TORBAY COUNCIL

Wednesday, 6 November 2024

OVERVIEW AND SCRUTINY BOARD

A meeting of **Overview and Scrutiny Board** will be held on

Thursday, 14 November 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 Spacagna (Chairman)

Councillor Cowell

Councillor Douglas-Dunbar

Councillor Fellows

Councillor Foster

Councillor Hutchings

Councillor Johns

Councillor Law

Councillor Long

Councillor Tolchard (Vice-Chair)

A Healthy, Happy and Prosperous Torbay

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

OVERVIEW AND SCRUTINY BOARD
AGENDA

1. Apologies

To receive apologies for absence, including notifications of any changes to the membership of the Board.

2. Declarations of Interest

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 that the Chairman decides are urgent.

4. Local Transport Plan 4 Consultation (Pages 3 - 248)

To consider the Local Transport Plan 4 consultation document and consider making recommendations to Devon County Council/the Cabinet.

5. Multiple Complex Needs (MCN) Alliance Review (Pages 249 - 266)

To consider the submitted report on the above and to make recommendations to the Cabinet.

TORBAY COUNCIL

Meeting: Overview and Scrutiny Board **Date:** 14 November 2024

Wards affected: All

Report Title: Local Transport Plan 4 Consultation

When does the decision need to be implemented? 30 November 2024

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

Director Contact Details: David Edmondson, Divisional Director of Planning, Housing and Climate Emergency, david.edmondson@torbay.gov.uk

1. Purpose of Report

1.1 This report sets out the Local Transport Plan consultation document and seeks views and comments from the Overview and Scrutiny Board for submission as part of the consultation process which ends on 30th November 2024. The Plan is presented in Appendix 1 with a summary document in Appendix 2.

1.2 Local Transport Plans are statutory documents, required under the Local Transport Act 2008, for the Local Transport Authorities to produce. In 2011, Torbay Council adopted 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

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.

2.3 The Local Transport Plan 4 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.

2.4 The objectives also help to support the delivery of several priorities and outcomes across the strategic themes, including (but not limited to):

- Draw investment into our towns and breathe life into our town centres, ensuring our town centres are safe and welcoming for all – through greater places for people

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

2.5 The reason for the decision is to support Devon and Torbay to undertake post consultation reflections and updates as necessary on the Local Transport Plan 4, 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

1. That the Overview and Scrutiny Board reviews the Local Transport Plan 4 consultation document and makes recommendations to Torbay Council/Devon County Council's Cabinet.

Appendices

Appendix 1: Local Transport Plan 4 For Consultation
Appendix 2: Local Transport Plan 4 Summary For Consultation
Appendix 3: Strategic Environmental Assessment

Background Documents

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.

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

Supporting Information

1. Introduction

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 join Devon and Torbay Local Transport Plan 3 (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. This will be a Combined County Authority with responsibility for strategic transport and the requirement to have a Local Transport Plan in place will be a duty for the CCA and no longer sit with Torbay Council. There is a commitment within the draft devolution agreement for an updated LTP to have been progressed by March 2025 (not adopted) and given the timescales involved it is necessary for the authorities working together (rather than as one in a CCA) to begin that process with the initial evidence base, drafting and engagement work.

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

2.1 An alternative option was to not consult at this time and to wait until further guidance is published from Government, but there is no information currently on whether that will be forthcoming. Devon County Council may have chosen to proceed separately with the plan, removing the linkages and joint sections with Torbay that are currently within the document. This would mean that the commitment to a joint transport strategy by March 2025, as set out in the devolution agreement, would have been at risk and would likely have led to a disjointed plan for transport across the area, rather than the joined-up approach currently proposed, despite the authorities coming together as a single Local Transport body.

2.2 A second alternative option would have been 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 would 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.

3. Financial Opportunities and Implications

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

4.1 Having a Local Transport Plan is 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

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 Following the initial engagement with Stakeholders, officers Torbay and Devon updated the document prior to presenting to Cabinet, taking on board some of the key points, concerns and opportunities.

5.3 The document was approved for consultation by Torbay Council Cabinet on 17 September 2024. An initial officer engagement session was held with Torbay officers, and this was an item on the Road Network and Travel Working Party on 10 October 2024.

5.4 The engagement is running from the beginning of October through to the end of November.

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

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

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 but it should be recognised that the other objectives also support that work.

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

8.1 The key risk in not progressing this is ensuring an up-to-date transport strategy is in place to meet the statutory requirements of the devolution discussions with regards to transport, 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

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 4 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 4 identifies four place types, including Torbay. The impacts assessed are only in relation to Torbay. Devon County Council have produced an impact assessment of their own to consider impacts within their area.

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 imapcts 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	People with mobility impairments and certain illnesses may have greater difficulty	

	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.	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

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

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.

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Devon and Torbay
Local Transport Plan 4
2025 - 2040
Consultation draft – October 2024

Contents

Section 1: Forewords

Councillor Andrea Davis

Devon Cabinet Member for Climate Change, Environment and Transport

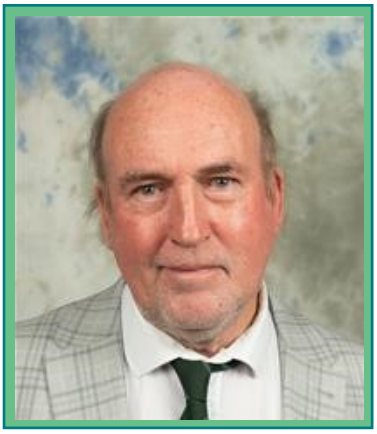
Devon is taking a positive step towards achieving our carbon and environmental ambitions with this new Local Transport Plan.

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.

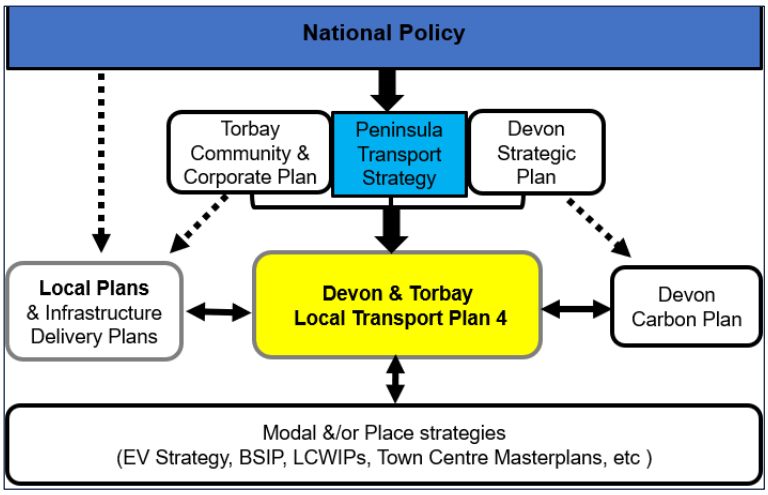


Figure 1: How the Devon and Torbay LTP fits in context with other policy documents

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.

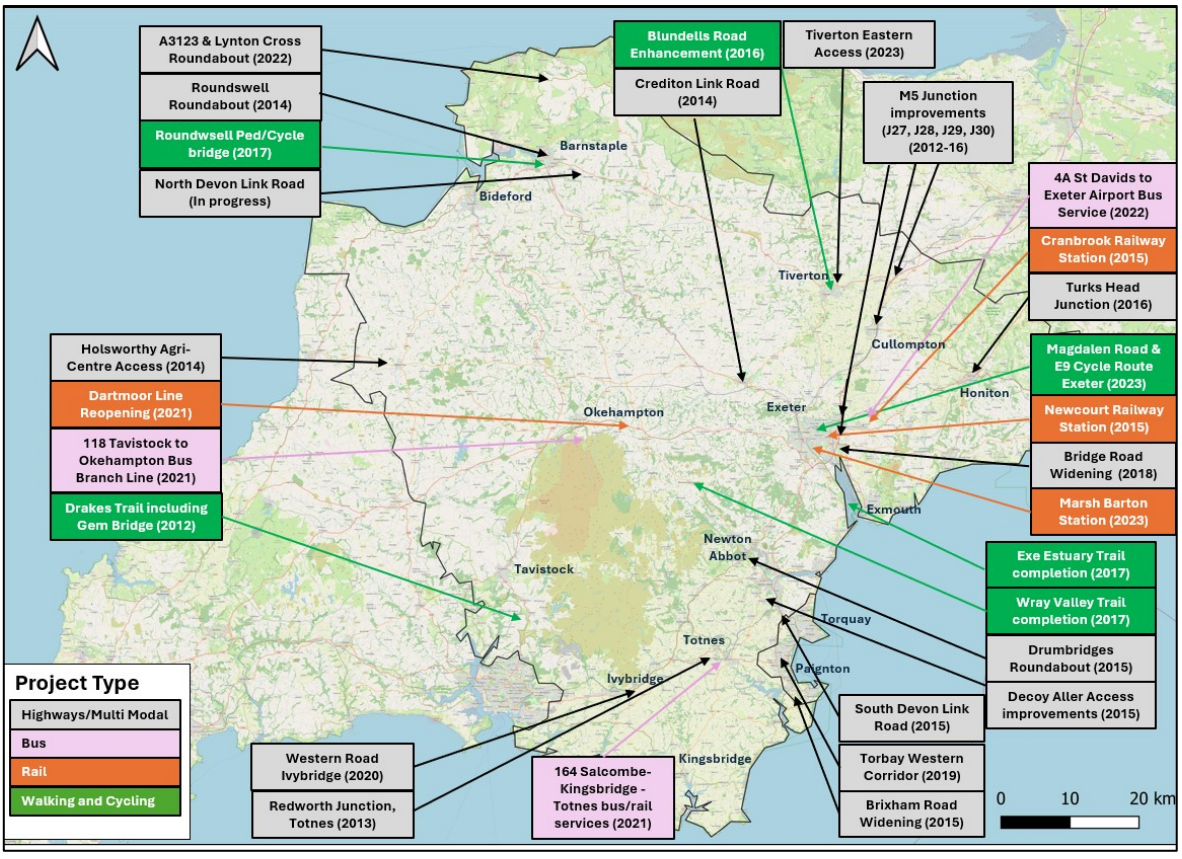


Figure 2: Projects delivered in Devon and Torbay during 2011-2026

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.

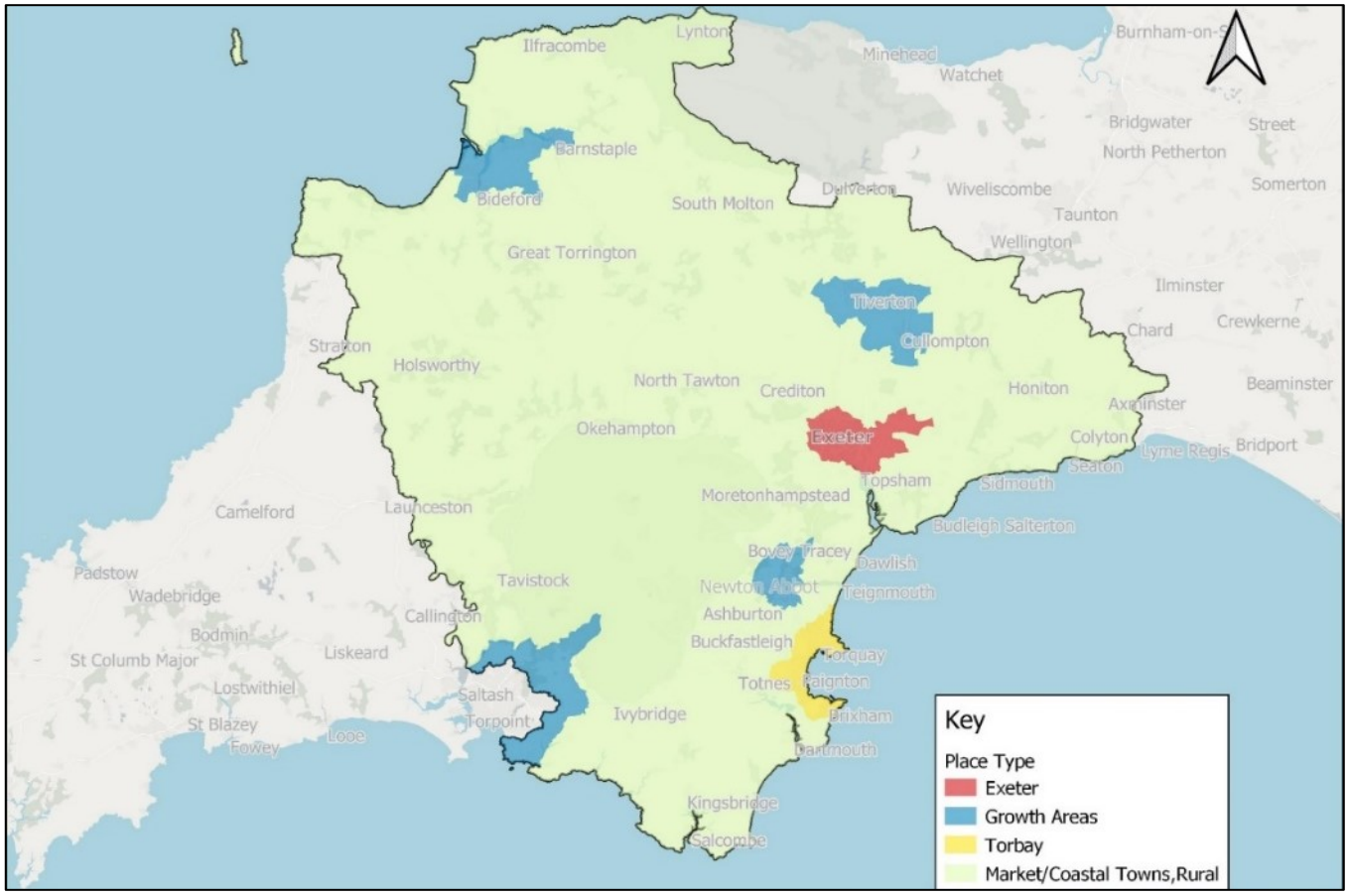


Figure 4: Map showing the four place types

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 with 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.

Further LCWIPs are in development for Cullompton and Tiverton, Clyst Valley and New Communities 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.

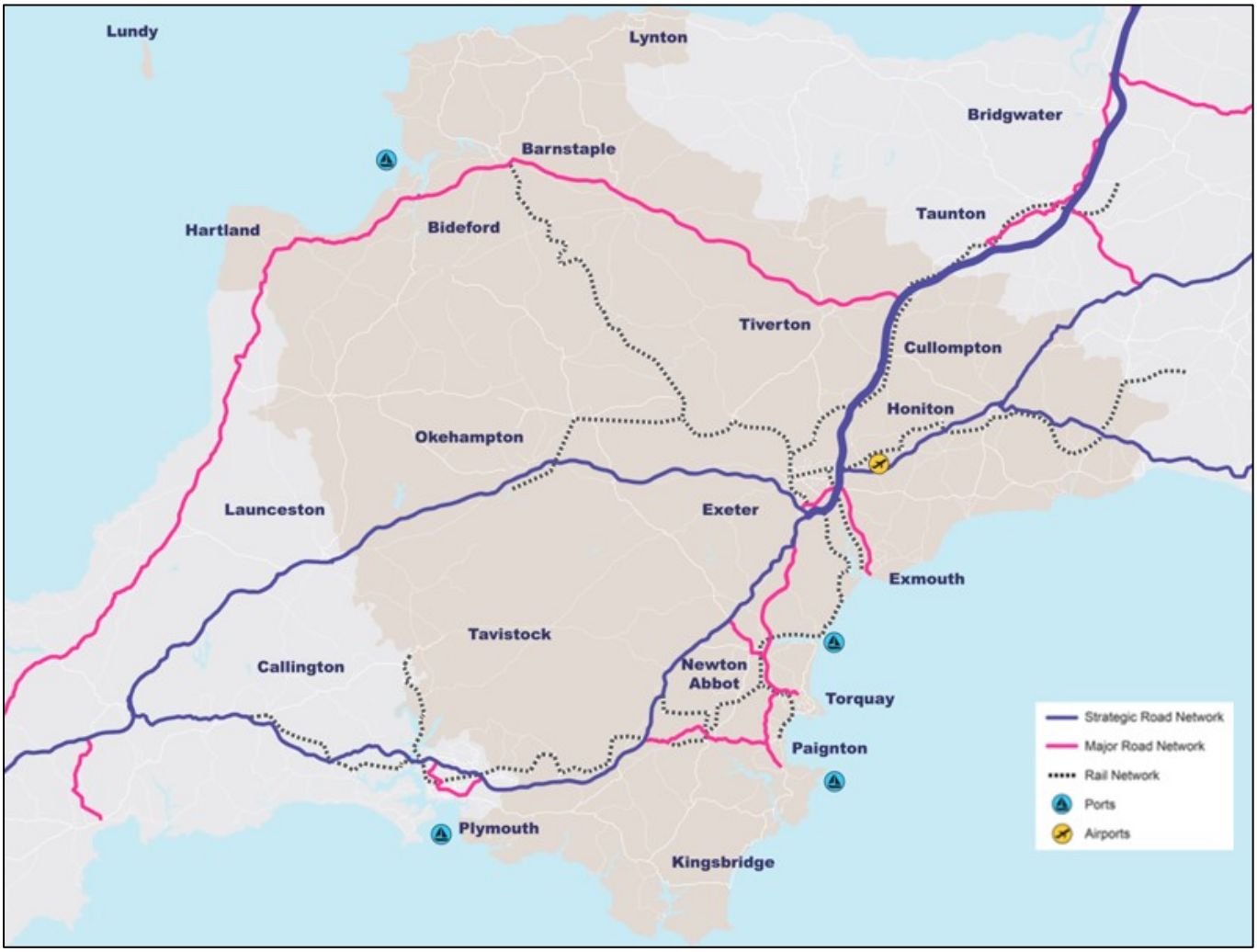


Figure 7: Map of strategic connections in Devon and Torbay

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 role 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.

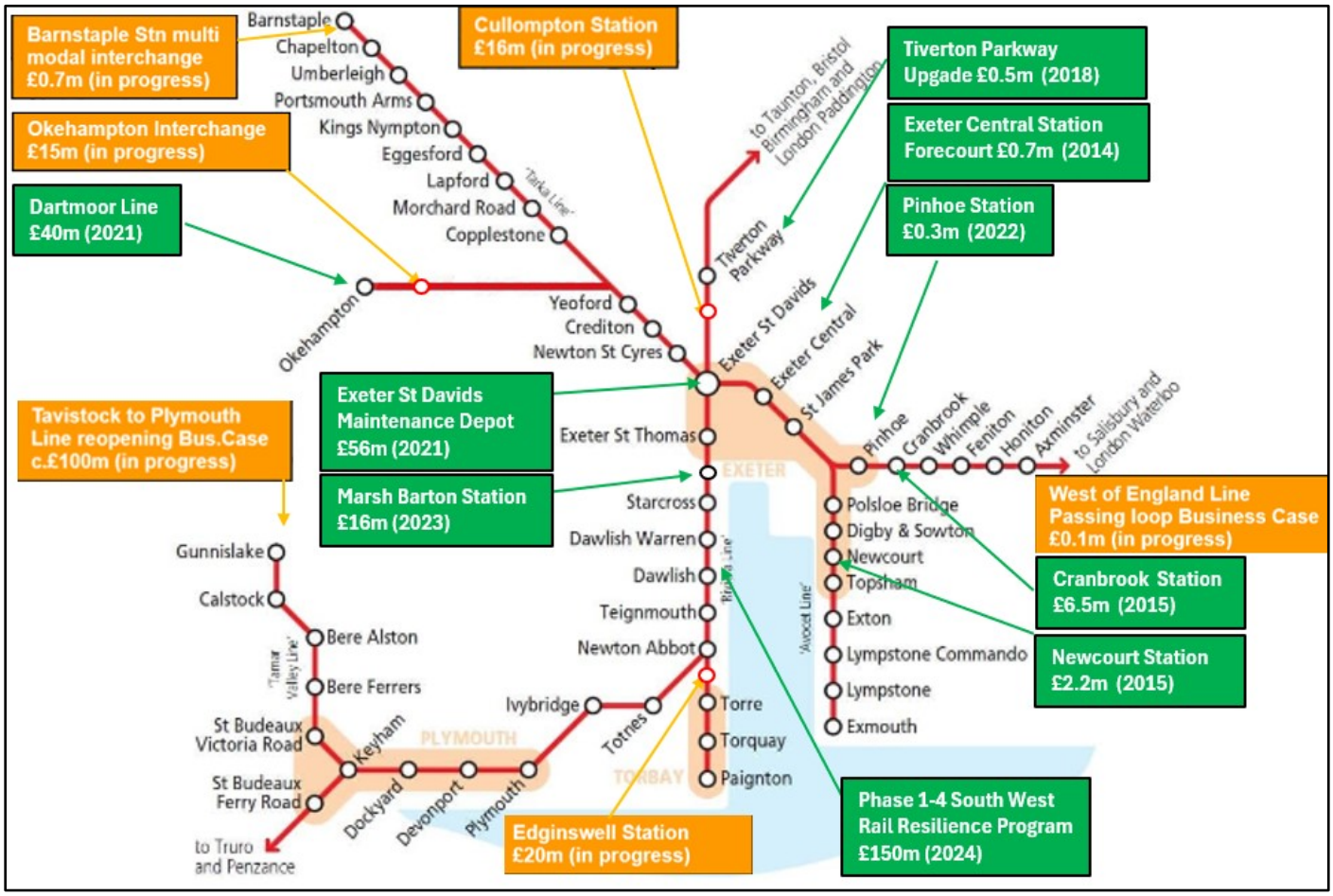


Figure 9: Map of rail projects that have been recently delivered or are in progress

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/Splatford 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.

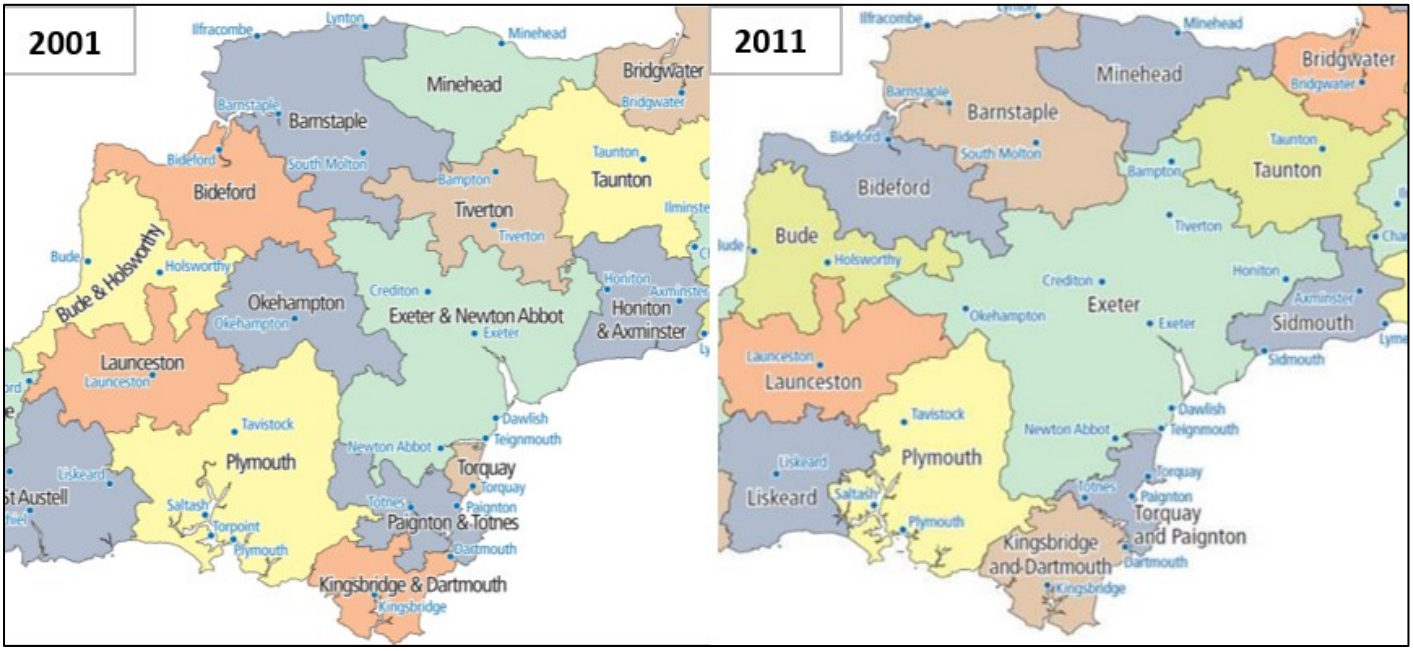


Figure 10: Exeter's Travel To Work Area in 2001 (left) and in 2011 (right)

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.

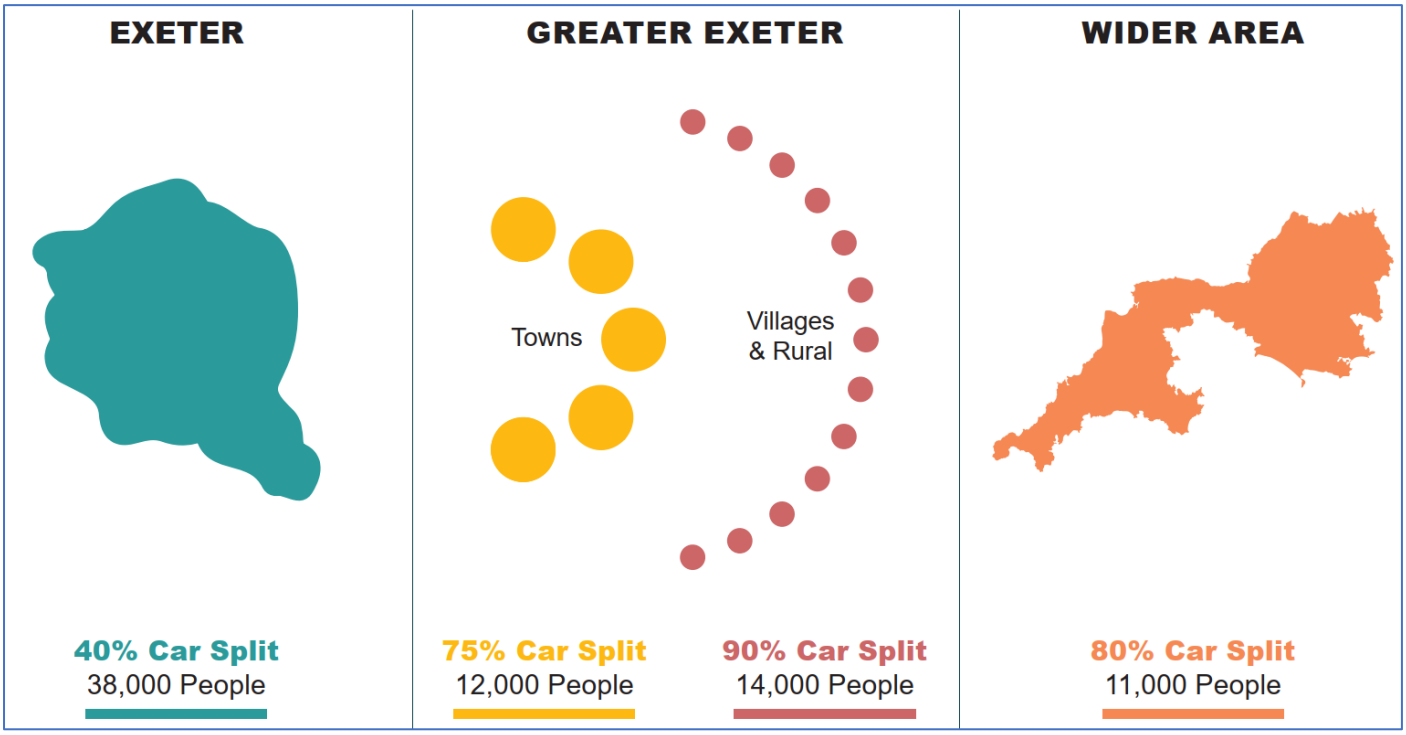


Figure 11: Travel to work into Exeter by geography and how many used cars (2011)

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 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.

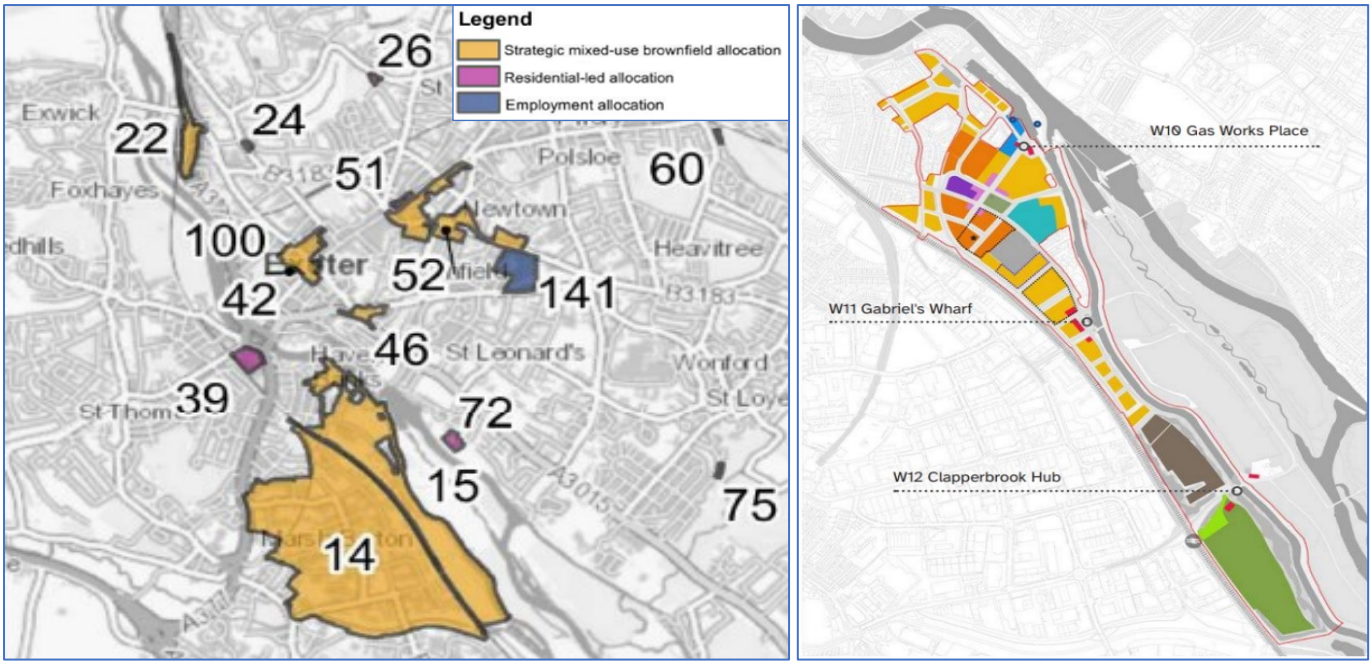


Figure 13: Draft Development locations in Exeter Local Plan (left) and at Water Lane (right)

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 is 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.

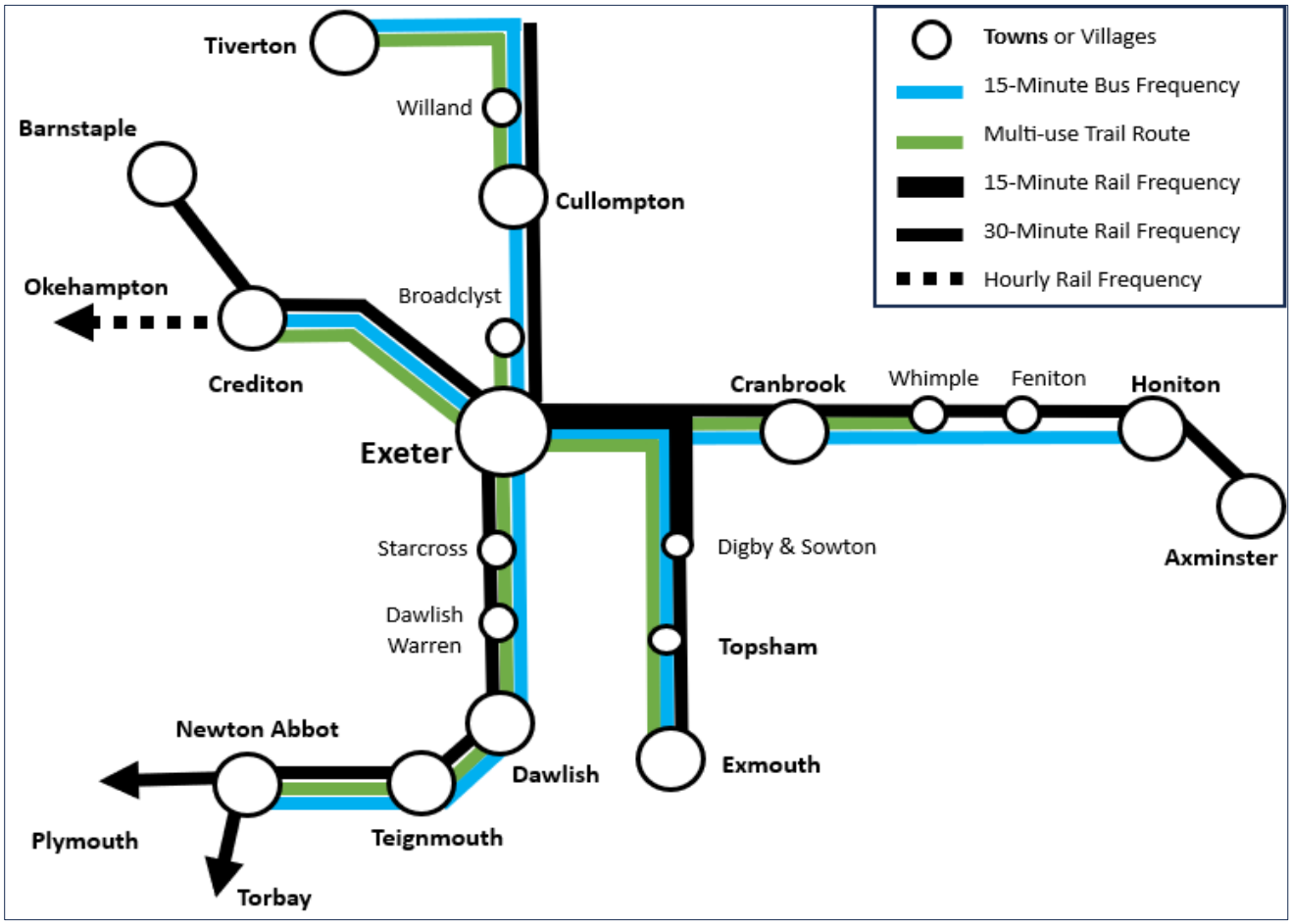


Figure 14: The connected city region with consistent standard of sustainable transport

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 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.

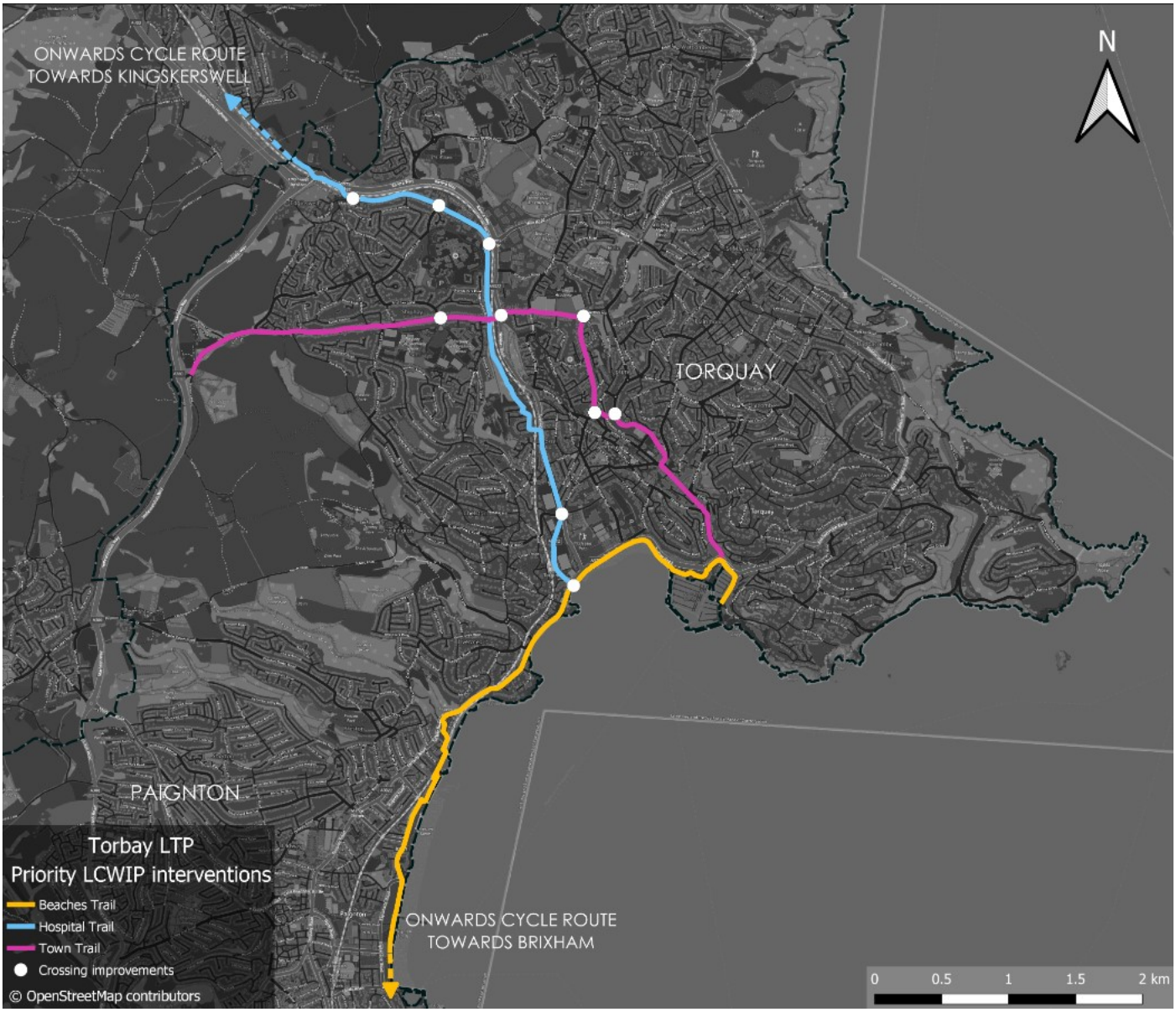


Figure 16: Short term priorities for walking and cycling improvements in Torbay

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
- Wolborough 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.

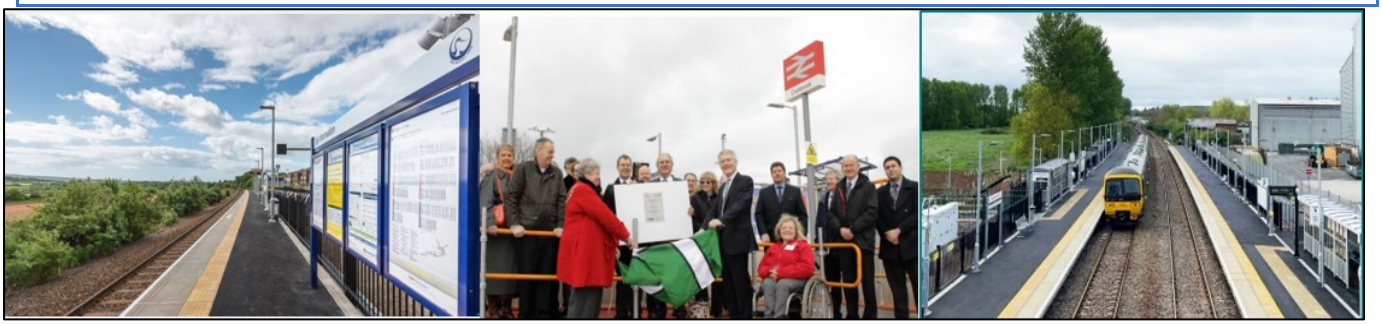


Figure 18: new stations in Devon - Newcourt, Cranbrook and Marsh Barton

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

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, Wolbororugh 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 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.

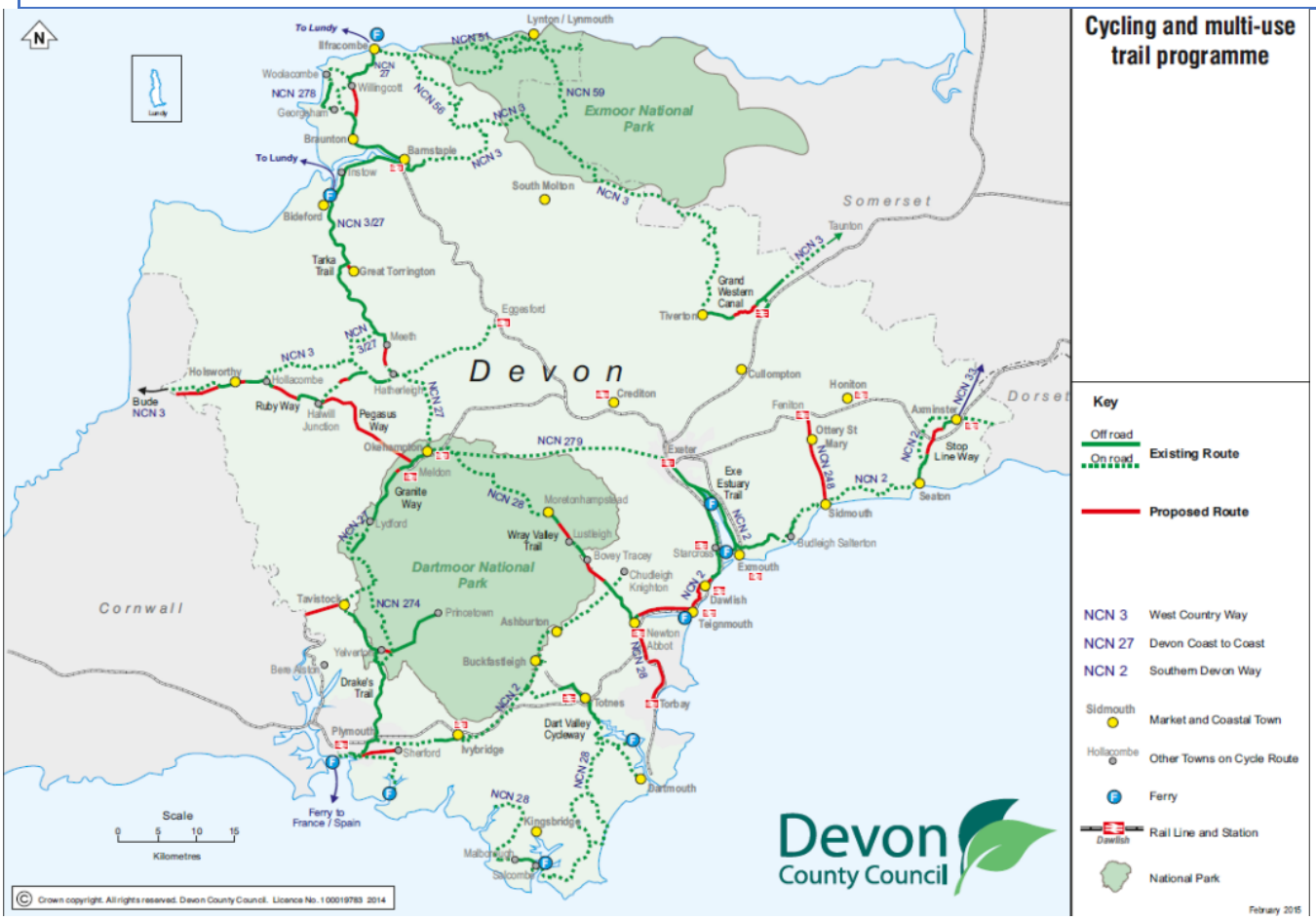


Figure 21: Devon's multi-use trail network

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.

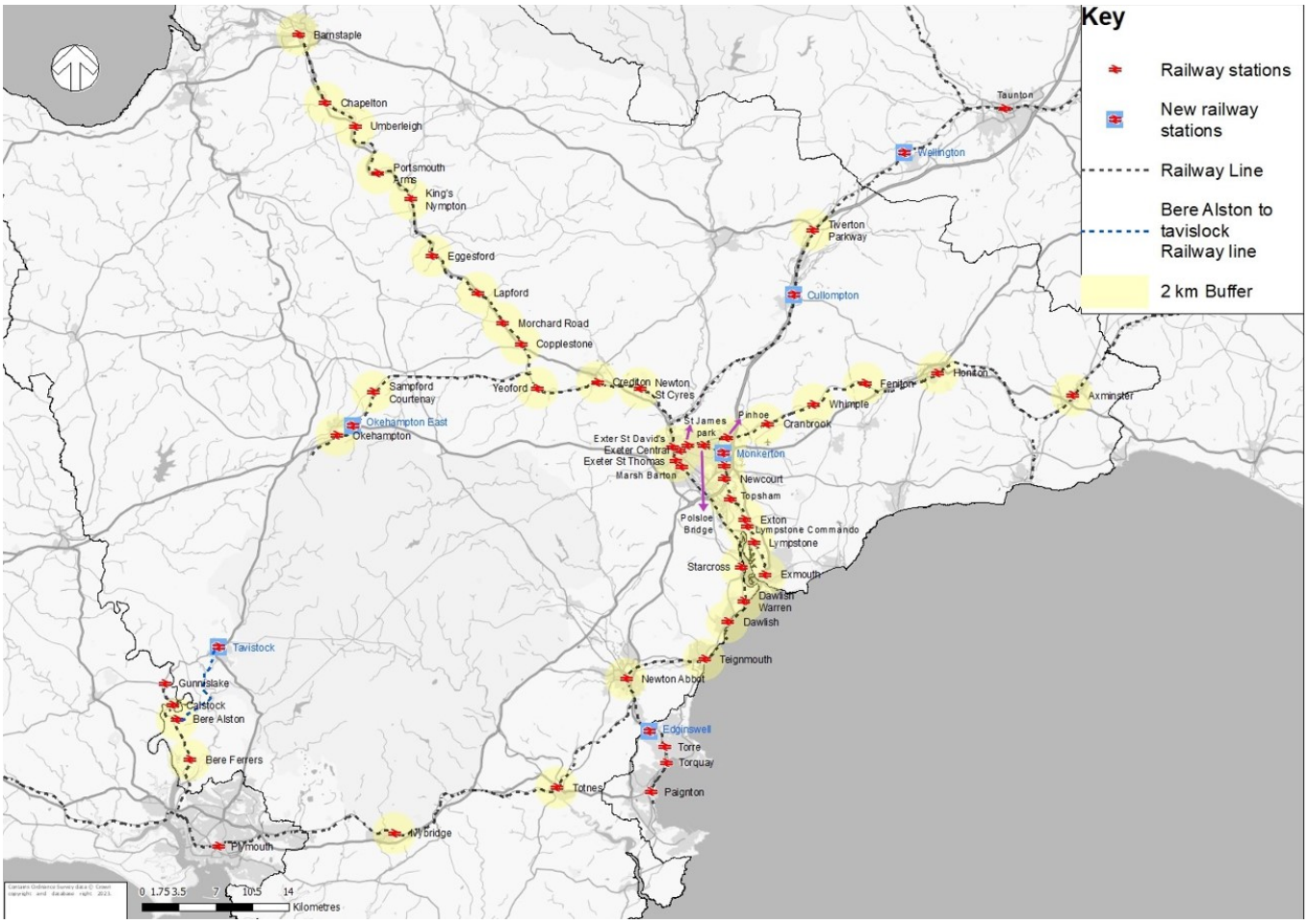


Figure 23: Current and proposed Devon Metro rail network

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 CO2 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

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	A361 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	A361 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 Ilifracombe
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 trials and National Cycle Network

ACTION PLAN

The draft LTP4 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 LCWIP's

- 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 bus 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 by 30 November 2024 at:

devon.cc/LTP4 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** or write to the above address.

DEVON & TORBAY: DRAFT LOCAL TRANSPORT PLAN 4

Consultation draft

Devon County Council

TORBAY COUNCIL

The draft Devon and Torbay Local Transport Plan 4 (LTP4) is the strategic document that sets out the priorities for transport across the county between 2025 and 2040. 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.

Many of the projects from the Local Transport Plan 3 have now been delivered, and changes in technology, working patterns and climate change mean the way we travel is changing.

Our vision is that:

Transport will facilitate sustainable growth and support Devon and Torbay in reaching net zero carbon by 2050 at the latest. Well-integrated, accessible and inclusive transport will improve travel choice and benefits the health and wellbeing of everyone.

There are six objectives underpinning the draft LTP4 to achieve this vision:

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

Different places across Devon and Torbay have distinctive characteristics and different transport challenges and needs. The draft LTP4 includes four place-based strategies and action plans covering:

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

The draft LTP4 also includes strategies and action plans for:

- Connecting Devon and Torbay
- Asset Management and Road Safety

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	2021
A3123 & Lynton Cross Roundabout	2022
Magdalen Road Exeter	2023
Marsh Barton Railway Station	2023
Tiverton Eastern Access	2023
North Devon Link Road Upgrade	Onsite

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

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% fewer trips in 2019 compared to 2002.

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

The majority of freight is moved by road. In Devon 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 form 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.

Asset Management and Road Safety

Reliable and Resilient network: Continue to 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.

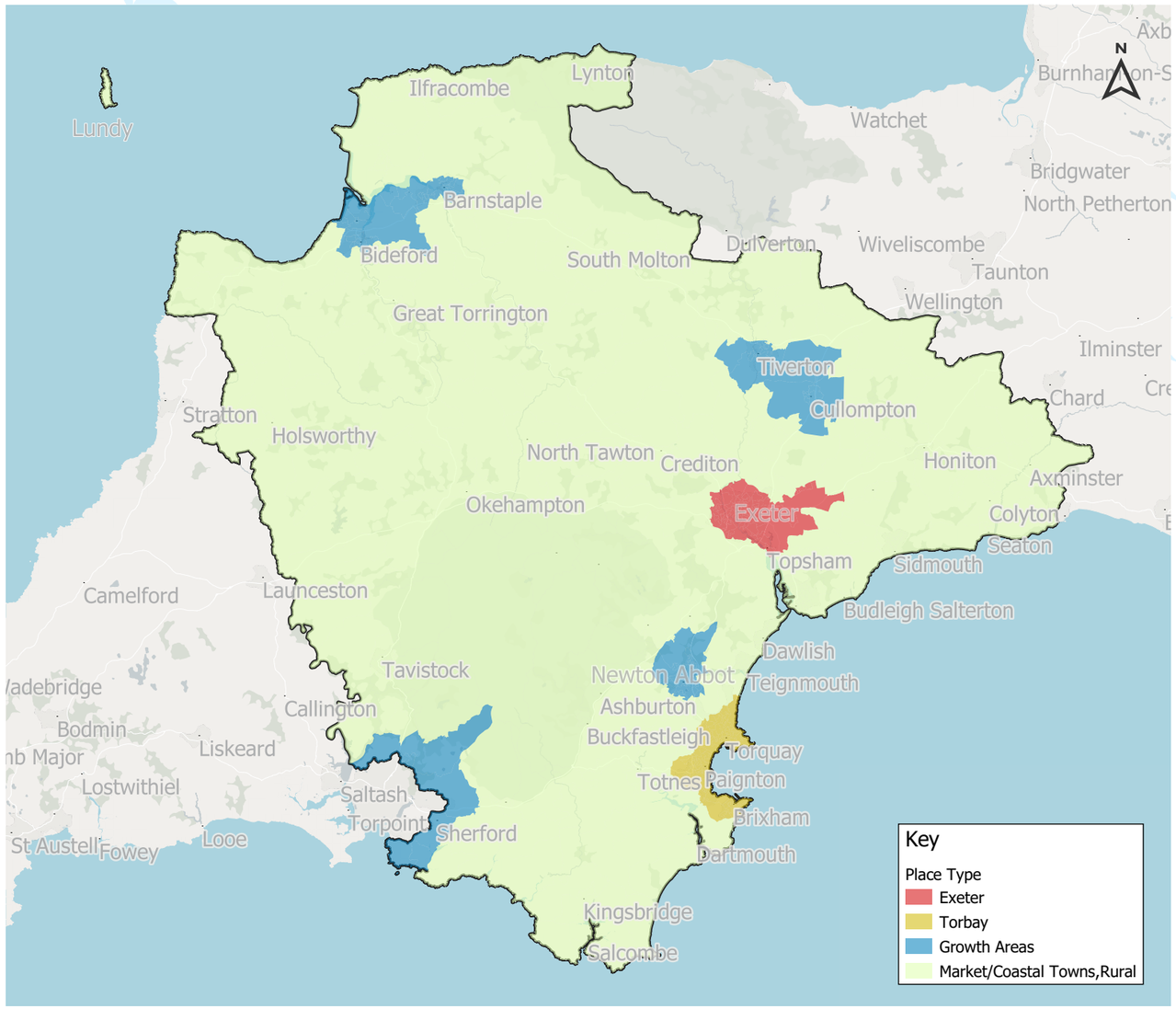
Greater Places for People: Work to reduce injuries to road users, with an aim of halving the number of people injured on the highway by 2030. This includes reducing speed limits on some routes to reduce collisions.

Connecting Devon and Torbay

Reliable and Resilient network: Complete the rail resilience works on the Dawlish and Waterloo line, enhance the resilience of M5 J29 – J31 and explore changes to speed limits on major A roads.

Easier Travel: Provide additional long-distance rail services, enhance bus and rail integration, introduce single bus branding with enhanced ticketing as well as better mobile connectivity on trains.

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



Exeter

Greater Places for People: Reduce dominance of vehicles within the city and support the delivery of Liveable Exeter housing developments in areas such as Water Lane, East Gate, Southgate and Red Cow.

Easier Travel: Provide a consistent standard of sustainable transport to surrounding towns, including half-hourly rail, 15-minute bus frequency as well as a comprehensive citywide cycle network.

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

Torbay

Greater Places for People: Revitalise the public realm spaces in the town centres and improve access to transport interchanges.

Easier Travel: Construct a new railway station at Edginswell with links to Bristol, Exeter, and London, roll-out zero emission buses with enhanced bus stop access and facilities, and offer shared cars and bicycles for hire.

Places to be Naturally Active: Improve the Bay Trails network for local travel as well as the connections to the Devon multi-use trail network.

Growth Areas

Unlock Development: Deliver and enhance transport links to enable sustainable strategic development.

Easier Travel: Provide more frequent and attractive bus and rail services, with faster journeys and cleaner vehicles. Includes aspiration for half-hourly trains on the Tarka Line.

Greater place for People: Enhance town centres through reducing the dominance of vehicles and improving public realm, and progress delivery of LCWIP priorities including the Teign Estuary and Tarka Trails.

Rural Devon, Market & Coastal Towns

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

Easier Travel: Enhance and expand bus and rail integration by providing hub-and- ride services, establishing new stations, improving connections between buses and trains, and upgrading bus stop facilities for long-distance services.

Decarbonisation: Deliver Electric Vehicle charging points, decarbonise rural transport fleets, and improve digital access and online services in rural areas.

Devon County and Torbay Council

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

Environmental Report

July 2024

Devon County and Torbay Council

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Environmental Report

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Contents

Appendices

Non-Technical Summary

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	▪ Conserve and protect species and habitats. ▪ Support a net gain for biodiversity by restoring and creating habitats and improving their connectivity.
Water environment	2. To protect and improve the water environment	▪ Maintain and enhance water quality and resources entering and leaving the transport infrastructure.

		▪ Contribute to enhancing the status of water bodies. ▪ Contribute to the sustainable management of water resources by providing betterment including maximising the use of sustainable urban drainage.
Flooding	3. To minimise the risk and impact of flooding of transport infrastructure and ensure risk of surface water flooding is reduced	▪ Minimise the risk and impact of flooding of transport infrastructure and ensure risk of surface water flooding is reduced. ▪ Protect and improve the resilience of transport infrastructure.
Land and soils	4. To improve and sustain land and soil resources	▪ Maximise the sustainable use of land and the protection of soils. ▪ Safeguard the best and most versatile agricultural land. ▪ Protect and conserve soils and improve resilience to Degradation. ▪ Protect and conserve the best and most productive agricultural land.
Historic environment	5. To conserve and enhance the historic environment and enable public access and enjoyment	▪ Conserve and enhance the character and significance including designated and non-designated heritage assets (which include archaeological features) and their settings. ▪ Promote sustainable access to the historic environment, including historic towns and villages. ▪ Foster regeneration and help to address heritage at risk.
Landscape, townscape and seascape	6. To conserve and enhance landscape, townscape and seascape character.	▪ Minimise the impact on landscape and townscape character. ▪ Respect, maintain and strengthen local character and distinctiveness e.g. through location and design of infrastructure.
Air quality	7. To reduce traffic related air pollution and where possible enhance air quality elsewhere.	▪ Promote options that minimise traffic or reduce congestions. ▪ Promote the use of electrical vehicles. ▪ Promote the use of active travel.

Climate change	8. Mitigate and adapt to climate change.	▪ Reduce carbon emissions and the reliance of the transport network on fossil fuels in line with net zero carbon commitments. ▪ Ensure climate adaptation measures are considered and implemented.
Natural resources	9. To conserve natural resources and increase resource efficiency.	▪ Reduce waste and promote the use of recycled materials in construction and maintenance of local transport assets.
Noise and light pollution	10. To reduce noise and light pollution.	▪ Protect tranquil and remote areas from the effects of noise and light pollution.
Health and wellbeing	11. To improve and enhance the physical and mental health and wellbeing of Devon's residents in rural areas of the county.	▪ Ensure easy access to essential services and to the network of quiet routes and footpaths in the rural areas of the county. ▪ Support the provision of more, better quality and accessible green infrastructure / green space. ▪ Increase the number of residents that have a 15 minutes walk to a green space.
Safety	12. To create transport networks that are safe for all users, including improving personal safety and reducing crime.	▪ Support schemes and strategies which work to improve road safety statistics and trends. ▪ Ensure safety audits are undertaken for new transport projects and schemes.
Sustainable and reliable transport modes	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.	▪ Increase travel by active and sustainable modes of transport. ▪ Provide a reliable transport network, including between urban areas and with areas neighbouring the county boundaries. ▪ Promote the sustainable transport of minerals and waste within Devon. ▪ Support schemes and strategies which seek to improve links from areas of deprivation to opportunities for employment and education.

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 scape 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 LTP4has 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[1] (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'[2], introduced the concept of Local Transport Plans (LTPs) to steer the development of national transport policies at the local level. The Transport Act 2000[3] (now amended by the Local Transport Act 2008[4]) 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[4] 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[4] 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.

[1] 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
[2] 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
[3] Transport Act 2000 [online] available at: https://www.legislation.gov.uk/ukpga/2000/38/introduction
[4] 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)[5]. 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.

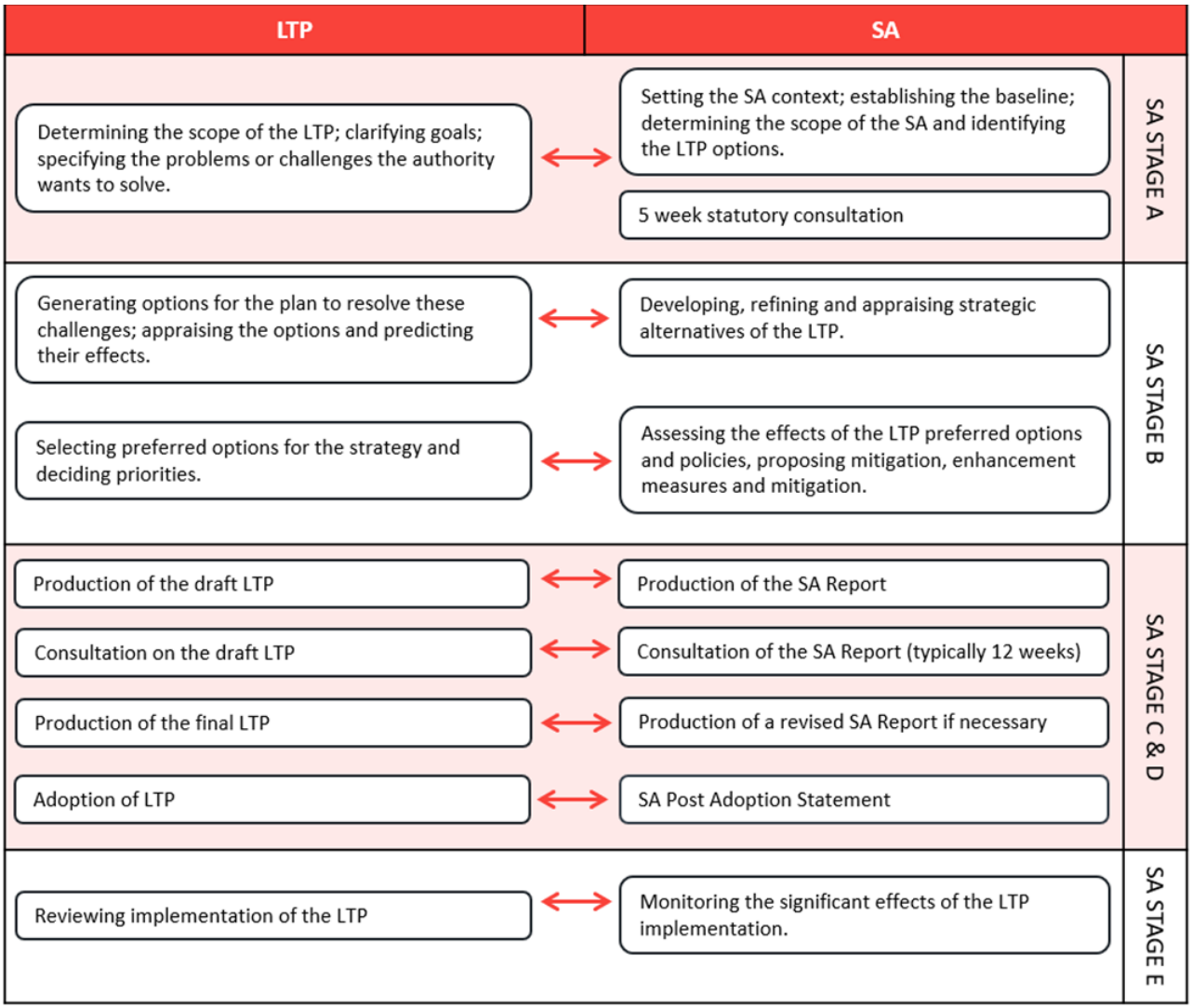
1.3.3. SEA is mandatory for plans and programmes prepared for agriculture, forestry, fisheries, energy, industry, transport, waste or water management, telecommunications, tourism, town and country planning or land use, that set the framework for future development consent of projects listed in the Town and Country Planning (Environmental Impact Assessment) Regulations[6].

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.

[5] 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

[6] 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)

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 on 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

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 12th September 2023 to 17th 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…)
Nature	14. To protect and recover nature	▪ Conserve and protect species and habitats. ▪ Support a net gain for biodiversity by restoring and creating habitats and improving their connectivity.
Water environment	15. To protect and improve the water environment	▪ Maintain and enhance water quality and resources entering and leaving the transport infrastructure. ▪ Contribute to enhancing the status of water bodies. ▪ Contribute to the sustainable management of water resources by providing betterment

		including maximising the use of sustainable urban drainage.
Flooding	16. To minimise the risk and impact of flooding of transport infrastructure and ensure risk of surface water flooding is reduced	▪ Minimise the risk and impact of flooding of transport infrastructure and ensure risk of surface water flooding is reduced. ▪ Protect and improve the resilience of transport infrastructure.
Land and soils	17. To improve and sustain land and soil resources	▪ Maximise the sustainable use of land and the protection of soils. ▪ Safeguard the best and most versatile agricultural land. ▪ Protect and conserve soils and improve resilience to Degradation. ▪ Protect and conserve the best and most productive agricultural land.
Historic environment	18. To conserve and enhance the historic environment and enable public access and enjoyment	▪ Conserve and enhance the character and significance including designated and non-designated heritage assets (which include archaeological features) and their settings. ▪ Promote sustainable access to the historic environment, including historic towns and villages. ▪ Foster regeneration and help to address heritage at risk.
Landscape, townscape and seascape	19. To conserve and enhance landscape, townscape and seascape character.	▪ Minimise the impact on landscape and townscape character. ▪ Respect, maintain and strengthen local character and distinctiveness e.g. through location and design of infrastructure.
Air quality	20. To reduce traffic related air pollution and where possible enhance air quality elsewhere.	▪ Promote options that minimise traffic or reduce congestions. ▪ Promote the use of electrical vehicles. ▪ Promote the use of active travel.
Climate change	21. Mitigate and adapt to climate change.	▪ Reduce carbon emissions and the reliance of the transport network on fossil fuels in line with net zero carbon commitments.

		▪ Ensure climate adaptation measures are considered and implemented.
Natural resources	22. To conserve natural resources and increase resource efficiency.	▪ Reduce waste and promote the use of recycled materials in construction and maintenance of local transport assets.
Noise and light pollution	23. To reduce noise and light pollution.	▪ Protect tranquil and remote areas from the effects of noise and light pollution.
Health and wellbeing	24. To improve and enhance the physical and mental health and wellbeing of Devon's residents in rural areas of the county.	▪ Ensure easy access to essential services and to the network of quiet routes and footpaths in the rural areas of the county. ▪ Support the provision of more, better quality and accessible green infrastructure / green space. ▪ Increase the number of residents that have a 15 minutes walk to a green space.
Safety	25. To create transport networks that are safe for all users, including improving personal safety and reducing crime.	▪ Support schemes and strategies which work to improve road safety statistics and trends. ▪ Ensure safety audits are undertaken for new transport projects and schemes.
Sustainable and reliable transport modes	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.	▪ Increase travel by active and sustainable modes of transport. ▪ Provide a reliable transport network, including between urban areas and with areas neighbouring the county boundaries. ▪ Promote the sustainable transport of minerals and waste within Devon. ▪ Support schemes and strategies which seek to improve links from areas of deprivation to opportunities for employment and education.

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[7]:

- **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

[7] 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

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

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	**+/-/?**	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. 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.
2. Water environment	**+/-/?**	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.
3. Flooding	**+/-/?**	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.

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.
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

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.
12. Safety	**++/?**	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.
13. Sustainable and reliable transport modes	**++/?**	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
Regional	**Peninsula Transport Strategy** 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.
Devon County Council	**Devon Minerals Plan 2011-2033** 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. **Devon Waste Plan** 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.
Local Plans	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.

National Parks and National Landscapes	**Exmoor National Park Partnership Plan 2018-2023** 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. **Exmoor National Park Local Plan 2011-2031** 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. **Dartmoor Partnership Plan 2021-26** 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. **Dartmoor Local Plan 2018-2036** 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.

Neighbourhood	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.
Water Resource Management Plans (WRMPs)	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.
Nationally Significant Infrastructure Projects (NSIPs)	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: ▪ M5 Junction 10 Improvements Scheme, Gloucesteshire County Council, Pre Examination ▪ Xlinks Morocco-UK Power Project, Xlinks 1 Limited, Pre Application ▪ Seabank 3 CCGT, SSE plc, Pre Application ▪ A358 Taunton to Southfields, National Highways, Pre Application ▪ Avon Power Station 950 MW output, Scottish Power, Pre Application ▪ Bere Alston to Tavistock Railway Reinstatement and Associated Trails, Devon County Council, Pre Application ▪ The West Somerset Tidal Lagoon, Longbay Seapower, Pre Application ▪ Hinkley Point C New Nuclear Power Station Material Change 1, NNB Generation Company (HPC) Limited, Pre Application ▪ A303 Stonehenge, Highways England, Decided ▪ A303 Sparkford to Ilchester Dualling, Highways England, Decided ▪ A417 Missing Link, Highways England, Decided ▪ A30 Chiverton to Carland Cross Scheme, Highways England, Decided ▪ Portishead Branch Line – MetroWest Phase 1, North Somerset Council, Decided ▪ A30 Temple to Higher Carblake Improvement, Cornwall Council, Decided ▪ Hinkley Point C Connection, National Grid, Decided ▪ Hinkley Point C New Nuclear Power Station, NNB Generation Company Limited, Decided

Shoreline Management Plans (SMPs)	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).

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	**-/+/?**	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. 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.
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

SEA Objective	Residual significance	Description of potential cumulative effects
		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.
4. Land and soils	**-/?**	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.
5. Historic environment	**-/+/?**	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.
6. Landscape, townscape and seascape	**-/+/?**	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

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	**-/+/?**	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. 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.
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
		will be required to provide appropriate mitigation to ensure that construction related activities do not result in a residual significant effect. 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.
9. Natural resources	**-/+/?**	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.
10. Noise and light pollution	**-/+/?**	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

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.
11. Health and wellbeing	**+/?**	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.
12. Safety	**-/+/?**	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.
13. Sustainable and reliable transport modes	**++/?**	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?
1. Do Nothing	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
2. Continue as present	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.	
3. Increasing reallocation of Road space	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
4. Road user charging	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?
A. Do Nothing	No investment in sustainable travel modes.	Not aligned with LTP vision and objectives and unlikely to be publicly or politically acceptable.	No

B. Stable Investment Levels	A mix of highway, cycle and public transport projects	Contributes to LTP vision and objectives, albeit negligible impact on reducing carbon.	Yes
C. Increasing investment in public, shared and active transport	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
D. New Major Public Transport Systems	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. Stable Investment Levels	**C. Increasing investment in public, shared and active transport**
2. Demand Management continue as present	**2B** A mix of highway, cycle and public transport projects. Handful of road space reallocation schemes focused in on urban centres. 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.	**2C** 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. 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.

3. Increasing reallocation of road space	**3B** A mix of sustainable transport investment, with delivery supplemented, and accelerated by reallocation of road space to sustainable modes. Take this alternative forward for assessment through the SEA.	**3C** Increased investment to improve public transport and delivery urban and rural network of active travel routes. Delivery supplemented, and accelerated by reallocation of road space to sustainable modes. Potential to align with carbon reduction pathways. While this alternative is reliant on increased external funding it has been taken forward for assessment through the SEA.

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
1. Nature	**-/+/?**	**-/+/?**	**-/+/?**	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. 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.

SEA Objective	Option 2C residual significance	Option 3B residual significance	Option 3C residual significance	Description of potential effects
2. Water 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. 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. 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.
3. Flooding	**+/?**	**+/?**	**+/?**	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.

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
				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. 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.
6. Landscape, townscape and seascape	**-/+/?**	**-/+/?**	**-/+/?**	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
				landscape, townscape and seascape with 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. 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.
7. Air quality	**-/+/?**	**-/+/?**	**-/+/?**	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

SEA Objective	Option 2C residual significance	Option 3B residual significance	Option 3C residual significance	Description of potential effects
				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. 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.
8. Climate change	**+/?**	**+/?**	**+/?**	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

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	**-/+**	**-/+**	**-/+**	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. 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.
12. Safety	**+/?**	**+/?**	**+/?**	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

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.			

SEA Objective	Option 2C residual significance	Option 3B residual significance	Option 3C residual significance	Description of potential effects
	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. 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.			

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

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

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
2.1 Vision and 2.2 Objectives	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: 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.	Comment noted, however the Vision has come from the Plan itself.

	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). 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. 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. However, the value of the environment goes beyond health and wellbeing alone so an additional objective would be preferable.	Comment noted, however the Objectives have come from the Plan itself.
3.1 Methodology	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.	Comment noted. The Advice Note will be taken into account during the SEA process, for any matters concerning the historic environment.

4 Stage A1: Other Relevant Policies, Plans and Programmes	Consultation question 1. Are there any additional relevant plans and policies, beyond those covered, that you think are relevant to this appraisal? We suggest the addition of the following to Table 2: - UNESCO World Heritage Convention - The European Landscape Convention - Local Plans for the authorities making up Devon - National Park and AONB Management Plans - World Heritage Site Management Plans - Heritage/Conservation Strategies - Other Strategies (e.g. cultural or tourism) - Conservation Area Character Appraisals and Management Plans 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.	The suggested policies and plans will be included in the Final SEA Scoping Report, where relevant.
5 Stage A2: Baseline Information **5.3 Devon's Baseline Information**	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? 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.	Baseline information on the historic environment will be included in the revised Scoping Report.

	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?	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.
	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.	Comment noted.
	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.	Comment noted. A map of heritage assets will be included in Section 5 of the revised Scoping Report.

	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.
6 Stage A3: Identify Sustainability Issues and Problems **Landscape and Townscape**	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.
Cultural Heritage (including achitectural and archaeological heritage)	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.

	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: 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.	Paragraph 6.3.1.21 will be amended to reflect the suggested changes in the revised Scoping Report.
	We also suggest that paragraph 6.3.1.22 is adjusted as follows: 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.	Paragraph 6.3.1.22 will be amended to reflect the suggested changes in the revised Scoping Report.
	We suggest that consideration is also given to the following: - 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. - Whether there are areas where traffic congestion, air quality, noise pollution or severance are affecting, or could affect, the historic environment. - 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.	Comment noted.

7 Stage A4: The SA Framework	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? 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: 5) To conserve and enhance the historic environment and enable public access and enjoyment 6) To conserve and enhance landscape/townscape/seascape character	Objectives 5 and 6 will be amended to relfect the suggestions in the revised Scoping Report.
	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.	Objective 13 and associated criteria will be amended to reflect sustainable tourism in the revised Scoping Report.
	For objective 5 we propose the following adjustment to the existing criterion, along with several additional criteria as follows: - 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. - Promote sustainable access to the historic environment, including historic towns and villages. - Foster regeneration and help to address heritage at risk.	Potential Assessment Criteria will be amended to relfect these suggestions in the revised Scoping Report.

	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]	Potential Assessment Criteria will be amended to relfect these suggestions in the revised Scoping Report.
	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.	Monitoring, mitigation, and cumulative effects will be considered during assessment of the LTP4 and included in the Environmental Report.
	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.	Comment noted.
7.3 Local Transport 4 Vision and Objectives	Please see our response to sections 2.1 and 2.2.	Comment noted.
Conclusions	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.	Comment noted.

	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.

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

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

SEA Objective	Residual Significance	Description of potential effects
1. Nature	**+/-/?**	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. 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.

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).
2. Water environment	**+/-/?**	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.
3. Flooding	**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.
4. Land and soils	**-/?**	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
5. Historic environment	**+/-/?**	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. 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. 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.

SEA Objective	Residual Significance	Description of potential effects
6. Landscape, townscape and seascape	**+/-/?**	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. 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.
7. Air quality	**+/-/?**	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

SEA Objective	Residual Significance	Description of potential effects
		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. 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. 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 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. 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.
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

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.
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 pollution.
11. Health and wellbeing	**+/-/?**	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.
12. Safety	**+/?**	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
1. Nature	**+/-/?**	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. 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.
2. Water environment	**-/?**	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

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.
3. Flooding	**+/-/?**	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.
4. Land and soils	**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.
5. Historic environment	**+/-/?**	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. 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

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
		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. 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.
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.
12. Safety	**+/?**	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.
13. Sustainable and reliable transport modes	**++/?**	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.
Mitigation and Enhancement Measures	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.
Summary		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.

Torbay

Table C-4 - Assessment of the Torbay Action Plan

SEA Objective	Residual Significance	Description of potential effects
1. Nature	**+/-/?**	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. 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.
2. Water environment	**+/-/?**	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

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.
3. Flooding	**+/-/?**	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.
4. Land and soils	**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.
5. Historic environment	**+/-/?**	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. Landscape, townscape and seascape	**+/-/?**	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. Air quality	**+/?**	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. 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 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. 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

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.
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 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.
12. Safety	**+/?**	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.
13. Sustainable and reliable transport modes	**++/?**	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.
Mitigation and Enhancement Measures	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
Summary	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.	

Growth Areas

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

SEA Objective	Residual Significance	Description of potential effects
1. Nature	**+/-/?**	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. 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.
2. Water environment	**+/-/?**	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

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.
3. Flooding	**+/-/?**	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.
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 effects is predicted at this stage with an element of uncertainty.
5. Historic environment	**+/-/?**	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. 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. 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. Air quality	**+/-/?**	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. 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 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

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.
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 pollution.
11. Health and wellbeing	**+/-/?**	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.
12. Safety	**+/?**	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.

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.
Mitigation and Enhancement Measures	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.	
Summary	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
1. Nature	**+/-/?**	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. 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.
2. Water environment	**+/-/?**	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

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.
3. Flooding	**+/-/?**	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.
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 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. 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. 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. Air quality	**+/-/?**	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. 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 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.
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 improve health and well-being with a minor positive effect.

SEA Objective	Residual Significance	Description of potential effects
12. Safety	**+/?**	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.
13. Sustainable and reliable transport modes	**++/?**	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.
Mitigation and Enhancement Measures	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.	
Summary	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 he 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.
12. Safety	**++/?**	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.
13. Sustainable and reliable transport modes	**+/?**	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.
Mitigation and Enhancement Measures	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
Summary		The assessment found that the asset management ad 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.

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Local Transport Plan 4

Strategic Environmental Assessment
Scoping Report

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Contents

1 Introduction

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

SEA is used to describe the application of environmental assessment to plans and programmes in accordance with European Council Directive 2001/42/EC1 1 EC (2001) Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the Environment. The SEA Directive is enacted in England through the "Environmental Assessment of Plans and Programmes Regulations" (SI 2004/1633, known as the SEA Regulations) UK Government (2004) SI 2004 No. 1633, The Environmental Assessment of Plans and Programmes Regulations 2004. These regulations will be adhered to until they are superseded by new legislation emerging from the United Kingdom's departure from the EU.

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

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

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

This scoping report provides an opportunity for Statutory Consultees to:

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

2 Background of Transport Policy in Devon County Council

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

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

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

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

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

2.1 Vision

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

2.2 Objectives

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

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

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

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

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

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

3 The SEA Process

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

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

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

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

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

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

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

3.1 Methodology

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

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

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

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

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

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

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

Table 1: LTP Development Process alongside SA / SEA Stages

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

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

4 Stage A1: Other Relevant Policies, Plans and Programmes

4.1 The SEA Directive requires the provision of:

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

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

4.2 Methodology

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

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

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

4.3 Policies, Plans and Priorities

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

Table 2: International Level Policies, Plans and Programmes

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

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

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

Table 3: National level policies, plans and programmes.

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

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

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

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

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

Table 4: Regional level policies, plans and programmes.

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

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

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

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

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

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

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

5 Stage A2: Baseline Information

5.1 The SEA directive requires the provision of information on:

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

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

5.2 Methodology

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

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

5.3 Devon's Baseline Information

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

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

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

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

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

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

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

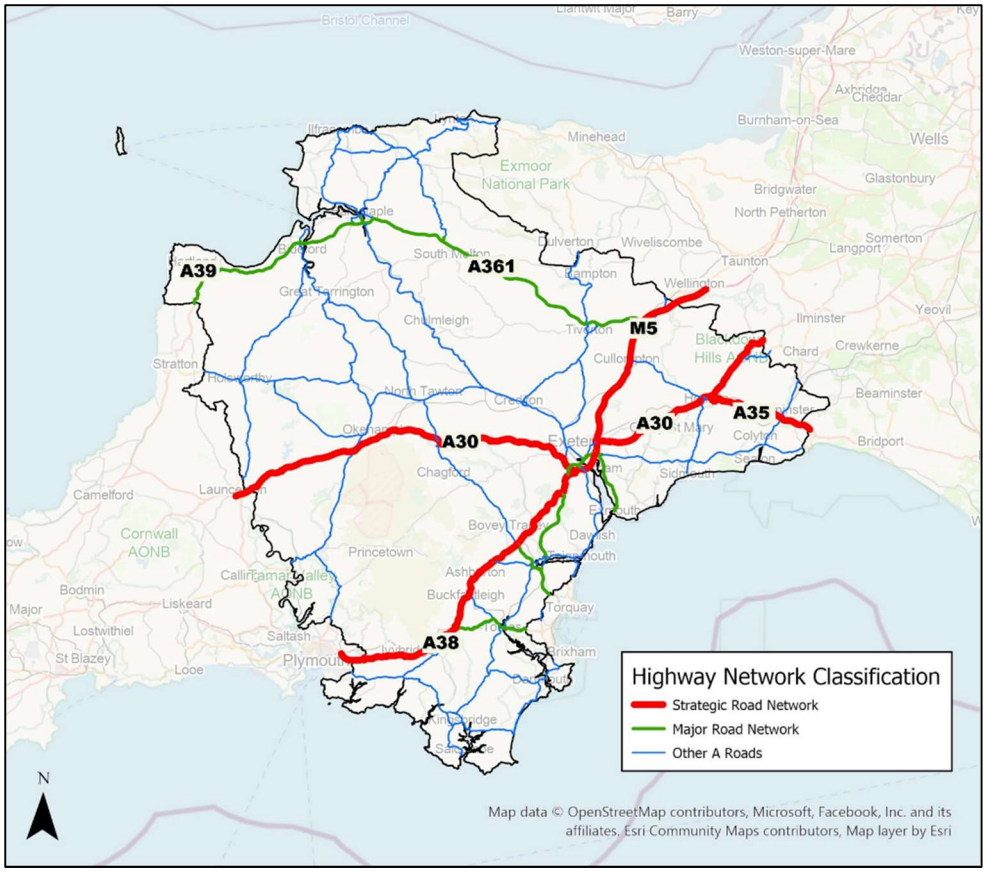


Figure 1: Devon's strategic road network

[1] Road length statistics (RDL) - GOV.UK (www.gov.uk)

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

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

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

5.4 Torbay's Baseline Information

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

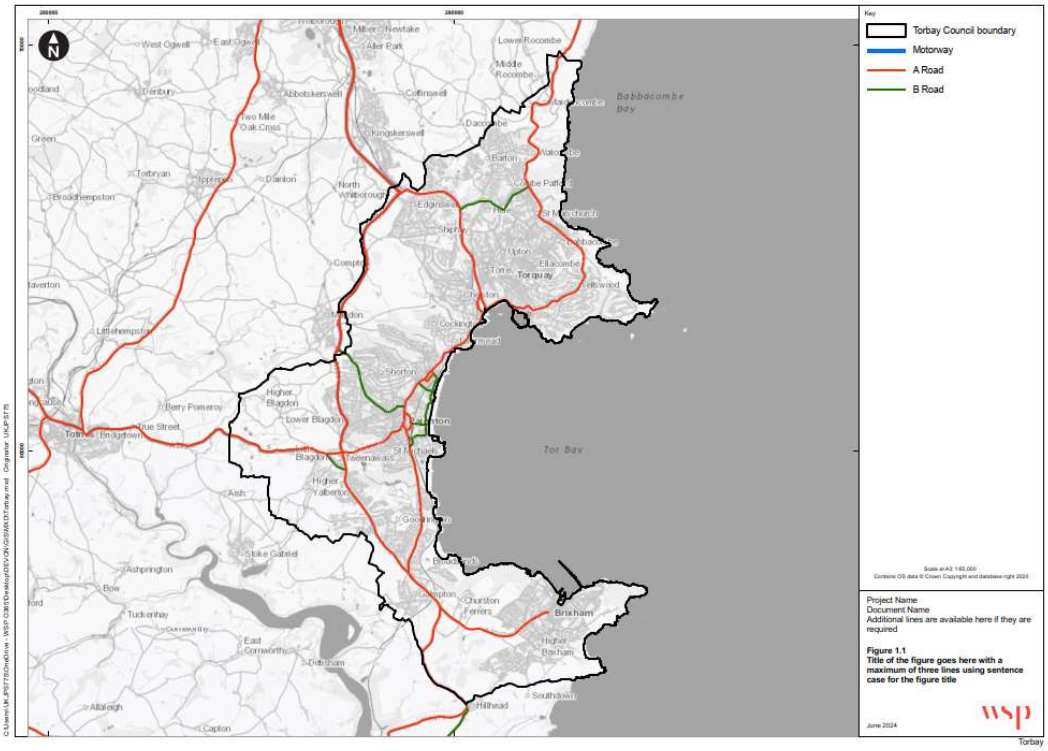
Torbay is within the ceremonial county of Devon but as an independent unitary authority, it is separate from the Devon County Council administration. However, unlike Plymouth, will be addressed in LTP 4.

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

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

[2] Estimates of station usage | ORR Data Portal
[3] Transport websites - Devon County Council BSIP2 - November 2022.pdf - All Documents (sharepoint.com)
[4] Transport and roads Archives - Have Your Say (devon.gov.uk)

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



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

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

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

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

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

[5] Road length statistics (RDL) - GOV.UK (www.gov.uk)
[6] Estimates of station usage | ORR Data Portal
[7] torbay-bus-service-improvement-plan-october-2021.pdf
[8] torbay-local-cycling-and-walking-infrastructure-plan-adopted.pdf

6 Stage A3: Identify Sustainability Issues and Problems

6.1 The SEA directive requires provision of information on:

> *"any existing problems which are relevant to the plan or programme including, in particular, those relating to any areas of a particular environmental importance such as areas designated pursuant to Directives 79/409/EEC* and 92/43/ECC." (Annex 1(d))*
>
> *"the likely significant effects on the environment, including on issues such as biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage including architectural and archaeological heritage, landscape and the interrelationship between the above factors".* (Annex 1(f))

6.2 Methodology

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

6.3 Environmental

Climatic Factors

6.3.1.1 The UK is likely to see more extreme weather events, including hotter and drier summers, flooding and rising sea-levels. In Devon, the average summer temperature could increase by over 5°C and relative sea level could rise by more than 43cm by the end of the 21st century (Devon Carbon Plan, 2022). Climate change needs to be considered in terms of how the impact will be mitigated and how infrastructure will be adapted to reduce the impacts.

6.3.1.2 Transport produced 27% of the UK's total emissions in 2019 – of this, the majority (91%) came from road traffic (Devon Carbon Plan, 2022[9]). The biggest contributors to this were cars and taxis, which made up to 61% of emissions from road transport, followed by heavy goods vehicles (18%) and vans (17%). Bearing this in mind, the LTP has a major role to play in helping to develop attractive low carbon transport options to encourage residents of Devon and Torbay, as well as businesses, to make sustainable travel choices.

6.3.1.3 The impacts of climate changes may also be felt on local transport networks. Increased incidences of flooding - due to sea level rise, intense rainfall and land erosion - may cause damage to roads and rail networks, as has historically been seen along the Dawlish Line. Increasing temperature of summer heatwaves may cause damage the surfacing of local roads (as they are typically built to a lesser standard than more strategic routes) and buckling of railway lines, resulting in disruption to services.

[9] Devon Carbon Plan – Quick Reads – Devon Climate Emergency

6.3.1.4 As transport corridors are typically linear, ensuring the connectivity of ecosystems is both an issue and an opportunity for the LTP4. There is scope to focus on redevelopment of existing infrastructure rather than build new, to focus development away from areas of high biodiversity and ecosystem service provision.

6.3.1.5 Carbon emissions from road transport are likely to be significantly impacted by the adoption of the net zero target by 2050. As the UK looks to move towards this, the government's Road to Zero transport strategy (HM Government, July 2018) includes the ambition that by 2050 almost every car and van will be zero emission. The Committee on Climate Change (CCC)'s Net Zero Technical Report (May 2019) notes that in order to achieve the net zero target, sales of non-zero emission cars, vans and motorcycles are likely to need to end by 2035. The government's Clear Air Strategy (2019) further examines how air pollution by pollutants other than greenhouse gases, such as nitrogen oxides and particular matter, can be reduced.

6.3.1.6 Transport is identified as a key theme in helping to meet the 2050 Net Zero target. Road traffic is widely recognised as a major source of carbon emissions and other pollutants. This is to be achieved by reducing reliance on private cars, increasing active travel, developing and maintaining resilient highway infrastructure and understanding the potential of ultra-low emission vehicles.

6.3.1.7 The Devon Carbon Plan states that 7% of energy used in Devon comes from renewable energy generated within the area, with a goal for this to reach 80% by 2030 and 100% by 2050. In Torbay, there is little renewable infrastructure with only 1.6% of its energy coming from renewables in 2020, according to the Net Zero Torbay report. As part of this, LTP4 will include policies and strategies to promote the use of zero emission vehicles, including developing appropriate charging infrastructure. These will complement other policies and objectives to encourage and increase sustainable and active travel.

Biodiversity and Geodiversity

6.3.1.8 Devon has 15 Marine Conservation Zones (MCZs), 2 Special Protected Areas (SPAs), 7 Special Areas of Conservations (SACs), 294 Sites of Special Scientific Interest (SSSI) and approximately 2,200 County Wildlife sites (Devon Local Nature Partnership, 2023[10]).

6.3.1.9 Of these, Torbay includes one MCZ, one SAC, 12 SSSI's, and over 80 County Wildlife sites (Torbay Local Plan[11]). Habitats such as these are at risk of being lost, damaged, or fragmented by developing, including transport infrastructure.

6.3.1.10 Species, including Species of Principal Importance and protected species, may also be affected by construction and operation of new infrastructure, both directly and indirectly.

[10] **Marine conservation and protected areas - Devon Local Nature Partnership (devonlnp.org.uk)**
[11] **2012to2030torbaylocalplanweb18may16.pdf**

6.3.1.11 The LTP4 presents opportunities to be strategic in the enhancement of biodiversity at the landscape scale across the corridors (and, once the interventions are defined, also in relation to any necessary offsets beyond the boundary of specific developments). Existing Biodiversity Opportunity Areas (Natural England) can be combined with priorities for wider ecosystem service benefits to deliver landscape wide environment gain for biodiversity and people.

6.3.1.12 Biodiversity Net Gain (BNG) is the end result of a process applied to development so that overall, there is a positive outcome for biodiversity. The Environment Act 2021 places a mandatory requirement for development and projects to ensure that there is at least a 10% net gain for biodiversity in development. This will ensure that the delivery of infrastructure (including that related to transport) and housing is not at the expense of biodiversity.

6.3.1.13 There is a need for transport to play its part in protecting and enhancing biodiversity. As transport corridors are typically linear, ensuring connectivity of species and habitats can be both an issue and an opportunity for the LTP. There is scope to focus on redevelopment of existing infrastructure rather than build new, to focus development away from areas of high biodiversity and ecosystem service provision.

Landscape and Townscape

6.3.1.14 Devon's population is split between rural and urban areas, with 48% living in urban areas and 52% living in rural areas (2021 Census). Devon has 5 Areas of Outstanding Natural Beauty (AONB), 4 of which include stretches of coastline. One of these, South Devon, is also within Torbay. and 2 National Parks. This means that any transport infrastructure projects or development needs to consider the high priority that needs to be given to conserving the land, specific character and setting in AONB and National Park areas.

6.3.1.15 Transport Infrastructure has the potential to adversely affect local character and distinctiveness, such as through the choice of alignments, surfacing, signing and lighting requirements. The LTP can have a role to play in helping design improvements that enhance, or at least do not degrade, seascape, landscape, and townscape settings.

6.3.1.16 Green Infrastructure describes the multifunctional network of green spaces, landscapes and natural elements between, and within, towns and villages. This includes elements such as trees, woodlands, forest, fields and parks. By connecting the centres of settlements into the surrounding landscape, green infrastructure can facilitate prosperous, active, healthy and happy communities, which contributes to wider DCC and Torbay Council priorities relating to improving health and wellbeing. The Green Infrastructure network may be reduced or damaged due to new transport infrastructure.

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

Soils

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

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

Cultural Heritage (including architectural and archaeological heritage)

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

6.3.1.21 In Torbay there are 864 listed buildings, 13 scheduled monuments, and 6 parks and gardens (Historic England, 2023[13]).

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

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

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

[12] Search the List: Map Search | Historic England
[13] Search the List: Map Search | Historic England
[14] Heritage at Risk 2017 Registers | Historic England
[15] Heritage at Risk 2017 Registers | Historic England

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

Air

6.3.1.26 Road traffic has been identified as a source of air pollution in areas nationwide. As well as carbon emissions, road vehicles emit a wide range of pollutants, including nitrogen oxides (NOx) and particulate matters (PM). Nitrogen dioxide (NO2) is of principle concern as there are widespread incidences of exceedances throughout the country.

6.3.1.27 Air pollution results in damage to the natural environment. For example, NO2 contributes to acidification of soils which can lead to loss of plant diversity. NO2 adds excessive nutrients to water courses that can cause algal blooms, which in turn can cause fish mortality and loss of plan and animal diversity. Any proposed plans or projects that may affect a protected European nature conservation site are assessed under the Habitats Regulations to consider their potential impacts, including air quality, and if those impacts will adversely affect the ecological integrity of the protected site. Trees and vegetation absorb carbon dioxide (the main greenhouse gas) and filter, absorb and reduce pollutant gases including ozone, sulphur dioxide, carbon monoxide and NO2 as well as producing oxygen.

6.3.1.28 Nitrogen oxides are key gases that contribute to overall air pollution. In the UK, levels have been steadily decreasing since 1992. However, Defra have concluded that while long-running urban background sites show a general decrease in NO2 concentration as might be expected from the national emissions estimates, the same is not consistently true of urban traffic sites. It is likely that the trend in ambient NO2 concentration at each individual site depends, at least in part, on the quantity and type of traffic on the adjacent roads.

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

6.3.1.30 There are 6 areas in Devon acknowledged to have poor air quality (UK Air, 2020[16]). These are to the North and West of the County and in areas of dense population and can be attributed to the major road network. There are no Air Quality Management Areas within Torbay. The LTP is a critical document in helping to deliver the necessary mechanisms to improve air quality.

6.3.1.31 Being situated in close proximity to a strategic road network is ideal for businesses and other services. This presents a challenge in managing vehicle movements on nearby local road networks, particularly increased movements of heavy goods vehicles.

6.3.1.32 Although changes in technology mean that vehicles are producing less emissions, the number of vehicles is expected to increase, which has the potential to affect air quality and a consequence, human health, natural capital and ecological sites. Therefore, the LTP4 has a role in developing policies and strategies that promote sustainable and active travel opportunities for all to use.

Water (including flooding, water, and water resources)

6.3.1.33 Over the last 30 years, water quality changes have been positive after previous periods of poor unregulated environmentally degrading industrial practices. England has the cleanest bathing waters since records began, serious pollution incidents are steadily declining and rivers that were biologically dead are reviving.

6.3.1.34 Poor water quality is typically due to a combination of agricultural runoff, untreated drainage from built-up areas and roads, and discharge from wastewater treatment works. It can affect people's health, and that of plants and animals.

6.3.1.35 Urban areas and the transport network are a source of environmental contaminants, which include hydrocarbons, metals, plastics, nutrients (such as phosphate), ammonia, pathogens, sediment and solid pollutants. Such contaminants entering surface water bodies and groundwater may have an adverse impact on water quality and ecology. As well as these pollutants the physical alteration and intersection of water bodies may result in adverse effects. Pollution arising from run-off from roads and pavements needs to be considered.

6.3.1.36 There is a need to reduce the amount of major and significant pollution incidents which have affected the quality of Devon's water resources, including as a result of run-off from transport networks. These can have significant implications for local communities as well as flora and fauna in Devon.

6.3.1.37 Consideration of water also need to take into account that Devon is the only County with two separate coastlines, with Torbay situated on the south coast. Therefore, flooding due to rising sea levels or soil erosion needs to be mitigated and adapted against.

[16] AQMAs interactive map (defra.gov.uk)

Noise and Light Pollution

6.3.1.38 The WHO Environmental Noise Guidelines for the European Region (2018) states that “Noise is an underestimated threat that can cause a number of short- and long- term health problems, such as sleep disturbance, cardiovascular effects, poorer work and school performance, hearing impairment, etc”.

6.3.1.39 Defra’s report ‘Environmental Noise: Valuing impacts on: sleep disturbance, annoyance, hypertension, productivity and quiet’ estimates the annual productivity loss to England from road traffic noise per annum (based on 2014 data) to be between £2bn and £6bn.

6.3.1.40 In Devon, noise pollution may impact the health and wellbeing of people who live in close proximity to the Strategic Road Network (M5, A30, A38) or key local routes due to current levels of traffic. Though there is no strategic road network within Torbay, residents near to arterial roads such as the A379, A3022, A380, and A385 may see impacts from living in close proximity to key traffic routes.

6.3.1.41 There may also be an issue for residents of Devon and Torbay living near to railway lines and sites where industrial activities are undertaken. The natural environment, particularly tranquil areas, may experience an increase in transport-related noise pollution in proximity to transport corridors.

6.3.1.42 Light pollution can have harmful effects upon all areas, particularly in the more rural areas of Devon and Torbay where artificial lighting has traditionally been limited. The illumination of the sky within more urbanised areas of Devon and Torbay may present a problem for residents.

6.4 Social

Human Health

6.4.1.1 Although 81% of Devon’s population, and 76% of Torbay’s, reported being in ‘Good or Very Good Health’ in the 2021 Census, there are negative perceptions by members of the public about noise and air pollution and the potential health impacts associated with road vehicle traffic on congested routes.

6.4.1.2 Obesity is seen as an increasing issue by health professionals, and one that will contribute to significant health impacts on individuals, including increasing the risk of a range of diseases, including heart disease, diabetes, and some forms of cancer. The LTP4 and its supporting strategies will play a key role in encouraging active travel (e.g. walking and cycling) as well as accessibility to sports and recreation facilities. Continued traffic growth without adequate provision of pedestrians and cycle facilities is unsustainable.

6.4.1.3 Active travel can have a role in reducing obesity and improving health and well-being. The LTP4 can play a role in developing networks that encourage greater use of walking and cycling, particularly in urban areas. Further opportunities exist to promote leisure activity levels to the network of quiet routes and footpaths in the rural areas.

6.4.1.4 Human health and quality of life can also be improved by taking a natural capital approach to the LTP4. For example, improving the quality of habitats (including tree planting, sowing wildflower mix rather the amenity grassland to improve biodiversity) alongside walking and cycling routes can help encourage more active lifestyles with benefits for people's physical and mental health and wellbeing. Views of vegetation from other modes of transport (e.g. along roads and railways) can also enhance mental wellbeing, for example by reducing stress levels.

General Social Considerations

6.4.1.5 Devon is not a deprived county when compared to England as a whole, but three electoral wards are in the most deprived 10% of all areas in England, and another 18 wards are in the 20% most deprived. Around 4% of Devon's population lives in these areas (Devon County Council, 2021[17]). This may be in part due to lack of access to healthcare, jobs and other essential services. The LTP4 has a role to play in developing strategies to address where inequalities in access to healthcare, jobs and other services associated with transport provision.

6.4.1.6 Torbay has the highest levels of deprivation in the south west and in 2018 was the 38th most deprived in England, out of 151 upper-tier local authorities. Of its 89 LSOA's, 24 were in the 20% most deprived LSOA's in England in 2019, representing 27% of Torbay's population. 13 of these LSOA's were in the 10% most deprived in England. This could be due to a low wage and low skill economy, that is over reliant on seasonal tourism (Joint Strategic Needs Assessment for Torbay, 2020[18]).

6.4.1.7 Although the level of crime is of importance to the residents of Devon, it is antisocial behaviour that is of more concern as this has a direct effect on the quality of life and general appearance of the area. Fear of crime, such as thefts of bicycles or travelling along in later evenings, can influence people's choice of travel. The LTP has a role in guiding the development of transport networks that are safe for all who wish to travel and working with other transport networks to reduce the threat of crime at interchange points, such as railway stations.

6.4.1.8 Statistically, Torquay, in Torbay, is the most dangerous medium-sized town in Devon. Crime is a continuing worry for the residents of Torbay, and reducing levels of crime, opportunities for crime, and fear of crime, is an aim of the Council's Local Plan.

[17] Tackling poverty and inequality - Strategic Plan (devon.gov.uk)
[18] Joint Strategic Needs Assessment for Torbay 2020 - 2021 (torbay.gov.uk)

6.5 Economic / Material Assets

Transport

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

6.5.1.2 The LTP will also need to consider the impact of freight movements and to look at ways to encourage more sustainable distribution and to minimise the impact of freight on local communities.

Minerals

6.5.1.3 The nature of diversity of Devon's geology has resulted in the development of a wide range of quarries and mines. There are more than 50 quarries that are either currently operational or have some likelihood of further working, together with a similar number that have planning permission for mineral working but are unlikely to re-open. Parts of Devon also have a legacy of extensive working of metalliferous minerals, as illustrated through the inclusion of the Tamar Valley within the mining landscape World Heritage Site.

6.5.1.4 Torbay forms part of the Jurassic Coast and contains internationally recognised geological features. It is part of the Global Geopark Network, with the whole of Torbay designated as a Geopark by UNESCO. The Geopark covers 62.4km^2 of land and 41.5km^2 of Torbay's marine area, and is one of two 'urban' geoparks in the UK (The Geology of Torbay, undated[19]).

6.5.1.5 Memoranda of understanding exist between Devon County Council and Torbay Council regarding mineral matters, with Torbay being grouped with Devon. The Torbay Local Plain aims to minimise use of finite resources.

6.5.1.6 The sustainability issues in relation to LTP is that firstly, the transport of minerals around the district is expected to remain largely reliant on the road network.

[19] The Geology of Torbay | Torquay

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

Waste

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

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

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

General Economic Considerations

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

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

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

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

Housing Developments and External Pressures

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

Cross-Boundary Issues

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

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

7 Stage A4: The SA Framework

7.1 Methodology

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

7.2 Proposed Sustainability Objectives

Table 7: Devon Local Transport Plan 4: Sustainability Objectives

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

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

7.3 Local Transport 4 Vision and Objectives

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

Vision

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

Proposed Objectives.

Table 8 LTP4 Vision Theme Objectives

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

7.4 Compatibility of Sustainability Objectives

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

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

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

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

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

Key for figures 2 & 3

	Compatible
	Incompatible
	Neutral
	Uncertain

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

Figure 2: Compatibility of Sustainable Objectives with one another

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

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

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

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

8 Stage A5: Consultation

8.1 Methodology

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

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

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

This scoping report provides an opportunity for Statutory Consultees to:

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

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

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

9 The Next Stages of the SA

9.1 When Stage A5, consultation on the Scoping Report, has been completed the development of the SA will move on to Stage B, developing and refining options and assessing effects, with Stages C, D and E to follow.

9.2 The SA process is an iterative process that will be undertaken alongside the production of the LTP4 in an informative capacity. The SR and the draft SEA will also be made available to stakeholders during the LP4 consultation for comment. The final SEA will subsequently be presented with the post-consultation version of the LTP4 at both the Cabinet and Full Council for formal adoption. This approach will provide the relevant authorities, and the public, early and effective opportunity to express their opinions on the Environmental Report as per Article 6(2).

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TORBAY COUNCIL

Meeting: Overview and Scrutiny Board **Date:** 14 November 2024

Wards affected: All Wards

Report Title: Multiple Complex Needs (MCN) Alliance Review

When does the decision need to be implemented? n/a

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1. Purpose of Report

1.1 The Multiple Complex Needs Alliance (MCNA) was commissioned under an Alliance Agreement to better respond to and meet the needs of those who experience homelessness, drug & alcohol problem, and domestic violence or abuse. Following a mobilisation year, the Alliance went live on 21 June 2022.

1.2 The Alliance is now known as 'Growth in Action' (GiA) and comprises Substance misuse treatment services (Torbay Recovery Initiatives); Homeless Hostel (Torbay Council); and Domestic Violence and Abuse Support Service (Sanctuary).

1.3 An Alliance is where a group of providers have a contract with one or more commissioning organisations, where risk and responsibility for delivery of the contract is shared between all parties. Critically, the overall budget is held at the Alliance level rather than with individual services. The result being that the Alliance itself assumes responsibilities such as budgetary decisions and detailed performance oversight due to commissioners and providers sitting as equal partners within the Alliance and decisions being made on a democratic basis.

1.4 The purpose of commissioning in this way was to improve delivery for people and empower a more flexible response through involving people with lived experience and developing support collaboratively between MCNA services and those who use them.

1.5 To date, there has been evidence of improvement in experience and outcomes, as well as evolution in how the Alliance works collaboratively. However, progress against some of the transformative aspects of the Alliance Agreement have been sub-optimal for this point in the contract term.

1.6 To facilitate further focus on the transformational expectations of the Alliance Agreement, whilst retaining the ethos of the approach members of Torbay Council's MCN Alliance Oversight Board will be attending some Alliance Leadership Team meetings on a support and challenge basis.

2. Reason for Proposal and its benefits

2.1 The proposals in this report help us to deliver our vision of a healthy, happy and prosperous Torbay by delivering a service that is seeking to bring about real sustainable change with many of those who experience greatest need and complexity in Torbay. Central to this is empowering those with lived experience of the issues as well as services by putting them at the heart of shaping the support offer to best meet their needs and aspirations through a coproduction approach.

2.2 The reasons for the proposal and need for the decision are that this initiative is a significant provision for delivering against the community and corporate plan and as such Overview & Scrutiny have sought an ongoing understanding of progress. Whilst there is evidence of benefit from the MCNA being realised, the timeliness and scale (particularly against the transformational ambition of the Alliance Agreement) is not wholly where it should ideally be.

3. Recommendation(s) / Proposed Decision

3.1 That the improvements made in the performance and quality of support as well as the positive changes made through the Multiple Complex Needs (MCN) Alliance be acknowledged.

3.2 That the attendance of members of the MCN Alliance Oversight Board to offer support and challenge to the Alliance Leadership Team be endorsed.

3.3 That the Overview and Scrutiny Board seeks assurance over the coming 12-months that the transformational opportunities afforded by the Alliance approach are observable and progressing towards realisation and a report be brought to the Board in November 2025.

3.4 That the Board acknowledge and highlight the lack of suitable, affordable move on accommodation is compromising the functioning and outcomes of the Alliance. This is adversely impacting on those vulnerable residents being supported but unable to move on with their lives. Consideration of funding and access to accommodation to meet the needs these residents is urgently required to address the impacts being faced.

3.5 That the Board acknowledge and highlight risk to delivery and outcomes gained from central government grants for drug and alcohol treatment and domestic violence and abuse support due to these coming to an end on 31 March 2025. This external grant funding has significantly benefited the available support, experience and outcomes for vulnerable Torbay residents and consideration needs to be given to this risk, impact and therefore budget considerations in 2025/26 if central government does not reinstate or mainstream this funding. For domestic abuse specifically, there remains a statutory duty to provide support in designated safe accommodation.

Background Documents

Transformational requirements of the Alliance Agreement Specification (highlighted)

Supporting Information

1. Introduction

1.1 The commissioning of the MCNA was informed by an independent business case that concluded while there was limited evidence in the public sector of the benefit of an alliance approach the learning from the private sector was sufficient to indicate such an approach may realise benefits. Against a context whereby Council budgets are constricting there was recognition that continuing with a traditional 'silo' contracting approach where individual services are procured in isolation, it would be increasingly challenging to maintain performance and quality. An Alliance approach would be more likely to as a minimum maintain delivery at the requisite level.

Performance

1.2 Against this contractual benchmark of maintaining performance, performance across many metrics has improved, some markedly. Key examples are:

- Throughout 23/24 the average length of stay at the hostel has reduced dramatically from over 500 days to now just over 200.
- The Hostel's longest standing resident at 872 days successfully moved onto a social housing tenancy of their own during 2024.
- There has been an increase in safe accommodation available through the Torbay Domestic Abuse Service.
- The number of people accessing drug and alcohol treatment has increased, with improving numbers of people successfully completing treatment.

- There has been a significant increase in the number of people released from prison who successfully engage with drug and alcohol treatment.

- The number of people in treatment who have been referred by criminal justice partners as a proportion of the treatment population has increased quarter on quarter.

1.3 The main challenge facing the MCNA has been around access to affordable 'move on' accommodation, which is affecting throughput. This relates to the homeless hostel, the community and residential rehabilitation services as well as those in safe accommodation with the Domestic Abuse Service. Addressing this sits outside the control of the Alliance itself.

1.4 A further challenge has been the resource required of all MCNA partners in developing the Alliance operationally in bringing three separate provisions together to not only create an integrated approach but to deliver the collective transformation required of the Alliance Agreement. The structural, process and cultural demands have been, and continue to be significant.

Transformational Improvements

1.5 Against the transformational requirements of the Alliance Agreement, there have been notable improvement in collective ownership, with all services beginning to take collective responsibility as an Alliance and its outcomes. For example, an exercise has begun to understand where there may be duplication in staffing that can be consolidated for benefit across the MCNA and identifying those roles and functions currently funded through grant funding that could be mainstreamed within the existing budget.

1.6 Similarly, there has been progress in creating a coproductive model for involving people with lived experience who use services and staff to develop and improve services. Further work is needed in broadening representation from across the Alliance and making best use of this resource in understanding and developing the Alliance offer.

1.7 Additionally, there has been significant development in making sure that all services across the MCNA are trauma informed.

Transformational Issues

1.8 The areas for MCNA development that require greatest attention are:

- The primacy of relationships for people who use services, to avoid unnecessary handovers, so that people keep the trusted relationships with professionals that is known to matter most.

- The development of a sustainable and resourced learning model. This is to allow the Alliance to gain an understanding of people's experience of the support offer and using this to change and develop the offer in a continuous way to improve the experience and outcomes for people.

- The creation of an optimal coproduction model. There is recognition of the transformational opportunities of involving people with lived experience in understanding how services, work can be improved and shaped, but this can mean it takes longer to progress key activities, to ensure that those who use services are heard and acted upon. Getting the balance between benefit of coproduction as an approach; developing optimal methods for meaningfully involving those who use services; representation of service users; pace of change; and understanding impact need further work.

- Development of an Alliance-wide workforce rather than a service-specific one.

1.9 To date, a long-term strategic plan that provides a road map for achieving the aspirations stated in the Alliance Agreement has not been shared with the Oversight Board. This limits the confidence and assurance required by the Council as to how the MCNA will grow and evolve to meet the commissioned expectations over the duration of the contract.

2. Options under consideration.

2.1 Not applicable as this is a commissioned and established provision.

3. Financial Opportunities and Implications

3.1 Under the Alliance Agreement, all parties focus on people rather than organisational needs. Central to this is the enabling flexibility around resources, which include finances. It is in the gift of the MCNA to reallocate finances within the overarching financial envelope. There is representation in the Alliance of Torbay Council Officers with commissioning responsibilities.

3.2 For this financial year the MCNA has had additional central government grant funding for substance misuse treatment and domestic violence and abuse support. These grants come to an end on 31 March 2025.

3.3 Assurance that no stranded costs remain post-grant will be taking place from April 2025 onwards.

4. Legal Implications

4.1 There are no legal implications for this report.

5. Engagement and Consultation

5.1 Coproduction is a central component of the MCNA. This is well embedded in the culture and practice of the MCNA but requires further iteration to be fully representative and impactful.

5.2 Further engagement with MCNA stakeholders by the Alliance is required to ensure that its development is consistent with the needs and practices of its partners.

6. Procurement Implications

6.1 There are no direct or immediate procurement implications because of this report.

6.2 Social value has been incorporated into the Alliance Agreement bidding and award process.

7. Protecting our naturally inspiring Bay and tackling Climate Change

7.1 There are no direct environmental or climate change impacts as a result of this report.

8. Associated Risks

8.1 Additional capacity funded through central grants for substance misuse and domestic violence come to an end on 31 March 2025. There has been no formal notification from central government whether there will be an extension or mainstreaming of these grants. The planning assumption, therefore, is that there will be no further funding available for April 2025. Notification of the cessation of grant funding has been given and exit planning is commencing.

8.2 This additional funding has been used to achieve some significant improvements in delivery and associated outcomes achieved by the Alliance. While work is currently being undertaken by the Alliance to explore whether grant funded functions can be sustainably delivered within the financial envelope of the Alliance it is not known at this time how successful this will be.

8.3 There is a significant risk that additionality benefits derived from central grants will not be maintained in their entirety.

8.4 For domestic abuse provision, irrespective of any reduction in grant funding and mitigation of impacts, there remains a statutory duty to provide support in designated safe accommodation.

8.4 The greatest impact will be on those in receipt of treatment and recovery support for drug and alcohol dependence, with specific reference to those entering treatment through the criminal justice system and those who experience domestic violence and abuse.

9. Equality Impact Assessment

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Age	18 per cent of Torbay residents are under 18 years old. 55 per cent of Torbay residents are aged between 18 to 64 years old. 27 per cent of Torbay residents are aged 65 and older.	The MCNA's delivery benefits directly some of the most vulnerable populations in Torbay. Family need is identified and responded to, not only adults.	n/a	n/a
Carers	At the time of the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of these provided 50 hours or more of care.	Recovery is integral to reducing the demands on cares significant others. Additionally supporting family members is integral to the service model.	n/a	n/a
Disability	In the 2021 Census, 23.8% of Torbay residents answered that their day-to-day activities were limited a little or a lot by a physical or mental health condition or illness.	All MCNA support of inclusive, with many accessing support having physical and/or mental health difficulties. The service is open to all.	n/a	n/a
Gender reassignment	In the 2021 Census, 0.4% of Torbay's community	The service is open and accessible to all.	n/a	n/a

	answered that their gender identity was not the same as their sex registered at birth. This proportion is similar to the Southwest and is lower than England.			
Marriage and civil partnership	Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership.	The service is open and accessible to all.	n/a	n/a
Pregnancy and maternity	Over the period 2010 to 2021, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 63.7 per 1,000) than England (60.2) and the South West (58.4). There has been a notable fall in the numbers of live births since the middle of the last decade across all geographical areas.	The service is open and accessible to all.	n/a	n/a
Race	In the 2021 Census, 96.1% of Torbay residents described their ethnicity as white. This is a higher proportion than the South West and England. Black, Asian and minority ethnic individuals are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England.	The service is open and accessible to all.	n/a	n/a

Religion and belief	64.8% of Torbay residents who stated that they have a religion in the 2021 census.	The service is open and accessible to all.	n/a	n/a
Sex	51.3% of Torbay's population are female and 48.7% are male	The service is open and accessible to all.	n/a	n/a
Sexual orientation	In the 2021 Census, 3.4% of those in Torbay aged over 16 identified their sexuality as either Lesbian, Gay, Bisexual or, used another term to describe their sexual orientation.	The service is open and accessible to all.	n/a	n/a
Armed Forces Community	In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay, 5.9 per cent of the population have previously served in the UK armed forces.	The service is open and accessible to all.	n/a	n/a
Additional considerations				
Socio-economic impacts (Including impacts on child poverty and deprivation)		The service is open and accessible to all. There is a focus on more deprived populations and recovery mitigates child poverty	n/a	n/a
Public Health impacts (Including impacts on the general health of		The service is a public health provision.	n/a	n/a

the population of Torbay)				
Human Rights impacts		Human rights are respected and promoted by the MCNA.	n/a	n/a
Child Friendly	Torbay Council is a Child Friendly Council and all staff and Councillors are Corporate Parents and have a responsibility towards cared for and care experienced children and young people.	The MCNA supports and protects some of the most vulnerable children and young people in Torbay directly or indirectly.	n/a	n/a

10. Cumulative Council Impact

10.1 The MCNA improves lives and outcomes for vulnerable communities in Torbay. This has current and future benefits for adult social care, children's social care, community and environmental services as well as reducing financial demands on the council.

11. Cumulative Community Impacts

11.1 The cumulative benefit is derived by the service model that recognises service delivery being built around the person in an integrated way.

11.2 Additionally, there is cumulative benefit at community, family and individual levels by addressing the underlying causes to trauma, distress to self and others.

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Alliance Agreement for Support Services for Drug and Alcohol Treatment, Domestic Abuse and the Homeless Hostel

Collective ownership	• all parties will be working to the same outcomes and success measures • design of services to meet those success measures becomes the responsibility of all Alliance Participants • ALT has responsibility for ensuring effective service delivery and achievement of outcomes • design of a seamless service offer • look at how the lots can be delivered together more effectively • collectively deliver better outcomes for the individual than single service offers • Design services that are 'seamless' and respond to the whole person rather than focusing on one single issue, • implementing a system that ensures the appropriate and proportionate checks and balances are in place to deliver all of the services within the scope of this specification	1.2.3 1.2.3 1.2.3 1.4.3 1.4.4 1.5.1 1.5.1 6.1.1
People and Relationship primacy	• focus on people rather than organisational needs • People First – We will put people before processes • Transfers of clients between staff in the Alliance are minimised (within and between services) – quant	1.5.1 2.5.1
Trauma informed		
Human Learning System	• Enable a learning culture where discussion is constantly focused on better ways of working that will improve the experience of those using services, new approaches are tested and rapidly evaluated, and challenge amongst partners is 'usual'; • Produce specific understandings about what has worked and not worked in the Alliance and why, and use this information to inform ongoing innovation and effective delivery of services to support people (Produce means information and learning (verbal and written) that can be shared with others. The production of such learning	1.5.1 6.1.1

	should happen on a minimum of a quarterly basis). • People who leave the service feel that their circumstances have improved through contact with the Alliance services – qual •	6.1.4
Coproduction	• Co-operation - We will work closely together towards shared outcomes and goals; • we will aim to provide equality of access to opportunities and resources for people who might otherwise be excluded or marginalised. • People feel their views and opinions are heard and influence Alliance service design and improvement – qual • Co-production of service design and delivery with people with lived experience is embedded throughout the Alliance– quant + qual	2.5.1 2.5.1 6.1.4 5.1.4
Workforce ambitions with core competencies across Alliance services	• All staff within the Alliance will have an appropriate level of knowledge and skill in relation to a broad range of issues but with specific reference to the impact of and support provided to people who experience homelessness, drug and alcohol misuse issues, domestic abuse and sexual violence, and trauma. • workforce plans that describe how specialist staff are trained and supported to make sure they are competent and supervised to deliver specialist interventions	8.2.2 8.2.10

Overall Scope and Nature of the Requirement		
P4	**1.2**	**What is Alliance Commissioning?**
P4	1.2.3	By commissioning multiple services within one Alliance Agreement, all parties will be working to the same outcomes and success measures. The design of services to meet those success measures becomes the responsibility of all Alliance Participants. Participants within the Alliance are therefore taking on many of the tasks and responsibilities that traditionally sit within the commissioning function.
P5	**1.3**	**What Makes an Alliance Commissioning Approach Different?**
P5	1.3.3	The Alliance Agreement will be managed by an Alliance Leadership Team that has responsibility for ensuring effective service delivery and achievement of outcomes.
P5	**1.4**	**Nature of the Requirement**

P5	1.4.3	An extended lead in time has been provided in the contract set up; this period will be used for successful Applicants to meet regularly, set up Alliance governance structures and begin the ongoing design of a seamless service offer across the 3 areas that the contract covers.
P5	1.4.4	successful Applicants will come together to look at how the lots can be delivered together more effectively, whilst maintaining the specialism of the single services where appropriate.
P6	**1.5**	**Alliance Purpose and Expectations**
P6	1.5.1	The purpose of the alliance approach is to: • Enable a process that makes best use of the expertise and shared experience of successful Applicants to design effective services that collectively deliver better outcomes for the individual than single service offers; • Design services that are 'seamless' and respond to the whole person rather than focusing on one single issue, without reducing the quality of service for those who people who approach the service with single issues; • Enable a learning culture where discussion is constantly focused on better ways of working that will improve the experience of those using services, new approaches are tested and rapidly evaluated, and challenge amongst partners is 'usual'; • Enable organisations to focus on people rather than organisational needs by providing longevity of contract and certainty, and removing the need for competition between Applicants; and • Enable flexibility around resources – this could include finances, staffing, buildings etc
Minimum Requirements		
P8	**2.5**	**Alliance Values and Behaviours**
P8	2.5.1	demonstrate the following values and styles of behaviour in all aspects of service delivery: • People First – We will put people before processes; working with each person to find the right solutions; • Trust – We will be open and honest in our relationships with each other and our networks; • Learning – We will learn with honesty and shared accountability; applying our learning to challenge, adapt and improve; • Ambition – We will be ambitious with people; always looking for opportunities that give people real options and choices to achieve the things they want; • Perseverance - We will continue to work with people to find a way, no matter how big the challenge or how small the resources; • Co-operation - We will work closely together towards shared outcomes and goals; • Respect - We will work with due regard for the feelings, wishes and rights of others; and • Inclusive - We will work to not exclude any parties; we will aim to provide equality of access to opportunities and resources for people who might otherwise be excluded or marginalised.

Outcomes, Agreement and Performance Reviews		
P31	**6.1**	**Alliance Leadership Team**
P31	6.1.1	It will be a function of the Alliance Leadership Team (ALT) to oversee the overall accountability and governance framework for the Alliance. It will be responsible for implementing a system that ensures the appropriate and proportionate checks and balances are in place to deliver all of the services within the scope of this specification
P31	6.1.2	We require the Alliance to: • Develop new measures and approaches to learning, understanding and communicating the emerging outcomes from its approach. • Produce specific understandings about what has worked and not worked in the Alliance and why, and use this information to inform ongoing innovation and effective delivery of services to support people (Produce means information and learning (verbal and written) that can be shared with others. The production of such learning should happen on a minimum of a quarterly basis). • Maintain a collective and evolving understanding of what really matters across the communities and networks, enabling interdependencies and system dynamics to be discussed and translated into shared action for improvement
P31	6.1.4	The Alliance will work towards the following outcomes and develop appropriate measuring and monitoring (to be agreed between Alliance Participants) itself against these: Alliance Outcomes Box: 1. People who leave the service feel that their circumstances have improved through contact with the Alliance services – qual 2. People feel they have improved emotional and physical health and wellbeing through contact with the Alliance services – qual 3. People using the service have a positive experience and feel they have received a coordinated response from the Alliance services – quant + qual 4. Transfers of clients between staff in the Alliance are minimised (within and between services) – quant 5. People feel their views and opinions are heard and influence Alliance service design and improvement – qual 6. Alliance Participants work together to ensure the outcomes for people using the service are tailored to their individual circumstances – quant + qual 7. There is improved connectivity between the Alliance, wider services and the community – quant + qual 8. Co-production of service design and delivery with people with lived experience is embedded throughout the Alliance– quant + qual
Staffing		
P35	**8.2**	**Staff Skills and Competencies**
P35	8.2.2	All staff within the Alliance will have an appropriate level of knowledge and skill in relation to a broad range of issues but with specific reference to the impact of and support provided to people who experience homelessness, drug and alcohol misuse issues, domestic abuse and sexual violence, and trauma.

P35	8.2.3	The Alliance will commit to developing (or providing staff access to) a core training programme which supports the implementation of psychologically informed practice
P36	8.2.10	The Alliance should have workforce plans that describe how specialist staff are trained and supported to make sure they are competent and supervised to deliver specialist interventions. Staff training programmes will include best practice in the delivery of services and ensure staff develop skills appropriate to the service being delivered

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