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 and locations, including smarter corridors
Decarbonisation	Innovation and Invention	Live testing measures on the highway

## Section 12: Our action plan for Torbay

Theme	Sub theme	Measure
Greater Places for People	Town Centre Public Realm	The Strand: Torquay Harbour Public Realm
Greater Places for People	Town Centre Public Realm	Relocation of Torquay coach station
Greater Places for People	Town Centre Public Realm	Abbey Gates enhancement
Greater Places for People	Public Transport Gateways	Paignton Bus station square
Greater Places for People	Public Transport Gateways	Brixham Bus station improvements
Greater Places for People	Improved Access to Town Centres	Changes to vehicle access on Union Street, Torquay
Greater Places for People	Improved Access to Town Centres	Enhanced town centre directional signage
The Place to be Naturally Active	Strategic Cycle Network	Develop proposals for South Devon Cycle way (Newton Abbot to Edginswell)
The Place to be Naturally Active	Strategic Cycle Network	Hospital Trail: Newton Road and crossing improvements at Cadewell Lane and Orchard Way
The Place to be Naturally Active	Strategic Cycle Network	Hospital Trail: Avenue Road
The Place to be Naturally Active	Strategic Cycle Network	Torquay Town Trail: Shiphay Lane to Teignmouth Road
The Place to be Naturally Active	Strategic Cycle Network	Torquay Town Trail: Teignmouth Road and crossings with Upton Road and Cricketfield Road
The Place to be Naturally Active	Strategic Cycle Network	Beaches Trail: Rathmore Road to Torquay Harbour
The Place to be Naturally Active	Strategic Cycle Network	Beaches Trail: Marine Parade and Marine Drive
The Place to be Naturally Active	Strategic Cycle Network	Beaches Trail: Roundham Road/Paignton Harbour
The Place to be Naturally Active	Improved Crossing Facilities	Shiphay Lane crossing
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
The Place to be Naturally Active	Improving access	On street secure cycle parking program
The Place to be Naturally Active	Improving access	Torquay Town Trail: Torre Cycling Contraflows
Decarbonisation	Lower Emission Vehicles	LEVI funded project to deliver on street EV charge points

Theme	Sub theme	Measure
Decarbonisation	Lower Emission Vehicles	EV charge points in council Car Parks
Decarbonisation	Lower Emission Vehicles	Promotion of peer-to-peer Charging Networks
Decarbonisation	Lower Emission Vehicles	Upgrade to a zero-emission buses throughout Torbay
Easier Travel	Attractive Services	Roll out of modern low emission buses
Easier Travel	Attractive Services	15-minute frequency on 22 service to South Devon College
Easier Travel	Attractive Services	15-minute frequency on 13 service from Brixham to Torbay Hospital
Easier Travel	Attractive Services	Nighttime services on the 12 bus
Easier Travel	Attractive Services	Provision of bus priority at traffic signalised junctions
Easier Travel	Improved Access	Audit of bus stop access
Easier Travel	Improved Access	Bus stop Infrastructure upgrades
Easier Travel	Improved Access	Paignton station forecourt
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 bus services 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
Unlock Development	Support Low Carbon Travel	On site EV charging and secure cycle parking
Unlock Development	Support Low Carbon Travel	Travel Planning for strategic developments
Unlock Development	Support Low Carbon Travel	Support Revised Planning Design Policy
Unlock Development	Support Low Carbon Travel	Orchard Way to Torquay Road Active Travel route
Reliable and Resilient Network	Strategic Connections	Improved controlled parking facilities to improve access to Brixham Harbour
Reliable and Resilient Network	Reliable Network	Rolling program of traffic signal replacements and upgrades
Reliable and Resilient Network	Reliable Network	Identify and/or audit of locations where on street parking impacts bus journey times

Theme	Sub theme	Measure
Reliable and Resilient Network	Reliable Network	Amend on-street parking to improve bus journey times

### Section 13: Our action plan for growth areas

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Theme	Sub theme	Measure
Unlock Development	Unlock Strategic Development	Completion of A382 phase 3 and Jetty Marsh Phase 2
Unlock Development	Unlock Strategic Development	Houghton Barton Link Road
Unlock Development	Unlock Strategic Development	Wolborough Link Road
Unlock Development	Unlock Strategic Development	Completion of A361 Tiverton Eastern Urban Extension junction
Unlock Development	Unlock Strategic Development	Strategic intervention in vicinity of M5 J28
Unlock Development	Unlock Strategic Development	Cullompton Town Centre Relief Road
Unlock Development	Unlock Strategic Development	Anchorwood to Barnstaple Town Centre Long Bridge Pedestrian and Cycle improvements
Unlock Development	Unlock Strategic Development	Completion of North Devon Link Road enhancements
Unlock Development	Unlock Strategic Development	Larkbear Access Road
Unlock Development	Unlock Strategic Development	Sticklepath Junction enhancement
Unlock Development	Unlock Strategic Development	Cedars Roundabout
Unlock Development	Unlock Strategic Development	Plymouth and South Devon Freeport Spine Road, Langage Business Park
Unlock Development	Unlock Strategic Development	Sherford Southern Access Route
Greater Places for People	Vibrant Town Centre	Increase areas of lower traffic streets in Barnstaple Town Centre.
Greater Places for People	Vibrant Town Centre	Queen Street (Newton Abbot) - Pedestrian and Public Realm Improvements
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.



Theme	Sub theme	Measure
Decarbonisation	Transition to lower emission fuels	Expansion of electric vehicle charging facilities in accordance with EV charging hierarchy
Decarbonisation	Transition to lower emission fuels	Promotion of peer-to-peer Charging Networks
Decarbonisation	Transition to lower emission fuels	Transition to Zero emission buses in and around Barnstaple
Decarbonisation	Transition to lower emission fuels	Work with rail operators to develop and test proposals for low carbon railways
Decarbonisation	Innovative Approaches	A382 phase 2 Live Labs project
Decarbonisation	Innovative Approaches	Support development of new fuel technology at Plymouth and South Devon Freeport
Place to be Naturally Active	Multi Use Trail network	The Avenue to Highweek St (Newton Abbot) NCN 2 route improvements
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	Develop and Deliver Teign Estuary Trail from Newton Abbot to Teignmouth
Place to be Naturally Active	Active travel enhancements	Newton to Torbay strategic cycle link
Place to be Naturally Active	Active travel enhancements	Deep Lane pedestrian and cycle bridge
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	Fill gaps and develop Tiverton town walking and cycling network
Place to be Naturally Active	Active travel enhancements	Larkbear Bridge and Barnstaple East/West Corridor
Place to be Naturally Active	Active travel enhancements	Kenwith Valley active travel route
Place to be Naturally Active	Active travel enhancements	Manteo Way junction safety improvements

Theme	Sub theme	Measure
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 bus provision linked to new development at 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 Tarka 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 14: Our action plan for rural Devon and market and coastal towns

Theme	Sub theme	Measure
Decarbonisation	Transition to lower emission fuels	Delivery of electric vehicle 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	Identify and implement 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	Multi Use Trail network	Production of a Countywide LCWIP
The Place to be Naturally Active	Multi Use Trail network	Construction of Seaton to Colyford multi-use trail
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	Completion of missing link in Tarka Trail from Braunton to Willingcott
The Place to be Naturally Active	Multi Use Trail network	Pegasus Way Bridleway
The Place to be Naturally Active	Multi Use Trail network	Design and delivery of the Drakes Trail between Clearbrook and Roborough
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	Accessibility improvements on multi-use trails and National Cycle Network
Easier Travel	Devon Metro	Reinstate rail services between Tavistock and Plymouth
Easier Travel	Devon Metro	Okehampton Interchange railway station
Easier Travel	New Opportunities	Protect and enhance integration of bus service with railway stations

Theme	Sub theme	Measure
Easier Travel	New Opportunities	Completion of Dinan Way link road
Easier Travel	Collaborative Working	Work with organisations to support and broaden 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 15: Our action plan for asset management and road safety

Theme	Sub theme	Measures
Reliable and Resilient Network	Highway Maintenance	Bridge Assessment and Strengthening Program
Reliable and Resilient Network	Highway Maintenance	Upgrade and enhance traffic signals across Devon
Reliable and Resilient Network	Network Operation	Review and trial speed limit reductions on key corridors
Reliable and Resilient Network	Network Operation	Review spending and priorities for the On-street Parking Account
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	Support roll-out of a comprehensive Electric Vehicle Charging Network
Decarbonisation	Transition to lower emission fuels	Introduction of zero emission buses
Decarbonisation	Innovation	A382 phase 2 Live Labs project
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
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 rural leisure trails and National Cycle Network

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## ACTION PLAN

The LTP is a long-term strategy, accompanied by an action plan of measures. An indication of priorities for different methods of travel is shown below:

- Expansion of Multi Use trail network, including completion of Tarka Trail and Drakes Trail and progressing Teign Estuary and Clyst Valley Trails
- Green lanes to deliver local priorities for walking, cycling and horse-riding
- Active Exeter: 50% of trips in the city to be made by walking and cycling
- Delivery of Bay Trails and Newton Abbot to Torbay Cycle route
- Delivery of priorities in Growth area LCWIPs



- Continued delivery of Devon Metro, including increased frequency from Exeter to East Devon, Barnstaple and 15-minute frequency to Digby & Sowton
- New stations at Cullompton, Edginswell, Monkerton and Okehampton East
- Reinstate railway from Tavistock to Plymouth
- Resilience works at Dawlish and enhanced diversionary capacity of Waterloo Line
- Increased services to London from Torbay and Okehampton/Barnstaple



- Bus priority measures in Exeter and Barnstaple
- Roll out of modern low emission buses throughout Torbay, Exeter and Barnstaple
- Bus/rail Interchange at Polsloe Bridge and Digby Park and Ride
- 15-minute frequency services between Exeter and surrounding towns
- New bus services from Torbay to East of Exeter



- Completion of North Devon Link Road and A382 enhancements
- Sherford Southern Access Route
- Dinan Way Extension
- Improve resilience of M5 between J29 – J31
- Trial reduced speed limits on strategic routes.



- Low Carbon Procurement Strategy
- Develop Low Carbon Design Toolkit
- Electric vehicle charge points and promote Peer to Peer charging
- Energy generation on Park and Ride sites
- Work towards zero-emission transport subscription service in Exeter



## HOW TO RESPOND

View consultation documents and provide feedback at:

[www.devon.gov.uk/haveyoursay/](http://www.devon.gov.uk/haveyoursay/) or post to the Transport Planning Team, County Hall, Topsham Road, Exeter, EX2 4QD.

If you require more information, or a different format, please email: [transportplanning@devon.gov.uk](mailto:transportplanning@devon.gov.uk) or write to the above address.



Produced in partnership with



# DEVON & TORBAY: LOCAL TRANSPORT PLAN 4

## Consultation Draft



The Local Transport Plan is the strategic document that sets out the priorities for transport across Devon and Torbay.

The previous LTP3 covered the period 2011-2026. Significant progress has been made in delivering projects in LTP3 including new roads, bus services, railway stations and cycle routes. Increasingly, investment has focused on improving travel choice in Devon and Torbay. Over this period traffic levels have remained stable, rail patronage has increased by 50% and the number of people cycling has increased. The way people access services is also changing, with more home working and shopping online. With advancements in technology and commitments to reduce emissions, we are refreshing the LTP.

**The draft LTP4 strategy document sets out the ways that our transport network will be improved while also working towards our net-zero ambitions and wider goals for the county. This is reflected in the following LTP4 objectives:**

- Decarbonisation
- Easier Travel
- A Reliable and Resilient Network
- Greater Places for People
- The Place to be Naturally Active
- Unlock Strategic Development

**Recognising that there are distinct characteristics and transport challenges depending on where people live, individual strategies have been developed for each of the following areas:**

- Exeter
- Torbay
- Rural Devon and Market & Coastal Towns
- Growth Areas, including Barnstaple and Bideford, Heart of Mid Devon, Heart of Teignbridge and Plymouth Urban Fringe.

We are now seeking **your views** on this draft strategy to ensure it addresses current priorities and the needs of communities.

### Projects Completed since LTP3

M5 J27, J28, J29 & J30 upgrades	2012-16
Drakes Trail including Gem Bridge	2012
Redworth Junction, Totnes	2013
Roundswell Roundabout	2014
Holsworthy Agri- Centre Access	2014
Cranbrook & Newcourt Rail Stations	2015
South Devon Link Road	2015
Brixham Road Widening	2015
Blundells Road Enhancement	2016
Exe Estuary Trail completion	2017
Bridge Road Exeter Widening	2018
Torbay Western Corridor	2019
Emergency Active Travel Fund Measures	2020
Dartmoor Line reopening	2020
A3123 & Lynton Cross Roundabout	2020
Magdalen Road Exeter	2020
Marsh Barton Railway Station	2023
Tiverton Eastern Access	2023
North Devon Link Road Upgrade	Onsite

# LTP4 EVIDENCE AND STRATEGY OVERVIEW

## Key Statistics



Devon and Torbay have a combined population of 940,000. This is an increase of 8% in the last decade, and the highest growth of 14% was in East Devon.



Digital access to services is reducing the need to travel, with each individual making 13% less trips in 2019 compared to 2002.



Transport accounts for nearly a third of carbon emissions. 63% of which come from private car and a third from freight.



The majority of freight is moved by road. In 2019, there were an estimated 1.4 million HGV trips carrying 27 million tonnes of goods.



The majority of residents of Exeter do not drive to work, including approximately a third who walk or cycle to work.



Highest proportions of commuting by car use are typically in Torbay and in the Growth Areas.



Bus is the most common form of public transport in Devon and Torbay, with over 24 million bus trips made during 2023/24.



Rail patronage is now 50% higher than in 2010, with over 15 million rail trips made from stations in Devon and Torbay during 2022/23.



The number of injured in road traffic collisions in Devon and Torbay has decreased by 31% since 2013.

## Our Network

**Reliable and Resilient network:** Prioritise maintenance of A and B roads, enhance maintenance of active travel routes and parking systems.

**Decarbonisation:** Reduce carbon in highway maintenance and construction, through low carbon procurement a carbon design toolkit and upgrading the streetlighting network.

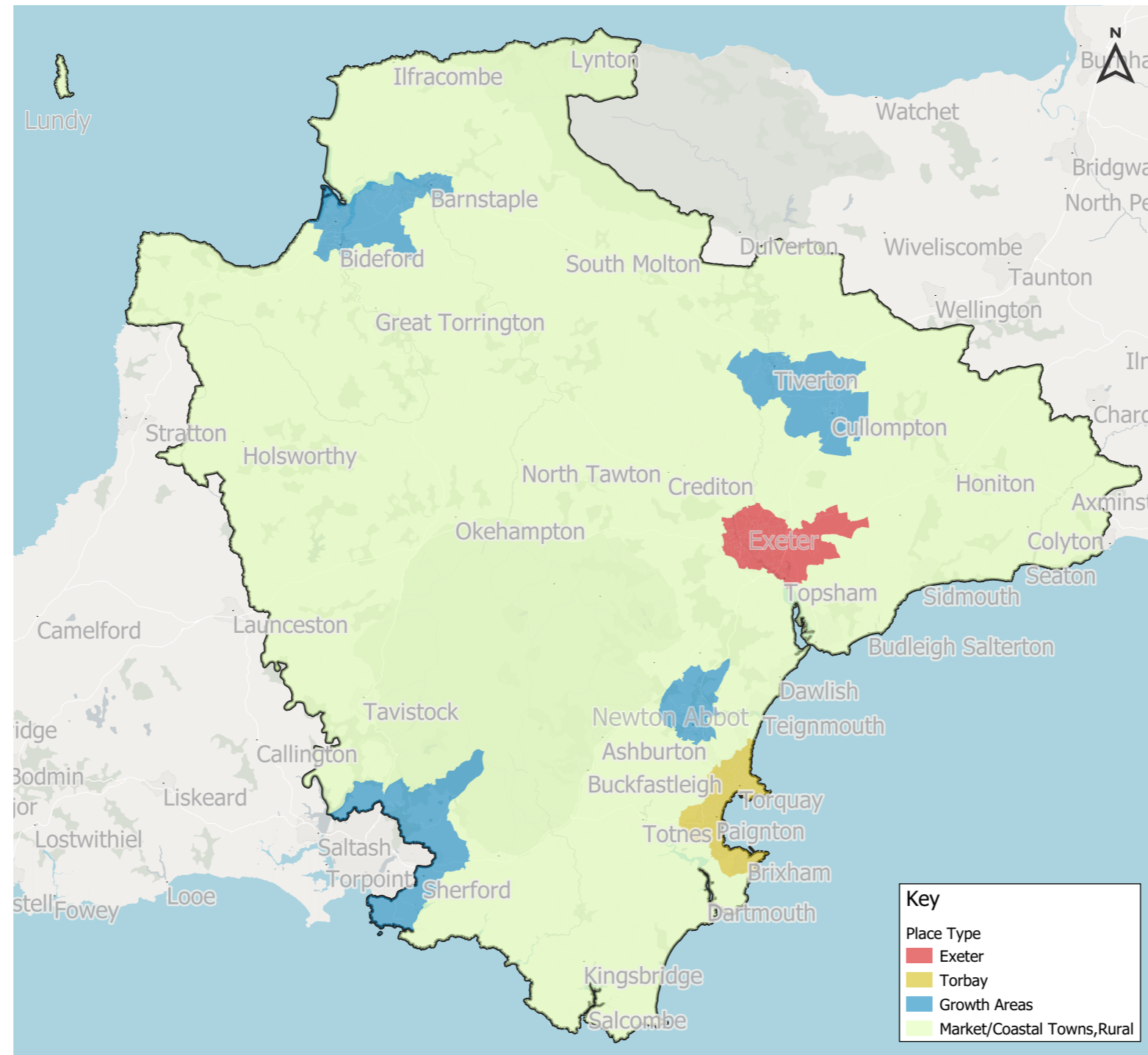
**Greater Places for People:** Casualty severance reduction program and collaborative working with partners through Vision Zero South West.

## Connecting Devon and Torbay

**Reliable and Resilient network:** Completion of Dawlish Resilience Works, enhance the resilience of M5 J29 – J31 and improved freight facilities.

**Easier Travel:** Additional long distance rail services, infrastructure to support South Devon Freeport and improved digital access.

**Decarbonisation:** Support the delivery of alternative fuel stations, electric vehicle charging points and new technologies.



## Exeter

**Greater Places for People:** Reduce dominance of vehicles in the city, create a comprehensive citywide cycle network and unlock Local Plan development.

**Easier Travel:** A consistent standard of sustainable transport to surrounding towns, including half hourly rail, 15 min bus frequency and cycle trails.

**Decarbonisation:** Support roll-out of low emission vehicles, a single transport ticketing system and the testing of new measures and/or network changes.

## Torbay

**Greater Places for People:** Revitalise town centres and delivery of Bay trails for local travel and connect to Devon Multi-User trail network.

**Easier Travel:** New railway station at Edginswell railway station, faster services Exeter/London Add, enhanced multi-modal links and bus services in Torbay, to Newton Abbot, Exeter and Totnes.

**Decarbonisation:** Delivery of EV charge points and roll of of zero emissions buses.

## Growth Areas

**Unlock Sustainable Development:** Delivery and enhancement of transport links to enable sustainable strategic development.

**Easier Travel:** More frequent bus and rail services, faster journey times and cleaner vehicles.

**Greater place for People:** Delivery of LCWIP priorities, Tark and Teign Estuary trail and enhance the attractiveness of town centres.

## Rural Devon, Market & Coastal Towns

**Easier Travel:** Protect and Improve Bus and Rail integration, deliver 'hub and rides' and work with communities and organisations to improve sustainable travel.

**Decarbonisation:** Delivery of EV charging points, decarbonise rural transport fleets, improve digital access and develop a Shared Modes Strategy.

**The Place to be Naturally Active:** Expansion of the multi-use trail network, deliver local priorities for 'green lanes' and 20mph communities.





Devon County and Torbay Council

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**Strategic Environmental  
Assessment (SEA) for the Devon  
and Torbay Local Transport Plan 4  
Environmental Report**



Devon County and Torbay Council

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# **Strategic Environmental Assessment (SEA) for the Devon and Torbay Local Transport Plan 4**

## **Environmental Report**

**Type of document (version) Public**

**Project no. 70096824 & 70106523**

**Date: July 2024**

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# Quality control

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Issue/revision	First issue	Revision 1	Revision 2	Revision 3
Remarks	Draft for internal review	Issue for Public Consultation		
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Prepared by	Dan Williams	Dan Williams		
Checked by		Alastair Peattie		
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## ***Appendices***

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Final Scoping Report

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Scoping Report Consultation Comments

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Assessment of the LTP4

# Non-Technical Summary

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## Introduction

This Non-Technical Summary provides an overview of the Strategic Environmental Assessment (SEA) for the draft Fourth Local Transport Plan (hereafter referred to as the 'LTP4') produced by the Devon County Council and Torbay Council. The following sections of this Non-Technical Summary:

- describes the purpose and scope of the draft LTP4 and the approach to identifying alternatives that have been considered and assessed as part of the SEA;
- describe the SEA process and how it has been applied to the draft LTP4, including the SEA objectives and guide questions used in the assessment;
- present a summary of the findings of the SEA of the draft LTP4 (and reasonable alternatives); and
- set out the next steps in the SEA process.

The assessment, the Environmental Report and this Non-Technical Summary have been completed by WSP on behalf of the Devon County Council and Torbay Council.

## The LTP4

The LTP4 is the strategic document that sets out the priorities for transport across Devon and Torbay. The approach to LTP4 is to ensure transport policy and investment support the priorities for creating a better Devon and Torbay. To support this, the LTP4 follows a vision-led approach by setting out how integrated transport policy will support local priorities and a range of interventions to achieve this. The draft vision is as follows:

*“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 sustainable clean growth, improve travel choice and supports the health and wellbeing of everyone.”*

Alongside the overarching vision, six objectives have been identified that will contribute to achieving the vision:

- **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 and fuels.
- **Reliable & Resilient:** Protecting and enhancing the local transport network and 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:** Supporting sustainable growth by providing a range of transport choices within and to new developments and using technology to improve existing infrastructure.
- **Greater Places for People:** Working with communities, enhancing the attractiveness and safety of streets by reducing negative impacts from vehicles, regenerating the public realm, and facilitating safe active travel movements.
- **The Place to be Naturally Active:** Making walking, wheeling and cycling a natural choice by delivering a network of quieter lanes, expanding the Multi-Use Trail Network and improving facilities in urban areas to enable people to be more active.

## SEA Scope and Methodology

A series of SEA objectives and guide questions have been established against which the LTP4 and reasonable alternative have been assessed. The SEA objectives and guide questions used in the appraisal of the LTP4 reflect the topics contained in Schedule 2 of the SEA Regulations and have been informed by:

- a review of plans and programmes and the associated environmental protection objectives identified (see Chapter 3 and Appendix A of the main Environmental Report);
- baseline information (see Chapter 3 and Appendix A of the main Environmental Report);
- key issues and opportunities (see Chapter 3 and Appendix A of the main Environmental Report);
- a broad understanding of the likely generic effects arising from the construction and operation of transport infrastructure; and
- responses received to consultation on the SEA Scoping Report (see Chapter 3 and Appendix B of the main SEA Report).

Broadly, the SEA objectives present the preferred environmental, social, and economic outcomes, which typically involve minimising detrimental effects and enhancing positive effects. Associated guide questions have been developed for each SEA objective to provide a detailed framework against which the LTP4 can be assessed. The assessment objectives and guide questions are presented in Table 1-1.

**Table 1-1 – SEA Framework**

SEA Topic	SEA Objective	Assessment criteria (to deliver this objective the LTP should...)
Nature	1. To protect and recover nature	<ul style="list-style-type: none"> <li>▪ Conserve and protect species and habitats.</li> <li>▪ Support a net gain for biodiversity by restoring and creating habitats and improving their connectivity.</li> </ul>
Water environment	2. To protect and improve the water environment	<ul style="list-style-type: none"> <li>▪ Maintain and enhance water quality and resources entering and leaving the transport infrastructure.</li> </ul>

		<ul style="list-style-type: none"> <li>■ Contribute to enhancing the status of water bodies.</li> <li>■ Contribute to the sustainable management of water resources by providing betterment including maximising the use of sustainable urban drainage.</li> </ul>
<b>Flooding</b>	3. To minimise the risk and impact of flooding of transport infrastructure and ensure risk of surface water flooding is reduced	<ul style="list-style-type: none"> <li>■ Minimise the risk and impact of flooding of transport infrastructure and ensure risk of surface water flooding is reduced.</li> <li>■ Protect and improve the resilience of transport infrastructure.</li> </ul>
<b>Land and soils</b>	4. To improve and sustain land and soil resources	<ul style="list-style-type: none"> <li>■ Maximise the sustainable use of land and the protection of soils.</li> <li>■ Safeguard the best and most versatile agricultural land.</li> <li>■ Protect and conserve soils and improve resilience to Degradation.</li> <li>■ Protect and conserve the best and most productive agricultural land.</li> </ul>
<b>Historic environment</b>	5. To conserve and enhance the historic environment and enable public access and enjoyment	<ul style="list-style-type: none"> <li>■ Conserve and enhance the character and significance including designated and non-designated heritage assets (which include archaeological features) and their settings.</li> <li>■ Promote sustainable access to the historic environment, including historic towns and villages.</li> <li>■ Foster regeneration and help to address heritage at risk.</li> </ul>
<b>Landscape, townscape and seascape</b>	6. To conserve and enhance landscape, townscape and seascape character.	<ul style="list-style-type: none"> <li>■ Minimise the impact on landscape and townscape character.</li> <li>■ Respect, maintain and strengthen local character and distinctiveness e.g. through location and design of infrastructure.</li> </ul>
<b>Air quality</b>	7. To reduce traffic related air pollution and where possible enhance air quality elsewhere.	<ul style="list-style-type: none"> <li>■ Promote options that minimise traffic or reduce congestions.</li> <li>■ Promote the use of electrical vehicles.</li> <li>■ Promote the use of active travel.</li> </ul>



<b>Climate change</b>	8. Mitigate and adapt to climate change.	<ul style="list-style-type: none"> <li>Reduce carbon emissions and the reliance of the transport network on fossil fuels in line with net zero carbon commitments.</li> <li>Ensure climate adaptation measures are considered and implemented.</li> </ul>
<b>Natural resources</b>	9. To conserve natural resources and increase resource efficiency.	<ul style="list-style-type: none"> <li>Reduce waste and promote the use of recycled materials in construction and maintenance of local transport assets.</li> </ul>
<b>Noise and light pollution</b>	10. To reduce noise and light pollution.	<ul style="list-style-type: none"> <li>Protect tranquil and remote areas from the effects of noise and light pollution.</li> </ul>
<b>Health and wellbeing</b>	11. To improve and enhance the physical and mental health and wellbeing of Devon's residents in rural areas of the county.	<ul style="list-style-type: none"> <li>Ensure easy access to essential services and to the network of quiet routes and footpaths in the rural areas of the county.</li> <li>Support the provision of more, better quality and accessible green infrastructure / green space.</li> <li>Increase the number of residents that have a 15 minutes walk to a green space.</li> </ul>
<b>Safety</b>	12. To create transport networks that are safe for all users, including improving personal safety and reducing crime.	<ul style="list-style-type: none"> <li>Support schemes and strategies which work to improve road safety statistics and trends.</li> <li>Ensure safety audits are undertaken for new transport projects and schemes.</li> </ul>
<b>Sustainable and reliable transport modes</b>	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.	<ul style="list-style-type: none"> <li>Increase travel by active and sustainable modes of transport.</li> <li>Provide a reliable transport network, including between urban areas and with areas neighbouring the county boundaries.</li> <li>Promote the sustainable transport of minerals and waste within Devon.</li> <li>Support schemes and strategies which seek to improve links from areas of deprivation to opportunities for employment and education.</li> </ul>

## Assessment of the LTP4

The assessment found that minor negative and positive cumulative effects are likely against the majority of SEA objectives. In the short-term, the delivery of proposals set out in the LTP4 and other plans, programmes and projects could interact and have negative cumulative effects if construction periods overlap and they are in close proximity. However, it is assumed that in line with national and local planning policy any proposals would seek to avoid and minimise impacts, so residual significant effects are unlikely.

In the long-term there is also the potential for positive cumulative effects through the delivery of a more reliable and sustainable transport network alongside the delivery of sustainable development proposed through other plans, programmes and projects. As a result, significant positive cumulative effects are predicted for the sustainable and reliable transport modes SEA objective.

## Assessment of Alternatives

The identification of reasonable alternatives through the SEA process focused on options around demand management and investment in sustainable transport to achieve plan objectives.

All three of the options seek some level of reallocation of road space and investment in public, shared and active transport. Option 3C couples a greater scale of road space reallocation and increased investment in sustainable transport. While Option 2C would result in less road space reallocation compared to Options 3B and 3C, it would still involve increased investment in public, shared and active transport.

Overall, there is little to differentiate between the options against the ISA objectives at this stage. In the short-term there is likely to be some temporary minor negative effects during the construction phase as a result of increased disturbance for a number of ISA objectives; however, it is likely that there is suitable mitigation to ensure that any residual effects are not significant but this is uncertain at this stage.

In the longer-term, there is the potential for minor positive effects against the majority of ISA objectives through the reduction of vehicles on the road through improved access to sustainable transport modes.

## Monitoring and Next Steps

The SEA Regulations require the significant environmental effects of plans and programmes to be monitored, in order to identify unforeseen negative effects. The monitoring should help to:

- Monitor the significant effects of the LTP4;
- Track whether the LTP4 has had any unforeseen effects; and
- Ensure that action can be taken to reduce/ offset the significant effects of the LTP4.

Monitoring measures are presented in Chapter 7 of the main Environmental Report.

# 1 Introduction

---

## 1.1 Overview

- 1.1.1. Devon and Torbay are producing a Devon and Torbay area-wide Local Transport Plan (LTP). The Fourth Local Transport Plan (LTP4) will cover the period from 2026 to 2040 and will replace the existing Third Local Transport Plans (LTP3) for Devon and Torbay that were adopted in 2011. The LTP is the strategic document that sets out the approach for all aspects of transport.
- 1.1.2. WSP has been commissioned to undertake an independent Strategic Environmental Assessment (SEA) in support of the LTP4. The requirement for SEA arises through the Environmental Assessment of Plans and Programmes Regulations 2004<sup>1</sup> (hereafter referred to as the 'SEA Regulations'). SEA is a systematic process carried to ensure that environmental issues are fully integrated and addressed through the development of a plan.

## 1.2 Local Transport Plans

- 1.2.1. The Government's 1998 White Paper on transport, 'A New Deal for Transport: Better for Everyone'<sup>2</sup>, introduced the concept of Local Transport Plans (LTPs) to steer the development of national transport policies at the local level. The Transport Act 2000<sup>3</sup> (now amended by the Local Transport Act 2008<sup>4</sup>) then made it a statutory requirement for local transport authorities outside of London to produce LTPs having regard to Government guidance and policies on the environment.
- 1.2.2. The more recent Local Transport Act 2008<sup>4</sup> gave local authorities the freedom to decide for themselves how many years future LTPs should cover, including the option to set different time spans for the Strategy and implementation plan elements of the LTP.
- 1.2.3. The Local Transport Act 2008<sup>4</sup> makes particular reference to climate change mitigation and adaptation, but states that authorities should consider how their strategies and implementation plans relate to all relevant environmental issues, including air quality, noise, landscape and biodiversity.

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<sup>1</sup> SI 2004 No. 1633, The Environmental Assessment of Plans and Programmes Regulations 2004 [online] Available at: [http://www.legislation.gov.uk/ukxi/2004/1633/pdfs/ukxi\\_20041633\\_en.pdf](http://www.legislation.gov.uk/ukxi/2004/1633/pdfs/ukxi_20041633_en.pdf)

<sup>2</sup> Department for Transport, A new deal for transport: better for everyone - White Paper, 1998 [online] available at: <https://webarchive.nationalarchives.gov.uk/+http://www.dft.gov.uk/about/strategy/whitepapers/previous/anewdealfortransportbetterfo5695>

<sup>3</sup> Transport Act 2000 [online] available at: <https://www.legislation.gov.uk/ukpga/2000/38/introduction>

<sup>4</sup> Local Transport Act 2008 [online] available at: <https://www.legislation.gov.uk/ukpga/2008/26/contents>

## 1.3 SEA process

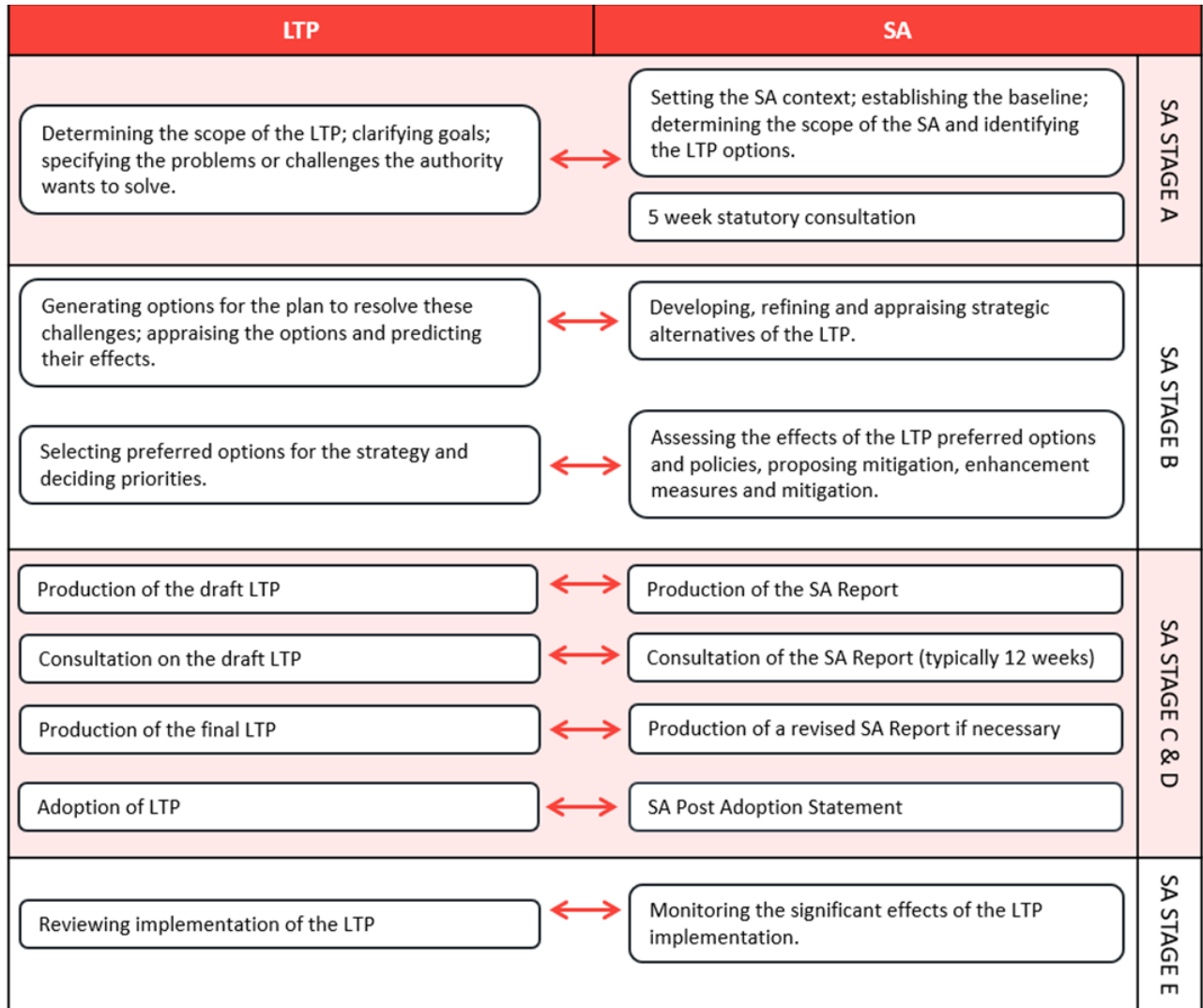
- 1.3.1. The SEA process is carried out during the preparation of certain plans and strategies including local transport plans, local plans and spatial development strategies. Its role is to promote sustainable development by assessing the extent to which emerging plans will help to achieve relevant environmental, economic and social objectives.
- 1.3.2. SEA is used to describe the application of environmental assessment to plans and programmes in accordance with the 'Environmental Assessment of Plans and Programmes Regulations' (SI 2004/1633, known as the SEA Regulations)<sup>5</sup>. Throughout the course of the development of the plan, policy or programme, the aim of SEA is to promote sustainable development by identifying the potential impact of options proposed in the plan, in terms of their environmental, economic, and social effects. If any adverse effects are identified, these options can then be avoided, or proposals modified to manage or mitigate adverse effects.
- 1.3.3. SEA is mandatory for plans and programmes prepared for agriculture, forestry, fisheries, energy, industry, transport, waste or water management, telecommunications, tourism, town and country planning or land use, that set the framework for future development consent of projects listed in the Town and Country Planning (Environmental Impact Assessment) Regulations<sup>6</sup>.
- 1.3.4. The integration of the SEA with the LTP process is shown in Figure 1-1. This Report represents Stages B and C of the SEA.

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<sup>5</sup> SI 2004 No. 1633, The Environmental Assessment of Plans and Programmes Regulations 2004 [online] Available at: [http://www.legislation.gov.uk/uksi/2004/1633/pdfs/uksi\\_20041633\\_en.pdf](http://www.legislation.gov.uk/uksi/2004/1633/pdfs/uksi_20041633_en.pdf)

<sup>6</sup> UK Government, The Town and Country Planning (Environmental Impact Assessment) Regulations 2017 [online] available at: [The Town and Country Planning \(Environmental Impact Assessment\) Regulations 2017 \(legislation.gov.uk\)](https://www.legislation.gov.uk/ukreg/2017/1112/pdfs/ukreg_20171112_en.pdf)

**Figure 1-1 - SEA and LTP Stages**



## 1.4 Purpose of this Report

1.4.1. This Environmental Report presents the findings of the SEA for the LTP4 and will be presented alongside the LTP4 for public consultation. The purposes of the SEA and this Environmental Report are:

- to ensure that the likely significant environmental and socio-economic effects of the LTP4 and any reasonable alternatives are identified, described, and evaluated;
- to help identify appropriate measures to avoid, reduce or mitigate adverse effects and to enhance beneficial effects associated with the implementation of the LTP4 wherever possible;
- to provide a framework for monitoring the potential significant effects arising from the implementation of the LTP4;
- to inform decisions on the LTP4; and

- to demonstrate that the LTP4 has been developed in a manner consistent with the requirements of the SEA Regulations.

## 1.5 Environmental Report Structure

1.5.1. This Environmental Report is structured as follows:

- **Non-Technical Summary** - Provides a summary of the Environmental Report, including information on both the LTP4 and the key findings of the assessment.
- **Chapter 1: Introduction** - Provides an overview of the LTP4, SEA process and the purpose of this report.
- **Chapter 2: The Local Transport Plan 4** - Describes the purpose and scope of the LTP4 and provides an overview of its structure and contents.
- **Chapter 3: SEA Scope and Methodology** - Provides an overview of the scope of the SEA and outlines the approach to the appraisal of the LTP4 and reasonable alternatives including the appraisal framework (which comprises SEA objectives and guide questions).
- **Chapter 4: Assessment of the Action Plans** - Summarises the likely significant effects for each of the LTP4's six Action Plans.
- **Chapter 5: Cumulative Effects** - Presents the findings of the cumulative effects assessment for the LTP4 as a whole, as well as with other plans, programmes and projects.
- **Chapter 6: Assessment of Alternatives** - Sets out the reasonable alternatives and presents the assessment findings.
- **Chapter 7: Monitoring and Next Steps** - Sets out proposed monitoring measures and the next steps for the SEA process.

## 2 The Local Transport Plan 4

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### 2.1 Introduction

- 2.1.1. The LTP4 is the strategic document that sets out the priorities for transport across Devon and Torbay. Significant progress has been made in delivering a range of transport projects identified in the previous LTPs (LTP3 2011-2026), including new roads, railway stations and cycle routes.

### 2.2 Vision and objectives

- 2.2.1. The approach to LTP4 is to ensure transport policy and investment support the priorities for creating a better Devon and Torbay. To support this, the LTP4 follows a vision-led approach by setting out how integrated transport policy will support local priorities and a range of interventions to achieve this. The draft vision is as follows:

*“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”*

- 2.2.2. Alongside the overarching vision, six objectives have been identified that will contribute to achieving the vision:
- **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 and fuels.
  - **Reliable & Resilient:** Protecting and enhancing the local transport network and 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:** Supporting sustainable growth by providing a range of transport choices within and to new developments and using technology to improve existing infrastructure.
  - **Greater Places for People:** Working with communities, enhancing the attractiveness and safety of streets by reducing negative impacts from vehicles, regenerating the public realm, and facilitating safe active travel movements.
  - **The Place to be Naturally Active:** Making walking, wheeling and cycling a natural choice by delivering a network of quieter lanes, expanding the Multi-Use Trail Network and improving facilities in urban areas to enable people to be more active.

### 2.3 Structure and content

- 2.3.1. The LTP4 is a long-term strategy, accompanied by an action plan of measures. The strategy and action plans are structured as follows:
- Connecting Devon & Torbay;



- Exeter;
- Torbay;
- Growth Areas;
- Rural Devon and Market and Coastal Towns; and
- Our Network.



## 3 SEA Scope and Methodology

### 3.1 Introduction

- 3.1.1. Preparation of the SEA Scoping Report is the first stage in the SEA process, identifying issues, objectives and a framework for assessment of the likely effects of the LTP4. The Scoping Report was available for review and comment by statutory consultees (the Environment Agency, Historic England and Natural England) from 12<sup>th</sup> September 2023 to 17<sup>th</sup> October 2023. Only one response was received (from Historic England) and this was taken into account and amendments made to the scoping information where necessary.
- 3.1.2. The representation received and how it has been taken into account is presented in Appendix B. A final SEA Scoping Report was produced to reflect the comments received and this is presented in Appendix A.
- 3.1.3. Following the scoping consultation, a Devolution Deal for Devon and Torbay has meant that the Combined County Authority will become the Local Transport Authority and will be responsible for producing a Devon and Torbay area-wide Local Transport Plan (LTP) and overseeing delivery of transport schemes across its geography. As a result, the Scoping Report presented in Appendix A was updated to also include scoping information relevant to both Devon and Torbay.

### 3.2 SEA Framework

- 3.2.1. The baseline information and review of plans and programmes informed the identification of a number of key issues (see Appendix A). These were then used to develop an SEA Framework of Objectives, which are presented in Table 3-1 below.

**Table 3-1 – SEA Framework**

SEA Topic	SEA Objective	Assessment criteria (to deliver this objective the LTP should...)
<b>Nature</b>	14. To protect and recover nature	<ul style="list-style-type: none"> <li>■ Conserve and protect species and habitats.</li> <li>■ Support a net gain for biodiversity by restoring and creating habitats and improving their connectivity.</li> </ul>
<b>Water environment</b>	15. To protect and improve the water environment	<ul style="list-style-type: none"> <li>■ Maintain and enhance water quality and resources entering and leaving the transport infrastructure.</li> <li>■ Contribute to enhancing the status of water bodies.</li> <li>■ Contribute to the sustainable management of water resources by providing betterment</li> </ul>

		including maximising the use of sustainable urban drainage.
<b>Flooding</b>	16. To minimise the risk and impact of flooding of transport infrastructure and ensure risk of surface water flooding is reduced	<ul style="list-style-type: none"> <li>■ Minimise the risk and impact of flooding of transport infrastructure and ensure risk of surface water flooding is reduced.</li> <li>■ Protect and improve the resilience of transport infrastructure.</li> </ul>
<b>Land and soils</b>	17. To improve and sustain land and soil resources	<ul style="list-style-type: none"> <li>■ Maximise the sustainable use of land and the protection of soils.</li> <li>■ Safeguard the best and most versatile agricultural land.</li> <li>■ Protect and conserve soils and improve resilience to Degradation.</li> <li>■ Protect and conserve the best and most productive agricultural land.</li> </ul>
<b>Historic environment</b>	18. To conserve and enhance the historic environment and enable public access and enjoyment	<ul style="list-style-type: none"> <li>■ Conserve and enhance the character and significance including designated and non-designated heritage assets (which include archaeological features) and their settings.</li> <li>■ Promote sustainable access to the historic environment, including historic towns and villages.</li> <li>■ Foster regeneration and help to address heritage at risk.</li> </ul>
<b>Landscape, townscape and seascape</b>	19. To conserve and enhance landscape, townscape and seascape character.	<ul style="list-style-type: none"> <li>■ Minimise the impact on landscape and townscape character.</li> <li>■ Respect, maintain and strengthen local character and distinctiveness e.g. through location and design of infrastructure.</li> </ul>
<b>Air quality</b>	20. To reduce traffic related air pollution and where possible enhance air quality elsewhere.	<ul style="list-style-type: none"> <li>■ Promote options that minimise traffic or reduce congestions.</li> <li>■ Promote the use of electrical vehicles.</li> <li>■ Promote the use of active travel.</li> </ul>
<b>Climate change</b>	21. Mitigate and adapt to climate change.	<ul style="list-style-type: none"> <li>■ Reduce carbon emissions and the reliance of the transport network on fossil fuels in line with net zero carbon commitments.</li> </ul>

		<ul style="list-style-type: none"> <li>Ensure climate adaptation measures are considered and implemented.</li> </ul>
<b>Natural resources</b>	22. To conserve natural resources and increase resource efficiency.	<ul style="list-style-type: none"> <li>Reduce waste and promote the use of recycled materials in construction and maintenance of local transport assets.</li> </ul>
<b>Noise and light pollution</b>	23. To reduce noise and light pollution.	<ul style="list-style-type: none"> <li>Protect tranquil and remote areas from the effects of noise and light pollution.</li> </ul>
<b>Health and wellbeing</b>	24. To improve and enhance the physical and mental health and wellbeing of Devon’s residents in rural areas of the county.	<ul style="list-style-type: none"> <li>Ensure easy access to essential services and to the network of quiet routes and footpaths in the rural areas of the county.</li> <li>Support the provision of more, better quality and accessible green infrastructure / green space.</li> <li>Increase the number of residents that have a 15 minutes walk to a green space.</li> </ul>
<b>Safety</b>	25. To create transport networks that are safe for all users, including improving personal safety and reducing crime.	<ul style="list-style-type: none"> <li>Support schemes and strategies which work to improve road safety statistics and trends.</li> <li>Ensure safety audits are undertaken for new transport projects and schemes.</li> </ul>
<b>Sustainable and reliable transport modes</b>	26. 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.	<ul style="list-style-type: none"> <li>Increase travel by active and sustainable modes of transport.</li> <li>Provide a reliable transport network, including between urban areas and with areas neighbouring the county boundaries.</li> <li>Promote the sustainable transport of minerals and waste within Devon.</li> <li>Support schemes and strategies which seek to improve links from areas of deprivation to opportunities for employment and education.</li> </ul>

### 3.3 Methodology

#### Assessment of the Draft LTP4 and reasonable alternatives

- 3.3.1. In line with requirements, the ISA process has sought to identify, describe and evaluate the significant effects of the LTP4 and reasonable alternatives. This has been done by identifying the likely changes to the baseline conditions as a result of implementing the LTP4 and the reasonable alternative to it. These changes are described (where possible) in terms of scale, the timescale over which they could occur, whether the effects would be temporary or permanent, positive or negative, likely or unlikely, frequent or rare. Where numerical information was not available, the appraisal has been based on professional judgement and with reference to relevant legislation, regulations and policy. More specifically, in undertaking the appraisal, consideration has been given to:
- baseline information including and key issues;
  - the likely activities and potential sources of effects associated with the construction and operation of transport infrastructure;
  - the regulatory framework;
  - the ISA objectives and guide questions; and
  - definitions of significance (see Table 3-2).
- 3.3.2. The six action plans, the Draft LTP4 as well as its reasonable alternatives, have been assessed against the ISA objectives on a topic-by-topic basis to identify likely significant environmental, social and economic effects using an appraisal matrix.
- 3.3.3. In line with the SEA Regulations, the SEA must detail which of the identified effects are likely to be significant (whether this is significantly positive or negative). The scoring system used in the appraisal and guidance on determining significant effects is summarised in Table 3-2 below.

**Table 3-2 – SEA key and guide for the assessment of significance**

Symbol	Effect Significance	Description
++	Significant positive effect	The proposed measure/ action plan/ plan contributes significantly to the achievement of the objective.
+	Minor positive effect	The proposed measure/ action plan/ plan contributes to the achievement of the objective but not significantly.
-	Minor negative effect	The proposed measure/ action plan/ plan detracts from the achievement of the objective but not significantly.

Symbol	Effect Significance	Description
--	Significant negative effect	The proposed measure/ action plan/ plan detracts significantly from the achievement of the objective.
?	Uncertain effect	The proposed measure/ action plan/ plan has an uncertain relationship to the objective or the relationship is dependent on the way in which the aspect is managed. In addition, insufficient information may be available to enable an appraisal to be made.
+/-	Minor positive and negative effect	The proposed measure/ action plan/ plan has the potential for both a minor positive and negative effect.
0	Neutral effect	The proposed measure/ action plan/ plan does not have any effect on the achievement of the objective

3.3.4. For each effect identified, a score will be given using a framework. This will be undertaken using expert judgement after a review of the evidence available. All evidence/ assumptions that have been used to make these judgements will be documented.

### Appraisal of Secondary, Cumulative and Synergistic Effects

3.3.5. The SEA Regulations require that secondary, cumulative and synergistic effects are considered as part of the ISA. These are defined as follows<sup>7</sup>:

- **Secondary (or indirect):** Effects that do not occur as a direct result of the RLDP’s implementation but occur at distance from the direct impacts or as a result of a complex pathway.
- **Cumulative:** Effects that occur where several individual activities which each may have an insignificant effect, combine to have a significant effect. Examples of a cumulative effect resulting from the implementation of the RLDP could include potential effects on a National Sites Network Sites where a habitat or species is vulnerable and the cumulative effects of disturbance and pollutant emissions arising from development and operation causes a significant impact. Cumulative effects will also include the potential effects (if

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<sup>7</sup> These terms are not mutually exclusive, often the term cumulative effects is taken to include secondary and synergistic.

any) of a proposed plan or activity under the plan and any other proposed plan and/or consented developments.

- **Synergistic:** Effects that interact to produce a total effect that is greater than the sum of the individual effects.

3.3.6. Through the appraisal of the LTP4, the methodology outlined earlier in this chapter, the cumulative effects of the LTP4 as a whole (intra-plan) and in-combination with other plans and programmes (inter-plan) have been considered. This has been appraised on a topic-by-topic basis to identify likely significant cumulative effects using an appraisal matrix and using the scoring system as outlined in Table 3-2.

### Technical Difficulties

3.3.7. The following uncertainties have been noted when completing this Environmental Report and could then become material to the subsequent appraisal:

- the precise location of new development is unknown at this stage;
- the timing and delivery of new development is unknown at this stage;
- the detailed design of any development and associated infrastructure is unknown; and
- future changes to the social, economic and environmental baseline beyond those outlined are difficult to predict in light of the length of the plan period and lifespan of development.

## 4 Assessment of the Action Plans

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### 4.1 Introduction

- 4.1.1. The LTP4 includes a number of measures under six action plans, which are as follows:
- Connecting Devon & Torbay
  - Exeter
  - Torbay
  - Growth Areas
  - Rural Devon and Market & Coastal Towns
  - Our Network
- 4.1.2. An assessment of each of these action plans against the SEA framework was carried and the findings summarised below. The full assessment of the action plans is presented in **Appendix C**.

### 4.2 Assessment of the Action Plans

- 4.2.1. **Table 4-1** summarises the findings from the assessment of the Action Plans. The full assessment can be found in **Appendix C**.
- 4.2.2. The assessment found that the measures proposed under the Action Plans have the potential for both residual minor negative and positive effects on the majority of SEA objectives. While there is the potential for negative effects in the short-term during the construction phase, these are unlikely to be significant once mitigation is taken into account, although there is an element of uncertainty across all the SEA objectives given the strategic nature of the LTP4 and lack of information for some individual measures.
- 4.2.3. In the long-term, measures seek to improve access to sustainable transport modes, including active travel, along with a range of other measures that will have long-term minor positive (direct and indirect) effects on SEA objectives.
- 4.2.4. A long-term significant positive effect is predicted for the SEA objective relating to sustainable and reliable transport modes for five of the Action Plans as a result of proposed measures that will improve the reliability of the transport network and accessibility to sustainable transport modes including active travel routes. The assessment for the Asset Management and Road Safety Action Plan found that there is the potential for a long-term significant positive effect on safety as a result of the proposed measures, which include the delivery of a casualty severance reduction programme.



Table 4-1 – Summary of findings from the assessment of the Action Plans

SEA Objectives													
Action Plans	Nature	Water environment	Flooding	Land and soils	Historic environment	Landscape, townscape and seascape	Air quality	Climate change	Natural resources	Noise and light pollution	Health and wellbeing	Safety	Sustainable and reliable transport modes
Connecting Devon and Torbay	+/-/?	+/-/?	0/?	-/?	+/-	+/-	+/-	+/?	-/?	+/-/?	+/-/?	+/?	++/?
Exeter	+/-/?	-/?	+/-/?	0/?	+/-/?	+/-/?	+/?	+/?	-/?	+/-/?	+/-/?	+/?	++/?
Torbay	+/-/?	+/-/?	+/-/?	0/?	+/-/?	+/-/?	+/?	+/?	-/?	+/-/?	+/-/?	+/?	++/?
Growth Areas	+/-/?	+/-/?	+/-/?	-/?	+/-/?	+/-/?	+/-/?	+/?	-/?	+/-/?	+/-/?	+/?	++/?
Rural Devon and Market and Coastal Towns	+/-/?	+/-/?	+/-/?	-/?	+/-/?	+/-/?	+/-/?	+/?	-/?	+/-/?	+/-/?	+/?	++/?
Asset Management and Road Safety	+/-/?	+/-/?	+/?	0/?	+/-/?	+/-/?	+/-/?	+/?	?	+/-/?	+/-/?	++/?	+/?



## 5 Cumulative Effects

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### 5.1 Introduction

- 5.1.1. The SEA Regulations require that the cumulative effects of the LTP4 are considered when identifying likely significant effects. This includes the cumulative effects of the options comprising the plan, and the effects of the plan in conjunction with other plans and programmes.
- 5.1.2. Cumulative effects can arise when:
- Several individual policies and sites have a combined effect on an objective; or
  - Several policies and sites have insignificant effects individually but when combined, lead to significant effects.
- 5.1.3. The significance of cumulative effects resulting from a range of activities, or multiple incidences of one activity, may vary based on factors such as the nature of the proposed sites and policies and the sensitivity of the receiving communities and environment.
- 5.1.4. This section therefore presents the findings of the following:
- Consideration of how the proposals within the LTP4 may interact with each other and cause cumulative effects (intra-plan effects); and
  - Consideration of how the proposals within the LTP4 may interact with proposals in other plans, programmes and projects (inter-plan effects).

### 5.2 Intra-plan effects

- 5.2.1. Table 5-1 builds on the assessment of the individual Action Plans and presents the assessment of the intra-plan cumulative effects, i.e. the LTP4 as a whole.
- 5.2.2. Overall, the assessment found that the LTP4 is likely to have positive effects against the majority of SEA objectives. While there is the potential for negative effects in the short-term during the construction of proposed schemes, there is suitable mitigation available to ensure that these are not significant. However, there is an element of uncertainty given the strategic nature of the LTP4 and lack of detail information provided for individual measures. It is important to recognise that a number of proposed schemes were identified in the previous LTP3 and have either been delivered or are in the process of being delivered. This includes upgrades to J27 to J30 of the M5, the North Devon Link Road Upgrade and Bridge Road Exeter Widening.
- 5.2.3. In the long-term, measures seek to improve access to sustainable transport modes, including active travel, along with a range of other measures that will have long-term minor positive (direct and indirect) effects on SEA objectives. Significant long-term positive effects are predicted for SEA objectives relating to safety and sustainable and reliable transport modes.

**Table 5-1 – Assessment of intra-plan cumulative effects**

SEA Objective	Residual significance	Description of potential cumulative effects
1. Nature	+/-/?	<p>There are numerous designated sites for biodiversity across the plan area, including National Site Network sites and Sites of Special Scientific Interest. The assessment of individual Action Plans did not identify the potential for significant residual effects once national and local planning policy and available mitigation is taken into account. However, given the strategic nature of plan-making and assessment along with the lack of information available for measures, this is uncertain at this stage.</p> <p>The LTP4 has the potential for long-term minor positive effects as the proposed measures will help to improve accessibility to sustainable transport modes and therefore reduce the number of private vehicles on the road and the disturbance and pollution created as a result of vehicles and traffic. It is important to note that habitats and species can be sensitive to disturbance caused by walking and cycling. As a result, this will be an important consideration when determining the delivery of new or enhanced active travel networks.</p>
2. Water environment	+/-/?	<p>The assessment of individual Action Plans did not identify the potential for significant residual effects once national and local planning policy and available mitigation is taken into account. However, given the strategic nature of plan-making and assessment along with the lack of information available for measures, this is uncertain at this stage. Improving access to sustainable transport modes including active travel will help to reduce the number of vehicles on the road with indirect positive effects on water quality through a reduction in polluted runoff.</p>
3. Flooding	+/-/?	<p>In line with national and local planning policy it is assumed that any proposal would seek to avoid areas of high flood risk and not exacerbate flood risk elsewhere. There is the potential for a minor positive effect as the enhancement of existing infrastructure could provide opportunities to reduce existing levels of flood risk but this is uncertain.</p>

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SEA Objective	Residual significance	Description of potential cumulative effects
4. Land and soils	-/?	Where new or enhanced infrastructure is proposed this could result in the loss of some greenfield and/ or agricultural land but this is uncertain at this stage. In line with national and local planning policies it is assumed that previously developed land will be used and lower quality agricultural land where possible. A minor long-term negative effect is predicted at this stage with an element of uncertainty.
5. Historic environment	+/-/?	There are numerous designated and non-designated heritage assets across the plan area. The LTP4 proposes a number of measures that relate to the delivery of new or enhanced infrastructure, and these are where significant effects are most likely to arise in relation to the historic environment. The nature and significance of effects will be dependent on the precise location and design of infrastructure. The assessment of individual Action Plans did not identify the potential for significant residual effects once national and local planning policy and available mitigation is taken into account. However, given the strategic nature of plan-making and assessment along with the lack of information available for measures, this is uncertain at this stage. The LTP4 also has the potential for positive effects on the historic environment through measures that seek to improve the public realm and access to sustainable transport modes and reduce the number of vehicles on the roads.
6. Landscape, townscape and seascape	+/-/?	There a number of sensitive receptors within the plan area, including National Parks and Landscapes. In the short-term, the construction phase of schemes that propose new or enhanced infrastructure may have negative impacts, as works may result in temporary disturbances to land, as well as increased traffic. However, it is assumed that in line with national and local planning policy any proposals would seek to avoid and minimise impacts on the landscape, townscape and seascape and provide enhancements where possible. In the longer-term, improving the public realm and access to sustainable transport modes will help to reduce the number of vehicles on the road with minor positive effects.
7. Air quality	+/-/?	There are number of designated Air Quality Management Areas (AQMAs) within the plan area. In the short-term, there could be temporary negative impacts on air quality during the construction phase of measures as a result of dust and increased traffic. However, it is assumed that in line with national and

SEA Objective	Residual significance	Description of potential cumulative effects
		local planning policy any proposals would seek to avoid and minimise impacts on air quality and traffic during construction. In the longer-term, improving capacity of the road network and enhancing access to sustainable transport modes will help to reduce traffic and the number of vehicles on the road with minor positive effects on air quality. However, this is uncertain at this stage.
8. Climate change	+/?	In the short-term during construction, the delivery of new or enhanced infrastructure could lead to an increase in vehicle movements, and subsequently traffic and congestion, leading to increased carbon emissions. Embodied carbon in construction materials and emissions from operation of machinery will also contribute to negative impacts. However, the LTP4 proposes a range of measures that will help to meet the ambition net zero by 2050 at the latest and enhance access to sustainable transport modes and active travel routes, which are likely to have a long-term minor positive effect on this SEA objective. A significant positive effect is not considered possible as climate change is a global issue.
10. Natural resources	-/?	Construction associated with measures that involve new and/ or enhanced infrastructure and their maintenance during operation is expected to involve the use of resources and generation of waste. However, the scale of resource use and waste is currently unknown, as is the extent to which recycled resources can be used or waste will be recyclable. As a result, minor negative effects have been predicted. It is expected that best practice construction measures will be utilised to mitigate the impacts of waste, and recycled and recyclable materials will be used where possible during construction.
10. Noise and light pollution	+/-/?	Construction associated with measures that involve new and/ or enhanced infrastructure and their maintenance during operation is expected to result in the temporary generation of noise and light pollution. In line with national and local planning policy, it is assumed that any proposals would be designed and built to minimise noise and light pollution. In the long-term, improved access to sustainable transport modes could result in less vehicles on the road and therefore a reduction in noise and light pollution.
11. Health and wellbeing	+/-/?	In the short-term during construction, the delivery of new or enhanced infrastructure could result in disturbance to communities with a negative effect on health and well-being. This is likely to be temporary

SEA Objective	Residual significance	Description of potential cumulative effects
		and in line with national and planning policies it is assumed that any proposals would seek to avoid or minimise disturbance to sensitive receptors. In the longer-term, improvements to the road network and safety will lead to health and wellbeing benefits for local communities, as will improvements to the active travel network.
<b>12. Safety</b>	<b>++/?</b>	The LTP4 proposes a range of measures that will have long-term positive effects on safety. This includes reducing speeds in problem areas, improving road access and layouts and delivery of a casualty severance programme. This alongside measures that enhance access to sustainable transport modes and active travel networks could help to reduce the number of vehicles on the road with an indirect positive effect on safety. Potential for a long-term significant effect against this SEA objective.
<b>13. Sustainable and reliable transport modes</b>	<b>++/?</b>	The LTP4 and proposes a range of measures that seek to improve the reliability of the transport network and enhance access to sustainable transport modes. There is the potential for significant long-term positive effect against this SEA objective.

## 5.3 Inter-plan effects

5.3.1. Table 5-2 broadly identifies the types of plans, programmes and projects that could result in interactions and therefore cumulative effects with the LTP4.

**Table 5-2 – Sources of inter-plan cumulative effects**

Plans or Projects	Summary of Plans
<b>Regional</b>	<p><b>Peninsula Transport Strategy</b></p> <p>This Strategy is set out by the Peninsula Sub-National Transport Board and outlines its strategic priorities for the area to 2050. It covers the Cornwall, Devon, Plymouth, Somerset and Torbay local transport authorities, and aims to respond to the region’s challenges relating to travel and provide a framework for creating a single, integrated transport system for the peninsula, that is capable of meeting the Government’s net zero targets by 2050. The strategy support national priorities for economic growth, levelling up and reducing environmental impacts, as well as the delivery of local land use and transport plans.</p>
<b>Devon County Council</b>	<p><b>Devon Minerals Plan 2011-2033</b></p> <p>The Minerals Plan sets out the policy framework for decisions by Devon County Council, relating to planning applications for mineral development, as well as non-mineral development by other planning authorities that may affect mineral resources, until 2033. The area covered by the Plan excludes Plymouth, Torbay and Dartmoor and Exmoor National Parks, though development of the plan has regard to Devon’s relationship with these areas to ensure cross-boundary issues are accounted for.</p> <p><b>Devon Waste Plan</b></p> <p>The Plan establishes the overarching principles and policy direction for waste planning in Devon, and identify strategic sites for energy recovery, and planning policies for making decisions on planning applications, across the period to 2031. The area covered by the Plan excludes Plymouth, Torbay and Dartmoor and Exmoor National Parks, though development of the plan has regard to Devon’s relationship with these areas to ensure cross-boundary issues are accounted for.</p>
<b>Local Plans</b>	<p>Planning authorities within England are required to prepare a Local Plan to guide decision-making on future development proposals. Plans seek to identify the needs and opportunities of the area; identifying the scale and location of growth to be delivered across their respective administrative area. The adopted and emerging Local Plans within Devon County and Torbay and the surrounding areas could interact with proposals in the LTP4.</p>

<p><b>National Parks and National Landscapes</b></p>	<p><b>Exmoor National Park Partnership Plan 2018-2023</b></p> <p>The plan sets out a 5-year vision for the National Park and the overarching ambitions for its management. It describes how the National Park Authority aim to work with others, recognises the importance of its natural and cultural capital, and also responds to the Government’s agenda for National Parks, which emphasises the importance of connecting young people with nature, sustainable land management, international tourism, local food, heritage, landscape, health, and well-being. It supports the aspirations of the Government’s 25 Year Plan for the Environment.</p> <p><b>Exmoor National Park Local Plan 2011-2031</b></p> <p>The Local Plan is developed by the Exmoor National Park Authority and, along with Neighbourhood Plans, forms the statutory development plan for the National Park, including minerals and waste development. The plan links to the National Park Partnership Plan, with the vision and objectives in the Partnership Plan shared by the Local Plan. This Local Plan sets out the vision, with additional detail relating to plan making, along with objectives and strategic priorities to guide development in the National Park. A spatial strategy directs this development to the most sustainable locations and helps to conserve and enhance the National Park and achieve sustainable communities and a thriving economy out until 2031.</p> <p><b>Dartmoor Partnership Plan 2021-26</b></p> <p>This Partnership Plan, also referred to as the ‘Management Plan’ sets out the vision for Dartmoor’s future in conserving and enhancing the natural beauty, wildlife and cultural heritage of the Park, and to promote understanding and enjoyment of Dartmoor’s qualities. The Plan calls on those with an interest in the National Park to work together, and with the National Park Authority, to deliver this vision. The Plan outlines the key drivers and challenges facing the park and outlines how these should be addressed. It guides resource allocation and the priorities of the National Park authority and other organisations that are key to its delivery.</p> <p><b>Dartmoor Local Plan 2018-2036</b></p> <p>The Local Plan sets out the strategy for the future of Dartmoor, responding to challenges through sustainable growth, policies to reduce energy use, and biodiversity net gain. It aims to deliver a mix of housing appropriate for local needs, acknowledging the gap between local incomes and house prices. Business and enterprise which is consistent with the National Park will be encouraged and supported. Overall, the Plan pursues conservation and enhancement of the National Park, decides development required to meet the needs of local communities, and helps to reduce the park’s contribution to climate change and reduce the need for local travel.</p>
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<p><b>Neighbourhood</b></p>	<p>Neighbourhood plans set out planning policies for a specific area and are written by the local communities that they represent, formalising the communities wishes for development of their neighbourhood in the planning system. They are used to decide whether to approve planning applications. Plans must address development and use of land, and conform with Local Plans.</p>
<p><b>Water Resource Management Plans (WRMPs)</b></p>	<p>WRMPs are statutory documents that are required to be produced by water companies at least once every five years. WRMPs set out how a company will ensure that a secure supply of water is maintained for businesses and homes, while protecting the natural environment. South West Water’s WRMP and the West Country Water Resources Regional Plan are most likely to interact with the LTP4.</p>
<p><b>Nationally Significant Infrastructure Projects (NSIPs)</b></p>	<p>At the time of writing, 16 nationally significant infrastructure projects in the South West region were at various stages; one at pre-examination, seven at pre-application, and eight decided. The projects, their respective developers, and their status at the time of writing are outlined below:</p> <ul style="list-style-type: none"> <li>■ M5 Junction 10 Improvements Scheme, Gloucestershire County Council, Pre Examination</li> <li>■ Xlinks Morocco-UK Power Project, Xlinks 1 Limited, Pre Application</li> <li>■ Seabank 3 CCGT, SSE plc, Pre Application</li> <li>■ A358 Taunton to Southfields, National Highways, Pre Application</li> <li>■ Avon Power Station 950 MW output, Scottish Power, Pre Application</li> <li>■ Bere Alston to Tavistock Railway Reinstatement and Associated Trails, Devon County Council, Pre Application</li> <li>■ The West Somerset Tidal Lagoon, Longbay Seapower, Pre Application</li> <li>■ Hinkley Point C New Nuclear Power Station Material Change 1, NNB Generation Company (HPC) Limited, Pre Application</li> <li>■ A303 Stonehenge, Highways England, Decided</li> <li>■ A303 Sparkford to Ilchester Dualling, Highways England, Decided</li> <li>■ A417 Missing Link, Highways England, Decided</li> <li>■ A30 Chiverton to Carland Cross Scheme, Highways England, Decided</li> <li>■ Portishead Branch Line – MetroWest Phase 1, North Somerset Council, Decided</li> <li>■ A30 Temple to Higher Carblake Improvement, Cornwall Council, Decided</li> <li>■ Hinkley Point C Connection, National Grid, Decided</li> <li>■ Hinkley Point C New Nuclear Power Station, NNB Generation Company Limited, Decided</li> </ul>



<b>Shoreline Management Plans (SMPs)</b>	SMPs identify the most sustainable approach for managing the risk from coastal flooding and erosion over the short (0 to 20 years), medium (20 to 50 years) and long (50 to 100) term. Relevant SMPs include Durlston Head to Rame Head (SP16) and Hartland Point to Anchor Head (SMP18).
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5.3.2. Table 5-3 outlines the likely significant effects of the identified plans, programmes and projects, in-combination with the LTP4, that have been identified against each of the SEA objectives.

**Table 5-3 – Assessment of inter-plan cumulative effects**

SEA Objective	Residual significance	Description of potential cumulative effects
1. Nature	-/+/?	Proposals in the LTP4 and other plans has the potential to interact and have cumulative effects on biodiversity. Particularly if they are constructed at the same time and with similar pathways for impacts to travel to the same receptor. National and local planning policies seek to protect and enhance biodiversity, as a result, it is considered that significant residual negative cumulative effects are unlikely. There are likely to be opportunities to deliver a net gain for biodiversity; however, this is uncertain at this stage. Ultimately, the nature and significance of effects will be dependent on the precise location, scale and design of development and implementation of mitigation at the project level.
2. Water environment	-/+/?	<p>Proposals set out in the LTP4 have the potential to interact with development proposed through other plans and strategies, leading to both negative and positive cumulative effects on the water environment. Significant cumulative effects on water resources are unlikely given the nature of the proposals in the LTP4.</p> <p>There is potential for negative cumulative effects on water quality if multiple developments were to take place in close proximity or hydrologically connected to one another. Increased construction activity associated with multiple sites could lead to increased risk of pollution and negative effects on water quality through waste, dust, and runoff from construction sites. This could negatively impact both surface water and groundwater. There may also be positive cumulative effects on water quality, as a result of traffic reductions, reducing pollution load in runoff, and the inclusion of sustainable drainage in newly developed infrastructure.</p>
3. Flooding	-/+/?	Multiple developments occurring within a catchment could have a negative cumulative effect on flooding through an increase in impermeable surfaces. However, in line with national and local

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SEA Objective	Residual significance	Description of potential cumulative effects
		<p>planning policy, it is assumed that development will be directed away from areas of high flood risk, will need to minimise any residual flood risk on site and not exacerbate flood risk elsewhere. As a result, it is considered that residual cumulative effects are unlikely. There is also an opportunity for positive cumulative effects as sustainable drainage and other flood risk management methods could be incorporated as a part of infrastructure and help to reduce levels of flood risk in the area.</p>
4. Land and soils	-/?	<p>In line with national and local planning policy it is assumed that any proposals for development will be directed towards brownfield where possible and avoid the loss of best and most versatile agricultural land. Despite this, there is still the potential for proposals in the LTP4 to interact with development proposed in other plans and through projects to result in the loss of greenfield and agricultural land with a residual negative cumulative effect.</p>
5. Historic environment	-/+/?	<p>Proposals in the LTP4 and other plans have the potential to interact and have cumulative effects on the historic environment. Particularly if developments are constructed at the same time and within the setting of the same heritage asset (designated or non-designated). In line with national and local planning policy any proposal would be required to conserve and enhance the historic environment, including heritage assets. As a result, it is considered that significant negative cumulative effects are unlikely. There is also potential for positive cumulative effects to arise as improvements to the transport network could reduce the number of vehicles on the roads and also improve sustainable access to the historic environment. Ultimately, the nature and significance of effects will be dependent on the precise location, scale and design of development and implementation of mitigation at the project level.</p>
6. Landscape, townscape and seascape	-/+/?	<p>Proposals in the LTP4 and other plans have the potential to interact and have cumulative effects on landscape, townscape and seascape. Sensitive receptors include National Parks and Landscapes. There is potential for negative cumulative effects on townscape, landscape, and seascape if multiple developments were to take place in close proximity. National and local planning policies required</p>

SEA Objective	Residual significance	Description of potential cumulative effects
		proposals for development to protect and enhance the landscape, townscape and seascape. As a result, it is considered that significant negative cumulative effects are unlikely. There is potential for cumulative positive effects, if appropriate design is utilised to improve the setting of, and access to green space, townscapes, seascapes, and designated landscapes. Ultimately, the nature and significance of effects will be dependent on the precise location, scale and design of development and implementation of mitigation at the project level.
7. Air quality	-/+/?	<p>If the construction of multiple developments take place in close proximity to one another, there is the potential for temporary negative cumulative effects as a result of increased dust and particulate matter as well as traffic, which could reduce air quality. The appropriate phasing of development would help to avoid the potential for cumulative negative effects during the construction phase. In line with national and local planning policies it can also be assumed that the negative impacts as a result of construction would be mitigated to ensure that there are no residual significant effects.</p> <p>Improvements to the transport network could lead to increased utilisation of public transport and active travel routes, reducing reliance on, and use of, private vehicles for journeys. This is line with other plans that seek to deliver sustainable development with good access to homes, employment opportunities and facilities by sustainable transport modes. This could result in a positive cumulative effect on air quality through a reduction in traffic emissions during operation.</p>
8. Climate change	-/+/?	The LTP4 has the potential to interact with the other plans to have both negative and positive cumulative effects on climate change. There is potential for temporary negative cumulative effects during the construction phase, if multiple developments take place in close proximity to each other, with overlapping construction periods. This could result in increased greenhouse gas emissions from increased traffic. In line with national and local planning policy it is assumed that any proposals

SEA Objective	Residual significance	Description of potential cumulative effects
		<p>will be required to provide appropriate mitigation to ensure that construction related activities do not result in a residual significant effect.</p> <p>Improvements to the transport network could lead to increased utilisation of public transport and active travel routes, reducing reliance on, and use of, private vehicles for journeys. This is line with other plans that seek to deliver sustainable development with good access to homes, employment opportunities and facilities by sustainable transport modes. This could result in a positive cumulative effect on climate through a reduction in traffic related greenhouse gas emissions. It should also be noted that the LTP4 proposes the reallocation of road space which helps to reduce the amount of new infrastructure required with positive effects on climate change. Overall, it is considered that there is the potential for a minor long-term positive cumulative effect.</p>
<p>33. Natural resources</p>	<p>-/+/?</p>	<p>In the short-term, the delivery of development set out in the LTP4 and other plans will require the need for resources during construction. In line with national and local planning it is assumed that any proposals would seek to encourage the efficient and appropriate use of resources, including the use of secondary or recycled resources. The reallocation of road space proposed through the LTP4 will also help in this regard by reducing the need for new transport infrastructure. There is potential for positive cumulative effects through a well maintained transport network that in line with policies in other plans seek to utilise recycled and recyclable materials, contributing to a circular economy and meeting net zero targets.</p>
<p>10. Noise and light pollution</p>	<p>-/+/?</p>	<p>There is potential for temporary negative cumulative effects during the construction phase, if multiple developments take place in close proximity to each other, with overlapping construction periods. This could result in an increased amount of noise and light pollution from construction activities as well as increased traffic. In line with national and local planning policies it is assumed that any proposals for development would seek to minimise impacts of noise and light pollution and that</p>

SEA Objective	Residual significance	Description of potential cumulative effects
		residual significant effects would therefore not occur. Improvements to the transport network could lead to increased utilisation of public transport and active travel routes, reducing reliance on, and use of, private cars for journeys. This could result in a positive cumulative impact on noise and light pollution through a reduction in traffic related noise and light pollution.
<b>11. Health and wellbeing</b>	+/?	Potential cumulative effects on air quality and noise and light pollution are covered under other SEA objectives and are not double counted here. In line with national and local planning policy it is assumed that there is suitable mitigation available to address this, including the phasing of developments to ensure that no residual significant negative effects arise. Enhanced access to sustainable transport modes and active travel routes alongside the delivery of sustainable development that improves access to green infrastructure and multi-functional open space could have positive cumulative effects on health and wellbeing.
<b>12. Safety</b>	-/?	Short term, temporary, negative cumulative effects on safety could be seen during the construction period if multiple developments take place in close proximity to each other, with overlapping construction periods. Increased construction traffic and congestion in a concentrated area could increase the risk of collisions on the road network. Cumulative positive effects could also be seen, as projects contribute to make a more reliable transport network and increase use of active travel routes and sustainable transport, reducing the number of private cars on the road and associated road traffic accidents.
<b>13. Sustainable and reliable transport modes</b>	++/?	Significant positive cumulative effects are anticipated for this SEA objective through the delivery of a more reliable and sustainable transport network alongside the delivery of sustainable development proposed through other plans, programmes and projects.

- 5.3.3. The assessment found that minor negative and positive cumulative effects are likely against the majority of SEA objectives. In the short-term, the delivery of proposals set out in the LTP4 and other plans, programmes and projects could interact and have negative cumulative effects if construction periods overlap and they are in close proximity. However, it is assumed that in line with national and local planning policy any proposals would seek to avoid and minimise impacts, so residual significant effects are unlikely.
- 5.3.4. In the long-term there is also the potential for positive cumulative effects through the delivery of a more reliable and sustainable transport network alongside the delivery of sustainable development proposed through other plans, programmes and projects. As a result, significant positive cumulative effects are predicted for the sustainable and reliable transport modes SEA objective.

## 6 Assessment of Alternatives

### 6.1 Introduction

6.1.1. The SEA Regulations require an assessment of the plan, and its reasonable alternatives, taking into account the objectives and the geographical scope of the plan. The assessment of the alternatives does not need to take into account all possible alternatives, but only those that are realistic.

### 6.2 Identifying alternatives

6.2.1. As stated above, for any alternatives to be reasonable they need to meet the objectives of the plan, which are set out earlier in Chapter 2. Individual interventions/ measures cannot be considered a reasonable alternative in and of themselves, as they would not meet the objectives for the plan as a whole.

6.2.2. With this in mind, the identification of reasonable alternatives through the SEA process focused on options around demand management and investment in sustainable transport to achieve plan objectives.

6.2.3. The proportion of funding that is invested in different transport modes has a significant impact on transport choice. This is predominantly within the control of the Local Authorities, albeit recognised that a significant portion for funding transport is from operators, new development and external grants.

6.2.4. Changes around demand management relate to how the existing transport network is managed and used, and again is within the ability of the Local Transport Authorities to influence.

6.2.5. Table 6-1 provides a summary of the alternative demand management options identified for the LTP4.

**Table 6-1 – Demand Management options**

Option	Description	Comments	Carry forward?
<b>1. Do Nothing</b>	No measures to reduce travel demand.	Not aligned with LTP vision and objectives, such an approach would do little to reduce carbon emissions, and as such diverges significantly from adopted carbon targets.	No
<b>2. Continue as present</b>	Handful of schemes, focused on urban centres.	Contributes to LTP vision and objectives, and such schemes align with district council priorities and likely to be deliverable.	Yes



		Contribute towards reducing carbon, but further measures needed to align with targets.	
<b>3. Increasing reallocation of Road space</b>	Increasing amount of road space reallocation schemes. This would include greater focus on reducing through traffic in urban centres, applying it in rural areas and potential use in residential areas. Also supported by speed limit changes.	Principle of reallocating road space from cars to sustainable travel was supported by 70-80% of respondents to the Devon Carbon Plan.  Supports Vision themes around Greater Places for People, The Place to be Naturally Active and Carbon Reduction.	Yes
<b>4. Road user charging</b>	Implementation of a road user charging mechanism, such as cordon charging or Workplace Parking Levy (WPPL) in larger urban areas (Growth areas and Exeter).	Shown to reduce travel demand and helps to generate revenue for investment in transport. Devon Carbon Plan shows these measures unlikely to be supported by public. Deliverability uncertain, with risk of significant abortive work.	No

6.2.6. Table 6-2 provides a summary of the alternative options for investment in sustainable transport for the LTP4.

**Table 6-2 – Investment in sustainable transport options**

Option	Description	Comments	Carry forward?
<b>A. Do Nothing</b>	No investment in sustainable travel modes.	Not aligned with LTP vision and objectives and unlikely to be publicly or politically acceptable.	No

<b>B. Stable Investment Levels</b>	A mix of highway, cycle and public transport projects	Contributes to LTP vision and objectives, albeit negligible impact on reducing carbon.	Yes
<b>C. Increasing investment in public, shared and active transport</b>	Increased focus on Active Travel and Public Transport.  Accelerated delivery of LCWIP/Multi Use trail routes, rail enhancements and bus network.	Positive contribution to number of the LTP vision themes and objectives, including Easier Journeys and Place to be naturally active. Contributes towards reducing carbon.  Accelerates delivery of well supported schemes, so likely to be politically acceptable.	Yes
<b>D. New Major Public Transport Systems</b>	New Mass Transit Systems, focused on Exeter and possibly larger growth areas.	Shown to reduce travel demand and helps to generate revenue for investment in transport. Devon Carbon Plan shows these area unlikely to be supported by public.  Deliverability uncertain, with risk of significant abortive work.	No

6.2.7. Carrying forward the reasonable options above, Table 6-3 then brings them together to identify reasonable plan level alternatives to meet the objectives of the plan.

**Table 6-3 – LTP alternatives**

	<b>B. Stable Investment Levels</b>	<b>C. Increasing investment in public, shared and active transport</b>
<b>2. Demand Management continue as present</b>	<p style="text-align: center;"><b>2B</b></p> <p>A mix of highway, cycle and public transport projects. Handful of road space reallocation schemes focused in on urban centres.</p> <p>Not taking forward for assessment through the SEA as this alternative is unlikely to have a significant impact on carbon, suggest reject as a reasonable alternative.</p>	<p style="text-align: center;"><b>2C</b></p> <p>Increased investment to improve public transport and delivery urban and rural network of active travel routes. Road space reallocation focussed in large urban areas only.</p> <p>While this alternative would only make a small contribution towards reducing carbon, and is likely to be insufficient in terms of meeting/ aligning with carbon reduction pathways it has been taken forward for assessment through the SEA.</p>

<p><b>3. Increasing reallocation of road space</b></p>	<p style="text-align: center;"><b>3B</b></p> <p>A mix of sustainable transport investment, with delivery supplemented, and accelerated by reallocation of road space to sustainable modes.</p> <p>Take this alternative forward for assessment through the SEA.</p>	<p style="text-align: center;"><b>3C</b></p> <p>Increased investment to improve public transport and delivery urban and rural network of active travel routes.</p> <p>Delivery supplemented, and accelerated by reallocation of road space to sustainable modes. Potential to align with carbon reduction pathways.</p> <p>While this alternative is reliant on increased external funding it has been taken forward for assessment through the SEA.</p>
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6.2.8. Based on the table above, Options 2C, 3B and 3C were taken forward for assessment through the SEA process.

### 6.3 Assessment of alternatives

6.3.1. Table 6-4 below sets out the findings of the assessment for the alternatives.

**Table 6-4 – Assessment of alternatives**

SEA Objective	Option 2C residual significance	Option 3B residual significance	Option 3C residual significance	Description of potential effects
<p>1. Nature</p>	<p>-/+/?</p>	<p>-/+/?</p>	<p>-/+/?</p>	<p>It's assumed that all of the options could result in the delivery of new infrastructure and at this stage the precise scale and location of it is unknown. Option 3C couples a greater scale of road space reallocation and increased investment in public, shared and active transport. In the short-term this could result in increased levels of disturbance during the construction phase; however, it is likely that there is suitable mitigation to ensure that any residual effects are not significant. In the longer-term Option 3C could result in less vehicles on the roads with indirect positive effects on this ISA topic through reduced disturbance from road vehicles and improved air quality. Conversely, enhanced and/ or additional walking and cycling routes could result in increased physical disturbance if they pass through or improve access to sensitive receptors.</p> <p>While Option 2C would result in less road space reallocation compared to Options 3B and 3C, it would involve increased investment in public, shared and active transport as per Option 3C. It is therefore difficult to identify any significant differences between the options in terms of the nature and scale of effects. At this stage the potential for minor positive and negative effects have been identified for all the options with an element of uncertainty given the strategic nature of the options and lack of information in terms of location and scale of infrastructure.</p>

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SEA Objective	Option 2C residual significance	Option 3B residual significance	Option 3C residual significance	Description of potential effects
<b>2. Water environment</b>	-/+/?	-/+/?	-/+/?	<p>It's assumed that all of the options could result in the delivery of new infrastructure and at this stage the precise scale and location of it is unknown. Option 3C couples a greater scale of road space reallocation and increased investment in public, shared and active transport. In the short-term this could indirectly impact waterbodies and could have temporary negative effects on water quality through waste or runoff entering the watercourse; however, it is expected that best practice construction measures will be used to avoid or mitigate negative effects. In the longer-term Option 3C could result in less vehicles on the roads with indirect positive effects on this ISA topic through improved air quality and reduced contaminated run off from road surfaces as a result of vehicles. There is also the potential for positive effects through the incorporation of sustainable drainage measures into new infrastructure which contribute to the sustainable management of water.</p> <p>It is difficult to identify any significant differences between the options in terms of the nature and scale of effects. At this stage the potential for minor positive and negative effects have been identified for all the options with an element of uncertainty given the strategic nature of the options and lack of information in terms of location and scale of infrastructure.</p>
<b>3. Flooding</b>	+/?	+/?	+/?	<p>It's assumed that all of the options could result in the delivery of new infrastructure and at this stage the precise scale and location of it is unknown. Furthermore, in line with national and local planning policies it is assumed that new infrastructure would be directed away from high flood risk areas and be required to increase flooding elsewhere.</p>

SEA Objective	Option 2C residual significance	Option 3B residual significance	Option 3C residual significance	Description of potential effects
				Overall, it is considered that the options could deliver a minor long-term positive effect through the incorporation of sustainable drainage measures into schemes which could help to reduce levels of existing flood risk.
4. Land and soils	-/?	-/?	-/?	It's assumed that all of the options could result in the delivery of new infrastructure and at this stage the precise scale and location of it is unknown. All of the options could result in the loss of some greenfield or agricultural land, the value of which is unknown at this stage. A large proportion of the schemes are likely to involve the enhancement of existing infrastructure, so therefore unlikely to result in the significant loss of greenfield or agricultural land. In line with national and local planning policy, it is assumed that schemes will seek to use previously developed land and avoid the loss of best and most versatile agricultural land where possible. There could be the potential for the remediation of contaminated land but this is not known at this stage. There is little to differentiate between the options at this stage, taking a precautionary approach it is assumed that there is the potential for minor long-term negative effects through the loss of some greenfield and agricultural land.
5. Historic environment	-+/?	-+/?	-+/?	It's assumed that all of the options could result in the delivery of new infrastructure and at this stage the precise scale and location of it is unknown. In line with national and local planning policy it is assumed that the any proposals would seek to conserve and enhance the historic environment, including the significance of heritage assets (designated and non-designated) and their setting. Option 3C couples a greater scale of road space reallocation and increased investment in public, shared and active transport. In the short-

SEA Objective	Option 2C residual significance	Option 3B residual significance	Option 3C residual significance	Description of potential effects
				<p>term this could result in increased levels of disturbance during the construction phase to heritage assets (designated and non-designated); however, it is likely that there is suitable mitigation to ensure that any residual effects are not significant. In the longer-term Option 3C could result in less vehicles on the roads and a greater scale of improvements to the public realm with indirect positive effects on this ISA topic through reduced disturbance and atmospheric emissions from road vehicles and positive impacts on the setting of heritage assets. There is also the potential for a greater scale of improved public access to heritage assets (designated and non-designated); however, this is uncertain at this stage.</p> <p>While Option 2C would result in less road space reallocation compared to Options 3B and 3C, it would involve increased investment in public, shared and active transport as per Option 3C. It is therefore difficult to identify any significant differences between the options in terms of the nature and scale of effects on the historic environment. At this stage the potential for minor positive (long-term through improved public spaces and access) and negative effects (through short-term temporary disturbance during construction) have been identified for all the options with an element of uncertainty given the strategic nature of the options and lack of information in terms of location and scale of infrastructure.</p>
<b>6. Landscape, townscape and seascape</b>	-/+/?	-/+/?	-/+/?	It's assumed that all of the options could result in the delivery of new infrastructure and at this stage the precise scale and location of it is unknown. In line with national and local planning policies it is assumed that the

SEA Objective	Option 2C residual significance	Option 3B residual significance	Option 3C residual significance	Description of potential effects
				<p>landscape, townscape and seascape will be protected and enhanced where possible. Option 3C couples a greater scale of road space reallocation and increased investment in public, shared and active transport. In the short-term this could result in increased levels of disturbance during the construction phase to the landscape, townscape and seascape; however, it is likely that there is suitable mitigation to ensure that any residual effects are not significant but this is uncertain at this stage. In the longer-term Option 3C could result in less vehicles on the roads with indirect positive effects through reduced vehicles on the road. There is also the potential benefit of a greater scale of improvements to the public realm and positive impacts on townscape.</p> <p>While Option 2C would result in less road space reallocation compared to Options 3B and 3C, it would involve increased investment in public, shared and active transport as per Option 3C. It is therefore difficult to identify any significant differences between the options in terms of the nature and scale of effects on the landscape, townscape and seascape. At this stage the potential for minor positive (long-term through reduced vehicles and improved public spaces) and negative effects (through short-term temporary disturbance during construction) have been identified for all the options with an element of uncertainty given the strategic nature of the options and lack of information in terms of location and scale of infrastructure.</p>
7. Air quality	-/+/?	-/+/?	-/+/?	<p>It's assumed that all of the options could result in the delivery of new infrastructure and at this stage the precise scale and location of it is unknown. In line with national and local planning policies it is assumed that the any</p>



SEA Objective	Option 2C residual significance	Option 3B residual significance	Option 3C residual significance	Description of potential effects
				<p>proposals would minimise impacts on air quality and seek to improve it where possible. Option 3C couples a greater scale of road space reallocation and increased investment in public, shared and active transport. In the short-term this could result in increased levels of atmospheric pollution during the construction phase; however, it is likely that there is suitable mitigation to ensure that any residual effects are not significant but this is uncertain at this stage. In the longer-term Option 3C could result in less vehicles on the roads with positive effects through reduced emissions and improved air quality.</p> <p>While Option 2C would result in less road space reallocation compared to Options 3B and 3C, it would involve increased investment in public, shared and active transport as per Option 3C. It is therefore difficult to identify any significant differences between the options in terms of the nature and scale of effects on air quality at this stage. Option 3C is likely to have a positive effect of greater significance but this is uncertain. At this stage the potential for minor positive (long-term through reduced vehicles and improved air quality) and negative effects (through short-term temporary increased emissions during construction) have been identified for all the options with an element of uncertainty given the strategic nature of the options and lack of information in terms of location and scale of infrastructure.</p>
<b>8. Climate change</b>	+/?	+/?	+/?	<p>All three of the options seek the reallocation of road scape and investment in public, shared and active transport at different scales. Option 3C couples a greater scale of road space reallocation and increased investment in public, shared and active transport. While Option 2C would result in less road space</p>

SEA Objective	Option 2C residual significance	Option 3B residual significance	Option 3C residual significance	Description of potential effects
				reallocation compared to Options 3B and 3C, it would involve increased investment in public, shared and active transport compared to Option 3B and in line with Option 3C. All of the options will have a long-term positive effect on climate change mitigation through improved access to sustainable transport modes and a reduction in private vehicle use and therefore greenhouse gas emissions. Option 3C is likely to have a positive effect of greater significance but this is uncertain. In line with national and local planning policy, it is assumed that any proposals would be designed and built to be resilient and adaptable to the impacts of climate change.
9. Natural resources	-/?	-/?	-/?	It's assumed that all of the options could result in the delivery of new infrastructure and at this stage the precise scale is unknown. Construction associated with the alternative options and their maintenance during operation is expected to involve the use of resources and generation of waste. However, the scale of resource use and waste is currently unknown, as is the extent to which recycled resources can be used or waste will be recyclable. As a result, minor negative effects have been predicted for the options. It is expected that best practice construction measures will be utilised to mitigate the impacts of waste, and recycled and recyclable materials will be used where possible during construction.
10. Noise and light pollution	-+/?	-+/?	-+/?	All three of the options seek the reallocation of road scape and investment in public, shared and active transport at different scales. Option 3C couples a greater scale of road space reallocation and increased investment in public, shared and active transport. While Option 2C would result in less road space reallocation compared to Options 3B and 3C, it would involve increased

SEA Objective	Option 2C residual significance	Option 3B residual significance	Option 3C residual significance	Description of potential effects
				investment in public, shared and active transport compared to Option 3B and in line with Option 3C. All of the options will have a long-term positive effect on this ISA topic through improved access to sustainable transport modes and therefore less vehicles on the roads generating noise. Option 3C is likely to have a positive effect of greater significance but this is uncertain. In line with national and local planning policy, it is assumed that any proposals would be designed and built to minimise noise and light pollution.
11. Health and wellbeing	-/+	-/+	-/+	<p>All three of the options seek the reallocation of road space and investment in public, shared and active transport at different scales. Option 3C couples a greater scale of road space reallocation and increased investment in public, shared and active transport. While Option 2C would result in less road space reallocation compared to Options 3B and 3C, it would involve increased investment in public, shared and active transport compared to Option 3B and in line with Option 3C.</p> <p>In the short-term there is likely to be some temporary minor negative effects during the construction phase as a result of increased disturbance to the community; however, it is likely that there is suitable mitigation to ensure that any residual effects are not significant but this is uncertain at this stage. In the long-term all of the options are likely to have a positive effect on health and well-being through improved opportunities for active travel. Option 3C is likely to have a positive effect of greater significance but this is uncertain.</p>
12. Safety	+/?	+/?	+/?	All three of the options seek the reallocation of road space and investment in public, shared and active transport at different scales. Option 3C couples a

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SEA Objective	Option 2C residual significance	Option 3B residual significance	Option 3C residual significance	Description of potential effects
				greater scale of road space reallocation and increased investment in public, shared and active transport. While Option 2C would result in less road space reallocation compared to Options 3B and 3C, it would involve increased investment in public, shared and active transport compared to Option 3B and in line with Option 3C. It is considered that the reallocation of road space along with measures that seek to enhance access to sustainable transport modes and reduce the number of vehicles on the roads will have a minor long-term positive effect on safety.
13. Sustainable and reliable transport modes	++	++	++	All three of the options seek the reallocation of road scape and investment in public, shared and active transport at different scales. Option 3C couples a greater scale of road space reallocation and increased investment in public, shared and active transport. While Option 2C would result in less road space reallocation compared to Options 3b and 3C, it would involve increased investment in public, shared and active transport compared to Option 3B and in line with Option 3C. As a result, all three options are likely to have a significant long-term positive effect on this ISA topic with Option 3C having a positive effect of greater significance compared to Options 2C and 3B.
Summary	All three of the options seek the reallocation of road scape and investment in public, shared and active transport at different scales. Option 3C couples a greater scale of road space reallocation and increased investment in public, shared and active transport. While Option 2C would result in less road space reallocation compared to Options 3B and 3C, it would involve increased investment in public, shared and active transport compared to Option 3B and in line with Option 3C.			

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SEA Objective	Option 2C residual significance	Option 3B residual significance	Option 3C residual significance	Description of potential effects
				<p>It's assumed that all of the options could result in the delivery of new infrastructure and at this stage the precise scale and location of it is unknown. In line with national and local planning policies it is assumed that the any proposals would seek to avoid and minimise impacts on sensitive receptors to ensure residual effects are not significant. It is also assumed that any proposals would seek opportunities to provide enhancement where possible.</p> <p>Overall, there is little to differentiate between the options against the ISA objectives at this stage. In the short-term there is likely to be some temporary minor negative effects during the construction phase as a result of increased disturbance for a number of ISA objectives; however, it is likely that there is suitable mitigation to ensure that any residual effects are not significant but this is uncertain at this stage. In the longer-term, there is the potential for minor positive effects against the majority of ISA objectives through the reduction of vehicles on the road through improved access to sustainable transport modes. While Option 3C is likely to have a positive effect of greater significance given the increased levels of road space reallocation coupled with increased investment in public, shared and active transport this is uncertain at this stage.</p>

## 6.4 Outline reasons for selection or rejection of alternatives

- 6.4.1. Following the assessment of the LTP alternatives, Option 3B is considered the preferred option to be taken forward at this time.
- 6.4.2. However, there is an aspiration to move towards Option 3C, albeit changes in funding are likely to be primarily driven by external factors. The proposed Devon and Torbay devolution deal could enable additional funding.
- 6.4.3. In addition, an up-to-date LTP setting out the priorities for transport in the area should ensure Devon County Council and Torbay Council are best placed to secure more transport funding, enabling Option 3C to become a greater possibility.

## 7 Monitoring and Next Steps

### 7.1 Introduction

7.1.1. This chapter sets out proposed monitoring measures and explain the next steps in the SEA process for the LTP4.

### 7.2 Monitoring

7.2.1. The SEA Regulations require the significant environmental effects of plans and programmes to be monitored, in order to identify unforeseen negative effects. The monitoring should help to:

- Monitor the significant effects of the LTP4;
- Track whether the LTP4 has had any unforeseen effects; and
- Ensure that action can be taken to reduce/ offset the significant effects of the LTP4.

7.2.2. Table 7-1 below sets out some proposed monitoring measures.

**Table 7-1 – Proposed Monitoring Measures**

SEA Objective	Key Performance Indicators	Targets
<b>1. Nature</b>	Biodiversity net gain achieved through implementation of the plan.  Condition of designated sites e.g. SSSI's, SAC's, SPA's, etc.	All developments associated with the plan to deliver a minimum of 10% biodiversity net gain.  No deterioration, or loss of coverage, of designated habitats.
<b>2. Water environment</b>	Condition of designated and undesignated waterbodies.  Number of sustainable drainage related interventions completed.	No deterioration in WFD status, or Bathing Water designation, for relevant waterbodies.  Improvement in status of waterbodies entering and leaving the transport infrastructure where possible.  For all relevant interventions to incorporate suitable sustainable drainage measures.
<b>3. Flooding</b>	Number of interventions supported by a flood risk assessment.  Number of reports of flooding affecting transport infrastructure.	For all relevant interventions to incorporate suitable flood resilience and mitigation measures.

		A decrease in the number of flooding incidents reported affecting transport infrastructure.
<b>4. Land and soils</b>	<p>Condition of land and soils.</p> <p>Area of best and most versatile agricultural land retained and benefitting from enhancement measures as a result of interventions.</p>	<p>No deterioration in quality of land and soils.</p> <p>No loss of best and most versatile agricultural land.</p>
<b>5. Historic environment</b>	<p>The number of historic assets (statutory and non-statutory) negatively affected by the interventions.</p> <p>The number of historic assets (statutory and non-statutory) benefitting from conservation and enhancement measures resulting from plan interventions.</p> <p>The number of visitors to historic assets.</p>	<p>No historic assets negatively affected by the interventions.</p> <p>Increased number of visitors to the historic environment.</p>
<b>6. Landscape, townscape and seascape</b>	<p>Area of landscapes and seascapes benefitting from conservation and enhancement measures resulting from plan interventions.</p>	<p>No objections from the management bodies for National Parks and Landscapes.</p>
<b>7. Air quality</b>	<p>Air quality levels within, and outside of, existing AQMAs.</p>	<p>Removal of Air Quality exceedances within, and outside of, existing AQMA's.</p> <p>Reduced incidences of heavy traffic and congestion.</p>
<b>8. Climate change</b>	<p>Levels of greenhouse gas emissions.</p> <p>Number of climate change adaptation interventions implemented.</p> <p>Carbon reduction and net-zero aims</p>	<p>50% reduction of carbon against 2010 levels by 2030 and carbon net zero by 2050 at the latest.</p> <p>For all relevant interventions to incorporate suitable climate change resilience and mitigation measures.</p>



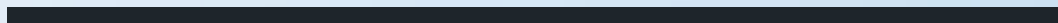
<p><b>9. Natural resources</b></p>	<p>Amount of recycled/re-used materials used.</p> <p>Amount of waste materials associated with construction that have been recycled/re-used.</p>	<p>Utilisation of recycled/re-used materials where possible.</p> <p>Maximum uptake of recycling/re-using waste material from construction.</p>
<p><b>10. Noise and light pollution</b></p>	<p>The number and area coverage of noise important areas.</p> <p>Develop Noise Action Plans to tackle specific arising issues if required.</p> <p>Level of noise and light pollution associated with interventions of the plan.</p>	<p>No increase in the number of noise important areas.</p> <p>No degradation to the level of tranquillity in the plan area through noise and light pollution.</p>
<p><b>11. Health and wellbeing</b></p>	<p>Utilisation of transport route to essential services and green space/green infrastructure, and the network of quiet routes and footpaths in the rural part of the county.</p> <p>Number of residents within a 15 minute walk of green space.</p> <p>Modal share – number of trips within Exeter made on foot or by bike</p>	<p>Target for 50% of trips by Exeter residents to be made on foot or by bike to 50%.</p> <p>No disruption to access to essential services, green space/green infrastructure and rural routes and footpaths.</p> <p>Improved access to essential services, green space/green infrastructure and rural routes and footpaths, through the interventions of the plan.</p>
<p><b>12. Safety</b></p>	<p>Road safety statistics.</p>	<p>The Vision Zero South West partnership aims to cut KSI collisions by 50% by 2030 and to zero by 2040.</p>
<p><b>13. Sustainable and reliable transport modes</b></p>	<p>Number of users of sustainable transport and active travel routes, for both private use and mineral and waste transport.</p> <p>Number of users of travel routes between urban areas, into areas neighbouring county boundaries, and from areas of deprivation to areas with opportunities for employment and deprivation.</p>	<p>Increase the number of users of all stated routes, by sustainable transport and active travel.</p>

## 7.3 Next Steps

- 7.3.1. This Environmental Report is presented for public consultation alongside the LTP4. The representations received will be documented and considered in reviewing the proposals for the LTP4. A Post Adoption Statement will summarise how the SEA and the consultation responses have been taken into account and how social, economic and environmental considerations have been integrated into the final decisions regarding the LTP4 and will be issued as soon as is reasonably practicable after adoption.

# Appendix A

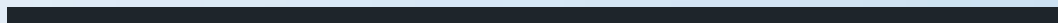
## Final Scoping Report





# Appendix B

## Scoping Report Consultation Comments



**Table B-1 - Historic England Scoping Report Consultation Comments**

Section	Comment	Response
<b>2.1 Vision and 2.2 Objectives</b>	<p>We broadly support the draft Vision and Objectives, in particular the transition to net-zero carbon. However, bearing in mind the huge value of Devon’s natural, built and historic environment, we strongly believe that the Vision ought to include an environmental dimension. We therefore suggest that the Vision could be improved as follows:</p> <p>Devon's transport will support reaching net-zero carbon by 2050 at the latest. Well integrated, accessible and inclusive transport options will create a system that facilitates clean growth and puts people first, supporting the health and wellbeing of everyone across the county while conserving and enhancing the environment.</p>	<p>Comment noted, however the Vision has come from the Plan itself.</p>

	<p>For the same reason, we consider it vitally important that there is also an objective for The Environment. This recognises the importance of Devon’s rich and varied environment and would tie in well with the ‘places’ section of the Vision document on the Council’s website, which highlights the county’s ‘varied landscapes, townscapes... historic market towns, picturesque seaside villages.. ancient national parks...’ (amongst other things).</p> <p>While we would strongly promote the drafting of a new Environment objective, an alternative would be to broaden the Health and Wellbeing objective further to ensure that it covers the build and natural environment, e.g.</p> <p>Health and Wellbeing: We will enhance and protect all people’s health and wellbeing through facilitating active and safe travel, improving air quality, conserving, enhancing and improving access to Devon’s natural, built and historic environment, and strengthening sense of place.</p> <p>However, the value of the environment goes beyond health and wellbeing alone so an additional objective would be preferable.</p>	<p>Comment noted, however the Objectives have come from the Plan itself.</p>
<p><b>3.1 Methodology</b></p>	<p>Along with the SEA guidance referred to in this section, in relation to the historic environment we recommend consulting Historic England Advice Note 8 Sustainability Appraisal and Strategic Environmental Assessment.</p>	<p>Comment noted.</p> <p>The Advice Note will be taken into account during the SEA process, for any matters concerning the historic environment.</p>

<p><b>4 Stage A1: Other Relevant Policies, Plans and Programmes</b></p>	<p>Consultation question 1. Are there any additional relevant plans and policies, beyond those covered, that you think are relevant to this appraisal?</p> <p>We suggest the addition of the following to Table 2:</p> <ul style="list-style-type: none"> <li>- UNESCO World Heritage Convention</li> <li>- The European Landscape Convention</li> <li>- Local Plans for the authorities making up Devon</li> <li>- National Park and AONB Management Plans</li> <li>- World Heritage Site Management Plans</li> <li>- Heritage/Conservation Strategies</li> <li>- Other Strategies (e.g. cultural or tourism)</li> <li>- Conservation Area Character Appraisals and Management Plans</li> </ul> <p>We would particularly stress the importance of conservation, enhancement and public access to the landscapes and historic sites within Devon’s two World Heritage Sites, two National Parks, and five AONBs.</p>	<p>The suggested policies and plans will be included in the Final SEA Scoping Report, where relevant.</p>
<p><b>5 Stage A2: Baseline Information</b> <b>5.3 Devon's Baseline Information</b></p>	<p>Consultation question (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?</p> <p>The baseline information should describe the current and future likely condition of the historic environment in terms of its significance, sensitivity and capacity for change. This can also help in identifying sustainability issues, predicting and monitoring effects and alternative ways of dealing with them.</p>	<p>Baseline information on the historic environment will be included in the revised Scoping Report.</p>



	<p>While we welcome the information contained in the fourth and fifth paragraphs of this section, we consider that this requires careful review and clarification and to be supplemented with additional information. For example, AONBs and National Parks are, by definition, protected landscapes and so the word 'mostly' should be removed. The statement that 'Much of the coastline is also designated as a heritage asset' would also benefit from clarification – does this refer to the Heritage Coast (a broad, non-statutory environmental designation), parts of the Jurassic Coast World Heritage Site, and/or other assets such as scheduled monuments?</p>	<p>The word mostly will be removed, and further clarification as to the nature of designations along Devon's coast will be included in the revised Scoping Report.</p>
	<p>Advice on sources of evidence for plan making can be found in Historic Environment Good Practice Advice in Planning: 1 The Historic Environment in Local Plans. In preparing a robust baseline for the Devon Local Transport Plan, key sources of information on the historic environment are likely to be the National Heritage List, Devon's Historic Environment Record and Historic Landscape Characterisation. We also recommend that consideration is given to heritage assets at risk.</p>	<p>Comment noted.</p>
	<p>Along with World Heritage Sites, we suggest that the baseline refers to the Devon's other designated heritage assets which include its conservation areas, listed buildings, scheduled monuments and registered historic parks and gardens (currently some information on these assets is provided in section 6). Viewing these assets on a map will provide a greater understanding of their distribution and can highlight sensitive areas. Impacts on both the assets themselves, and their settings, will need to be considered as part of the assessment. However, it's important to note that assessing the potential impacts of transport proposals on these assets will require an understanding of their significance and cannot rely on proximity alone.</p>	<p>Comment noted.</p> <p>A map of heritage assets will be included in Section 5 of the revised Scoping Report.</p>

	The baseline should also refer to non-designated heritage assets including locally listed buildings, and to unknown heritage assets, particularly sites of historic and archaeological interest which may be discovered in the course of planning or implementing schemes.	Non-designated heritage assets will be listed in Section 5 of the revised Scoping Report.
<b>6 Stage A3: Identify Sustainability Issues and Problems Landscape and Townscape</b>	6.3.1.13 – we support the intension of this paragraph but suggest that the final sentence would benefit from review to refer to both National Parks and AONBs. We also suggest that consideration is given to better aligning this with the issues meriting conservation and enhancement in these areas, e.g. as highlighted in paragraph 176 of the NPPF and in relation to their statutory purposes.	The final sentence of the paragraph will be amended to include reference to National Parks as well as AONB's in the revised Scoping Report.  Consideration will also be given to paragraph 176 of the Natinoal Planning Policy Framework.
	Within 6.3.1.14 we would welcome reference to seascape alongside landscape and townscape. Consideration should be given to any areas where the character and quality of landscape/townscape/seascape is suffering loss or erosion in relation to existing transport infrastructure, or could be significantly impated by new developments.	The sentence will be amended to include reference to seascape in the revised Scoping Report.
<b>Cultural Heritage (including achitectoral and archaeological heritage)</b>	Much of the information in the first two paragraphs could be presented within the baseline information. Paragraph 6.3.1.20 should be reviewed with reference to the latest Heritage at Risk Register by Historic England (rather than English Heritage).	Information in paragraphs 6.3.1.19 and 6.3.1.20 will be moved to Section 5 in the revised Scoping Report and the Heritage at Risk Register will be reflected accordingly.

	<p>Paragraph 6.3.1.21 is a little unclear. We suggest the following amendments for clarity and to better align with heritage policy and terminology:</p> <p>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.</p>	<p>Paragraph 6.3.1.21 will be amended to reflect the suggested changes in the revised Scoping Report.</p>
	<p>We also suggest that paragraph 6.3.1.22 is adjusted as follows:</p> <p>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.</p>	<p>Paragraph 6.3.1.22 will be amended to reflect the suggested changes in the revised Scoping Report.</p>
	<p>We suggest that consideration is also given to the following:</p> <ul style="list-style-type: none"> <li>- Whether transport schemes, or the removal of insensitive past schemes, can contribute to heritage led regeneration and to the vitality and viability of town centres.</li> <li>- Whether there are areas where traffic congestion, air quality, noise pollution or severance are affecting, or could affect, the historic environment.</li> <li>- Whether there are any assets on the Heritage at Risk register that could be impacted (positively or negatively) as a result of transport schemes, or whether schemes may result in additional assets being placed at risk.</li> </ul>	<p>Comment noted.</p>

<b>7 Stage A4: The SA Framework</b>	<p>Consultation questions: (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?</p> <p>Historic England is broadly supportive of the objectives that relate to our area of responsibility. We suggest the following adjustments to objectives 5 and 6 to improve their coverage and better align with policy and guidance:</p> <p>5) To conserve and enhance the historic environment and enable public access and enjoyment 6) To conserve and enhance landscape/townscape/seascape character</p>	<p>Objectives 5 and 6 will be amended to reflect the suggestions in the revised Scoping Report.</p>
	<p>We also suggest that objective 13 (and associated criteria) could be beneficially adjusted to deal with sustainable tourism, bearing in mind its importance to the economy of the county.</p>	<p>Objective 13 and associated criteria will be amended to reflect sustainable tourism in the revised Scoping Report.</p>
	<p>For objective 5 we propose the following adjustment to the existing criterion, along with several additional criteria as follows:</p> <ul style="list-style-type: none"> <li>- Conserve and enhance the character and significance of the historic environment, including designated and non-designated heritage assets (which include archaeological features) and their settings.</li> <li>- Promote sustainable access to the historic environment, including historic towns and villages.</li> <li>- Foster regeneration and help to address heritage at risk.</li> </ul>	<p>Potential Assessment Criteria will be amended to reflect these suggestions in the revised Scoping Report.</p>

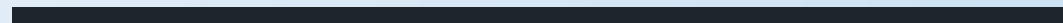
	<p>For objective 6 we suggest an additional criterion as follows:          - Respect, maintain and strengthen local character and distinctiveness? [e.g. through location and design of infrastructure]</p>	<p>Potential Assessment Criteria will be amended to reflect these suggestions in the revised Scoping Report.</p>
	<p>While these may represent reasonable objectives and criteria for the purpose of SEA Scoping, it is less clear whether they would be a reasonable set of indicators for future monitoring of plan delivery. We suggest that further work is required in this area. Proposed mitigation measures will also be needed as part of the SEA, along with an approach to considering cumulative effects.</p>	<p>Monitoring, mitigation, and cumulative effects will be considered during assessment of the LTP4 and included in the Environmental Report.</p>
	<p>Please note that when using the criteria as a means of assessing different plan options and proposals, we would advise against a purely distance based approach to assessing impacts on the setting of a heritage asset. The SEA should consider impacts on 'historic significance' which requires careful analysis and professional judgement. Our Historic England Advice Note 3 sets out a sequential approach to assessing impacts on significance.</p>	<p>Comment noted.</p>
<p><b>7.3 Local Transport 4 Vision and Objectives</b></p>	<p>Please see our response to sections 2.1 and 2.2.</p>	<p>Comment noted.</p>
<p><b>Conclusions</b></p>	<p>Historic England strongly advises that the Council's conservation teams and archaeological advisors are closely involved throughout the preparation and assessment of this Local Transport Plan and SEA. They are best placed to advise on: local historic environment issues and priorities, including access to data held in the Historic Environment Record; how the plan proposals can be tailored to minimise potential adverse impacts on the historic environment; the nature of any required mitigation measures; and opportunities for securing wider benefits for the future conservation and management of heritage assets.</p>	<p>Comment noted.</p>



	This opinion is based on the information provided by you and, for the avoidance of doubt, does not affect our obligation to advise you on, and potentially object to any specific development proposal which may subsequently arise from the plan, and which may, despite the assessment, have adverse effects on the historic environment.	Comment noted.
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# Appendix C

## Assessment of the LTP4



## Introduction

This appendix sets presents the assessment of the six Action Plans set out in the LTP4, which are as follows:

- Connecting Devon & Torbay
- Exeter
- Torbay
- Growth Areas
- Rural Devon and Market & Coastal Towns
- Our Network

## Assessment of Action Plans

Table C1-1 sets out the key to the assessment.

**Table C-1 – Assessment Key**

Effect Significance	Key
Potential for significant positive effects	++
Potential for minor positive effects	+
Potential for minor negative effects	-
Potential for significant negative effects	--
Uncertain effects – Uncertain or insufficient information on which to determine the appraisal at this stage	?
Potential for both positive and negative effects	+/-
Negligible / No effect	0





## Connecting Devon and Torbay

Table C-2 - Assessment of the Connecting Devon and Torbay Action Plan

SEA Objective	Residual Significance	Description of potential effects
<p>1. Nature</p>	<p>+/-/?</p>	<p>The strategy includes a number of measures that relate to the delivery of new or enhanced infrastructure and these are where significant effects are most likely to arise in relation to this SEA topic. However, it is recognised that a number of these strategic schemes were previously identified LTP3 and have either been delivered or are in the process of being delivered. This includes upgrades to J27 to J30 of the M5, the North Devon Link Road Upgrade and Bridge Road Exeter Widening. Therefore, it is assumed that there will be no significant effects as these will have been addressed at the project level through an EIA.</p> <p>Some measures are not likely to have a significant effect as they will not result in the delivery of new infrastructure or changes to existing infrastructure. This includes measures relating to digital services, evidence base studies and speed limit reviews. While there are some measures that could result in the delivery of new infrastructure, there is not sufficient information at this stage to identify and evaluate significant effects at this stage. For example, there are no details at this stage in terms of the specific enhancements to bus and cycle routes to Exeter Airport. Further details on the enhancements will likely be available in due course and it would therefore be more appropriate to identify and evaluate significant effects at that stage. However, given national and local planning policies that seek to protect and enhance biodiversity, it is considered unlikely that these and other measures would result in a residual significant negative effect during construction or operation. Despite this, and taking a precautionary approach, the potential for a minor negative effect has been identified.</p>

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SEA Objective	Residual Significance	Description of potential effects
		There is also the potential for a minor positive effect as any schemes that deliver new infrastructure of sufficient scale will be required to deliver Biodiversity Net Gain (BNG) under Schedule 7A of the Town and Country Planning Act 1990 (as inserted by Schedule 14 of the Environment Act 2021).
<b>2. Water environment</b>	+/-/?	As noted above under the Nature ISA topic, a number of the measures proposed in the strategy have already been delivered or are in the process of being delivered. Some measures will not lead to any new or enhanced infrastructure so are therefore not likely to have a significant effect. Where new infrastructure is proposed this could have impacts on the water environment, if it is delivered in close proximity to a waterbody or hydrologically connected to one. It is assumed that there is suitable mitigation available to ensure that residual negative effects are not significant in the short or long term. Improving access to sustainable transport modes including active travel will help to reduce the number of vehicles on the road with indirect positive effects on water quality through a reduction in polluted runoff.
<b>3. Flooding</b>	0/?	In line with national and local planning policy it is assumed that any proposal would seek to avoid areas of high flood risk and not exacerbate flood risk elsewhere. There is the potential for a minor positive effect as the enhancement of existing infrastructure could provide opportunities to reduce existing levels of flood risk but this is uncertain. As a result, it is predicted that there would be a neutral effect with an element of uncertainty.
<b>4. Land and soils</b>	-/?	As noted above under the Nature ISA topic, a number of the measures proposed in the strategy have already been delivered or are in the process of being delivered. Some measures will not lead to any new or enhanced infrastructure so are therefore not likely to have a significant effect. Where new or enhanced infrastructure is proposed this could result in the loss of some greenfield and/ or agricultural land but this is uncertain at this stage. In line with national and local planning policies it is assumed that previously developed land will be used and lower quality agricultural land where possible. A minor long-term negative effect is predicted at this stage with an element of uncertainty.

SEA Objective	Residual Significance	Description of potential effects
<p><b>5. Historic environment</b></p>	<p><b>+/-/?</b></p>	<p>The strategy includes a number of measures that relate to the delivery of new or enhanced infrastructure and these are where significant effects are most likely to arise in relation to this SEA topic. However, it is recognised that a number of these strategic schemes were previously identified LTP3 and have either been delivered or are in the process of being delivered. This includes upgrades to J27 to J30 of the M5, the North Devon Link Road Upgrade and Bridge Road Exeter Widening. Therefore, it is assumed that there will be no significant effects as these will have been addressed at the project level through an EIA.</p> <p>Some measures are not likely to have a significant effect as they will not result in the delivery of new infrastructure or changes to existing infrastructure. This includes measures relating to digital services, evidence base studies and speed limit reviews. While there are some measures that could result in the delivery of new or enhanced infrastructure, there is not sufficient information at this stage to identify and evaluate significant effects at this stage. For example, there are no details at this stage in terms of the specific enhancements to bus and cycle routes to Exeter Airport. Further details on the enhancements will likely be available in due course and it would therefore be more appropriate to identify and evaluate significant effects at that stage. However, given national and local planning policies that seek to conserve the historic environment and protect the significance of designated heritage assets and their settings, it is considered unlikely that these and other measures would result in a residual significant negative effect during construction during construction or operation. Despite this, and taking a precautionary approach, the potential for a minor negative effect has been identified.</p> <p>The strategy also has the potential for positive effects on the historic environment through measures that seek to improve access to sustainable transport modes and reduce the number of vehicles on the roads as well as reduce negative impacts of freight.</p>

SEA Objective	Residual Significance	Description of potential effects
<b>6. Landscape, townscape and seascape</b>	<b>+/-/?</b>	<p>The strategy includes a number of measures that relate to the delivery of new or enhanced infrastructure and these are where significant effects are most likely to arise in relation to this SEA topic. However, as set out above for the historic environment some of the significant measures have either been delivered or are in the process of being delivered. Some measures are not likely to have a significant effect as they will not result in the delivery of new infrastructure or changes to existing infrastructure. This includes measures relating to digital services, evidence base studies and speed limit reviews. While there are some measures that could result in the delivery of new or enhanced infrastructure, there is not sufficient information at this stage to identify and evaluate significant effects at this stage.</p> <p>In the short-term, the construction phase of schemes that propose new or enhanced infrastructure may negatively impact landscape, townscape, and seascape character, as works may result in temporary disturbances to land, as well as increased traffic. However, it is assumed that in line with national and local planning policy any proposals would seek to avoid and minimise impacts on the landscape and provide enhancements where possible. In the longer-term, improving access to sustainable transport modes will help to reduce the number of vehicles on the road with minor positive effects on the landscape, townscape and seascape.</p>
<b>7. Air quality</b>	<b>+/-/?</b>	<p>The strategy includes a number of measures that relate to the delivery of new or enhanced infrastructure and significant effects are most likely to arise as a result of them. However, as set out above for other ISA topics, some of the larger scale measures have either been delivered or are in the process of being delivered. Some measures are not likely to have a significant effect as they will not result in the delivery of new infrastructure or changes to existing infrastructure. This includes measures relating to digital services, evidence base studies and speed limit reviews. While there are some</p>

SEA Objective	Residual Significance	Description of potential effects
		<p>measures that could result in the delivery of new or enhanced infrastructure, there is not sufficient information at this stage to identify and evaluate significant effects at this stage.</p> <p>In the short-term, there could be temporary negative impacts on air quality during the construction phase as a result of dust and increased traffic. However, it is assumed that in line with national and local planning policy any proposals would seek to avoid and minimise impacts on air quality and traffic during construction. In the longer-term, improving capacity of the road network and enhancing access to sustainable transport modes will help to reduce traffic and the number of vehicles on the road with minor positive effects on air quality. However, this is uncertain at this stage.</p>
<b>8. Climate change</b>	<b>+/?</b>	<p>In the short-term during construction, the delivery of new or enhanced infrastructure could lead to an increase in vehicle movements, and subsequently traffic and congestion, leading to increased carbon emissions. Embodied carbon in construction materials and emissions from operation of machinery will also contribute to negative impacts. However, the strategy proposes reducing the dominance of vehicles in the city centre, as well as reducing speed limits and introducing net zero buses. This alongside the numerous other measures that seek to enhance access to sustainable transport modes and active travel routes are likely to have a long-term minor positive effect on this SEA objective.</p> <p>Improving access to sustainable transport modes will also help to reduce reliance on the private vehicle and the number of vehicles on the road with long-term minor positive effects on this ISA topic. It is assumed that any of the proposed measures could be designed to be resilient and adapt to the impacts of climate change.</p>
<b>9. Natural resources</b>	<b>-/?</b>	<p>Construction associated with measures that involve new and/ or enhanced infrastructure and their maintenance during operation is expected to involve the use of resources and generation of waste. However, the scale of resource use and waste is currently unknown, as is the extent to which recycled</p>

SEA Objective	Residual Significance	Description of potential effects
		resources can be used or waste will be recyclable. As a result, minor negative effects have been predicted. It is expected that best practice construction measures will be utilised to mitigate the impacts of waste, and recycled and recyclable materials will be used where possible during construction.
<b>10. Noise and light pollution</b>	+/-/?	Construction associated with measures that involve new and/ or enhanced infrastructure and their maintenance during operation is expected to result in the temporary generation of noise and light pollution. In line with national and local planning policy, it is assumed that any proposals would be designed and built to minimise noise and light pollution. In the long-term, improved access to sustainable transport modes could result in less vehicles on the road and therefore a reduction in noise pollution.
<b>11. Health and wellbeing</b>	+/-/?	<p>In the short-term during construction, the delivery of new or enhanced infrastructure could result in disturbance to communities in the surrounding areas with a negative effect on health and well-being. This is likely to be temporary and in line with national and planning policies it is assumed that any proposals would seek to avoid or minimise disturbance to the local population.</p> <p>In the longer-term, the measures will help to improve the resilience of the road and rail network and improve access to sustainable modes of transport, including opportunities for active travel. This will have a long-term positive effect for health and well-being.</p>
<b>12. Safety</b>	+/?	Investment into road safety, including on the A361 North Devon Link Road which will see improved overtaking opportunities and upgrades to eight junctions, will improve safety, journey time reliability and active travel facilities. Changes to speed limits will also help to improve road safety. Improvements to the rail, bus and active travel network may reduce traffic and this could reduce the number of private vehicles on the road, further increasing safety.

SEA Objective	Residual Significance	Description of potential effects
13. Sustainable and reliable transport modes	++/?	The proposed measures seek to enhance the capacity of the road network and enhance accessibility and frequency of sustainable transport modes. Improving opportunities for active travel, such as proposed enhanced sustainable access to Exeter Airport and the airport business park, and other active travel routes, as well as enhanced public transport and road network, will result in a more sustainable and reliable transport network. A significant long-term positive effect is predicted with an element of uncertainty as the significance of the effect will depend on the uptake in use of sustainable transport modes.
Mitigation and Enhancement Measures		For projects of a sufficient scale, it is assumed that best practice construction methods will be utilised during maintenance works, and project level Construction Environmental Management Plans will be produced, detailing how negative environmental impacts will be mitigated. Recycled materials should be used where possible, and any waste produced should be dealt with following the waste hierarchy. Any land disturbed during construction is expected to be reinstated, BNG measures are expected to be implemented in line with requirements, and flood mitigation such as sustainable drainage should be utilised where necessary and practicable. Where maintenance is required close to sensitive receptors then additional, project level, investigation and assessments may be required. Construction should be sensitively phased, if possible, to avoid cumulative construction impacts upon sensitive receptors. Where appropriate and practicable, community liaison should be established to identify potential mitigation measures to minimise impact upon wellbeing. Any new infrastructure should be located to areas of lower agricultural land quality where possible.
Summary		The assessment found that the connecting Devon and Torbay action plan will not have significant effects for the majority of ISA objectives. While there is the potential for minor and positive negative effects these are unlikely to be significant once mitigation is taken into account, although there is an element of uncertainty across all the ISA objectives given the strategic nature of the LTP4 and lack of information for individual measures. A long-term significant positive effect was predicted for the ISA objectives relating to sustainable and reliable transport modes



SEA Objective	Residual Significance	Description of potential effects
		as a result of proposed improvements to the resilience of the road network and access to sustainable transport modes.



## Exeter

Table C-3 - Assessment of the Exeter Action Plan

SEA Objective	Residual Significance	Description of potential effects
<b>1. Nature</b>	<b>+/-/?</b>	<p>The strategy includes a number of measures that relate to the delivery of new or enhanced infrastructure and these are where significant effects are most likely to arise in relation to this SEA objective. Minor negative effects in the short-term are anticipated as there is potential for the proposed infrastructure to result in disturbance to biodiversity and the significance of this will depend on its location and potential pathways to sensitive receptors. In line with national and local planning policies it is assumed that any proposals will seek to protect and enhance biodiversity. As a result, it is considered unlikely that the proposed measures would result in a residual significant negative effect during construction or operation. Despite this, and taking a precautionary approach, the potential for a minor negative effect has been identified.</p> <p>There is also the potential for a minor positive effect as any schemes that deliver new infrastructure of sufficient scale will be required to deliver Biodiversity Net Gain (BNG) under Schedule 7A of the Town and Country Planning Act 1990 (as inserted by Schedule 14 of the Environment Act 2021). Positive effects are also identified from traffic reduction as increased utilisation of sustainable transport would likely lead to reduced pollution and disturbance to local habitats and species.</p>
<b>2. Water environment</b>	<b>-/?</b>	<p>Where new or enhanced infrastructure is proposed this could have impacts on the water environment, if it is delivered in close proximity to a waterbody or hydrologically connected to one, for example the River Exe. New river crossings may result in negative impacts during construction and operation; however, it is expected that best practice construction measures and mitigation measures available during operation will reduce the significance of any residual effects. Improving access to sustainable</p>

SEA Objective	Residual Significance	Description of potential effects
		transport modes including active travel will help to reduce the number of vehicles on the road with indirect positive effects on water quality through a reduction in polluted runoff. However, at this stage given the proposed river crossing a precautionary approach has been taken and overall residual minor negative effect identified.
<b>3. Flooding</b>	+/-/?	In line with national and local planning policy it is assumed that any proposal would seek to avoid areas of high flood risk and not exacerbate flood risk elsewhere. However, there are areas of high flood risk within Exeter, predominantly associated with the River Exe and its tributaries. There is the potential for a minor positive effect as delivery of new and enhancement of existing infrastructure could provide opportunities to reduce existing levels of flood risk but this is uncertain. As a result, it is predicted that there is the potential for both minor positive and negative effects with an element of uncertainty.
<b>4. Land and soils</b>	0/?	Given the urban nature of this strategy area it is not anticipated that there would be any negative effects through the significant loss of land and soils. Given the predominant use of brownfield land there could be opportunities to remediate contaminated land but this is uncertain at this stage.
<b>5. Historic environment</b>	+/-/?	<p>There are numerous designated and non-designated heritage assets within Exeter. The strategy includes a number of measures that relate to the delivery of new or enhanced infrastructure, and these are where significant effects are most likely to arise in relation to the historic environment. The nature and significance of effects will be dependent on the precise location and design of infrastructure. Given national and local planning policies that seek to conserve the historic environment and protect the significance of designated heritage assets and their settings a significant negative effect is considered unlikely. As a result, a minor negative effect is identified in the short-term as a result of construction activities.</p> <p>The strategy also has the potential for positive effects on the historic environment through measures that seek to improve the public realm and access to sustainable transport modes and reduce the</p>

SEA Objective	Residual Significance	Description of potential effects
		number of vehicles on the roads. The strategy aims to ensure that Exeter city centre continues to be a destination known for its historic, cultural and entertainment offer, continuing to draw in visitors through cultural attractions such as the Cathedral, which will have a positive impact on the historic environment.
6. Landscape, townscape and seascape	+/-/?	In the short-term, the construction phase of schemes that propose new or enhanced infrastructure may negatively impact townscape character, as works may result in temporary disturbances to land, as well as increased traffic. However, it is assumed that in line with national and local planning policy any proposals would seek to avoid and minimise impacts on the townscape and provide enhancements where possible. In the longer-term, improving the public realm and access to sustainable transport modes will help to reduce the number of vehicles on the road with minor positive effects on Exeter's townscape.
7. Air quality	+/?	There is an existing AQMA within Exeter as in recent years objectives for certain pollutants have not been met along Alphington Street, the junction of Blackboy Road and Pinhoe Road, and along the Heavitree corridor into the city. The proposed strategy seeks to reduce the dominance of cars in the city centre and enhance access to sustainable transport modes and active travel networks across the city. The proposed measures are considered likely to have a significant long-term positive effect on air quality by reducing the number of vehicles on the road. While there is the potential for minor negative effects in the short-term during construction it is considered overall that significant positive effects are likely given the ongoing air quality issue in the city centre.
8. Climate change	+/?	In the short-term during construction, the delivery of new or enhanced infrastructure could lead to an increase in vehicle movements, and subsequently traffic and congestion, leading to increased carbon emissions. Embodied carbon in construction materials and emissions from operation of machinery will also contribute to negative impacts. However, the strategy proposes reducing the dominance of vehicles in the city centre, as well as reducing speed limits and introducing net zero buses. This

SEA Objective	Residual Significance	Description of potential effects
		<p>alongside the numerous other measures that seek to enhance access to sustainable transport modes and active travel routes are likely to have a long-term minor positive effect on this SEA objective.</p> <p>Improving access to sustainable transport modes will also help to reduce reliance on the private vehicle and the number of vehicles on the road with long-term minor positive effects on this ISA topic. It is assumed that any of the proposed measures could be designed to be resilient and adapt to the impacts of climate change.</p>
9. Natural resources	-/?	Construction associated with measures that involve new and/ or enhanced infrastructure and their maintenance during operation is expected to involve the use of resources and generation of waste. However, the scale of resource use and waste is currently unknown, as is the extent to which recycled resources can be used or waste will be recyclable. As a result, minor negative effects have been predicted. It is expected that best practice construction measures will be utilised to mitigate the impacts of waste, and recycled and recyclable materials will be used where possible during construction.
10. Noise and light pollution	+/-/?	Construction associated with measures that involve new and/ or enhanced infrastructure and their maintenance during operation is expected to result in the temporary generation of noise and light pollution. In line with national and local planning policy, it is assumed that any proposals would be designed and built to minimise noise and light pollution. In the long-term, improved access to sustainable transport modes could result in less vehicles on the road and therefore a reduction in noise and light pollution.
11. Health and wellbeing	+/-/?	In the short-term during construction, the delivery of new or enhanced infrastructure could result in disturbance to communities with a negative effect on health and well-being. This is likely to be temporary and in line with national and planning policies it is assumed that any proposals would seek to avoid or minimise disturbance to the local population. In the longer-term, the measures will help to

SEA Objective	Residual Significance	Description of potential effects
		improve health and well-being with a minor positive effect. Establishment of core walking areas in the city centre, completion of an accessible pedestrian and cycle network, linking of cycle routes from the West end of East Devon to the Exeter cycle network, and establishment of 'Green Lanes' from villages into the city will improve health and wellbeing for residents and visitors by encouraging active travel and providing improved access to green space.
<b>12. Safety</b>	+/?	Changes to road access and layout, improvements to cycling and pedestrian crossings, as well as reduced speed limits, could lead to improved safety. Enhanced access to sustainable transport modes and active travel networks could help to reduce the number of vehicles on the road with a positive effect on safety.
<b>13. Sustainable and reliable transport modes</b>	++/?	The focus of the strategy is to improve sustainable travel choices, increasing walking and cycling and reducing reliance on vehicles within Exeter. Improvements to active travel routes and public transport, as well as wider infrastructure for cars and cycling, will result in a more sustainable and reliable transport network. A significant long-term positive effect is predicted with an element of uncertainty as the significance of the effect will depend on the uptake in use of sustainable transport modes.
<b>Mitigation and Enhancement Measures</b>		It is assumed that best practice construction methods will be utilised during maintenance works, and project level Construction Environmental Management Plans will be produced, detailing how negative environmental impacts will be mitigated. Recycled materials should be used where possible, and any waste produced should be dealt with following the waste hierarchy. Any land disturbed during construction is expected to be reinstated, biodiversity net gain measures are expected to be implemented, and flood mitigation such as sustainable drainage should be utilised where necessary and practicable. Where maintenance is required close to sensitive receptors then additional, project level, investigation may be required. Construction should be sensitively phased, if possible, to avoid cumulative construction impacts upon sensitive receptors. Where appropriate and practicable, community liaison should be established to identify potential mitigation measures to minimise impact

SEA Objective	Residual Significance	Description of potential effects
		upon wellbeing. Transport links should be routed so as to minimise impacts on best and most versatile agricultural land.
<b>Summary</b>		<p>The assessment found that the Exeter action plan will not have significant effects for the majority of SEA objectives. While there is the potential for minor negative effects these are unlikely to be significant once mitigation is taken into account, although there is an element of uncertainty across all the SEA objectives given the strategic nature of the LTP4 and lack of information for individual measures. The proposed measures seek to improve access to sustainable transport modes, including active travel, along with a range of other measures that will have long-term minor positive (direct and indirect) effects on SEA objectives. Long-term significant positive effects are predicted for the SEA objective relating to sustainable and reliable transport modes as a result of reducing the dominance of cars in the city centre and proposed improvements to sustainable transport modes and active travel routes.</p>

## Torbay

**Table C-4 - Assessment of the Torbay Action Plan**

SEA Objective	Residual Significance	Description of potential effects
<b>1. Nature</b>	<b>+/-/?</b>	<p>The strategy includes a number of measures that relate to the delivery of new or enhanced infrastructure and these are where significant effects are most likely to arise in relation to this SEA objective. Minor negative effects in the short-term are anticipated as there is potential for the proposed infrastructure to result in disturbance to biodiversity and the significance of this will depend on its location and potential pathways to sensitive receptors. Sensitive receptors in this strategy area include numerous SSSIs, South Hams SAC, and Berry Head NNR. In line with national and local planning policies it is assumed that any proposals will seek to protect and enhance biodiversity. As a result, it is considered unlikely that the proposed measures would result in a residual significant negative effect during construction or operation. Despite this, and taking a precautionary approach, the potential for a minor negative effect has been identified.</p> <p>There is also the potential for a minor positive effect as any schemes that deliver new infrastructure of sufficient scale will be required to deliver Biodiversity Net Gain (BNG) under Schedule 7A of the Town and Country Planning Act 1990 (as inserted by Schedule 14 of the Environment Act 2021). Positive effects are also identified from traffic reduction as increased utilisation of sustainable transport would likely lead to reduced pollution and disturbance to local habitats and species.</p>
<b>2. Water environment</b>	<b>+/-/?</b>	<p>Where new or enhanced infrastructure is proposed this could have impacts on the water environment, if it is delivered in close proximity to a waterbody or hydrologically connected to one, for example the River Dart. It is assumed that there is suitable mitigation available to ensure that residual negative effects are not significant in the short or long term. Improving access to sustainable transport modes</p>

SEA Objective	Residual Significance	Description of potential effects
		including active travel will help to reduce the number of vehicles on the road with indirect positive effects on water quality through a reduction in polluted runoff.
<b>3. Flooding</b>	+/-/?	In line with national and local planning policy it is assumed that any proposal would seek to avoid areas of high flood risk and not exacerbate flood risk elsewhere. However, there are areas of high flood risk in and around Edginswell and Collaton St Mary are in Flood Zone 3, with several other areas within Tobray also sitting within Flood Zones 2 and 3. There is the potential for a minor positive effect as delivery of new and enhancement of existing infrastructure could provide opportunities to reduce existing levels of flood risk but this is uncertain. As a result, it is predicted that there is the potential for both minor positive and negative effects with an element of uncertainty.
<b>4. Land and soils</b>	0/?	Given the urban nature of this strategy area it is not anticipated that there would be any residual significant negative effects through the significant loss of land and soils. Given the predominant use of brownfield land there could be opportunities to remediate contaminated land but this is uncertain at this stage.
<b>5. Historic environment</b>	+/-/?	There are numerous designated and non-designated heritage assets within this strategy area. The strategy includes a number of measures that relate to the delivery of new or enhanced infrastructure, and these are where significant effects are most likely to arise in relation to the historic environment. The nature and significance of effects will be dependent on the precise location and design of infrastructure. Given national and local planning policies that seek to conserve the historic environment and protect the significance of designated heritage assets and their settings a significant negative effect is considered unlikely. As a result, a minor negative effect is identified in the short-term as a result of construction activities. The strategy also has the potential for positive effects on the historic environment through measures that seek to improve the public realm and access to sustainable transport modes and reduce the number of vehicles on the roads.



SEA Objective	Residual Significance	Description of potential effects
6. <b>Landscape, townscape and seascape</b>	+/-/?	In the short-term, the construction phase of schemes that propose new or enhanced infrastructure may negatively impact landscape, townscape and seascape, as works may result in temporary disturbances to land, as well as increased traffic. Sensitive receptors include the South Devon National Landscape. However, it is assumed that in line with national and local planning policy any proposals would seek to avoid and minimise impacts on the townscape and provide enhancements where possible. In the longer-term, improving the public realm and access to sustainable transport modes will help to reduce the number of vehicles on the road with minor positive effects.
7. <b>Air quality</b>	+/?	In the short-term, there could be temporary negative impacts on air quality during the construction phase as a result of dust and increased traffic. However, it is assumed that in line with national and local planning policy any proposals would seek to avoid and minimise impacts on air quality and traffic during construction. In the longer-term, improving capacity of the road network and enhancing access to sustainable transport modes will help to reduce traffic and the number of vehicles on the road with minor positive effects on air quality.
8. <b>Climate change</b>	+/?	<p>In the short-term during construction, the delivery of new or enhanced infrastructure could lead to an increase in vehicle movements, and subsequently traffic and congestion, leading to increased carbon emissions. Embodied carbon in construction materials and emissions from operation of machinery will also contribute to negative impacts. However, the strategy proposes reducing the dominance of vehicles in the city centre, as well as reducing speed limits and introducing net zero buses. This alongside the numerous other measures that seek to enhance access to sustainable transport modes and active travel routes are likely to have a long-term minor positive effect on this SEA objective.</p> <p>Improving access to sustainable transport modes will also help to reduce reliance on the private vehicle and the number of vehicles on the road with long-term minor positive effects on this ISA topic. It is</p>

SEA Objective	Residual Significance	Description of potential effects
		assumed that any of the proposed measures could be designed to be resilient and adapt to the impacts of climate change.
<b>9. Natural resources</b>	-/?	Construction associated with measures that involve new and/ or enhanced infrastructure and their maintenance during operation is expected to involve the use of resources and generation of waste. However, the scale of resource use and waste is currently unknown, as is the extent to which recycled resources can be used or waste will be recyclable. As a result, minor negative effects have been predicted. It is expected that best practice construction measures will be utilised to mitigate the impacts of waste, and recycled and recyclable materials will be used where possible during construction.
<b>10. Noise and light pollution</b>	+/-/?	Construction associated with measures that involve new and/ or enhanced infrastructure and their maintenance during operation is expected to result in the temporary generation of noise and light pollution. In line with national and local planning policy, it is assumed that any proposals would be designed and built to minimise noise and light pollution. In the long-term, improved access to sustainable transport modes could result in less vehicles on the road and therefore a reduction in noise and light pollution.
<b>11. Health and wellbeing</b>	+/-/?	In the short-term during construction, the delivery of new or enhanced infrastructure could result in disturbance to communities with a negative effect on health and well-being. This is likely to be temporary and in line with national and planning policies it is assumed that any proposals would seek to avoid or minimise disturbance to the local population. In the longer-term, the measures will help to improve health and well-being with a minor positive effect. The strategy aims to provide improved facilities and opportunities for active travel, such as >27km of cycle routes associated with the Bay Trails, that will be connected to other trails across Devon via the South Devon Cycle Way, and providing cycle hire schemes. The strategy also aims to encourage walking, through reducing traffic

SEA Objective	Residual Significance	Description of potential effects
		and improving pedestrian facilities in the region, and improving the attractiveness and safety for both cyclists and pedestrians.
<b>12. Safety</b>	+/?	Changes to road access and layout, improvements to cycling and pedestrian crossings could lead to improved safety. Enhanced access to sustainable transport modes and active travel networks could help to reduce the number of vehicles on the road with a positive effect on safety.
<b>13. Sustainable and reliable transport modes</b>	++/?	The strategy will improve facilities for active travel throughout Torbay, and connecting Torbay to the wider region of Devon. New public transport routes will also be implemented, and there will be a move to make existing services more sustainable through implementation of net zero buses and EV charging facilities. Improving and extending night services provides sustainable travel opportunities to those who would normally rely on private transport due to irregular or late working hours. A significant long-term positive effect is predicted with an element of uncertainty as the significance of the effect will depend on the uptake in use of sustainable transport modes.
<b>Mitigation and Enhancement Measures</b>		It is assumed that best practice construction methods will be utilised during maintenance works, and project level Construction Environmental Management Plans will be produced, detailing how negative environmental impacts will be mitigated. Recycled materials should be used where possible, and any waste produced should be dealt with following the waste hierarchy. Any land disturbed during construction is expected to be reinstated, biodiversity net gain measures are expected to be implemented, and flood mitigation such as sustainable drainage should be utilised where necessary and practicable. Where maintenance is required close to sensitive receptors then additional, project level, investigation may be required. Construction should be sensitively phased, if possible, to avoid cumulative construction impacts upon sensitive receptors. Where appropriate and practicable, community liaison should be established to identify potential mitigation measures to minimise impact upon wellbeing. Transport links should be routed so as to minimise impacts on best and most versatile agricultural land.

SEA Objective	Residual Significance	Description of potential effects
<b>Summary</b>		<p>The assessment found that the Torbay action plan will not have significant effects for the majority of ISA objectives. While there is the potential for negative effects these are unlikely to be significant once mitigation is taken into account, although there is an element of uncertainty across all the SEA objectives given the strategic nature of the LTP4 and lack of information for individual measures. The proposed measures seek to improve access to sustainable transport modes, including active travel, along with a range of other measures that will have long-term minor positive (direct and indirect) effects on SEA objectives. A Long-term significant positive effect is predicted for the SEA objective relating to sustainable and reliable transport modes as a result of improved accessibility to sustainable transport modes including active travel routes.</p>

## Growth Areas

Table C-5 - Assessment of effects for the Growth Areas Strategy

SEA Objective	Residual Significance	Description of potential effects
<b>1. Nature</b>	<b>+/-/?</b>	<p>The strategy includes a number of measures that relate to the delivery of new or enhanced infrastructure and these are where significant effects are most likely to arise in relation to this SEA topic. However, it is recognised some schemes were previously identified LTP3 and have either been delivered or are in the process of being delivered, which includes the North Devon Link Road Upgrade. Minor negative effects in the short-term are anticipated as there is potential for the proposed infrastructure to result in disturbance to biodiversity and the significance of this will depend on its location and potential pathways to sensitive receptors. In line with national and local planning policies it is assumed that any proposals will seek to protect and enhance biodiversity. As a result, it is considered unlikely that the proposed measures would result in a residual significant negative effect during construction or operation. Despite this, and taking a precautionary approach, the potential for a minor negative effect has been identified.</p> <p>There is also the potential for a minor positive effect as any schemes that deliver new infrastructure of sufficient scale will be required to deliver Biodiversity Net Gain (BNG) under Schedule 7A of the Town and Country Planning Act 1990 (as inserted by Schedule 14 of the Environment Act 2021). Positive effects are also identified from traffic reduction as increased utilisation of sustainable transport would likely lead to reduced pollution and disturbance to local habitats and species.</p>
<b>2. Water environment</b>	<b>+/-/?</b>	<p>Where new or enhanced infrastructure is proposed this could have impacts on the water environment, if it is delivered in close proximity to a waterbody or hydrologically connected to one. It is assumed that there is suitable mitigation available to ensure that residual negative effects are not significant in the short or long term. Improving access to sustainable transport modes including active travel will help to</p>

SEA Objective	Residual Significance	Description of potential effects
		reduce the number of vehicles on the road with indirect positive effects on water quality through a reduction in polluted runoff.
<b>3. Flooding</b>	+/-/?	In line with national and local planning policy it is assumed that any proposal would seek to avoid areas of high flood risk and not exacerbate flood risk elsewhere. However, areas of Newton Abbot, Tiverton and Barnstaple town centres are within Flood Zone 3, as is the previous site of Cullompton Train Station. There is the potential for a minor positive effect as delivery of new and enhancement of existing infrastructure could provide opportunities to reduce existing levels of flood risk but this is uncertain. As a result, it is predicted that there is the potential for both minor positive and negative effects with an element of uncertainty.
<b>4. Land and soils</b>	-/?	Where new or enhanced infrastructure is proposed this could result in the loss of some greenfield and/or agricultural land but this is uncertain at this stage. In line with national and local planning policies it is assumed that previously developed land will be used and lower quality agricultural land where possible. A minor long-term negative effects is predicted at this stage with an element of uncertainty.
<b>5. Historic environment</b>	+/-/?	There are numerous designated and non-designated heritage assets within the Growth Areas. The strategy includes a number of measures that relate to the delivery of new or enhanced infrastructure, and these are where significant effects are most likely to arise in relation to the historic environment. The nature and significance of effects will be dependent on the precise location and design of infrastructure. Given national and local planning policies that seek to conserve the historic environment and protect the significance of designated heritage assets and their settings a significant negative effect is considered unlikely. As a result, a minor negative effect is identified in the short-term as a result of construction activities. The strategy also has the potential for positive effects on the historic environment through measures that seek to improve the public realm and access to sustainable transport modes and reduce the number of vehicles on the roads.

SEA Objective	Residual Significance	Description of potential effects
6. <b>Landscape, townscape and seascape</b>	+/-/?	In the short-term, the construction phase of schemes that propose new or enhanced infrastructure may negatively impact townscape character, as works may result in temporary disturbances to land, as well as increased traffic. However, it is assumed that in line with national and local planning policy any proposals would seek to avoid and minimise impacts on the townscape and provide enhancements where possible. Sensitive receptors include National Parks and Landscapes. In the longer-term, improving the public realm and access to sustainable transport modes will help to reduce the number of vehicles on the road with minor positive effects on Exeter’s townscape.
7. <b>Air quality</b>	+/-/?	The strategy includes a number of measures that relate to the delivery of new or enhanced infrastructure and significant effects are most likely to arise as a result of them. In the short-term, there could be temporary negative impacts on air quality during the construction phase as a result of dust and increased traffic. However, it is assumed that in line with national and local planning policy any proposals would seek to avoid and minimise impacts on air quality and traffic during construction. In the longer-term, improving capacity of the road network and enhancing access to sustainable transport modes will help to reduce traffic and the number of vehicles on the road with minor positive effects on air quality. However, this is uncertain at this stage.
8. <b>Climate change</b>	+/?	In the short-term during construction, the delivery of new or enhanced infrastructure could lead to an increase in vehicle movements, and subsequently traffic and congestion, leading to increased carbon emissions. Embodied carbon in construction materials and emissions from operation of machinery will also contribute to negative impacts. However, the strategy proposes measures such as public transport enhancements, transition to lower emission fuels, zero emission buses, improved EV charging infrastructure, reduced speed limits and development of a 10MW Green Hydrogen Electrolyser that can provide low carbon energy for shipping and larger road vehicles will make a significant step towards reducing carbon emissions. Improving access to sustainable transport modes will also help to reduce reliance on the private vehicle and the number of vehicles on the road with long-term minor positive

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SEA Objective	Residual Significance	Description of potential effects
		effects on this ISA topic. It is assumed that any of the proposed measures could be designed to be resilient and adapt to the impacts of climate change.
<b>9. Natural resources</b>	-/?	Construction associated with measures that involve new and/ or enhanced infrastructure and their maintenance during operation is expected to involve the use of resources and generation of waste. However, the scale of resource use and waste is currently unknown, as is the extent to which recycled resources can be used or waste will be recyclable. As a result, minor negative effects have been predicted. It is expected that best practice construction measures will be utilised to mitigate the impacts of waste, and recycled and recyclable materials will be used where possible during construction.
<b>10. Noise and light pollution</b>	+/-/?	Construction associated with measures that involve new and/ or enhanced infrastructure and their maintenance during operation is expected to result in the temporary generation of noise and light pollution. In line with national and local planning policy, it is assumed that any proposals would be designed and built to minimise noise and light pollution. In the long-term, improved access to sustainable transport modes could result in less vehicles on the road and therefore a reduction in noise pollution.
<b>11. Health and wellbeing</b>	+/-/?	In the short-term during construction, the delivery of new or enhanced infrastructure could result in disturbance to communities in the surrounding areas with a negative effect on health and well-being. This is likely to be temporary and in line with national and planning policies it is assumed that any proposals would seek to avoid or minimise disturbance to the local population. In the longer-term, the measures will help to improve the resilience of the road and rail network and improve access to sustainable modes of transport, including opportunities for active travel. This will have a long-term positive effect for health and well-being.
<b>12. Safety</b>	+/?	Changes to road access and layout, improvements to cycling and pedestrian crossings could lead to improved safety. Enhanced access to sustainable transport modes and active travel networks could help to reduce the number of vehicles on the road with a positive effect on safety.

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SEA Objective	Residual Significance	Description of potential effects
13. Sustainable and reliable transport modes	++/?	The development of the Market Street Transport hub, as well as public transport and active travel route enhancements will lead to an increase in sustainable travel options throughout the Growth Areas and more widely. A significant long-term positive effect is predicted with an element of uncertainty as the significance of the effect will depend on the uptake in use of sustainable transport modes.
<b>Mitigation and Enhancement Measures</b>		It is assumed that best practice construction methods will be utilised during maintenance works, and project level Construction Environmental Management Plans will be produced, detailing how negative environmental impacts will be mitigated. Recycled materials should be used where possible, and any waste produced should be dealt with following the waste hierarchy. Any land disturbed during construction is expected to be reinstated, biodiversity net gain measures are expected to be implemented, and flood mitigation such as sustainable drainage should be utilised where necessary and practicable. Where maintenance is required close to sensitive receptors then additional, project level, investigation may be required. Construction should be sensitively phased, if possible, to avoid cumulative construction impacts upon sensitive receptors. Where appropriate and practicable, community liaison should be established to identify potential mitigation measures to minimise impact upon wellbeing. Transport links should be routed so as to minimise impacts on best and most versatile agricultural land.
<b>Summary</b>		The assessment found that the Growth Areas action plan will not have significant effects for the majority of ISA objectives. While there is the potential for negative effects these are unlikely to be significant once mitigation is taken into account, although there is an element of uncertainty across all the SEA objectives given the strategic nature of the LTP4 and lack of information for individual measures. The proposed measures seek to improve access to sustainable transport modes, including active travel, along with a range of other measures that will have long-term minor positive (direct and indirect) effects on SEA objectives. A Long-term significant positive effect is predicted for the SEA objective relating to sustainable and reliable transport modes as a result of improved accessibility to sustainable transport modes including active travel routes.

## Rural Areas and Market and Coastal Towns

Table C-6 - Assessment of the Rural Areas and Market and Coastal Towns Action Plan

SEA Objective	Residual Significance	Description of potential effects
<b>1. Nature</b>	<b>+/-/?</b>	<p>The strategy includes a number of measures that relate to the delivery of new or enhanced infrastructure and these are where significant effects are most likely to arise in relation to this SEA objective. Minor negative effects in the short-term are anticipated as there is potential for the proposed infrastructure to result in disturbance to biodiversity and the significance of this will depend on its location and potential pathways to sensitive receptors. Sensitive receptors in this strategy area include numerous SSSIs, National Site Network sites (including Exe Estuary, East Devon Heaths and Dartmoor) and NNRs. In line with national and local planning policies it is assumed that any proposals will seek to protect and enhance biodiversity. As a result, it is considered unlikely that the proposed measures would result in a residual significant negative effect during construction or operation. Despite this, and taking a precautionary approach, the potential for a minor negative effect has been identified.</p> <p>There is also the potential for a minor positive effect as any schemes that deliver new infrastructure of sufficient scale will be required to deliver Biodiversity Net Gain (BNG) under Schedule 7A of the Town and Country Planning Act 1990 (as inserted by Schedule 14 of the Environment Act 2021). Positive effects are also identified from traffic reduction as increased utilisation of sustainable transport would likely lead to reduced pollution and disturbance to local habitats and species.</p>
<b>2. Water environment</b>	<b>+/-/?</b>	<p>Where new or enhanced infrastructure is proposed this could have impacts on the water environment, if it is delivered in close proximity to a waterbody or hydrologically connected to one, for example the Exe Estuary. It is assumed that there is suitable mitigation available to ensure that residual negative effects are not significant in the short or long term. Improving access to sustainable transport modes including</p>

SEA Objective	Residual Significance	Description of potential effects
		active travel will help to reduce the number of vehicles on the road with indirect positive effects on water quality through a reduction in polluted runoff.
<b>3. Flooding</b>	+/-/?	In line with national and local planning policy it is assumed that any proposal would seek to avoid areas of high flood risk and not exacerbate flood risk elsewhere. However, there are areas of high flood risk between Braunton and Willingcott, Sidmouth and Sidbury, Seaton and Colyford, and Tavistock and Plymouth. There is the potential for a minor positive effect as delivery of new and enhancement of existing infrastructure could provide opportunities to reduce existing levels of flood risk but this is uncertain. As a result, it is predicted that there is the potential for both minor positive and negative effects with an element of uncertainty.
<b>4. Land and soils</b>	-/?	Where new or enhanced infrastructure is proposed this could result in the loss of some greenfield and/or agricultural land but this is uncertain at this stage. In line with national and local planning policies it is assumed that previously developed land will be used and lower quality agricultural land where possible. A minor long-term negative effect is predicted at this stage with an element of uncertainty.
<b>5. Historic environment</b>	+/-/?	There are numerous designated and non-designated heritage assets within the rural areas and market and coastal towns, including the West Devon Mining Landscape World Heritage Site. The strategy includes a number of measures that relate to the delivery of new or enhanced infrastructure, and these are where significant effects are most likely to arise in relation to the historic environment. The nature and significance of effects will be dependent on the precise location and design of infrastructure. Given national and local planning policies that seek to conserve the historic environment and protect the significance of designated heritage assets and their settings a significant negative effect is considered unlikely. As a result, a minor negative effect is identified in the short-term as a result of construction activities.

SEA Objective	Residual Significance	Description of potential effects
		The strategy also has the potential for positive effects on the historic environment through measures that seek to improve the public realm and access to sustainable transport modes and reduce the number of vehicles on the roads. The strategy aims to ensure that Exeter city centre continues to be a destination known for its historic, cultural and entertainment offer, continuing to draw in visitors through cultural attractions such as the Cathedral, which will have a positive impact on the historic environment.
6. <b>Landscape, townscape and seascape</b>	+/-/?	In the short-term, the construction phase of schemes that propose new or enhanced infrastructure may negatively impact townscape character, as works may result in temporary disturbances to land, as well as increased traffic. However, it is assumed that in line with national and local planning policy any proposals would seek to avoid and minimise impacts on the townscape and provide enhancements where possible. Sensitive receptors include National Parks and Landscapes. In the longer-term, improving the public realm and access to sustainable transport modes will help to reduce the number of vehicles on the road with minor positive effects on landscape, townscape and seascape.
7. <b>Air quality</b>	+/-/?	In the short-term, there could be temporary negative impacts on air quality during the construction phase as a result of dust and increased traffic. However, it is assumed that in line with national and local planning policy any proposals would seek to avoid and minimise impacts on air quality and traffic during construction. In the longer-term, improving capacity of the road network and enhancing access to sustainable transport modes will help to reduce traffic and the number of vehicles on the road with minor positive effects on air quality. However, this is uncertain at this stage.
8. <b>Climate change</b>	+/?	In the short-term during construction, the delivery of new or enhanced infrastructure could lead to an increase in vehicle movements, and subsequently traffic and congestion, leading to increased carbon emissions. Embodied carbon in construction materials and emissions from operation of machinery will also contribute to negative impacts. However, the strategy proposes improvements to EV charging infrastructure, digital accessibility, as well as public transport and active travel infrastructure, and speed limit reductions, will have a positive impact on this objective through a reduction in transport related

SEA Objective	Residual Significance	Description of potential effects
		greenhouse gas emissions. The strategy aims to support the transfer of journeys to more sustainable modes where possible, and to zero emission vehicles where necessary. This alongside the numerous other measures that seek to enhance access to sustainable transport modes and active travel routes are likely to have a long-term minor positive effect on this SEA objective.
<b>9. Natural resources</b>	-/?	Construction associated with measures that involve new and/ or enhanced infrastructure and their maintenance during operation is expected to involve the use of resources and generation of waste. However, the scale of resource use and waste is currently unknown, as is the extent to which recycled resources can be used or waste will be recyclable. As a result, minor negative effects have been predicted. It is expected that best practice construction measures will be utilised to mitigate the impacts of waste, and recycled and recyclable materials will be used where possible during construction.
<b>10. Noise and light pollution</b>	+/-/?	Construction associated with measures that involve new and/ or enhanced infrastructure and their maintenance during operation is expected to result in the temporary generation of noise and light pollution. In line with national and local planning policy, it is assumed that any proposals would be designed and built to minimise noise and light pollution. In the long-term, improved access to sustainable transport modes could result in less vehicles on the road and therefore a reduction in noise and light pollution.
<b>11. Health and wellbeing</b>	+/-/?	In the short-term during construction, the delivery of new or enhanced infrastructure could result in disturbance to communities with a negative effect on health and well-being. This is likely to be temporary and in line with national and planning policies it is assumed that any proposals would seek to avoid or minimise disturbance to the local population. In the longer-term, the measures will help to improve health and well-being with a minor positive effect.

SEA Objective	Residual Significance	Description of potential effects
<b>12. Safety</b>	+/?	Delivering safety improvements in rural areas, including changes to speed limits, alongside improved accessibility to sustainable transport modes could lead to improved safety. The proposed measures could help to reduce the number of vehicles on the road with a positive effect on safety.
<b>13. Sustainable and reliable transport modes</b>	++/?	Actions within this strategy would increase the resilience and sustainability of transport in Devon by increasing travel options within the County, through improvements to active travel and public transport infrastructure, as well as frequency of journeys. A significant long-term positive effect is predicted with an element of uncertainty as the significance of the effect will depend on the uptake in use of sustainable transport modes.
<b>Mitigation and Enhancement Measures</b>		It is assumed that best practice construction methods will be utilised during maintenance works, and project level Construction Environmental Management Plans will be produced, detailing how negative environmental impacts will be mitigated. Recycled materials should be used where possible, and any waste produced should be dealt with following the waste hierarchy. Any land disturbed during construction is expected to be reinstated, biodiversity net gain measures are expected to be implemented, and flood mitigation such as sustainable drainage should be utilised where necessary and practicable. Where maintenance is required close to sensitive receptors then additional, project level, investigation may be required. Construction should be sensitively phased, if possible, to avoid cumulative construction impacts upon sensitive receptors. Where appropriate and practicable, community liaison should be established to identify potential mitigation measures to minimise impact upon wellbeing. Transport links should be routed so as to minimise impacts on best and most versatile agricultural land.
<b>Summary</b>		The assessment found that the Rural Areas and Market and Coastal Towns action plan will not have significant effects for the majority of ISA objectives. While there is the potential for negative effects these are unlikely to be significant once mitigation is taken into account, although there is an element of uncertainty across all the SEA objectives given the strategic nature of the LTP4 and lack of information for individual measures. The proposed measures seek to improve access to sustainable transport modes, including active travel, along with a range of



SEA Objective	Residual Significance	Description of potential effects
		other measures that will have long-term minor positive (direct and indirect) effects on SEA objectives. A Long-term significant positive effect is predicted for the SEA objective relating to sustainable and reliable transport modes as a result of improved accessibility to sustainable transport modes including active travel routes.

## Our Network: Asset Management and Road Safety

Table C-7 - Assessment of the Our Network Asset Management and Road Safety Action Plan

SEA Objective	Residual Significance	Description of potential effects
1. Nature	+/-/?	The proposed measures relate to the maintenance of existing infrastructure rather than the delivery of new infrastructure. Despite this, there is the potential for negative effects in the short-term through disturbance during the maintenance activities and this will depend on the location of works and potential pathways to sensitive receptors. It will be important to ensure that maintenance to active travel routes do not cause disturbance to sensitive habitats and species and do not significantly increase the number of visitors to designates sites that are sensitive to disturbance. In line with national and local planning policies it is assumed that any maintenance works would seek to minimise impacts on nature. As a result, it is considered unlikely that the proposed maintenance measures would result in a residual significant negative effect during construction or operation. Despite this, and taking a precautionary approach, the potential for a minor negative effect has been identified. While the maintenance of existing assets are less likely to deliver BNG compared to the delivery of new infrastructure, there could still be opportunities for enhancement.
2. Water environment	+/-/?	Continued road, bridge and active travel route maintenance could have impacts on the water environment, if it is being carried out in close proximity to a waterbody or hydrologically connected to one. It is assumed that there is suitable mitigation available to ensure that any residual negative effects are not significant. Improved maintenance for active travel routes will help to contribute to a reduction of private vehicles on the roads with indirect minor positive effects on water quality through a reduction in polluted runoff.



SEA Objective	Residual Significance	Description of potential effects
		Continued road, bridge and active travel route maintenance near water sources may cause temporary, negative impacts on water quality. In certain cases, this may negatively impact WFD waterbodies. It is assumed that appropriate mitigation strategies will be implemented.
3. Flooding	+/?	The maintenance of existing infrastructure could provide an opportunity to reduce existing levels of flood risk through the incorporations of sustainable drainage measures should these not be in place. However, this is uncertain at this stage.
4. Land and soils	0/?	Continued road, bridge and active travel route maintenance may cause temporary, negative impacts to the surrounding land and soils, including best and most versatile agricultural land. However, as road maintenance is expected to take place on previously developed land/ existing infrastructure, and any disturbed land is expected to be reinstated, little negative impact is expected. It is assumed that appropriate mitigation strategies will be implemented.
5. Historic environment	+/-/?	Construction works associated with maintenance of existing infrastructure may restrict access to heritage assets during construction, and cause temporary disturbance through increased vehicles and noise. In line with national and local planning policy it is assumed that any maintenance work will seek to minimise impacts on the historic environment and sensitive heritage assets. In the longer-term, improved maintenance of the transport network could have a minor positive effect by improving access to heritage assets and contributing to a reduction of private vehicles on the roads.
6. Landscape, townscape and seascape	+/-/?	The maintenance of existing infrastructure could negatively impact landscape, townscape, and seascape character during construction. In line with national and local planning policy it is assumed that any maintenance work will seek to minimise impacts on the landscape, townscape and seascape, particular any impacts on National Parks and Landscapes. In the longer-term, improved maintenance of the transport network could have a minor positive effect by improving access to the rural and coastal landscape and contributing to a reduction of private vehicles on the roads.

SEA Objective	Residual Significance	Description of potential effects
7. Air quality	+/-/?	In the short-term, there could be temporary negative impacts on air quality while undertaking the maintenance as a result of dust and increased traffic. However, it is assumed that in line with national and local planning policy the works would seek to avoid and minimise impacts on air quality and traffic during. In the longer-term, improving the resilience of the transport network, including active travel routes, will help to reduce traffic and the number of vehicles on the road with minor positive effects on air quality. However, this is uncertain at this stage.
8. Climate change	+/?	Maintenance work could increase vehicle movements, and subsequently increase traffic and congestion, resulting in short-term, temporary negative impacts due to increased carbon emissions. Embodied carbon in construction materials and emissions from operation of machinery will also contribute to negative impacts. Long-term positive effects are anticipated however, as the scheme includes a number of decarbonisation initiatives including a transition to zero emission buses, reduced carbon emissions from streetlights, introduction of a low carbon procurement strategy and a Carbon Design Toolkit, as well as the Live Labs project and an improved electric vehicle charging network.
9. Natural resources	?	While it is anticipated that resources will be required and waste generated during maintenance activities, this is unlikely to be at the same scale as for the delivery of new infrastructure. It is expected that best practice measures will be utilised, and recycled and recyclable materials will be used where possible.
10. Noise and light pollution	+/-/?	During maintenance activities, some minor short-term negative, temporary effects are anticipated on noise and light pollution. In the long-term, improved funding and maintenance of active travel routes will contribute to a reduction in private vehicle use but this is unlikely to be significant.
11. Health and wellbeing	+/-/?	In the short-term during construction, the maintenance of infrastructure could result in disturbance to communities with a negative effect on health and well-being. This is likely to be temporary and in line with national and planning policies it is assumed that any maintenance work would seek to avoid or minimise disturbance to the local population. In the longer-term, improvements to the road network and

SEA Objective	Residual Significance	Description of potential effects
		safety improvements will lead to wellbeing benefits for local communities, as will improvements to the active travel network.
<b>12. Safety</b>	<b>++/?</b>	A number of measures will work to improve safety on the transport network, including: reducing speed limits; delivery of a casualty severance reduction programme; introduction of School Streets; improvements to the A361 using the Safer Roads Fund; and additional safety improvements in areas of poor collision performance and high number of vulnerable users. Further to this, the measures seek to provide winter maintenance on the most-used active travel routes. Potential for significant long-term positive effect on safety.
<b>13. Sustainable and reliable transport modes</b>	<b>+/?</b>	The continued maintenance of the transport network alongside improvements to active travel routes and low carbon methods of travel are predicted to have a long-term positive effect on this SEA objective.
<b>Mitigation and Enhancement Measures</b>		It is assumed that best practice construction methods will be utilised during maintenance works, and project level Construction Environmental Management Plans will be produced, detailing how negative environmental impacts will be mitigated. Recycled materials should be used where possible, and any waste produced should be dealt with following the waste hierarchy. Any land disturbed during construction is expected to be reinstated, biodiversity net gain measures are expected to be implemented, and flood mitigation such as sustainable drainage should be utilised where necessary and practicable. Where maintenance is required close to sensitive receptors then additional, project level, investigation may be required. Construction should be sensitively phased, if possible, to avoid cumulative construction impacts upon sensitive receptors. Where appropriate and practicable, community liaison should be established to identify potential mitigation measures to minimise impact upon wellbeing. Transport links should be routed so as to minimise impacts on best and most versatile agricultural land.

SEA Objective	Residual Significance	Description of potential effects
<b>Summary</b>		<p>The assessment found that the asset management and road safety action plan will not have significant effects for the majority of ISA objectives. While there is the potential for negative effects these are unlikely to be significant once mitigation is taken into account, although there is an element of uncertainty across all the SEA objectives given the strategic nature of the LTP4 and lack of information for individual measures. The proposed measures seek to maintain existing infrastructure, improve safety, active travel routes and low carbon methods of travel with the potential for minor long-term positive effects for a number of SEA objectives. A Long-term significant positive effect is predicted for the SEA objective relating to safety. A number of measures will work to improve safety on the transport network, including: reducing speed limits; delivery of a casualty severance reduction; introduction of School Streets; improvements to the A361 using the Safer Roads Fund; and additional safety improvements in areas of poor collision performance and high number of vulnerable users. Further to this, the measures seek to provide winter maintenance on the most-used active travel routes.</p>



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**Meeting:** Cabinet

**Date:** 17 September 2024

**Wards affected:** All

**Report Title:** Support Service for Homeless Adults in Temporary Accommodation

**When does the decision need to be implemented?** As soon as possible

**Cabinet Member Contact Details:** Hayley Tranter, Cabinet Member for Adult & Community Services, Public Health and Inequalities, Hayley.tranter@torbay.gov.uk

**Director/Divisional Director Contact Details:** Jo Williams, Director of Adults & Community Services, Joanna.Williams@torbay.gov.uk

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## 1. Purpose of Report

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- 1.1 To seek approval for the procurement and subsequent award of a contract of a building-based housing related support service and accommodation for 20 homeless adults at any one time in temporary accommodation.

## 2. Reason for the Contract and its benefits

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- 2.1 The current temporary accommodation model on Torbay is based around dispersed units of accommodation without support. However, it has become clear that for a cohort of people with additional needs, who make up a significant percentage of the local recipients of council-funded temporary accommodation, a more interventionist approach is required. By providing support alongside accommodation, the council will be able to address the underlying causes of homeless and introduce better flow through the temporary accommodation supply.

- 2.2 The council currently provides bed & breakfast accommodation (with no cooking facilities or support) for single adults where it is deemed that they have a legal duty under homelessness legislation. At any one time there are approximately 80 single adults that are provided with temporary accommodation. Of these approximately 20% will have ill health needs and or mental health requirements and 17% have needs associated with older age.
- 2.3 The proposal will support the increasing number of elderly people that are becoming homeless, or those that have support needs related to mental health or ill health. The contract would not be designed to provide support to those that are experiencing challenges related substance misuse. It would facilitate move on from temporary accommodation by providing the support required to enable move on into permanent homes through the provision of skills and linkages into other support services as well as education and employment where appropriate.
- 2.4 The proposal also aims to deliver a better service to meet people's needs and therefore also prevent repeat homelessness, whilst also making a financial saving to the Local Authorities temporary accommodation budget. Therefore, providing better value for money.
- 2.5 The project would also form a key deliverable in the draft Homelessness and Rough Sleeping Strategy where a clear need has been evidenced for accommodation with support. These are for people who are not Care Act eligible but have sufficient support needs that mean without assistance would be at risk. It also assists in developing the provider market in Torbay, which is another key deliverable in the strategy.

### 3. Recommendation(s) / Proposed Decision

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1. That authority be delegated to the Director of Adult & Community Services in consultation with the Director of Finance and Cabinet Member for Adult & Community Services to award a contract for a building-based housing-related support service for homeless adults in temporary accommodation.

## Appendices

Appendix 1: Business Case Supported Housing Service for Homeless Adults - **Exempt**

## Background Documents

[Executive Summary Homelessness and Rough Sleeping Strategy.pdf \(torbay.gov.uk\)](#)

[Draft Homeless Strategy.pdf \(torbay.gov.uk\)](#)

[Draft Homelessness and Rough Sleeping Strategy Evidence Base.pdf \(torbay.gov.uk\)](#)



## 1. Introduction

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- 1.1 Torbay Council have been offered an opportunity to work with an existing national provider with a local footprint to re-purpose a large building, at their cost, in Torquay that has previously been operated as a residential care home, but which has now closed.
- 1.2 The proposal is to commission a block contracted support service to provide 24:7 support to 20 individuals, together with personalised tailored support to each occupant. There are currently no existing contracts in place for this type of provision and support in Torbay.
- 1.3 The investment objectives for this project are as follows:

To support the Local Authority to meet its statutory duty in relation to homelessness as effectively as possible, by investing in a spend-to-save project to deliver building-based housing-related support for adults in Torbay. This will achieve the following key objectives:

- Firstly, to ensure through the introduction of a structured support offer within the Council's existing temporary accommodation provision, that there are improved and sustainable outcomes for homeless adults thereby reducing future cost to Torbay Council.
- To ensure best use of existing temporary accommodation assets, by creating a move-on pathway as part of planned progression to independent living.
- A fixed based service assisting with budget management and prediction.
- Reduction in B&B placements, particularly as these are also costly in terms of management resource

## 2. Options under consideration

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- 2.1 Other options for delivery have been considered.
- 2.2 Do nothing - The current delivery model will remain the same. This would result in insufficient volume of temporary accommodation continuing and will remain a challenge to the Housing Needs team, and costs will remain the same (or increase depending on need). With the likely impact on demand for unsupported temporary accommodation increasing.
- 2.3 Purchase of own accommodation - Based on similar services of this type and scale, the full capital cost of acquisition and remodelling of an alternative building in Torbay would be in the region of £2.5 million. If Torbay were therefore to facilitate such a scheme through funding from Homes England, this would apply additional occupation conditions. This would likely require assured shorthold tenancy rather than occupation under license, therefore

reducing the management of a site through moving people quickly and therefore not the provision of temporary accommodation.

### 3. Contract term and budget

- 3.1 It is proposed that a contract be award for 1year plus 2 plus 2 years. The value of which would be £1.25m over the life of the contract at £250k per year.
- 3.2 Whilst this proposal means there is a new revenue cost to the Council for the support not covered by rent, commissioning this service provides an opportunity to place less reliance on expensive B&B temporary accommodation placements.
- 3.3 Commissioners calculate that this would result in a nett saving of just over £200,000 to the council's temporary accommodation budget each year if commissioned. The value of the contract will be funded through savings to the temporary accommodation budget.
- 3.4 Rent and service charge would be funded using Specialist Supported Housing (SSH Exempt rent) through Housing Benefit. The service charge would be supplemented through an enhanced Housing Benefit payment to cover intensive housing management, in recognition of the housing-related support needs of the tenants.
- 3.5 The business case and funding model are detailed in the exempt appendix.

## 4. Procurement routes to market

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- 4.1 Conversations have taken place with procurement and a request will be made to waiver an open market procurement and therefore undertake a direct award on the grounds that the contractor can provide their own building.

## 5. Best value duty

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- 5.1 The business case for the proposed service contract is based upon a request to make a direct award of a contract, therefore there will be no opportunity to test value for money via an open market tender. It is therefore proposed, given the comparable nature of the housing-related support being specified, to set the unit cost of this time and task contract using the Torbay Council / Torbay & South Devon NHS Foundation Trust's Supported Living Framework as a benchmarking tool.
- 5.2 Based on this benchmarking tool and the cost of the provision of temporary accommodation costs a financial assessment has been undertaken. Details are provided in section 6 – Financial Case, of the business case included in exempt appendix.

## 6. Engagement and consultation

- 6.1 Torbay Council have been offered an opportunity to work with an existing national provider. Work undertaken as part of wider procurement of temporary accommodation has resulted in limited uptake.

## 7. Equality Impacts - Identify the potential positive and negative impacts on specific groups

	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people	17% of current temporary accommodation need are associated with older age (60 plus)		
People with caring Responsibilities			No differential impact
People with a disability	Some units will adapted to provide disabled access and accommodation to meet mobility needs. 20% of needs is currently associated with poor health including mobility / mental health.		
Women or men			No differential impact
People who are black or from a minority ethnic background (BME) (Please note Gypsies / Roma are within this community)			No differential impact
Religion or belief (including lack of belief)			No differential impact
People who are lesbian, gay or bisexual			No differential impact
People who are transgendered			No differential impact

People who are in a marriage or civil partnership			No differential impact
Women who are pregnant / on maternity leave	Will provide support to those that are deemed a having wider support needs. This may include instances of those that are pregnant.		
Socio-economic impacts (Including impact on child poverty issues and deprivation)	Aim to reduce repeated homelessness through support including improved access to education and employment.		
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	Will assist those with support needs improving wider health benefits and outcomes, especially around mental health. Scheme aims to reduce repeat homelessness.		

## 8. Impact and risks

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- 8.1 The contract is required to assist those with support needs and reduce the impact of homelessness on individuals. It also aims to reduce repeated homelessness and therefore provide a mechanism by which to enable the sustainment of tenancies going forward.
- 8.2 Without the provision, support needs will not be met and it will therefore significantly reduce the ability for individuals to gain permanent homes as part of a move on from temporary accommodation. It aids in securing the sufficiency of appropriate temporary accommodation and the management of budgets. It is also a key deliverable in the draft Homelessness and Rough Sleeping Strategy.
- 8.3 The progress of this business case is reliant on a waiver of open market procurement on the grounds that the provider has a capital asset in place, and financial means to invest in that asset in a manner that supports the strategic aims of the local authority.
- 8.4 The contract would only be awarded if the contractor partners with a registered housing provider. There is a risk that this may not occur, but active discussions are progressing between interested parties. This would enable the financial rent and service charge to be funded using Specialist Supported Housing (SSH Exempt rent) funded through Housing Benefit.

Document is Restricted

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**Meeting:** Cabinet **Date:** 17 September 2024

**Wards affected:** All

**Report Title:** Adult Social Care - Annual Local Account 2023/2024

**Is the decision a key decision?** No

**When does the decision need to be implemented?** For Information

**Cabinet Member Contact Details:** Cllr Hayley Tranter. Cabinet Member for Adult Services and Public Health and inequalities.

**Director/Assistant Director Contact Details:** Joanna Williams, Director of Adult Social Services.

**Author:** Sharon O'Reilly, Deputy Director of Adult Social Services

## 1. Purpose of Report

- 1.1 The Government has asked that Local Accounts are put in place to offer councils the opportunity to share a common approach to the performance of adult social care. The Local Account for Adult Social Care sets out what we have achieved for local people in relation to adult social care by outlining our level of performance for last financial year and our commitment to future service delivery. It also outlines the details of our multi agency approach to adult safeguarding. This reflects the view of government that adult safeguarding as outlined in the Care Act, is on a statutory basis in the same manner that children's safeguarding is a statutory responsibility.

## 2. Reason for Proposal and its benefits

- 2.1 The Local Account summary is a public facing document that offers everyone across Torbay the opportunity to reflect on and celebrate the achievements made in the preceding year through Adult Social Care activity.
- 2.2 The detailed contents consider service delivery primarily through the experience of people who have drawn on care and support and where interventions have been made possible via partnership working between statutory services, public and private providers and the Voluntary, Community and Social Enterprises (VCSE).
- 2.3 There is a focus on the improved outcomes that interventions have brought to enable Torbay residents to thrive.

- 2.4 This is a Statutory Annual Report that also reflects how Adult Social Services have performed against National and local KPIs through the responsibilities delegated to Torbay and South Devon Foundation Trust.
- 2.5 Specific attention is given to how allocated funds have been spent to ensure value for money is achieved.

### 3. Recommendation(s) / Proposed Decision

- 3.1. That the Local Account set out in Appendix 1 to the submitted report be approved to enable the Local Account to be published in accordance with Government requirements.

#### Appendices

Appendix 1: Local Account Summary Word Version

Webpage link: <https://www.torbay.gov.uk/council/policies/asc-policies/las-2324>



# Supporting Information

## 1. Introduction

- 1.1 The Local Account Summary is for everybody, it is not intended as a complicated technical report, but part of an open and honest conversation about how we are doing. It also offers an insight into our wider role of promoting and enabling good health and wellbeing for all adults.
- 1.2 It is an important part of Torbay Council and the Integrated Care Organisation's commitment to transparency, showing adult social care performance over the last 12 months and demonstrating how services are meeting the needs of residents.
- 1.3 This document tells the reader what Adult Social Care is, what we do, and who we do this for. There is a breakdown explaining how much we spend on adult social care and how many people we help. Importantly we have also sought feedback from people and their carers about their experience of the services and support they have received. The summary also provides opportunity for people to understand the Transformation programme that Adult Social Care has been implementing and the changes that have occurred in the way we work as a result. There is also a focus on how we are helping carers and helping to make sure that people are safe in their communities.
- 1.4 The report also offers some information about our future intentions over the coming year with a focus on our developing partnerships with Community and Voluntary sector partners and embedding co-design and co-production principles in the way we work.

## 2. Options under consideration

Report is for Information and proposed public release

## 3. Financial Opportunities and Implications

None

## 4. Legal Implications

None

## 5. Engagement and Consultation

This report has been shared with Health Watch prior to distribution for their commentary. No further consultation is required

## 6. Purchasing or Hiring of Goods and/or Services

Not Applicable/Required

## 7. Tackling Climate Change

Not Applicable

## 8. Associated Risks

None Identified

## 9. Equality Impacts

Not Required

## 10. Cumulative Council Impact

None Identified

## 11. Cumulative Community Impacts

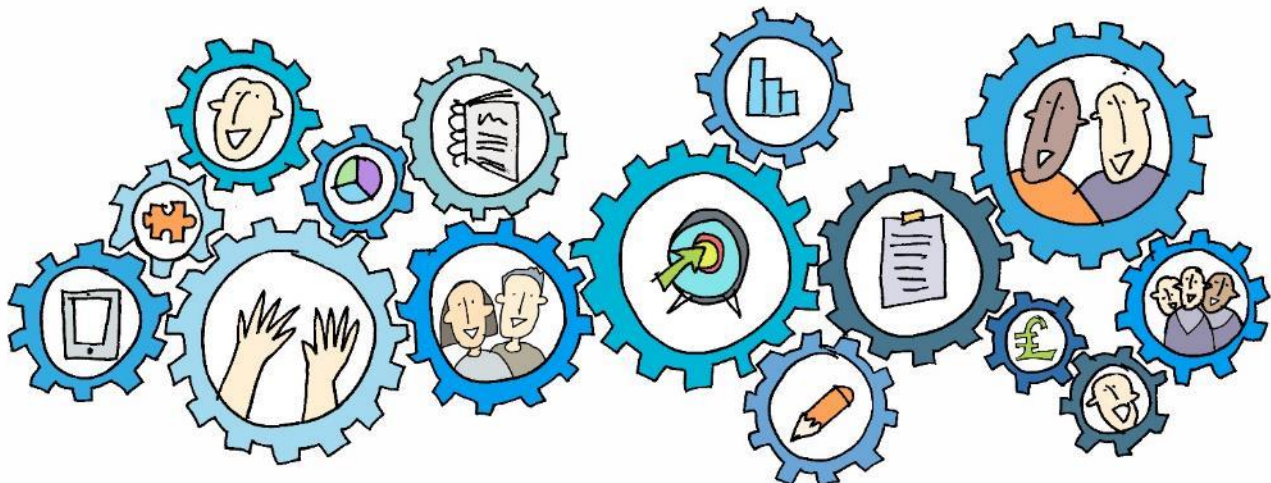
None Identified

TORBAY COUNCIL



Torbay and South Devon  
NHS Foundation Trust

# Adult Social Care Local Account Summary 2023/24



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## Forewords

### **Liz Davenport, Chief Executive**

### **Chris Balch, Chairman, Torbay & South Devon NHS Foundation Trust**



Asking people what matters to them may seem a simple question, but it's one that drives every conversation we have with those who rely upon us to care for them. Our continued transformation of adult social care, including making better use of technology and digital innovation, is helping people to take control of their lives, and improving their outcomes and experiences.

Our local account summary gives our people an opportunity to reflect upon their successes of the past 12 months, which were delivered against a backdrop of increased demand and recovery from the pandemic. Our teams should feel incredibly proud of all they have achieved during the past 12 months.

We can only achieve our vision of better care for all by working closely with our partners to deliver high quality services, and we have reaffirmed our commitment to integrated care by signing a new tri-partite Section 75 agreement to deliver integrated adult social care services in Torbay for the next five years. We are committed to work together to deliver sustainable services which will make our brighter future a reality for everyone in Torbay. Thank you to our people for all you do.

### **Councillor Tranter – Cabinet Member for Adult and Community Services, Public Health, and Inequalities**

This year we agreed to continue our integration with the NHS until 2030, a great achievement for all partners. It allows us to work together and plan for the long term.



I was proud to be a part of the launch of The Big Plan for Learning Disabilities, working with the Learning Disability Champions and the Learning Disability Partnership Board to make sure the plan will make a real difference. The Ambassadors held a very successful event, celebrating success – more than 200 people attended.

The Cabinet approved our adult social care self-assessment, a document which outlines how we're doing in achieving our goal to do the best we can for the people of Torbay.

This year we're focussing on the areas we've identified as needing improvement, you can find out more at.....[Torbay's Adult Social Care Self-Assessment - Torbay Council](#)

## **Jo Williams – Director of Adult Social Care**



We're stronger together, and this year we've had a focus on co-producing our plans. Many thanks again to all our partners in Torbay who work tirelessly to provide committed support for vulnerable adults to lead the life they want to.

We've also updated our webpages to ensure that they are useful. There's been a lot of great work on the becoming an adult programme, across children's and adult's teams. We have a shared focus on transition to adulthood and maximising independence and choice for young people.

As always, our priority is the best life possible for Torbay residents who draw on our care and support. I'm happy to say that we've been doing well in minimising waits for assessment and focussing on our strengths-based approaches.

## Introduction

We are delighted to share with you the highlights of Torbay and South Devon NHS Foundation Trust and Torbay Council's latest local account summary for 2023/24. This report details the significant strides we have made in delivering efficient, high-quality services to meet the health and care needs of people in Torbay, while implementing person-centred care that has transformed people's lives.

Our adult community social care teams include a range of professionals including health and social care coordinators (HSCCs), community care workers (CCWs), social workers and occupational therapists (OTs), which cover front end, complex care, and specialist services. All teams deliver care and support under the duties, powers and responsibilities as defined by the Care Act 2014.

In the past year, we have undertaken several initiatives to make the best use of the money and resources available to us. We have worked together to transform the way we provide care, which has not only resulted in a better experience for people in our community but has also meant substantial cost savings without compromising quality and safety.

**Collaborative partnerships:** We know that working with our partners, including the voluntary sector, helps us to provide the wrap-around and tailored person-centred care that people tell us they want. We involve people in decisions about their care by asking them what matters to them and work closely with everyone involved in their care to make sure they only have to tell their story once. Working in an integrated way also means we can share our resources and expertise, which is good for our teams and the people we care for.

**Embracing technology:** Investment in modern technology has played a crucial role in transforming the way we provide care. Digital solutions have streamlined administrative tasks, improved communication, and enhanced service accessibility to help people remain independent in their homes and community.

Our commitment to providing exceptional care remains unwavering. We believe everyone should be able to receive personalised care that meets their needs. Here are some of the ways we have upheld this commitment:

**Person-centred approaches:** Everyone is unique, and our services are designed around the people we support. We begin every conversation asking people what matters to them and what their goals are. We work with them to understand what their support network looks like and actively involve people and their families/carers to plan and provide services that are tailored to meet their health and care needs.

This personalised approach not only enhances the quality of care but also empowers people to live more independently and confidently. We work with people who have experience of our services to co-design services and improve what we do and how we work with people. We have introduced a new matching process to enable people who

require supported living service provision to ensure access is easier. This has reduced the amount of time our social workers spend trying to find suitable placements making it more efficient for the teams and care providers whilst reducing the time people wait for a suitable offer. Torbay and South Devon NHS Foundation Trust understand people's needs change, and anyone who uses our services can request a change and transfer in their accommodation if it is no longer suitable for them. This new management method avoids delays and costly vacancies for care providers in Torbay.

Focus on wellbeing: Beyond addressing immediate care needs, we are dedicated to promoting overall wellbeing. Our services include a range of supportive networks aimed at enhancing physical, mental, and emotional health. From social groups to advice networks, we offer comprehensive support that fosters a healthier, happier community.

The true measure of our success lies in the stories of the community. Take the case of Luke (whose story is shared by Lucy, his social worker from the Adult Mental Health Team), who has been supported by [Shared Lives](#), an award-winning charity that provides long-term and short-term care services, care and support as an alternative to supported living and residential care in Devon, Cornwall and Somerset.

“Luke was 38 and had lived in 24-hour residential placements and supported living accommodation before his move to Shared Lives. Our Adult Mental Health Team started working with him two years ago when he lived in a care home in Devon. He initially thought he should stay where he was as he was settled and lacked confidence in his own strengths and abilities to think about any other options. It was evident that he had so much potential to live a more independent life, use his skills and expand his social world. Despite nerves around the big change, our team worked with him to explore the potential benefits of living with a family and in the community he knew. Our teams worked together during many months to plan this big step in his life and move to his new home with Shared Lives support and out of residential care.

Thanks to the support of Shared Lives, Luke's diet has improved, he has joined the gym and has achieved his goals to become fitter, healthier and lose weight. He has long wanted to book a trip to Germany for a holiday but did not feel confident to even contemplate booking this. The Shared Lives' supporters identified “Jolly holidays” where he can visit Germany by coach, with a group of other people. He was supported to find and book his trip, which was a massive personal achievement. He has also learnt German to help him communicate during his trip.

Since being supported by Shared Lives, Luke's life and wellbeing has improved; he has begun volunteering in a local café and reconnected with friends and made new ones. He has also reconnected with his family and went away on a trip with them, something he had not done for several years. Luke's confidence has grown, and he is doing things which previously seemed out of his reach and he is regaining control over his life.

Another example is Sarah (named changed to protect her confidentiality) who was supported by our sensory team when her eyesight deteriorated:



“I moved to Torbay three years ago and unfortunately my eyesight rapidly deteriorated which left me feeling extremely low.

Fortunately, I was introduced to the sensory team which made a massive difference to my life and how I was feeling about it. My advisor helped me greatly through a very depressing period of adjustment and I would like to thank her very much for her help, cheerfulness, and support whenever I needed it. This has made a great improvement in my life and now I am coping much better. I have more confidence in myself, and I don't feel alone as I did. Attending the Sensory Loss Hope programme, coffee morning and Torbay VI Connect group has built my confidence to meet other people who shared the same struggle as me and to have a social life”.

## Torbay's Joint Strategic Needs Assessment (JSNA)

The Joint Strategic Needs Assessments (JSNA) help us to work together to understand and agree the needs of local people and leads to a joint health and wellbeing strategy which sets the priorities for collective action.

<http://www.southdevonandtorbay.info/jsna-narratives/>

## If Torbay was a village...



**Torbay has a population of around 139,500, still the most deprived local authority in the South West**



4 would be aged under 5

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14 would be aged between 5 and 17

---



6 would be aged between 18 and 24

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16 would be aged between 25 and 39

---



33 would be aged between 40 and 64



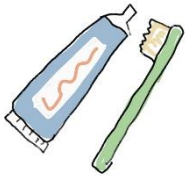
13 would be aged between 65 and 74

---



14 would be aged 75 and over

---



Over a quarter of children aged 5 would have visibly obvious dental decay

---



Close to a quarter of 4 and 5 year olds would be overweight or obese

---



11 people would be living with long-term health condition or disability which limits their day to day activities a lot

---



27 people would live in a deprived neighbourhood and be likely to live for 9 years fewer than those living in wealthier areas

---



3 children would have special educational needs



5 people would be military veterans

---



11 people would be unpaid carers

---



3 people would not speak English as their first language

---



3 people would identify as LGBTQ+

---



14 adults would smoke

---



3 adults would be admitted to hospital each year for alcohol related health issues

---



12 adults would have a diagnosis of depression



17 people would be in a household that did not have access to a car or other vehicle

---



53 adults would be overweight or obese

---

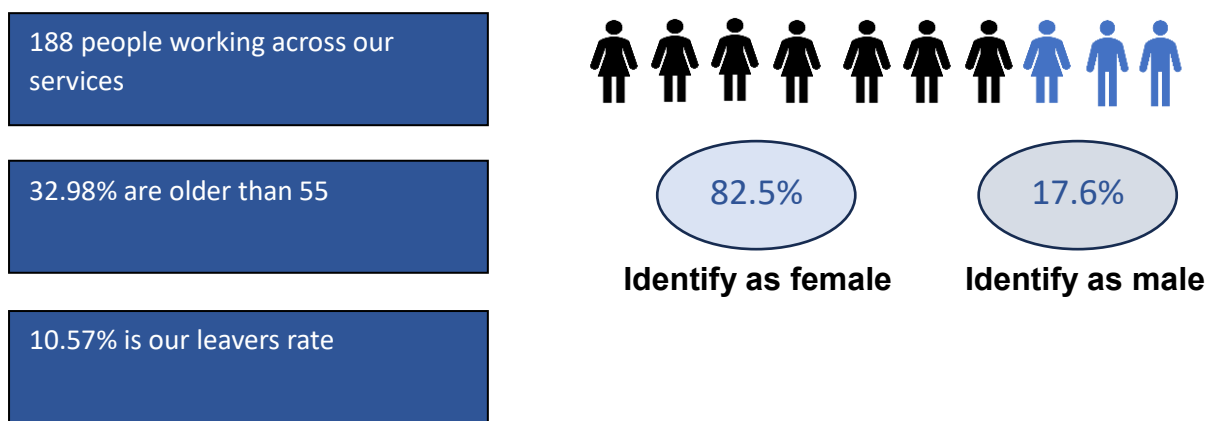


On average, women would live to 83 while men would live to 78

## Our adult social care – people and teams

### Our people in numbers

We are incredibly proud of our people who work hard to provide compassionate care to those who need it. Across our teams we have



### The ethnic breakdown of our teams are...



## Adult Social Care Improvement Plan (ASCiP) progress update 2024/24

Adult social care plays a vital role in supporting people to lead independent lives, and this year we began our work to transform and improve what we do and continue to meet our community's needs. We have worked with our people, partners and the people who use our services to understand which areas are working well, what we need to improve and have identified areas where we can grow our services.

Our collaboration with stakeholders from different organisations was instrumental in gathering diverse perspectives and fostering alignment through structured discussions and feedback sessions. We ensured that the insights gathered were representative of adult social care. As an integrated care system, we value and respect our partners in the voluntary sector, who provide an important link between the council, the NHS, and the people who we care for, and their families. We want to strengthen our relationship further and work even more closely. We will continue to focus our efforts on areas where demand for adult social care is high, to strengthen community services and the effectiveness of our reablement offers through transformation.

Our work has also highlighted our need to improve our offer to working age adults which became a key piece of work in 2023/4 resulting in the [Big Plan](#) for people with learning disabilities.

### **Adult Social Care Improvements – focus on contract management:**

Many of the adults who use our social care services have increasingly complex needs and health conditions. This means it's more important than ever to provide a consistent, high-quality service.

Developing robust contract management standards became a top priority for us and aligned with the [Local Government Association Review](#) which included 13 recommendations.

These include the need to:

- Review all contracts to make sure providers understand and are delivering what they are commissioned to.
- Develop a master contract register with identified ownership
- Develop and implement a contract monitoring and quality assurance policy which clarifies teams' responsibilities
- Review procurement team and Quality Assurance and Improvement Team (QAIT) capacity and sufficiency to meet future demand.

These standards are essential for maintaining high-quality provision of care, as they set clear expectations and benchmarks that hold providers accountable. This accountability ensures that providers meet required quality and safety criteria, protecting vulnerable individuals and ensuring compliance with legal and regulatory requirements.

Monitoring these contracts means we can check that resources are spent efficiently. It also means we can support our workforce by making sure they get the training and development where and when they need it. This is important for job satisfaction and retention.

### **Adult social care improvements – focus on planning in 2023/24 for our 2024/25 transformation Plan:**

We have undertaken a diagnostic review of our services to identify any possible improvements. We explored how we will build on our strength to design and deliver high quality, person-centred adult social care services that promote independence, are cost effective and are resilient to future changes and disruption.

We have faced increasing demand, cost pressures and major changes to national policy. To continue to deliver high-quality, person-centred services, we need to change how we work. We began the review against the backdrop of COVID-19 which created sustained underlying demand and cost pressure throughout the system. We are seeing an increasing number of contacts and level of need, placing pressure on our workforce. Torbay is also working more with partners to better connect and optimise provision.

We needed to identify what was essential to improve, and how to deliver those changes successfully, creating a set of prioritised opportunities for changes and a clear plan to improve outcomes for people, staff, and our finances. The review helped us understand that there were three core areas:

#### **Managing our demand for services effectively**

We are committed to personalising hospital discharge pathways to ensure the best possible experience for the people who draw on service provision. By assessing people's needs, planning, and delivering care in the right place, at the right time, with the right people, we aim to maximise independence for everyone in our care. We continue to work to ensure our pathways and services deliver the highest quality results, and we routinely review new care plans and packages after six weeks to ensure their effectiveness. Reablement will be an integral part of our community urgent care, rapid response, and prevention services. We will provide our adult social care front door staff with the time, tools, and resources needed to meet people's needs from the first time we meet them, and make sure they and their family are kept informed about any changes to their care.

We ensure that job roles are the same wherever people work, and that our people have the guidance they need to refer people to the most appropriate teams across the NHS and council.



## **Promoting good quality outcomes through quality management and decision-making**

We are working with social care staff to further embed a strengths-based practice and personalised support as the bedrock of integrated care in Torbay. Processes are being developed that will ensure time efficiency is gained while colleagues capture necessary data and other information. We are also developing an education package supplemented reflective supervision to ensure the necessary skills and knowledge remain evident in conversations with people who require social care support.

Multi-disciplinary peer groups provide expert support and advice for the most complex and exceptional cases. Our people are trusted to use their judgement and encouraged to be resourceful and creative, and utilise the tools, processes and systems that guide and support the accurate assessment of and recording of needs.

## **Good choice of affordable provision**

We want to make it easier for people and carers to use direct payments and arrange their own care and support. We'll also look at extending supported living and extra care housing provision as a more personalised alternative to residential care. Alongside this, we'll explore increasing the range of personalised care and support options for people to access in their community and increase the choice of more personalised options to meet personal care needs at home. We will look at new technologies – such as self-care apps, which have the potential to transform the way people manage and control their own healthcare.

## **Adult social care transformation 2023/24**

We have also focused on building the next phase of transformation with our delivery partner [Channel 3](#) to show the next steps for our transformation plan .

A key area for development within the ASCiP has been our need to improve contract and market management to mitigating risks, enhance relationships with care providers, and ensure compliance with regulatory requirements – good contract management supports safe care for our community.

We have undertaken targeted efforts to streamline and strengthen our contract management processes, including creating a centralised register for all contracts serving as a single source of truth, giving our people easy access to contract documents and relevant information.

We have developed standardised templates to streamline the contract creation process and reduce the risk of errors or omissions. We have improved the way we report to provide greater visibility of our contract performance, obligations, and key metrics. Improved reporting enables stakeholders to track the progress of contracts, monitor key milestones, and continue to work to identify areas for improvement. Our improved contract management processes have enabled us to strengthen relationships through clearer communication and engagement, and we will continue to work together and be transparent about what we do to provide high quality care.

## Performance: Adult Social Care Outcomes Framework (ASCOF) and Annual Survey

### Adult social care outcomes framework (ASCOF)

Our adult social care performance reporting (Appendix 1 to 3) is well-established and now includes increased detail such as how long people are waiting to be allocated a social care worker. Our reporting on overdue reviews has also been developed, particularly for people who are placed out of area. This supports the identification of risk and the triaging of timely allocation. There continues to be a robust pathway for people who are moving from children's services to adult social care, with transitions planning starting as early as 14. There are embedded and strong working relationships between children's and adult social care teams to make the transition as seamless as possible.

In 2021 we changed the way requests for support are recorded on our systems. This led to a 10% increase in demand in 2021. Although we continue to identify appropriate alternatives to social care provision with people approaching us for support, the demand on service provision continues to increase and resulted in a further 1.4% increase during 2023/24.

The number of people who did not go on to require a service increased in 2023/24 by 11.5%, from 1,915 the previous year, to 2,136. This is likely to be connected to improved signposting to other appropriate services, support, and help, which increased by 6.8% in 2023/24, from 1,694 the previous year to 1,810. This is a similar proportion to that seen over recent years. We also continue to improve how we record details about ethnicity, diversity, and inclusion.

The number of people who receive direct payments has increased by 19% (73) in 2023/24 on the previous year, from 392 in 2022/23 to 465. This figure had been reducing since 2021/22 from -12% to -7% in 2022/23. The use of direct payments has increased since the pandemic among people who use our services and carers, which has grown from 27% on the previous year, from 585 in 2022/23 to 741. This is also likely to have been impacted by the higher number of carers who were assessed and reviewed in 2023/24, which increased by 29% (355), from 1,226 in 2022/23 to 1,581.

An area where we have not performed as well as we would like is in permanent admissions to residential and nursing care homes. As reported in the 2021-22 Local Account Summary, a large increase in this number on the previous year was predominantly due to system and reporting changes.

The rate of admissions for people aged 18-64 and those aged 65 and older has remained high compared to the national and regional data. This remains a concern and work to reverse this position will be a key component of the transformation programme planned for 2024/26.

## National benchmarking data: annual survey:

Every year adult social care services across the country conduct a user satisfaction survey. The adult social care survey asks people who are over 18 and who use adult social care about their experiences. The questions are set by central government and help us understand how services are helping people to live safely and independently in their own homes. What the results tell us is what is working well, it also helps to inform our future priorities and identify any areas for improvement.

This year 516 people shared their thoughts with us, an increase from 363 last year. An increase in the proportion of people who use services who feel safe was seen in 2023/24 (71.2%) compared with the previous year (68.5%).

However, a decrease was recorded in the proportion of people who use services who say that those services have made them feel safe and secure in 2023/24 (86.1%) compared with the previous year (89%).

There was a slight reduction in the overall satisfaction of people who use services with their care and support and with the ease by which people can find information about services. These issues will be addressed as part of 23/24's transformation work.

## Domiciliary care

During the past year we have seen a significant increase in demand for domiciliary care through our Live Well @ Home framework, with providers managing 13,340 packages of care in March 2024 – up from 12,033 in April 2023. The 18 providers that work with us have expanded their capacity by recruiting locally and internationally. As a result, we have seen a reduction in the length of time people are waiting for home care services. The stability of the market has enabled us to continue to work closely with providers, sourcing packages of care quickly and offering greater choice and flexibility to support individual's needs.

## Supporting your housing needs

We have a range of specialist housing to support people with care and support needs to live as independently as possible, at home and in their community.

During the past year we have transformed the way we manage our vacancy management processes, which helps avoid delays in people's care, and costly vacancies for our care providers.

Improvements includes:

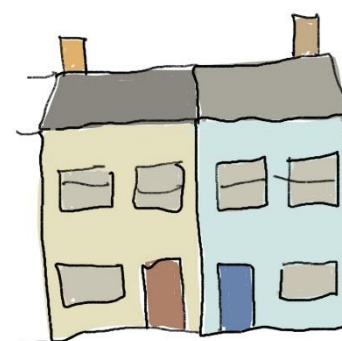
- A new matching process for people and vacancies, which has reduced the amount of time our social workers spend finding a suitable placement, making it more efficient for our teams and the care providers, and reducing the time people wait for a placement.

- Better oversight of what is available. Being able to see every option available, along with the identified unmet need of people on our waiting list, enables commissioners to plan and design new services.
- Enabling people to request a change and transfer in their accommodation if it no longer meets their needs.

Last year we successfully helped 13 people lead independent lives by placing them in extra care housing, where they have access to a care provider and round the clock emergency help, if needed. This has helped save around £165,000 in care costs.

Our focus for 2024-25 continues to realise our aspiration of building more extra care housing in Torbay to meet our ongoing demand for this type of support, with a new scheme planned in Torquay.

We are also looking forward to opening a new supported living scheme in summer 2024 with the opportunity for 11 people with a learning disability to live independently in their own accommodation with access to a shared living space for socialising.



## Principal Social Worker's annual report – Simon Porter

As social workers we are dedicated to improving the lives of those in our community and it's essential that we stay informed about how our services are performing and where we are heading. Simon Porter is pleased to provide a social worker's perspective which gives a comprehensive account that highlights our achievements, challenges, and priorities. This gives us an opportunity to review ourselves holistically and view our performance and strategic direction to make sure we better serve our community and continue to enhance our professional practice.

### **Newly qualified social worker account**

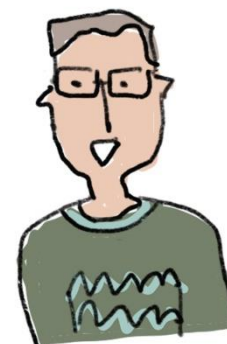
Angelo – mental health social worker

“As I finished university and received confirmation of my Social Work England registration, I felt a pressure of applying what I learnt throughout my education into my professional practice. Once I arrived, however, there were new areas to navigate which as a student, I felt I took for granted. This included learning legislation at a deeper level, ensuring you use it to help people in the best possible way. I also had to learn to adapt to the cultural dimensions of the town I'm working in, such as identifying community services. I found that university placements protected you from this, with a limited number of days my focus was on social work theory, models, and the breadth of legislation we need to get our heads around.”

“Despite these realities, I was lucky enough to be met by an experienced group of social work practitioners within the adult mental health social care team. I felt at the

time each had their own area of expertise and being within my Assessed and Supported Year of Employment (ASYE), provided me with the opportunity to shadow and learn from the team. I observed their application of the appropriate legislation and questioned them continuously on practice I had either witnessed or we had worked in together, something I recommend all ASYE social workers do.”

“Now that my ASYE is completed, I feel it has better prepared me. A year on and I feel that I can share the knowledge I have accumulated with new members of staff, which in my opinion reinforces the support I received from my colleagues and practice educator to develop my professional identity and confidence. The ASYE is a steep learning curve, however I feel that the people around me were an important factor to completing it in a well-rounded and reflective way.”



### **Training to be a social worker**

A personal account of a colleague, Bella, who recently qualified as a social worker.

“After studying childcare at college, I thought I wanted to be a teacher and started a teaching degree, however, I quickly discovered that a classroom setting was not right for me. I started working full time with children with disabilities and my passion for helping others shone. I started to explore careers within social care, specifically trying to find something that would allow me to develop in a career, without needing to go to a traditional university.”

“I started working as a health and social care co-ordinator for adult social care in 2018 and very quickly realised that I wanted to be a social worker. After 18 months in the job, and with support from my manager, I enrolled on the Open University social work degree. This is something that worried me initially, after my previous experience of university, however, this was so different! I completed my first year and found myself excited to learn and develop further. My manager and co-workers were incredibly supportive, and I had protected study time every week. I found that work-based learning was better for me, and I couldn’t quite believe how much I was learning and developing in such a short space of time.”

“Towards the end of my first year, I was approached by the principal social worker to transfer over to the apprenticeship degree pathway. I was the first person at Torbay and South Devon NHS Foundation Trust to do the apprenticeship and I found myself anxious about the unknown, but looking back now, I am so pleased that I went down this route. With the apprenticeship, I was offered extra study time, and the modules were also funded by my organisation. This meant that not only was I working full time whilst studying my degree, the degree itself was also not costing me anything. If I am honest, the jump from year one to year two shocked me, with the level of work increasing significantly, however, the support I had from my organisation was immense and it was clear that everyone around me wanted me to succeed.”

“Studying the apprenticeship ‘on the job’ allowed me to put into practice all the theories and models I was learning about, in real time. This led me to be able to reflect more deeply and critically, enhancing my skills and development. The placements that

followed in years two and three extended my knowledge base even further and I never felt un-supported through my placements, with practice educators and placement supervisors who were evidently invested in my personal and professional development.”

“I am proud to say that I am now a registered social worker, supporting vulnerable adults and their families through their transition from children’s services to adult services. I am continuing to learn and develop through the Assisted and Supported Year in Employment (ASYE) and am so incredibly excited for my career ahead.” Bella

## **Research practitioners in Torbay Adults (First initiative like this in the country)**

### Social work research

The Peninsula Adult Social Care Collaborative project – PARC - is a groundbreaking [project](#) funded by the National Institute for Health and Care Research (NIHR). It includes three local authorities which includes Torbay and funds practitioners to spend time developing research skills and using them to undertake a piece of research selected by the employer as of importance to the geographical area in which they work, and the needs of people using their services. PARC is one of several projects funded by NIHR and the Department of Health and Social Care to explore best practice in practitioner-led research and co-production of research as well as professional development of social workers and other social care staff.

Torbay was the first area in which PARC was able to establish the partnership with a service provider agency. This was done at a challenging time, just as the restrictions imposed by COVID-19 were being lifted, but while services were generally under great pressure.

Through partnership with the principal social worker, PARC has supported two practitioners to work in Torbay to explore the relationship between complex need and social care support, which is being written up as a report for Torbay, and to possibly share wider. A second project which is awaiting ethical approval, will consider how housing challenges impact on the ability of social care staff to address the needs of people with care needs but who do not have access to suitable accommodation.

We have also explored the knowledge and attitudes of staff using research in their work, and to develop their professional practice. We have been exploring the possibilities for future investment in social care as a research active profession as part of a nationally high-profile initiative.

### Findings from audits

We have had an established audit process for several years which looks at the overall quality of case recording and ensuring that areas such as supporting carers and using a legal framework underpin our practitioners’ written work.

In autumn 2023 we increased the number of audits that were being completed from two to three a month to seven to eight a month, and we hope to increase this more in the future.

Overall, the quality of recording is good, but we do see that improvements can be made especially when looking at carer's assessments and capturing the relationships and details of family members who are involved in the person's care. The principal social worker always feeds back to practitioners who have been audited. We ask that the worker and their manager investigate the findings. It is evident that positive feedback to our practitioners about the high quality of their recording resonates with them, one worker recently commented "thank you for passing this on to me, I am truly delighted to hear this, a great start to the weekend".

We have appointed a quality assurance lead who will be focussing on the audit learning outcomes and the changes in practice that have happened.

### **World social work day April 2023**

We celebrated our social workers with an event at the Riviera Centre in Torquay where we brought together a range of services to look at how we work with marginalised groups of society to provide a better service and create a greater sense of social action.

Some of the presentations included:

**Wellbeing hub** - Dr Jo Cheffey shared her experience of working in the wellbeing hub and how NHS and social care staff have faced huge pressures throughout COVID-19 and continue to work through the long-term consequences of the pandemic. This session looked at the emotional impact this has had on staff and how vicarious trauma and moral injury can be a risk factor for social workers.

**Intercom Trust** - Andy Hunt, Chief executive officer, gave a wonderful, passionate overview of the Intercom Trust's work as an LGBTQ+ led charity that works with thousands of people to improve wellbeing and inclusion. Andy encapsulated the discrimination our LGBTQ+ community still face.

**Public Health** - Dr Lincoln Sargeant, Torbay Council's director of public health, presented an informative and thought-provoking session about inequalities and deprivation in Torbay. Using data, he gave an evidence-based account of the impact on Torbay of the inequalities that local families can face.

## Focus on learning disabilities

We have continued to work towards the outcomes of our 10-year market transformation blueprint and have focused on embedding a co-production approach through both our learning disability strategy, called [The Big Plan](#), and our commissioning review of daytime services for people with a learning disability.

Both pieces of work form the foundations of the wider community support system and infrastructure we need to support people to live as independently as possible and achieve their goals and aspirations.



The Big Plan has been written and developed collaboratively with our local learning disability ambassadors, carer representatives and our partners. People have told us the things that are important to the lives of people in Torbay and the plan has been written to make sure we work together to bring them to life.

Overseen by the Torbay Learning Disability Partnership Board, our plan is divided into six core priority themes:

- Community and independence
- Home
- Health
- Care and support
- Safety
- Family, friends and carers



Our action plan has been jointly developed to ensure change is delivered in each of these areas. There are numerous projects underway in each core theme area including easy read training, specialist housing developments, safe and well audits, direct payments review and domestic abuse and sexual violence awareness and resources.

We have identified areas we still need to work on (which have fed into our priority plans for 2024/25); identified quick wins we can implement to make step changes, such as a bill of rights and Big Plan training; and gained a clear view of the many strengths within our local community care and support offer. To showcase these strengths, the learning disability ambassadors supported a [Big Plan](#) event in March, which was visited by more than 200 people and featured more than 45 stall holders.



Our community daytime services commissioning review has had a strong focus on listening to the feedback of stakeholders across Torbay on what works well and what we want to build on in the future. The review collaboratively identified 10 recommendations all of which have been accepted and are either already underway or scheduled for completion in 2024/25.

Priority projects include:

- Redesign of daytime service specifications with a focus on quality, outcomes, and workforce.
- Specialist support service to increase community participation, support wellbeing and reduce isolation



- Development of a learning disabilities outcomes framework
- Hollacombe day centre
- Disability employment and volunteering project
- Direct payments system review



## Torbay Learning Disability Partnership Board

### Learning Disability Ambassadors' Report



This year the ambassadors have enjoyed meeting many new people and being able to talk about the issues that are important for people with learning disabilities, visual impairment and other disabilities who live in Torbay.



The ambassadors have welcomed more than 20 people to talk with them about a wide range of subjects, including health, cancer and suicide prevention to buses, websites, and local services. They have welcomed guests including Kevin Foster MP, and councillors David Thomas and Hayley Tranter.



Their work with Jude Pinder, Nigel Williams and Savana Guy on the Big Plan led to this year's Big Event which was held in March at the Riviera Centre.





More than 200 people attended a packed day of activity and information sharing with representation from more than 40 organisations. The Laughing Yoga session provided by Emma and Jeff from Hollacombe proved to be very popular.



As well as welcoming guests, the ambassadors have attended numerous different meetings including the Adult Social Care Improvement Board, Treat Me Well, the Big Plan meetings and the ever-popular partnership board meetings chaired by Sharon O'Reilly, Torbay, and South Devon NHS Foundation Trust's deputy director of adult social care services and co-chaired by Neil Harvey, Co-chair of the Partnership Board.



Three of the ambassadors have completed the training to deliver the Oliver McGowan training course The Oliver McGowan Mandatory Training on Learning Disability and Autism ([skillsforcare.org.uk](http://skillsforcare.org.uk)) and the group provided Easy Read training for Torbay Council staff and Devon and Cornwall Police, as well as supporting the delivery of Keeping Safe training with PC Kate Marks and Sgt Chris Chaloner. The team also provided reasonable adjustment training for health professionals to ensure they are aware of the need to make the small changes which make a difference to health outcomes for people with learning disabilities.



The ambassadors took over a new office space at Hollacombe which provides a welcoming base where work can continue, and people can drop in and chat. The team would like to thank everyone who has helped them with setting the office up.





During the coming year there will be a focus on supporting Jude Pinder, Strategic Commissioning Manager, with the delivery of the [Big Plan](#) and increasing feedback from people with learning disabilities across Torbay.

## Focus on Autism

The Autism Partnership Board launched in November 2022 and members meet four times a year. The board is driven by the voices of autistic people, their carers and professionals who work together to improve outcomes for Torbay's autistic community. The board is supported by five ambassadors and two carers' representatives who raise issues important to the autistic community.

In May 2023, the ambassadors held the first adult autism awareness event at the Riviera Centre. This event was an enormous success, with more than 70 health and social care professionals attending to hear about the ambassadors' experiences about getting diagnosed and life as an autistic adult. The ambassadors were joined by colleagues from the wider autistic community in Devon who gave talks on executive functioning, eating disorders, achievement, and accessibility in sport, and being autistic in professions such as general practice and teaching.

The ambassadors were thankful for all the positive and informative feedback and noted that everyone who attended found the event highly informative. Feedback on what people found useful included: -

Real life experiences,  
loved how personal and  
real it was, please thank  
the ambassadors for  
sharing their stories

Highly  
informative  
learnt a lot  
about autism

Diverse ways of  
thinking about and  
approaching autism  
and  
neurodivergence

Thanks to the ambassadors the Torbay leisure card is now being offered to the autistic community, and ambassadors are being consulted to help communicate and implement an application process that works efficiently for everyone so the card can be enjoyed by all.

The ambassadors identified that there are no services or support groups for people with autism that are not held during working hours (9-5). This meant that there are many working people living with autism who were not able to access vital support and are isolated during the evenings and weekends, and two of the ambassadors, alongside one other interested person, have set up a Community Interest Company (CIC) called Autistic After Hours, to meet this gap in services.

As the board has developed and the ambassadors have grown in confidence, it is increasingly clear that their scope of interests lie predominantly outside the narrow interests of health and social care. These interests include reasonable adjustments for autism across the rights and obligations of citizenship, improving social inclusion and the overall recognition of autism by statutory organisations.



### **Torbay Advice Network**

Torbay Advice Network (TAN) continues to be commissioned to support autistic people and their family carers to increase awareness of people's entitlement to benefits and improved access to support with appeals.

TAN advise and support people by identifying entitlement to making a claim, reviewing existing awards, and challenging decisions including representation at the first-tier tribunal. TAN offer all clients a comprehensive online benefit check to ensure they are receiving everything they are entitled to. TAN use these calculations, where appropriate, to determine the impact of working or changing their hours on their financial position. This employment-related support also includes guidance and templates for reasonable adjustments requests in the workplace and details on how the access to work scheme can help people to stay in or access employment.

### **Example of TAN support**

Sharon (pseudonym) is a 40-year-old woman, single parent, and carer for three children, one of whom is autistic. They have long term mental health issues and increasing physical health issues. The TAN adviser supported her with a Universal Credit application and a personal independence payment (PIP) application.

The PIP application was unsuccessful, so the TAN adviser supported her to appeal and acted as representative at the tribunal. The original decision was overturned, and she was awarded PIP in full. The case took almost 18 months to achieve. The woman

appreciated all the help and sent a bouquet of flowers to the adviser, saying “It was the least I could do. Thank you so much for all your help”.

## Dimensions for Autism

Dimensions for Autism Torbay helps the area’s support groups or autistic people. The group usually meets on the last Monday afternoon of each month at Jasmyn House, Midvale Road, Paignton, TQ4 5BD. It also has online support groups that meet at least twice a month to support people who do not feel able to attend real-life events. Members can attend any online group, regardless of where they live, and the groups provide a vital platform for people to share interests and hobbies and speak about day-to-day matters that may be affecting them.

Here are some of the things people have said about the help they’ve received from Dimensions for Autism

“I was diagnosed with autism when I was 35; my childhood and teenage years were just filled with confusion, being an undiagnosed autistic girl was very difficult and I spent most of my time being socially excluded and not understanding why. This led to me longing for any kind of friendship and along with being autistic made me very vulnerable to manipulation.

“During my twenties I had people around me who I thought were friends, but it turned out that I was being used and manipulated for other people’s benefit, which was deeply confusing and hurtful. By the time I reached my thirties, I found it easier to isolate myself from the world and spent nearly 10 years having no contact with anyone other than people I worked with (although this wasn’t in any social context, and I isolated as much as possible at work) and my immediate family. This was the safest way to live; life was very painful and lonely, but I felt safe and thought this was the best way to be. Living like this was not healthy for me, my mental health deteriorated; I was in a very desperate place.

“I stumbled across DFA in one of my many desperate Google searches for help and reached out to Trish. I still remember when Trish called me the first time and the anxiety, I had in talking to her. The first DFA meeting I tried to attend I failed at and did not go because I was too anxious, but I did find the strength to attend a few weeks later; for the first time in my life, I was accepted. I was full of anxiety for the first six months but from the first meeting I knew I belonged to this community. I was at the point where I hadn’t wanted to carry on for a long time and was very desperate when I found DFA, and to say it has changed my life in an understatement, I am not sure I would be here if I hadn’t joined this group.

“My confidence has grown, and I have made a few good friends, real friends, who are like me and aren’t out to hurt me. We talk all the time and meet outside of the group. It’s massively important when you’ve never had friends and have never been able to trust the people around you.

I am more confident in work and have even joined another social group that is not associated with autism. This is something I would never have dreamed I could do a couple of years ago. My mum cried when I told her that I had joined a social group and told me how proud she was of me; I was 40 at the time.

Without DFA my life would have taken a completely different trajectory, and I would not be where I am today. I now am proud to be an ambassador and have gone from needing help to being able to help others. I cannot even explain the difference this group is making to the lives of people like me.

“Trish will have saved the health and social services over the years in preventing people like me going into mental health crisis, which results in people losing their jobs, their homes, ending up in hospital and with long-term care packages. Having a regular, small amount of support such as DFA can be all the difference between someone being able to maintain a job and function in society to them breaking down and having to rely on society to support them.”

### **Trevor’s (pseudonym) Story**

I am immensely grateful to have found the DFA, a community that has played a crucial role in my personal journey with autism. This support group has consistently been a source of solace and an invaluable resource in my life.

The group welcomed me with open arms, providing a safe and nurturing environment where I could freely share my experiences, challenges, and successes. The group's members, who come from diverse backgrounds and experiences, have formed a close-knit community that thrives on empathy, understanding, and encouragement.

“Trish and the experienced facilitators have fostered constructive conversations and share invaluable advice. They have not only addressed my concerns with sensitivity but also provided me with practical tools and strategies to better support me.

“The friendships forged in the group have provided us with a strong network of support, and we know we can always count on each other in times of need. This connection has been particularly comforting as we all share similar experiences and understand their unique challenges.

I wholeheartedly recommend this group to anyone with autism. DFA is more than just a group; it is a community that nurtures, supports, and uplifts its members on their unique journey through the world of autism.”

## Focus on Mental Health

Mental health issues have surged since COVID-19 and demand for support has increased. As we work towards developing our vision to create thriving communities where people can prosper, we need to offer accessible quality mental health care and support.

### **Older Person Mental Health service (OPMH)**

Torbay Older Person Mental Health (OPMH) service ensures we provide our statutory social care functions, alongside our partners Devon Partnership NHS Trust which provides community mental health services.

We work with older people and their families and carers who are experiencing complex mental health difficulties including dementia. The service prides itself on actively challenging perceptions of older age, oppression, and discrimination. Social workers have expertise in areas of assessment, safeguarding, individual and family therapeutic intervention.

Our work is underpinned by legislative frameworks (the Care Act 2014, the Mental Health Act 1983/2007, the Mental Capacity Act 2005, the Human Rights Act 1998, the Equality Act 2010 etc.), which ensure evidence-based and proportionate interventions in the lives of the people we care for.

We work with our partners to provide a multi-disciplinary approach to provide integrated care, improved communication, and timely joint visits to people who need our services. We work with those who have dementia as well as those with life-long mental illnesses such as depression and anxiety.

We work hard to involve families in assessments and decision making from the start. We have a dedicated carer support worker who can come alongside loved ones with knowledge and compassion at critical times. Our team of social workers and community care workers understand the legal aspect of caring for their loved ones when they can no longer make decisions for themselves and help families through this.



We are creative in care planning recognising that everyone is an individual and one size doesn't fit all. We believe people have the right to take risks even in older age and we champion people's rights to live independently for as long as possible in their own homes and will help find specialist carers to achieve this.



We are skilled in safeguarding older people from those who may not have their best interests at heart.

We are skilled practitioners who have a wealth of expertise and experience in older age mental disorders. We support and work collaboratively with our social care colleagues through the Link Work scheme where specialist mental health support and joint working is offered to social work colleagues who are working with people who might be experiencing mental health difficulties. This also provides an opportunity to identify people who are in need of social care and would benefit from the care of the specialist mental health service.

We are proud to host student social workers, several of whom have stayed with us as qualified workers. We have also supported social workers to complete specialist training as Approved Mental Health Professionals, which enhances our legal literacy and speedy access to enhanced expertise. We embrace a grow your own approach having supported several excellent community care workers through the Open University training programme to become qualified social workers. For the first time this year we are supporting one of our community care workers to undertake the social work apprenticeship programme. Dannielle is the worker embarking upon the social work apprenticeship and this is what she has to say about undertaking this:

“My goal to become a social worker started prior to working within the NHS, however I felt the goal was unachievable until I secured my job within the arranging support team. I was thrilled as I had been told that progression and training within the NHS is exceptional and after exploring roles I moved to the team as a Community Care Worker.

During my interview I was told I had the makings of a social worker and that with support it would be possible. The manager saw the potential for a home-grown social worker. Within a year of my new role, I started the degree.

The team has been very supportive; my casework is allocated with my learning experience and development in mind, which ensures that I see a range of circumstances and complexity. When discussing my workload with management or within supervision, we discuss the theories linked to practice, which has helped my understanding of the background of social work. The team also support me in reflecting on my work, which has enabled me to better my practice and ensures I work in a person-centred way. I feel that I have benefitted from completing the degree alongside my work and being able to work alongside experienced social workers.

“The support has been incredible and has changed my whole life path. I hope that other teams can learn from this and continue to develop their staff skills and support their decisions to better their careers.”

### **The Care Home Education and Support Service CHES (part of the OPMH)**

CHES provides support, advice, and guidance to care homes in Torbay. Our role is to support care homes to develop ways to improve the mental health and wellbeing of residents who have a diagnosis of dementia, and who present with the associated behavioural and psychological challenges (BPSD) of the condition.

CHES is a multidisciplinary team and develops collaborative partnerships across health and social care to enhance the quality of service and lived experiences of people living in care homes and experiencing the symptoms of BPSD.

**CHES** receives an average of 37 referrals a month and our caseworkers spend an average of 45 days per caseload.

In April 2022 a 12-month development project began to implement CHES as a standalone service with dedicated staff members from Devon Partnership Trust and Torbay and South Devon Foundation Trust. The trial was a success and was the model of care for Torbay-based care home dementia patients.

The service continues to develop and is now an integral part of the Enhanced Health in Care Homes (EHCH) support network. Thanks to investment from NHS England, there are exciting plans to develop the service further during the next 12 months.

The development will focus on the provision of specialist dementia education to the care homes across south Devon in non-pharmacological approaches. Historically the service has had to focus on reactive interventions due to the volume of work received, but there is now the opportunity to explore proactive educational work with equal parity to improve the quality of life for those with dementia residing in residential and nursing care environments.

*"I completed a PAL training session at W H residential home and they were full of praise for your team member who recently delivered the Dementia training. Just thought you would appreciate knowing"*

PAL Pilot Project Occupational Therapist. Quality Assurance and Improvement Team

*Mrs J, a resident at a care home with a diagnosis of dementia was presenting with severe distress and agitation. Through collaborative working with CHES health and Social Care workers, the service user, the son, the care home and additional support through a care agency we were able to provide a protective "wrap around" care package which has reduced her agitation and distress and meant that she can remain at the care home, without having to move.*

*Chess also worked really closely with the staff in the care home to develop an individual support plan that's put Mrs J at the centre of the plan and support the staff to really understand the Mrs J presentation and make changes in things like the environment, communication, and strategies for de-escalating situations and distraction techniques.*

*The care home had considered serving the resident notice and, as no other care homes were able to accept her into their homes due to the level of distress that she was exhibiting and one point there was a consideration being given to an admission to acute psychiatric care. This was all extremely distressing for Mrs J's family, however with intensive support of CHES the situation was stabilised and improvements in Mrs J presentation started to be notice and Mrs J quality of life started to considerably be improved.*

Social Worker OPMH Team Chadwell

## **Mental health adult social care team**

Our mental health social workers assess eligible social care needs and plan support with people and their families and carers. We work with people to identify strengths in their networks and to access services and activities in their community that promote their independence, recovery, and social inclusion.

We buy packages of care and support to meet people's unmet needs and regularly review the commissioned care, under statutory responsibilities.

We ensure section 117 aftercare rights of a person are reviewed and meet NHS policies, and any commissioned social care support is identified to support hospital discharge and reviewed in the community to ensure it continues to meet people's aftercare needs.

We are undergoing a period of change, reviewing, and improving our process and procedures with a view to developing stronger partnerships not only with our colleagues in secondary mental health services, but also with our social work colleagues in all the teams across Torbay to provide the best quality care for people who need our help.

### **Approved Mental Health Professionals**

The Torbay Approved Mental Health Professional (AMHP) service is a vital part of this delivery of care.

Our AMHPs are approved by Torbay Council to carry out certain duties under the Mental Health Act. They consider and coordinate Mental Health Act Assessments (MHAAs) and when satisfied that it is appropriate to do so, are responsible for making applications for Compulsory Admission to hospital in hospital for assessment/treatment of mental disorders, alongside various other statutory responsibilities, and duties. Their work adheres to the guiding principles of the Mental Health Act Code of Practice. Torbay has a 24/7 access to an AMHP.

Arranging a mental health act assessment is complex and wholly dependent upon multi agency working.

We take a person-centred approach to understand and respond to people's mental health problems, and advocate for holistic care that considers their health, social circumstances, support networks and housing.

Decisions are made in partnership with the person, and everyone involved in their care, including their family and people have the capacity to support and affect change.

We explore the underlying factors that contribute to mental health crises, promoting recovery-oriented approaches, and our AMHPs play a crucial role in safeguarding people’s rights and liberties when making decisions about Compulsory Admission to hospital and treatment. We adopt a strong focus on proportionality, safeguards, and human rights.

Being an AMHP presents both challenges and privileges. It involves connecting with people at crucial moments in their lives, offering support when they need it most and ensuring that they and their families are heard. AMHPs can make a difference, advocating for change within the mental health system.

The role of an AMHP is intellectually and emotionally stimulating and requires the development of expertise in both legal and clinical realms, often necessitating the delicate balancing of competing ethical considerations.

Furthermore, the work of an AMHP is characterised by its variety. Each day brings new experiences and challenges, ensuring that the role remains dynamic and engaging. Additionally, the legal landscape surrounding mental health is in a state of constant evolution, demanding that AMHPs stay informed and adaptable.

### **Mental Health Act Assessment Activity**

	2024	2023	%Change
<b>January</b>	50	29	42%
<b>February</b>	42	38	10%
<b>March</b>	38	36	5%
<b>April</b>	50	37	26%
<b>May</b>		40	N/A
<b>June</b>		45	N/A
<b>July</b>		44	N/A
<b>August</b>		29	N/A
<b>September</b>		39	N/A
<b>October</b>		37	N/A
<b>November</b>		34	N/A
<b>December</b>		30	N/A

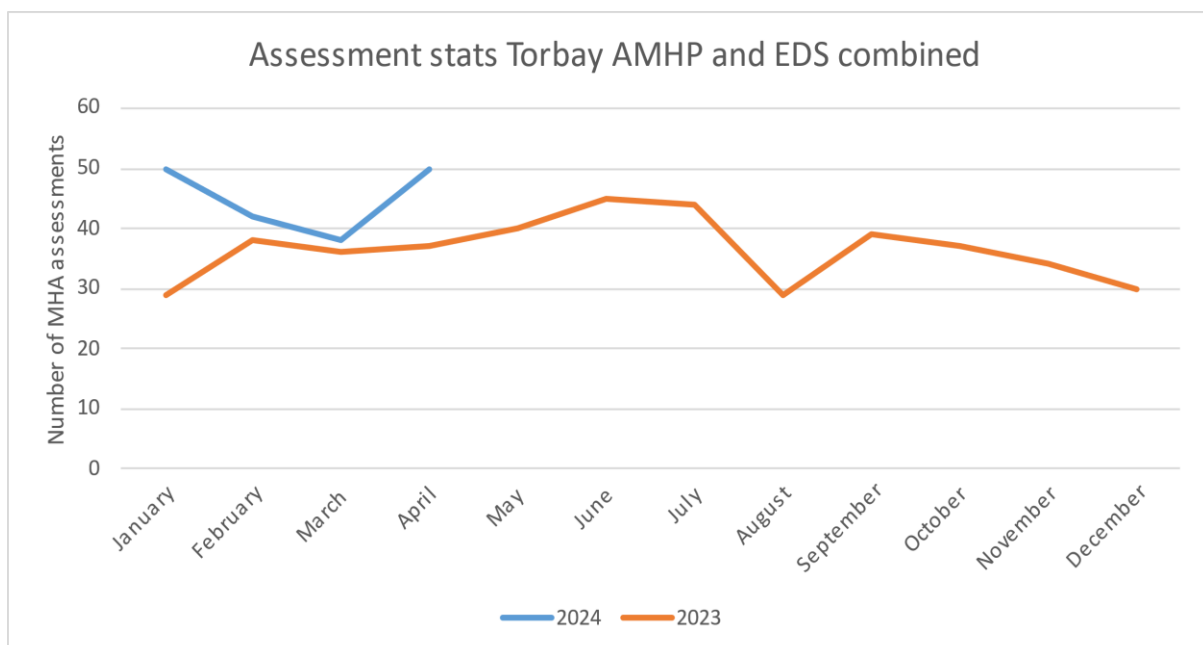
### **Emergency Duty Service**

We are proud to share details of our Emergency Duty Service for the first time.

A social worker is available 24 hours a day, seven days a week. Outside of normal working hours (Monday to Friday, 9am to 5pm), this role is undertaken by the emergency duty service. We are a small team consisting of 6 qualified social workers and a further five Health and Social Care Co-ordinators. There is always at least one social worker on duty.

In practice this can mean that we can find ourselves moving from dealing with someone’s concerns about a young baby, to arranging a support package for an older person who is end of life, to undertaking a mental health act assessment to determine whether someone needs admission to hospital for treatment of mental ill health. The role is therefore very wide and varied, and being an emergency duty team means that we never know what situation will arise that needs us to offer support next. Our aims as a team are:

- To ensure that children, young people, and adults within Torbay remain safeguarded from harm.
- To ensure that the statutory social care responsibilities on the Integrated Care Organisation (ICO) and Torbay Council are met in a consistent and timely manner.
- To ensure that individuals in priority need of housing are placed in accommodation until the next working day when they can have a fuller assessment of need.



- AMHP – Approved Mental Health Professional
- EDS – Emergency Duty Service



## Mental health co-production

We can't provide services that meet people's needs without involving them in decisions about their care, and understanding if what we do meets their needs. Working with people who use our services, and their families and carers, and our people to co-produce our community-led support model is at the heart of what we do. Our guiding principles are:

- Co-production brings people and organisations together around a shared vision.
- There has to be a culture based on trust and empowerment.
- There is a focus on communities and each will be different.
- People are treated as equals, their strengths and gifts built on.
- Bureaucracy is the absolute minimum it has to be.
- People get good advice and information that helps avoid crises.
- The system is responsive, proportionate and delivers good outcomes.



Following the 2022's mental health summit we agreed to work with people who experience poor mental health and third sector providers from within the community and voluntary collective, to create a co-produced report that would influence how we might better invest in supporting people prior to requiring statutory mental health services. The hope was that solutions would emerge that would provide a vital link between primary, secondary, acute and community services and the voluntary sector to make sure people are receiving the joined-up care they need. The proposal is awaiting sign off and will be rolled out as part of the community wellbeing contract. We are reviewing the recommendations made within the co-production event with the Voluntary and Community Sector to ensure the aims are aligned and that the principles of peer support are delivered.





This joined-up approach will help our staff talk to people in community venues about what's important to them and the kind of life they want to lead, and the support that's available to achieve their goals. This is a dramatic shift away from care needs assessments that were narrow in focus and not very holistic in nature.

We are proud to be one of 27 areas in the country to adopt this approach to support people with mental health issues, and we are grateful to everyone who has supported us, including Simon Sherbersky, who facilitated the event.

Torbay Council awarded £10,000 to the group to carry out the co design work.



\*All photos are printed with permission from the participants of the Co-production workshop.

## Sensory team

We understand the life-changing impact that sight and hearing difficulties, including loss, can have on someone's life.

Our team of specialists and community care workers play a vital role in supporting people to understand the impact of sensory loss and working with them to reduce isolation, confusion and challenges with communication and mobility difficulties.

They also advise on support, provide rehabilitation, low vision assessments, and support to people with hearing and/or sight difficulties to lead independent lives. This includes demonstrations and short-term loans of equipment and aids to increase people's independence, and working with Jackie Shepherd at the Guide Dogs Association to support our young people when they move from children's to adults' services.



We also know the impact this has on families and carers and provide them with advice and support.

Testimonial from Dave (pseudonym)

“I moved to Torbay three years ago and unfortunately my eyesight rapidly deteriorated and I was feeling extremely low.

“The sensory team made a massive difference to my life and how I was feeling about it. Nas Shuker ROVI has helped me greatly through a very depressing period of adjustment and I would like to thank her very, very, much for her help, cheerfulness, and support whenever I needed it. This has made a great improvement in my life and now I am coping much better. I have more confidence in myself, and I don't feel alone as I did. Attending the HOPE programme, coffee morning and Torbay VI Connect group has built my confidence to meet other people who shared the same struggle as me and to have a social life”.

## Transition team and becoming an adult

Moving from children's services to adult services is a big step for our young people, and this year our specialist team has developed close links with education, mental health, and children's services to make the transition as easy as possible.

Testimonial from parent of a child we've supported:

“I feel compelled to write to express how fantastic Jamie Saunders has been as our son's adult social worker. He provides us and our son P with advice, information, and support.

“Jamie is reliable, clear in his explanations and professional and I feel able to completely trust in his advice and words. He always respects the fact that P is now an adult and often repeats this in meetings and reminds us all that P has rights which must be upheld.

“I really appreciate his involvement with P and was impressed that when he left the case soon after P was settled in semi-independent accommodation, he was quick to return when a re-referral was made when P needed help. We are grateful for the multi-disciplinary team meetings and the way he coordinates the professionals involved in P's care. I am sure this is also due to the good management of your team and the continuity of care means that new professionals have really got to know P and does not waste time with other professionals having to learn about P from the start, his needs, and his past.

“He always makes us feel he has time to listen and explains at length to me, the areas, which I do not understand.

We feel very lucky to have him involved. He always seems to get the balance right between being professional, informative, being kind and understanding.”

## Torbay Carers’ Services

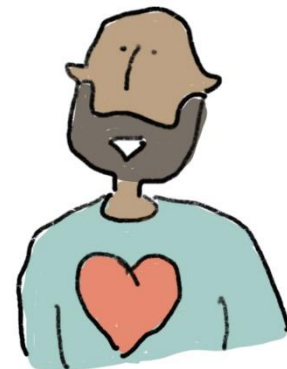
With the cost-of-living and other pressures, this year has been another tough year for the thousands of unpaid carers who support family and friends in Torbay. Torbay Carers’ Services has continued to work with partners to support and identify carers.

### Carers’ assessments

Our carers’ assessments target this year was 40% of all people having support whether they have carers or not. We are so proud to have completed 48% of assessments, with carer support continuing to be provided by the carer support workers at doctor’s practices, specialist carer support workers, and partner agencies such as Carers’ Aid Torbay and Family Carers’ Service (supporting carers of adults with a learning disability).

Torbay carer evaluators spoke to 50 carers about their experience of having a carer assessment, and they told us how much they had appreciated the assessment and felt their needs had been understood well:

- 83% said they would recommend the assessment to another carer.
- Most carers (73%) were happy with the time they had to wait for an assessment, usually one to three weeks.
- Most carers said the assessment covered what was important to them. They were not, however, asked to say what was going well for them in their caring role
- 89% of carers felt the assessment helped them achieve their outcomes to some extent. Carers valued an action plan of what to do now as an outcome of their assessment.



Some carers were not asked about employment / training / education support, and a high number of carers were not asked if they were willing and able to continue caring.

As a result of their feedback, our Carers’ Services has amended its assessment paperwork and prompts to adult social care staff.

## Hospital carer support

People who have served their country, and their families, will often have unique and difficult health and care needs. We are proud of our local armed forces' family and want them to know we are here for them and their families when they need us.

We have strengthened our commitment to supporting the health and wellbeing of our community's armed forces this year by providing support with our new Torbay Carers' Service veteran worker who undertakes health and wellbeing checks with carers who are members of the armed forces and veterans' community, or who care for someone who is a veteran.

During the past year they have completed 54 health and wellbeing checks, encouraged 220 veteran carers to get support from Torbay Carers' Service and encouraged carers of 92 veterans to contact the carers' service.

## Hospitality breaks for carers

It's so important that carers have breaks to ensure their own health and wellbeing is protected. This project supports carers to have either a short free hotel break via Carefree Breaks or a stay at a discounted rate through our hospitality scheme. It has made a real difference to carers during the past year. Here are some of the great things carers have told us:

*"Thank you so much for making this break possible".*

*"What a treat! I felt rewarded for being a carer. (A sort of Thank you)!"*

*'I've been caring for 8 years and was at rock bottom, loneliness broke me down and I felt so trapped in my role not even wanting to do it anymore! ..... Well, my break was absolutely everything and more. I didn't stop, I didn't need to rest my body just my mind. Then when it was coming to the end there wasn't anxiety about coming home. I had missed the family and knew I didn't resent it anymore; I had just needed a break from caring. Sanity restored I feel happy and useful again, not perfect and that's OK.*

*"I was pretty worn out emotionally and physically before I went but have really benefitted from some ME TIME."*

We work with our partners in primary, secondary and community services to ask everyone who works with patients to ask if they are a carer and aware of the support available to them.

During the past year GPs identified 9,451 carers in their surgeries.

Our phone line, email and hospital advice point service continues to be very well used, with more than 1400 contacts during the past 12 months.

### **Torbay Carers Service:**

During the past year, the service supported 878 new applicants (17% of total) joined in 2023/24, increasing the total number of members from 5,206 to 5,392.

Supporting our carers

In April 2023 we invited 5,250 carers to help us to update our Torbay Carers' Strategy 2024-27. We worked with health and social care partners and carers to understand people's priorities and issues. They told us:

- ❖ our health and care system is complicated. Carers need clear information about who does what and how to contact them
- ❖ we don't identify carers clearly and quickly enough – more carers' awareness training is needed
- ❖ carers want someone to regularly check in on them
- ❖ carers want more support to the person that they care for, especially respite
- ❖ they want to be valued as a carer

From this, they developed 'I statements' from a range of priorities which will inform our work and measure our progress. Carers told us:

- ❖ 'I want to be identified, recognised, and valued as a carer.'
- ❖ 'I want to be able to find information, advice, and support to meet my needs'
- ❖ 'I want to know that every carer can have a carer's assessment when they need one'
- ❖ 'I want to be confident that carers guide all things that affect them'
- ❖ 'I want the care and support to the person I care for also meets my needs as a carer'

We're now working on an action plan to deliver our strategy for the next three years.

Carers have also been involved with:

- commissioning the new contract for the carers' enabling service, called Carers' Aid commissioning and the new contract for carers of adults with a learning disability, called Devon Link Up
- undertaking evaluations, and
- peer support on the volunteer phone-line service

### Young adult carers services – YAC - for 16–25-year-old carers

We believe there are around 755 young adult carers in Torbay – this figure may be higher as some may not identify or know they are a carer. They're an under-represented group, and we know that children and young people can find it difficult caring for someone and identifying as a carer.

They play a really important job in making sure their loved ones get the care they need, which could be their mum or dad, brother or sister or their grandparent.

They might be helping someone who has a physical or mental health condition, or supporting someone who has a drug or alcohol dependency.

We want to support our young carers and make sure they get the help they need too.

We have worked with our young carers to co-produce our under 25s strategy to make sure it meets their needs.

Our YAC service continues to be busy, providing both one to one work and drop-in groups and activities, and fund-raising to support its activities. During the past year YAC has raised more than £3000.

Torbay YAC and Young Carers Services also worked with The Children's Society to create a film to promote awareness of young carers with health professionals, with a powerful plea for them to 'see us, show us, support us'. This video has been shared with NHS professionals to raise awareness of the support young carers have told us they want. You can watch the video [here](#)

## Safeguarding Adults and Deprivation of Liberty Safeguards

Everyone has the right to live their lives free from violence, fear and abuse and all adults have the right to be protected from harm or exploitation, but not everyone can protect themselves.

We work with the public, volunteers, and professionals to uphold human rights and ensure everyone is treated with dignity and respect, and that people have choice, control, and compassionate care in their lives.

We actively seek feedback from people who experience safeguarding responses, and we commission independent quality checkers who conduct discovery interviews with people who consent to give feedback. They also review quarterly summary reports.

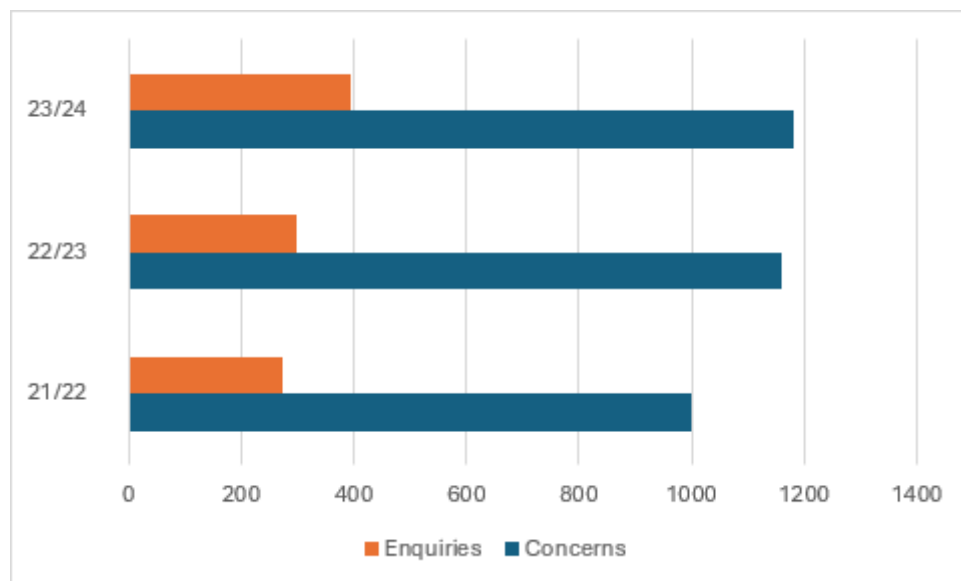
Some of the feedback we received this year includes:

“Similar to the previous cohort, all the people who were contacted felt included, that the process was fully explained and that they had input whilst being heard. The safeguarding referral process was appreciated as it often led to further needs identified and then effectively actioned (July 2023)’

### **Safeguarding adult enquiries summary**

Section 42 of the Care Act 2014 requires that local authorities must make enquiries or cause others to do so if it believes an adult with needs for care and support are experiencing or at risk of abuse or neglect.

From April 2023 to March 2024, 1180, safeguarding adult concerns were received which is a 1.8% increase on the previous year. The number of concerns which proceeded to Care Act s.42(2) enquiry increased by 31.4% to 393. The table below provides a comparator during the past three years.



We report all safeguarding concerns through our various governance boards to ensure oversight, monitoring of trends and to ensure associated actions are completed to provide safe services.

As outlined in Appendix 2, the number of safeguarding concerns this year have increased by (+1.6%) from 1,161 to 1,180 during 2023/24. Keeping people safe is at the heart of what we do, and during the past three years we have increased our focus on supporting and training people to feel confident in identifying and reporting safeguarding issues. This has also been delivered alongside our work to create a safe,

compassionate, and inclusive culture where our people feel safe and supported and do not feel blamed when something does not happen as we would like.

The increase in safeguarding concerns is seen to be indicative of good practice and demonstrates the improvements that we have put in place.

We have invested in an Independent Domestic Violence Advocate (IDVA), who is based at Torbay Hospital, to support our people and patients who have experienced abuse and violence. We are also seeing the benefits of a targeted approach to help identify and address self-neglect. The increase in the number of self-neglect and domestic abuse section 42 enquiries underlines the need to raise awareness of hidden harm, while our quality checker system continues to record people's feedback of safeguarding responses.

Our work is primarily divided between the adult social care community operational teams which respond to safeguarding concerns, and our market management team which works with care homes and domiciliary care providers to promote high quality care and proactively monitor quality standards.

We also work closely with Devon and Cornwall Police, Devon Partnership NHS Trust, NHS Devon, and the Care Quality Commission both in causing enquiries to be made and maintaining strong local partnership arrangements.

In 2023/24 the most common types of alleged abuse were neglect, physical and organisational. We have seen an increase in enquiries linked to domestic abuse by 52.5% and self-neglect by 31%. This reflects targeted work to actively consider these under s.42 duties as an outcome of safeguarding adult reviews and evidence-based research.

We also completed one large-scale safeguarding enquiry in response to safeguarding adult concerns within a care provider setting. This was in response to a concern reported directly by the care provider who proactively supported the enquiry throughout.

### **Torbay and Devon Safeguarding Adult Partnership (TDSAP)**

We constantly strive to understand emerging issues for safeguarding adults in Torbay and our joint Board arrangement with Devon County Council helps drive collaborative responses to the safeguarding adult agenda.

We promote a zero tolerance of adult abuse, and that safeguarding adults is everyone's business. When adult abuse concerns are raised, we work in a multi-disciplinary and multi-agency context to understand risk and ensure responses are person centred, include the right people, and include the right partner agencies. Our main focuses this year is to support TDSAP to develop new strategic priorities. We

will also expand our local quality assurance systems to evidence the impact of learning review and strategic priority outcomes in practice.

TDSAP oversees local safeguarding arrangements and has a structure to support its objective to protect adults with care and support needs. The structure includes learning and improvement and performance and quality assurance sub-groups. The partnership also has a specific safeguarding adult core group which is responsible for commissioning and overseeing safeguarding adult learning reviews. The Safeguarding Adult Board's independent chair oversees our local arrangements:

The TDSAP has a fundamental role in embedding the making safeguarding personal agenda across the partnership and we are doing this in partnership with the people who use our services. It is currently reviewing the community reference sub-group arrangement in response. An options appraisal is underway, and the partnership is regularly updated on progress.

We continue to support the delivery of the TDSAP's strategic business plan 2021-24, and its four priorities, which are overseen by the board:

- To embed learning from safeguarding adult reviews into organisational practice.
- To improve outcomes for people with needs for care and support by finding the right solution for them.
- To work with partners to better understand the risk of hidden harm, especially in the context of COVID.
- To improve involvement and engagement with people who use safeguarding services.

We have contributed to the development of safeguarding adult review practice briefings, shared learning across our services, helped and committed to apply new multi-agency risk management meeting protocols in practice.

### **Learning from safeguarding adult reviews**

The TDSAP must arrange a safeguarding adult review (SAR) when an adult in its area dies as a result of abuse or neglect, whether known or suspected, and there is a concern that our partners could have worked more effectively to protect the adult.

The TDSAP boards must also arrange a SAR if an adult in its area has not died, but the Safeguarding Adult Board (SAB) knows or suspects that the adult has experienced serious abuse or neglect. Boards may also arrange for a SAR in any other situations involving an adult in its area with needs for care and support if it deems it appropriate. The focus of the SAR is to identify learning not to apportion blame.

This year the partnership published seven SARs, which can be read [here](#)



The learning and improvement subgroup ensures that recommendations from reviews are completed.

We continue to use advocacy services across the three legal frameworks: mental health/ IMHA, mental capacity/IMCA and Care Act. This is provided by the Devon Advocacy Consortium, and we regularly refer people and have contract monitoring systems in place to monitor uptake of services.

## **Deprivation of Liberty Safeguards**

The Deprivation of Liberty Safeguards (DoLS) procedure is designed to protect your rights if the care or treatment you receive in a hospital or care home means you are, or may become, deprived of your liberty, and you lack mental capacity to consent to those arrangements. For example, where due to the serious onset of dementia an individual's capacity to act safely is significantly affected. In April 2023 the government announced the system to replace DoLS known as Liberty Protection Safeguards would be further delayed 'beyond the life of this parliament' meaning the existing DoLS system will remain for the foreseeable future. We proactively work with colleagues across the South West region to ensure our systems and processes remain contemporary and as streamlined as possible.

## **Torbay Council Voluntary Sector 23/4**

We have continued to support the development of the community and voluntary sector and have used the adult social care precept to support schemes and activities that help people to stay independent and connected in their communities, so they are less socially isolated.

### **1. Cost of living crisis**

In 2022/23 we funded £500,000 of contract proposals with the voluntary and community sector to help people who are affected by the cost of living crisis.

These schemes launched this year and have helped people with practical help and guidance to manage their energy, debt, food support, warm spaces, training and access to employment and wellbeing and access to benefits support/advice.

### **2. Front door and in-person hub support**

We have funded part of the community helpline in Torbay to divert statutory referrals to the community and voluntary sector.

A hub at Paignton Library has also been funded where people can get advice, information, and support. The funding for both these services has been extended to September 2024, but a service specification is being developed ahead of a procurement for an integrated offer that covers both the helpline and hub.

## Technology Enabled Care Services

We believe in the power of technology to support people to receive the care they need, in their home, and our technology enabled care service (TECS), provided by NRS Healthcare in Paignton, has helped more people this year to stay safe and independent in their home. Anyone who is eligible for support following a Care Act assessment is considered for TECS before other packages of care are put in place. NRS Healthcare also offers a private purchase option for people to choose different ways to support how they access the community and live independently or care for loved ones.

TECS support grew by 37% this year to help 1209 people who are funded by the council, compared with 882 people last year. This increase in referrals is largely due to the focus the TECS team has placed on engagement and training of our staff who either conduct or are involved in care assessments. Training has also been offered to care agencies, voluntary sector organisations, and health professionals who help get people home from hospital when they no longer need acute medical care.

Our TECS coordinator has been heavily involved in transformation projects to train teams. This led to increased support and confidence among our staff to promote how technology can meet people's care needs. We estimated the service has saved more than £18 million of preventative savings this year, of which about £3.6 million is new this year. The service has benefitted from several years of performance and we are now seeing the positive benefits for the people we care for.

In January 2023, we launched a new initiative to help get people who no longer need acute care home from hospital.

Staff from Torbay Hospital's discharge hub, and two wards, identified patients who were well enough to go home but were awaiting a care package or needed assistance. They were referred for a six-week trial of equipment. By the time the pilot ended in August 2023, an evaluation showed that of the 117 referrals, 85% of the successful installations reduced the risk of further calls to 999, NHS 111 and the patient's GP. In 27 cases, the discharge pathway was reduced from pathway 2 to pathway 1; a reduction of 12 days in reablement support was gained, and 286 days of hospital beds were saved through an earlier discharge thanks to TECS. During the pilot, 31 people also converted their free trial into a private arrangement, which means the likelihood of statutory services will be delayed in all these cases.

The pilot is estimated to have saved £143,000 in hospital stays, £720 in reablement resources, and 31 people converted to retail could equate to almost £6,500 of adult

social care-funded equipment. The project's return on investment was £12.73 saved for every £1 spent.

## **Testimonials from people who have received TEC solutions**

All names have been anonymised.

### **Lucy**

Lucy, 19, has a mild learning disability MLD and anxiety/depression, and is waiting for an autism assessment. She experiences absent seizures but refuses to take her epilepsy medication. At heightened states, she can experience 20 seizures a day.

With support, Lucy is learning basic skills but needs her mum to remind her to take her medication and to wash. Her mum has her own mental health needs and is at risk of carer's breakdown.

A caseworker proposed incorporating six hours of personal assistant support a week to help Lucy to gain her independence and discussed her needs with the TECS team. They gave Lucy a smart speaker with a screen to remind her to wash, cook, clean, eat, drink and to take her medication and attend her appointments. Lucy and her PA could also use the smart speaker to find recipes and for her mum to keep in contact with her.

### **Dorothy**

Dorothy, 80, often forgets to take her medication in the morning. Her daughter, who works full time and is unable to help her mum, contacted the team and asked if a TEC solution could help her mum to manage her morning medication.

The team suggested using a Memrabel 3, and with Dorothy's consent they installed the device and showed the family how to use it. Dorothy is now managing her medication without support from her carers and has said that as a result her anxiety has reduced dramatically. Dorothy feels in control of her condition and her daughter has said that she's relieved her mum is able to remain independent. The solution has also saved about 30 minutes a day in care costs.

### **Tom**

Tom, 29, has learning difficulties. He lives with his mum but wants to live independently and to feel safe when he uses public transport.

The team spoke to Tom and with his consent gave him an Oysta Pearl II, which includes an emergency button, falls detector, a loudspeaker phone that allows two-way communication, and a location tracker.

Tom's confidence has grown and he said he's looking forward to using public transport to help him find somewhere to live, and to meet his friends. He feels safer knowing that he can call for help if he feels threatened or anxious.

## Torbay and South Devon NHS Foundation Trust financial position and use of resources

In 2015 Torbay Council and Torbay and South Devon NHS Foundation Trust created an integrated care organisation (ICO) to provide adult social care for people living in Torbay. Services are planned and paid for by the council and provided by the NHS.

In 2023/24 the council income contribution, including grants, amounted to £62.3million. This was made up as follows.

	£M
Core contract	£55.400
Market sustainability	£1.940
Social care grant	£2.500
Delay discharges grant	£1.240
Market sustainability improvement workforce fund	£1.260
Council income contribution 23/24	£62.340

The ICO provides a diverse range of adult social care services including care management and social care support, as well as the cost of social workers, community care workers, occupational therapists, physiotherapists, finance and benefit assessors and support service staff.

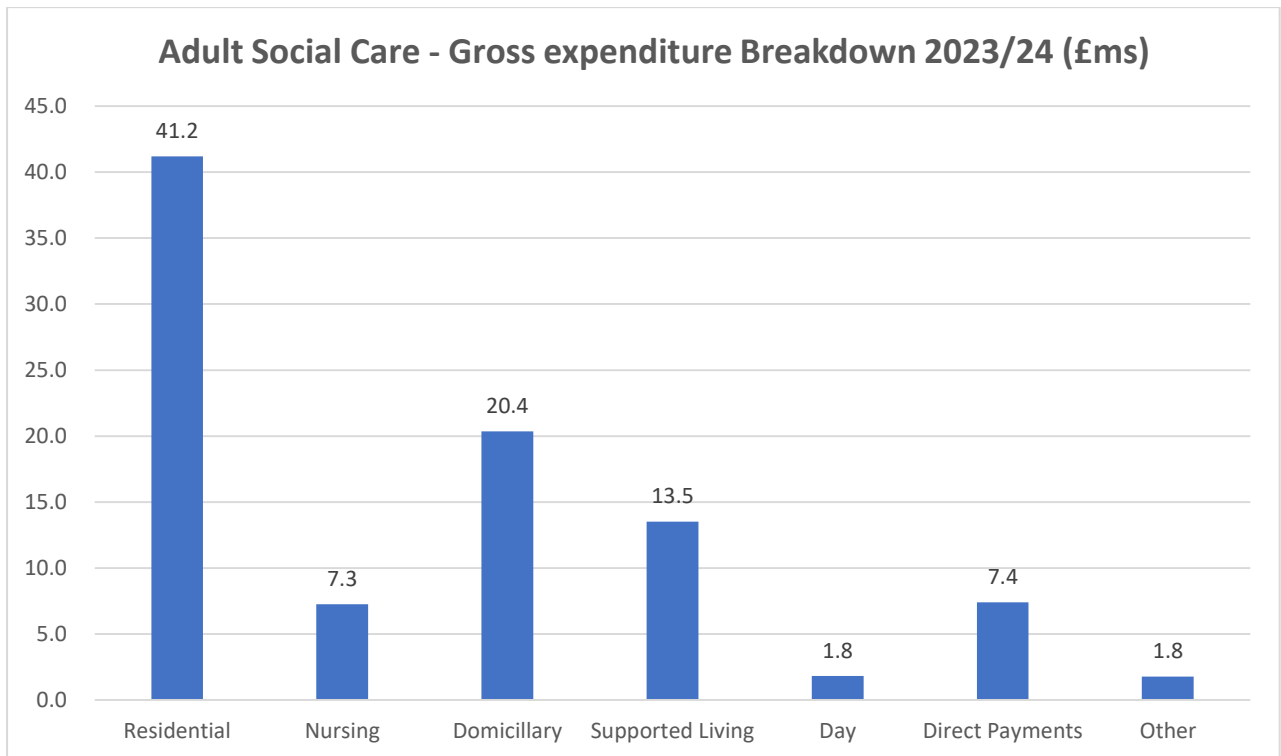
Torbay Council's contribution towards running costs aims to cover staff costs in addition to the costs of people's care (outlined in more detail below).

The majority of money is spent on buying care including residential, nursing, supported living and domiciliary care from independent providers. The majority of providers are based in Torbay, but some specialist residential care could be provided out of area if it cannot be provided locally. At budget setting for 2023/24 we were supporting 2,396 with adult social care; by March 2024 this number has increased to 2,619 - an increase of 223.

Net expenditure on the cost of care totalled £74.7million in 2023/24. This is the net figure after taking into account people's financial contributions towards the cost of their care.

Under national legislation people assessed as having a social care need are also given an individual financial assessment. This assessment can result in someone being asked to contribute towards the cost of any care that is put in place. The income collected from these contributions amounted to £18.6million in 2023/24.

The total (gross) expenditure on services was £93.3million and the allocation of this gross expenditure across different types of services is illustrated in the following chart.



These services are provided to people aged 18 to 100, who have a range of needs such as learning disabilities, mental health issues, dementia, as well as sensory or physical disabilities, vulnerable people, and the frail and elderly.

We continue to face a number of challenges linked with sustained pressure from the health system and a marked increase in volume of people as mentioned above.

There has also been a continued increase in complexity which has seen the average cost of packages of care rising throughout the year (over and above any inflationary uplift).

Underpinning this is the dynamic between care work and hospitality work and the latter have increased remuneration to attract workers into their sector. To acknowledge this Torbay Council, through national adult social care market sustainability and improvement grant funding, has increased some rates of pay to residential, nursing, and domiciliary providers. This rise in cost has continued despite the volume of clients tailing back, highlighting the impact of the net movement of people coming into the system at higher rates.

**Financial outlook for 2024/25 and beyond**

The 2024/25 fee setting process is now complete and a new structure has been shared with providers. The non-pay inflation/growth allocation for 2024/25 for adult social care is £4.3million and is based on an assumption of 1% growth and an average of 4% inflation (different percentages linked to different services).

We are all committed to ensuring resources are managed to ensure we can provide the best level of care, for the highest number of people.

Torbay Council and NHS Devon Integrated Care Board have acknowledged the pressures facing social care and to continue to believe that our integrated care organisation (ICO) is still best placed to manage these services. The current agreement runs until 31 March 2025, and has been extended to 2029/30 by the recent signing of the new Section 75 agreement.

We have a long-standing partnership and history of delivering high quality care for the people of Torbay that is recognised nationally and internationally. This provides us with a robust foundation on which to build, taking the learning from our experiences, to support us to deliver the best outcomes while responding to the sustainability challenges we all face, both now and in the future. We strongly believe that supporting people to live independently within their communities can only be enabled by working together. These are the fundamental and founding principles of our integrated care organisation.

We do know, however, that we must be more ambitious to deliver a successful, sustainable future and fully support local people to live independent, healthy lives. We will do this by working with people from a strength-based position, making best use of the latest technology and digital innovation to improve people's outcomes and experiences, learning from national and international best practice, further developing and empowering our excellent VCSE partners to support our communities and working with the people of Torbay to shape their future together.

Working closely together, we know that we can make many more improvements to local people's outcomes and experiences which is a really positive place to be in. We fully recognise that change is never easy, and it will take a lot of hard work and determination to achieve our vision for Torbay. We are committed to supporting our staff, people, and communities as we continue to evolve the way we provide care and support.

This new deal is a big step forward as we work together to improve how we live here in Torbay.

## Commissioning

During 2023/24, our strategic commissioning team has continued to deliver against the wide-ranging programme of work set out in the Torbay Adult Social Care Market Transformation Blueprint to support commissioning projects across health, housing, and adult social care. This has included the [Big Plan](#) learning disability strategy.

The team has supported the ongoing development of the adult social care co-produced learning disability and autism partnership boards. These have enabled people with experience of our services, and their carers to be recognised as ambassadors in the strategic direction and governance of adult social care, and as a result we have seen an increase in ambassadors at routine governance meetings with both health and social care senior managers.

This year the team led on or supported an increasingly demanding stream of grant funding programmes from central government, including the market sustainability and improvement fund, the accelerated reform fund, and the better care fund. The team has provided a strategic market view that supports quality assurance workstreams such as adult safeguarding, provider quality assurance and individual packages of care that require support with services outside of adult social care.

Finally, the team has continued to directly procure and support key infrastructure services, including the joint loan and equipment service, Healthwatch Devon, Citizens' Advice and various specialist advocacy services, including specialist support for the partnership board ambassadors.

## Multi complex needs

Growth in Action is an alliance between Torbay and South Devon NHS Foundation Trust, Torbay Council, and Sanctuary supported living, which provides our domestic abuse service, to support people who need support for drug and/or alcohol use, domestic abuse, or homelessness.

The alliance was formed in February 2023, and we have focused on embedding the alliance values and principles across the partnership, and working with people with experience of the support we provide.

Some of our greatest achievements can be linked to our co-production strategy and how people's experiences remain at the heart of what we do.

We designed our branding in partnership with people who have experience of our services, and they will soon be used by our teams.

We will also begin evaluating the impact of the alliance for people who use our services to ensure their feedback and insight is used to transform the way we provide care.

The key difference in the way the alliance operates is how decisions are made on a 'best for people using services' basis, as opposed to what might be easiest for providers to deliver. This has brought with it some operational challenges, however the passion and commitment of the alliance staff and the recognition that this is the right thing to do, has kept staff motivated and dedicated to working in a way that we hope will improve the experience and outcomes for our clients.

## Hope/ Health Connect Coaching

Our innovative volunteer, peer-led Health Connect Coaching programme that is helping people in Torbay to take control of their health won a prestigious parliamentary award this year.

Health Connect Coaching was designed by patients and our staff and matches people who may be struggling to manage their health and wellbeing with a trained peer coach who has experience of the same condition or challenges they face.

People with a long-term condition such as diabetes, asthma, rheumatology, and chronic pain can refer themselves to receive tailored one-to-one support during the six-month programme. With the help of a coach, they are encouraged to make simple but long-lasting changes to their life such as taking gentle exercise or changes to their diet and signposted to services and support. It's designed to encourage, support, and empower people to build their knowledge, skills and confidence in a way that matters most to them, reduce their dependency on medical interventions and live well to manage their condition.

The team won the South West volunteer award category in the 2023 Parliamentary Awards, following a nomination by the Torbay MP Kevin Foster and Totnes MP Anthony Mangnall.

Thank you to BBC Spotlight / ITV West Country for shining a light on the team's invaluable work: CLIPS: [Health Connect Coaching on Vimeo](#)

[Health Connect Coaching on Vimeo](#)

## Education

We love learning and our adult social care education strategy focuses on making sure we provide high-quality training and development opportunities for professionals working in the sector. Providing high quality training ensures our social care workers have the knowledge and skills they need to better support the people they care for.

Our training programmes are aligned with the post qualifying standards set by Social Work England and ensures compliance with the Care Act.

This year we have run the following activities:

- Introduction to supervision skills
- Post qualifying standards for supervision
- Leadership programme
- Responding to complaints – Ombudsman training
- Working with risk – a master class

We've delivered some of the following activities this year:



- Post-qualifying standards for social work supervisors in adult social care
- This is an employer-led programme of support and assessment against the post-qualification standards. The aim is to develop national consistency in supervision practice and knowledge.
- Leadership programme which has been developed in collaboration with the education service leads. The programme is in its second year and continues to provide assurance that the joint education strategy is aligned to and meets the NHS People Plan priorities. Topics include:
  - Introduction to leadership and management. Understanding yourself, coaching skills, managing people/difficult conversations, managing through change and reflection – Personal Development Plan.
  - We delivered a seminar about trauma-informed practice and defensible decision-making to around 70 members of staff. Transition and sensory team – specialist training; dual sensory loss; dementia and sight loss; rehabilitation and visual impairment; low vision therapy and a British Sign Language course. We have delivered this course and have managed to secure additional funding for 2024 from NHS England to support our staff to identify different types of dementia and understanding common sight issues found in people with dementia.

The bite-size education programme has been designed to support staff to enhance their professional practice to develop new and existing skills by using a strengths-based approach. Furthermore, the multiple pathways available aims to support individuals to understand the legal framework for the provision of care and support services to older people, including people with a disability and their carers, plus safeguarding vulnerable adults from abuse and neglect.

Domestic violence and abuse:

Training to provide a universal response aims to give staff a basic understanding of the dynamics of domestic violence and abuse and its links to mental health and alcohol and drug misuse, along with their legal duties.

Legal literacy seminars/workshops:

We have invested and developed a new pathway following a number of successful seminars from some of the country's leading professionals.

- Customer service training. NHS Elect
- Oliver McGowen Mandatory Training
- Due to the numbers of health and care staff in Devon – estimated 40,000 NHS staff and 22,000 care sector staff – it was agreed to start the programme with a pilot project.
- Ombudsman complaints and Investigation training.

## Healthwatch Response

### **Our response to The Adult Social Care Local Account Summary 2023 – 24 of Torbay and South Devon NHS Foundation Trust and Torbay Council**



Healthwatch Torbay (HWT) are the independent consumer champion for people using local health and social care services. Healthwatch listens to what people like about services and what could be improved and shares those views and experiences with those who can make change happen.

We welcome the opportunity to respond to this year's local account summary for Torbay for 2023/24. We are pleased to see how the collaborative approach between, Torbay Council, TSDFT and the Voluntary and Community sector continues to strengthen and grow.

By signing the Section 75 Agreement the new tri-partite demonstrates the commitment to respond to the challenges the ICO are facing and acknowledging that working together can improve the lives of our local community. There is real opportunity for resources to align between partners with full integration of services for our local communities over the next 5 years.

HWT would welcome the opportunity to develop integration for service user feedback to play a vital part, highlighting outcomes, achievements and learning during this 5 years period and beyond. This would show real commitment to local people that are being involved in design and receiving the best health and social care systems for them.

HWT continue to work with Torbay Council and TSDFT to develop the new Care Quality Commission (CQC) self-assessment to ensure service user voices are fed into key stakeholder meetings. The overall strategy for Adult social Care in Torbay focuses on people receiving the best care, so we welcomed the opportunity to be involved in the consultation, on behalf of local people.

Engaging with Service users, carers, Torbay Council and the Torbay South Devon Health Care Trust (TSDFT) regarding the New Adult Social Care Strategy, we were pleased, to see the recommendation from the engagement activities were embedded in the final version of the Adult Social Care Strategy.

HWT recognises and commends the importance of taking 'What Matters to Me' through the examples given in this report, especially for Learning disability and Autism Boards etc.

We acknowledge the demand for personalised hospital discharge pathways maybe challenging given the current climate we are all experiencing. However, by placing people and their needs to get the 'right care at the right time' remains essential and should continue to be a high priority for all stakeholders.

We accept the work to increase the direct payment arrangements as a more personalised alternative for residential care continues to be at the forefront for local people. The level of affordable provision is pivotal to ensure service users have choice about their care options. Technology plays a vital part in the way forward; however, service users must be able to have accessibility and access, removing barriers that prevent them from engaging with these new systems.

Mental Health services continue to be overwhelmed by the amount of people looking for support at all levels. HWT recognises the demand on these services and the growing increase. HWT has recently completed an Unpaid Carers report (Phase 2) this highlighted the amount of carers supporting someone with Dementia and the issues they face. We hope this report will help to inform Torbay Council and TSDFT in codesigning future provision based on service user feedback. In addition to support Torbay Carers Services, HWT independently collated and analyses carers feedback which we welcomed being used within the revised Torbay Carers Strategy for next 3 years.

Over the past year, we have welcomed the involvement from all partners, and their commitment to involving local people. We do recognise the pressure they work under with financial constraints, work force, demand etc. However, they continue strive to deliver a high-quality service.

HWT maintain a positive relationship with the TSDFT, Torbay Council where our role as critical friend remains strong and the voice of local people is valued and acted on.

This Years Local Account clearly demonstrates the strength of integration across health and social care. We need to ensure that the public voice is at the heart of the integrated service design, delivery, and improvement throughout the coming year. We look forward to working with our partners to make this happen.



Pat Harris  
Chief Executive Officer

**June 2024**

## Appendices

### Appendix 1

#### Adult Social Care Outcomes Framework

Domain and key performance indicator (KPI)	2022/23 Outturn	2023/24 Outturn Provisional	2022/23 England Average	2023/24 England Average
<b>Domain 1: Enhancing quality of life for people with care and support needs</b>				
ASC 1A: Social care-related quality of life	19.3	19.3	19.0	TBC
ASC 1B: The proportion of people who use services who have control over their daily life	80.6%	80.6%	77.2%	TBC
ASC 1C part 1A: The proportion of people using social care who receive self-directed support (adults older than 18 receiving self-directed support)	100.0%	100.0%	93.5%	TBC
ASC 1C part 1B: The proportion of people using social care who receive self-directed support (carers receiving self-directed support)	100.0%	100.0%	89.3%	TBC
ASC 1C part 2A: The proportion of people using social care who receive direct payments (adults receiving direct payments)	19.8%	19.2%	26.2%	TBC
ASC 1C part 2B: The proportion of people using social care who receive direct payments (carers receiving direct payments for support direct to carer)	91.9%	94.3%	76.8%	TBC
ASC 1D: Carer-reported quality of life	n/a	7.2	n/a	TBC
ASC 1E: Proportion of adults with a learning disability in paid employment	7.2%	6.3%	4.8%	TBC

ASC 1F: Proportion of adults in contact with secondary mental health services in paid employment (commissioned outside Devon Partnership NHS Trust)	1.6%	4.8%	n/a	TBC
ASC 1G: Proportion of adults with a learning disability who live in their own home or with their family	79.1%	83.2%	80.5%	TBC
ASC 1H: Proportion of adults in contact with secondary mental health services who live independently, with or without support (commissioned externally)	36.1%	17.6%	n/a	TBC
ASC 1I part 1: Proportion of people who use services who reported that they had as much social contact as they would like	46.3%	47.7%	44.4%	TBC
ASC 1I part 2: Proportion of carers who reported that they had as much social contact as they would like	n/a	29.8%	n/a	TBC
ASC 1J: Adjusted social care-related quality of life – impact of adult social care services	0.397	0.410	0.411	TBC
<b>Domain 2: Delaying and reducing the need for care and support</b>				
ASC 2A p1: Permanent admissions to residential and nursing care homes, per 100,000 population. Part 1 - younger adults A low outturn signifies better performance.	20.8	35.2	14.6	TBC
ASC 2A p2: Permanent admissions to residential and nursing care homes, per 100,000 population. Part 2 - older people A low outturn signifies better performance.	771.6	736.5	560.8	TBC
ASC 2B p1: Proportion of older people (65 and over) who were still at home 91 days after discharge from hospital into reablement/rehabilitation services. Part 1 - effectiveness	73.4%	73.6%	82.3%	TBC

ASC 2B p2: Proportion of older people (65 and over) who were still at home 91 days after discharge from hospital into reablement/rehabilitation services. Part 2 - coverage	7.2%	6.0%	2.9%	TBC
ASC 2D: The outcomes of short-term support % reablement episodes not followed by long term SC support	86.2%	89.3%	77.5%	TBC
<b>Domain 3: Ensuring that people have a positive experience of care and support</b>				
ASC 3A: Overall satisfaction of people who use services with their care and support	68.6%	67.3%	64.4%	TBC
ASC 3B: Overall satisfaction of carers with social services	n/a	35.9%	n/a	TBC
ASC 3C: The proportion of carers who report that they have been included or consulted in discussions about the person they care for	n/a	65.6%	n/a	TBC
ASC 3D part 1: The proportion of people who use services who find it easy to find information about services	73.4%	68.9%	67.2%	TBC
ASC 3D part 2: The proportion of carers who find it easy to find information about services	n/a	64.7%	n/a	TBC
<b>Domain 4: Safeguarding adults who circumstances make them vulnerable and protecting from avoidable harm</b>				
ASC 4A: The proportion of people who use services who feel safe	68.5%	71.2%	69.7%	TBC
ASC 4B: The proportion of people who use services who say that those services have made them feel safe and secure	89.0%	86.1%	87.1%	TBC

## Appendix 2

Key area	2022/23	2023/24	Comments
Adults who received long term support services	3,287	3,518	(+7.0%)  36% are aged 18-64 and 64% who are 65 and older
Adults who had accessed long term support services	2,463	2,619	(+6.3%)
Requests for support	8,571	8,689	(+1.4%)
Adults receiving one-off support	717	710	(-1.0%)
Short term reablement services provided	2,339	2,302	(-1.6%)
Adults who started to receive an ongoing support service	1,068	1,004	(-6.0%)
Adults who did not go on to receive a service post assessment	1,915	2,136	(+11.5%) e.g. self-funder / not eligible, etc
Registered carers	5,206	5,392	(+3.6%)
Carers who received an assessment	1,226	1,581	(+29.0%)
Carers who accessed direct payments	585	741	(26.7%)
Adults with mental health issues supported by services	394	437	(+10.9%)
Adults in receipt of home care support	1,862	2,019	(+8.4%)
Adults in permanent residential placements	968	1,050	(+8.5%)
Adults redirected to alternative provision	1,694	1,810	(+6.8%)
Adults in receipt of direct payments	392	465	(+18.6%)
Safeguarding concerns raised	1,161	1,180	(+1.6%)

## Appendix 3

### Facts and Figures

Measure	2022/23	2023/24	% change
Number of requests for support	8,571	8,689	1.4%
Number of people received who received one-off support	717	710	-1.0%
Number of people who received short term reablement services	2,339	2,302	-1.6%
Number of people who did not go on to receive a service	1,915	2,136	11.5%
Number of people who started to receive an on-going support service	1,068	1,004	-6.0%
Number of people who were directed to other types of help and support	1,694	1,810	6.8%
Number of services users receiving direct payments	392	465	18.6%
Number of safeguarding concerns raised	1161	1180	1.6%
Number of people who received long-term support services	3,287	3,518	7.0%
Number of people who were accessing long term support services at year end	2,463	2,619	6.3%
Number of people who received home care support	1,862	2,019	8.4%
Number of people in permanent residential placements	968	1050	8.5%
Number of Carers on carers register	5,206	5,392	3.6%
Number of Carers assessed and reviewed	1,226	1,581	29.0%
Number of Carers with direct payments	585	741	26.7%
Number of people with mental health issues who were supported by services	394	437	10.9%
Number of people with learning disabilities living in residential or nursing accommodation	85	86	1.2%