

Local Transport Plan 3

Devon and Torbay Strategy

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1. Devon and Torbay LTP3 Strategy

1.1. Setting the scene

- 1.1.1. For the people who live, work and visit Devon & Torbay the transport system plays an essential role in their lives. How we live and our quality of life is affected by transport in both positive and negative ways. When it works well, transport supports the economy, enhances our environment, contributes towards better communities and encourages healthier and active lifestyles.
- 1.1.2. The country is in a period of change as it tackles global economic challenges, pressures of a growing population and demands for new housing and employment whilst developing a low carbon lifestyle that reduce our consumption and uses alternative energy.
- 1.1.3. In order to meet these challenges the Devon and Torbay transport system will need to assist development and growth, support safe and sustainable travel. And in a period of austerity do this by making the best use of the existing transport network with engagement with stakeholders and the people of Devon and Torbay.
- 1.1.4. This fifteen year plan provides direction to key decision makers and stakeholders on the challenges facing Devon & Torbay and the aspirations of the authority, stakeholders, businesses and public.
- 1.1.5. The plan will also need to deliver sustainable transport investment that can meet the demands of an increase in population and associated housing and employment, without compromising the transport network.

1.2. Development of the plan

- 1.2.1. Devon County Council and Torbay Council are responsible for local transport within their areas. All local transport authorities in England outside of London have a statutory duty to produce a Local Transport Plan (LTP) under the Transport Act 2000, as amended by the Local Transport Act 2008ⁱ. The LTP guidance refers to five national goals which have informed the development of this Planⁱⁱ. We have also seen the transfer of responsibility from the NHS to local authorities of public health and health improvementⁱⁱⁱ. This strategy highlights the positive role sustainable travel has to play in delivering these health improvements.
- 1.2.2. The government's key transport priorities are:
 - Helping the economy grow
 - Tackling carbon emissions
 - Improve safety and Health
 - Enhance our quality of life
 - Provide equality of opportunity for all
- 1.2.3. More information on the data, consultation and policies that inform this plan can be found in the Evidence Report and Consultation Report^{iv}. In addition the plan has been appraised and found to be 'sound' by a Strategic Environmental Assessment (SEA), Health Impact Assessment (HIA) and Equalities Impact Needs Assessment (EINA)^v.

- 1.2.4. Local Transport Plans 1 & 2 covered two five year periods respectively finishing in 2011. This 3rd Local Transport Plan for Devon & Torbay, sets out the vision and priorities for transport for the next fifteen years covering the period 2011- 2026. The decision for Devon County Council and Torbay Council to produce a joint plan recognises the interdependence of Devon & Torbay and the importance of strategic links into and out of the area and to the rest of the U.K.
- 1.2.5. At the time of developing this LTP budgets are being reduced to reflect the recent Comprehensive Spending Review (CSR). All local authorities and partners will have to look to do more for less, and local communities, with assistance from public organisations, will need to do more to help themselves. This is an opportunity as well as a challenge and requires a new way of delivering transport with a greater emphasis on the role of stakeholders and the public in which transport solutions are delivered.
- 1.2.6. In developing this plan two distinct groups have been consulted. The first is key stakeholders who have a regular involvement in transport, either in its provision or representing specific groups of users including the business community. This includes organisations such as district councils whose actions have a major impact on transport and whose plans and visions rely heavily on it. The other group is the public either individually or at the very local level including parish and town councils. Consultation is a continual process and a large amount of information has been gathered and analysed over the period of LTP1 & 2 this has been used to inform this plan
- 1.2.7. Looking to the future the authorities will need to work closely with the emerging Local Enterprise Partnership (LEP). The business community, working in conjunction with public sector partners, is leading the initiative to work on the new Devon, Plymouth, Somerset and Torbay enterprise partnership. The new partnership benefits from a large functional economic area, giving critical mass and scale to the enterprise. It will also enable more effective relationships with neighbouring LEPs and adjacent areas including Dorset, Cornwall and the West of England. Whilst the LEP has a keen business focus, support from the public sector includes the two Universities and further education establishments.
- 1.2.8. The LEP is planning a prospectus for full consultation in early 2011. The prospectus will outline the strategic direction for the partnership and the key issues that the LEP will need to address. The main focus for the partnership will be to increase productivity and employment opportunities, including achieving high speed broadband across the area. The LEP intends to use existing delivery mechanisms, such as the Local Transport Plan, adding value where possible. Playing to the region's strengths, including renewable and mixed energy generation, it will seek to enhance economic growth and create resilience.

1.3. The story so far

- 1.3.1. LTP1 and 2^{vi} have guided transport improvements in Devon & Torbay. Over the past ten years the two authorities and partners have demonstrated flexibility and innovation to changes in the local and national agenda. The selection of achievements highlighted below shows the extent to which transport can work hand in hand with economic growth and significantly

influence the quality of lives of those living, working and visiting the area.

Bus patronage has increased against a falling national trend. In 2009 24 million passengers were carried on Devon and Torbay's buses.

Carsharedevon.com has attracted over 7,600 registrations - more Devon and Torbay residents are realising the benefits of sharing car journeys.

We have supported new development proposals and economic growth and **delivered value for money** in our transport investments;

- Barnstaple Western Bypass, delivered on budget and on time,
- Improved access to M5 for the East of Exeter through Cumberland Way and M5 junction 30
- Worked with the Highways Agency to deliver improvements at Whiddon Down (A30), and Haldon Hill, (A38)
- Kings Ash Hill & Tweenaways Cross, Paignton
- Preston traffic management and bus priority, Paignton.

A cycling culture in Exeter has been established - school pupils, commuters and people in their leisure time are experiencing the benefits of more activity through cycling on an increasing basis. There has been an increase of 40% in average daily cycle trips across the network and with 22% of secondary school children regularly cycle to school against a national average of 2%.

Designed the Access Wallet for all people with communications difficulties to enabled them to travel on the bus and train services **independently with confidence**

Public spaces are more attractive and vibrant including: Barnstaple Square & Strand, Exeter High Street, Torre in Torquay and the internationally award-winning retail scheme at Princesshay in Exeter.

1.7 million passengers per annum use the Park and Ride services in Exeter.

Rail patronage has increased and dualling of the track at Axminster has **enabled a hourly service from Exeter to London Waterloo**

More than 39,200 Ring & Ride and 18,000 Fare Car passengers are carried every year.

Making our roads safer, since 2006 there has been a 40% decrease in the number of Killed or Seriously injured (KSI) collisions. In 2006-07 Devon I was made a **Beacon Authority for Road Safety**. **When surveyed 67% of residents felt safer travelling by road in Devon than elsewhere in the County.**

In Torbay the number of Child KSI's has fallen to below the 50% Government reduction target, and 2009 saw no child KSI's,

Delivery of a **new state-of the-art Highway Operations Control Centre (HOCC)** which is part of a new Traffic Managers Unit (TMU) based at County Hall. The TMU aims to minimise delays to the travelling public and improve the reliability of journey times, especially for public transport.

More people cycling for work and leisure and schemes have been constructed throughout Devon and Torbay. The **new Exe Estuary Cycle Route** is becoming a major asset for leisure and commuting trips.

100% of Local Authority Schools have travel plans in place to support more children and parents to walk, cycle and use the bus to school.

Over 100 employers have **travel plans** in place and three area wide travel plans are in operation at Pynes Hill, Langage Business Park and Sowton Business Park

1.3.2. Devon and Torbay Councils have delivered significant improvements in transportation planning overall and specifically by delivering LTP2. This has

raised the profile of the two authorities as leaders in transport planning and delivery which has been recognised in a number of national awards.

Devon County Council won 'Local Transport Authority of the Year' at the National Transport Awards in 2006 and 2009. We are one of only two Local authorities to win it twice.

Torbay Council won 'Most Improved Transport Authority' at the National Transport Awards in 2006

In 2006-07 Devon County Council became a Centre of Excellence for transport planning and a Centre of Excellence for Transport Delivery

Torbay's last Local Transport Plan was judged as 'Excellent' .

Devon County Council was awarded the National Transport 'Cycling Improvements Award' in July 2010 for the Cycle Exeter project.

Green Apple Award for Barnstaple Bypass

In 2006 – 2007 Devon County Council became a **Beacon Authority for Road Safety** in 2008

Figure 2

- 1.3.3. The two LTPs have made a real difference but there are aspirations to do more. Right across the UK transport has a significant role to play in addressing the challenges we face now and in the future. In developing the plan, businesses, stakeholders and the public, who have worked with Devon County Council and Torbay Council on many of the projects in the previous LTPs, have said what they consider to be important goals for Devon & Torbay. Their priorities include; support for a strong economy, quality of life, and a healthy, natural environment. The plan will work towards delivering a vision for Devon & Torbay which will make sure transport contributes to the aspirations for the area.

1.4. The transport vision for Devon & Torbay

- 1.4.1. The LTP3 strategy is summed up in the following vision:

By 2026 the transport system of Devon & Torbay will support business, communities and individuals to make safe sustainable travel choices. We will move towards a low carbon future with a successful economy and a prosperous, healthy population living in an attractive environment.

- 1.4.2. Over the next 15 years Devon & Torbay will need to diversify and grow the economy, but also just as importantly, develop a low carbon transport system that provides real solutions for all. Delivering a strong economy and tackling carbon emissions are the big issues that face not only Devon & Torbay but the UK and indeed worldwide over the next 15 years and beyond. Furthermore, addressing these issues will ensure that the transport

system has the best, long term outcomes for its residents. To move towards this transport vision Devon & Torbay's plan has five key strands.

1.4.3. The five strands of the strategy show that transport can achieve several key outcomes through the delivery of one priority. The five strands are:

- **Deliver and support new development and economic growth**
- **Protect the existing transport network by safeguarding the strategic transport assets**
- **Work with communities to provide safe, sustainable and low carbon transport choices**
- **Deliver the Devon Metro and a core public transport network**
- **Become the 'place to be naturally active' by developing and investing in the rural and urban cycle and walking network**

1.4.4. These strands have been developed to deliver the Government's key overarching priorities of helping the economy grow and tackling carbon emissions, while not neglecting other important priorities including road safety, affordability, accessibility and people's health and wellbeing.

1.4.5. A single deliverable priority will, in many cases, achieve more than one strand of the plan. For example, more opportunities for walking and cycling have a positive outcome for reducing carbon emissions and achieving a sustainable community.

1.5. Deliver and support new development and economic growth

1.5.1. Devon & Torbay are almost at one end of the national transport road and rail networks. How the area connects to the rest of the UK and key business markets in London the rest of the UK and beyond, is critical for economic growth. In the same way how the area connects to the international transport system is also critical. The key challenge for the area is to support economic growth in order to encourage businesses and employers to locate in Devon & Torbay.

1.5.2. The competition for economic growth will be fierce, with other areas with the same aspirations stealing a march because of better connectivity to the wider market. Despite this Exeter provides a good focus for economic development because of its air, rail and road connections. A strong economy in Exeter is critical to making the whole sub region work sustainably and effectively. The strategic framework for delivering this is set out in the Strategic Transport Connections chapter of this plan.

1.5.3. The missing connection is the South Devon Link Road. If the scheme goes ahead not only will it provide capacity for the current traffic using the congested A380 at Kingskerswell, the new road would provide a 'backbone' crucial to supporting major development and economic growth between Exeter and Torbay. The delivery of the South Devon Link Road also includes a wider package of sustainable transport measures to, 'lock in the benefits' of the scheme. This could include innovative funding schemes to deliver the

project and form a complete package of transport improvements for the Exeter and Torbay area.

- 1.5.4. High quality connections and better sustainable transport will support the growth agenda. Devon & Torbay are anticipated to accommodate over 60,000 new dwellings and around 45,000 new jobs over the plan period. The integration of transport and spatial planning will be essential to enable this development to take place. The LTP3 implementation plans (which set out the schemes and proposals of the strategy in more detail) are aligned with the emerging Local Development Frameworks (LDFs). This provides an opportunity to use the planning system to facilitate more sustainable travel patterns and choices. It is important that planners design streets intelligently giving a high priority to the needs of pedestrians, cyclists and users of public transport.

1.6. Protect the existing transport network by safeguarding the strategic transport assets

- 1.6.1. The transport asset is the infrastructure that makes up the transport network, for example; roads, footpaths, cycle ways, bus stops and traffic signals. The Transport Asset Management Plan (TAMP) manages and maintains the physical assets as well as identifying the measures that can be put in place to manage the highway network and make it safer for users. A summary of the priorities for the TAMP are detailed in the Transport Asset Management chapter.
- 1.6.2. The ability of the transport network to cope under pressure is a key focus of this plan, as well as ensuring it is well maintained to function efficiently. At the same time local authorities and other public and private sectors are facing cuts in budgets, which mean that prioritisation can sometime mean difficult choices. Devon & Torbay as Highway Authorities have a duty to maintain and protect the transport network. The approach from the two authorities will vary depending on a number of local circumstances such as; budgets, environmental issues such as flood risks and of course the extent of the network.
- 1.6.3. Maintaining the current transport network within existing budgets is challenging but added to that will be the pressure on the network caused by new housing and employment development. Finally, there is also a need to minimise the impact of climate change. In the next 15 years it is forecast that Devon & Torbay will experience more extreme weather events^{vii}. Adapting the transport network so that it is able to cope with extreme weather events will be critical to keeping Devon & Torbay moving. Surface water is already having an impact on the lifespan of the road surfaces and it will be necessary in the next few years of the plan to assess the vulnerability of the network and identify measures that enhances its resilience.

1.7. Work with communities to provide safe, sustainable and low carbon transport choices

- 1.7.1. The plan will help people to travel 'smarter.' This means making cycling and walking a realistic choice for a range of journey needs, making bus and rail travel convenient and reliable and making car journeys more efficient by maximising the potential of car clubs, car sharing and encouraging eco-

driving. This will reduce the carbon emissions on the routes that carry the most traffic into the urban centres. In the market and coastal towns and rural areas the plan will assist in making sure people can walk or cycle more easily for short trips.

- 1.7.2. Information Communication Technology (ICT) and low carbon technology is likely to have an increasingly important role in reducing the need to travel as well as offering greener ways for people to get around. Working, shopping, access to information and services can, for some people, be done at home as more and more people own personal commuters, and have access to smart technology and faster broadband connections. These types of advances are having an impact on everyday activities. Although not all people will choose to use technology in the place of travel, ICT has an important role in delivering the plans vision. It will be important to address the inconsistencies of broadband availability and speed across Devon & Torbay, particularly in rural areas.
- 1.7.3. Many communities in Devon & Torbay are being proactive in developing low carbon solutions to everyday activities and creating more sustainable communities. The plan will consider piloting innovative low carbon transport solutions in rural areas and encourage communities to put themselves forward to become a Sustainable Travel Town. Using the national experiences of the Sustainable Towns initiatives and Devon's own experience of Cycle Exeter there is potential to concentrate a programme of smart choices. It will also be important to trial a range of low carbon initiatives as technology advances over the next 15 years. The possibility of trialling electric vehicle technology such as charging points for vehicles in Devon & Torbay will be considered.
- 1.7.4. There is a need to tackle the negative impacts of travel such as poor air quality and collisions. In Devon & Torbay some of the busiest roads have a legal designation as an Air Quality Management Area (AQMAs).
- 1.7.5. Over the last five years a focus on road safety has reduced the number of people killed and seriously injured on the roads. The plan will maintain the current trend of the falling number of collisions. Devon will use its leading position as one of the safest shire counties in which to travel by road to encourage, and facilitate, a shift away from motorised vehicles towards more sustainable forms of travel. Torbay Council has been consistently successful in reducing the number of casualties on its roads, using a wide range of methods known as the "4 Es" – education, engineering, enforcement and encouragement. Torbay's success is clearly demonstrated by its achievements in reaching its road safety targets.
- 1.7.6. The successful, nationally recognised model of reducing risk through the proactive and reactive treatment of those who create danger for others will continue. As a result, the authorities will work to ensure that at no time is safety and individual's perception of safety, considered a barrier to travel choice. Engineering measures will provide low cost solutions that improve consistency and reduce confusion. Such measures have been identified through travel plans and community consultation through schools and workplaces and include improving the consistency of road design and speed limits.

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- 1.7.7. Helping people to make safe and sustainable travel choices is essential to delivering long term behaviour change. To date a considerable amount of travel planning work has been done with, schools, employers and communities. As the evidence report shows, good information, training and engagement with the community has increased walking, cycling, public transport and car sharing. A 40% increase in cycling has been achieved in Exeter, over 7000 people have registered to car share on carsharedevon.com, 100% of schools have travel plans and many employers are being proactive in reducing car travel to their site. In particular working with children and young people is essential to making sure we develop adults who will lead active, healthy and sustainable lives.
- 1.7.8. Travel planning, education and training will be delivered through a number of means including working with employers, schools and individuals. Travel planning that involves the community will make sure that solutions improve accessibility, promote safety and reduce the environmental impact of transport. A focus on encouraging changes in behaviour that lead to casualty and risk reduction will be supplemented with an endorsement and encouragement of sustainable modes as a natural and desirable practical outcome of having a safer network. More detail on this is provided in the Implementation Plan.
- 1.7.9. In Devon & Torbay accessibility to the services people need can be made difficult by lack of access to a car, as well as meeting the costs of transportation or access to the public transport network. People living in rural areas in particular can find it difficult to access, shops, healthcare, employment, education and training because of a lack of transport opportunities. Within Devon & Torbay there are areas of severe deprivation, whose problems can be exacerbated without realistic and affordable travel options. The LTPs have improved accessibility over the past ten years introducing solutions such as 'wheels to work' and 'fare cars.' The plan will look to develop these approaches further and in particular enabling communities to deliver their own transport solutions that meet their needs.
- 1.7.10. It is important to make sure everyone can use the transport. Physical access on to public transport for disabled people, the elderly, family's children and young people children is important if they are to feel confident in using the bus or train. The authorities will work with the public transport operators to continue to improve physical access on buses, interchanges and waiting facilities. Customer service and transport information will be made simple, accurate and easy to find.
- 1.7.11. In addition to physical access it is important to support vulnerable groups so that they feel confident to make use of the existing and emerging transport facilities. The plan will continue to reduce barriers to travel through initiatives such as the 'access wallet' and 'ring and ride' and the authorities will work with its partners to ensure public transport providers consider the needs of all users.
- 1.7.12. As already described there is significant growth planned for Devon & Torbay. It is important that planners plan street design intelligently and proactively giving a high priority to the needs of pedestrians, cyclists and users of public transport. The plan promotes the use of 'Manual for Streets' and the authorities will ensure that they are leaders in applying its principles.

1.8. Deliver the Devon Metro and a core public transport network

- 1.8.1. Exeter, uniquely for a city of its size, has strong rail connections with 5 stations, four suburban lines and ten market and coastal towns linked to it. Rail travel is growing on all the branch lines and into Exeter, but there is an opportunity to build on this through the delivery of the Devon Metro. Because rail travel isn't reliant on the road network it is not affected by congestion and therefore has reliable journey times as well as being low carbon.
- 1.8.2. The proposed Devon Metro project includes plans to provide rail stations in for new housing development, the first of which will be at Cranbrook. Delivering the project would also require working with Network Rail, the train operators and DfT to improve the comfort, ticketing and in some cases the frequency of train services. The Devon Metro will provide a realistic travel offer for those travelling into Exeter & Torbay and into and from some of the market & coastal towns.
- 1.8.3. A high quality accessible bus service will not only link into the Devon Metro but also provide a core network connecting the urban areas with market & coastal towns. At the next level in the rural village's community transport services will provide an efficient and demand responsive transport network in rural areas. Smart card technology, high quality information and better transport interchanges will provide an efficient integrated public transport network.

1.9. Become the ‘place to be naturally active’ by developing and investing in the rural and urban cycle and walking network

- 1.9.1. Today 880,600 people live in Devon & Torbay and population projections suggest that there will be at least a 13% increase by 2026. Projections also suggest that in 2026 over half of the population increase will be in the 65+ age bracket. It is therefore inevitable that there will be greater pressure on the health sector if a good quality of life is not maintained.
- 1.9.2. Devon & Torbay are the perfect places to experience the great outdoors, offering two National Parks, two World Heritage Sites, 3,500 miles of footpaths, 150 miles of the National Cycle Network, sandy beaches and some of the most popular sailing and surfing waters in Britain.
- 1.9.3. The plan can assist this by providing more opportunities for activity that will benefit all ages. It is well documented that exercise such as walking and cycling can help control weight, reduce diseases and promote a positive wellbeing. The urban and rural cycle network will continue to be a focus for investment. In the urban areas a network hierarchy will prioritise investment in routes that link schools, employment and leisure trips are high quality segregated paths. This will also improve the walking environment. The rural cycle network will be developed using a strategy of maximising opportunities offered by disused rail track which link into towns and rural villages, these connections will also be part of improving the wider leisure network for walking, cycling and horse riding. Estuarial routes will also be important in providing scenic walking and cycling routes.
- 1.9.4. The plan will make sure that opportunities for sustainable transport are included in all community planning decisions. Devon & Torbay have substantially improved and increased the cycle and walking network for leisure, journeys to school and work. The Cycling Demonstration Town in Exeter has delivered exceptional results and the best practice will be applied throughout Devon & Torbay with the aspiration to make the area ‘The place to be naturally active.’
- 1.9.5. Numerous consultation events have informed the development of the plan, the results can be found in the LTP3 Consultation Report. Out of all the issues raised the residents, businesses and visitors collectively put a high value on the quality of life and the importance of protecting the environment. The diverse environment is one of the main reasons people choose to spend their leisure time in Devon & Torbay. With such large numbers visiting the area, traffic can become a real issue causing congestion and pollution. In Torbay the population can increase by 50% in the summer months. To protect the environment from the negative impact of transport the plan will support the development of visitor travel plans to popular attractions. It will also promote public transport by working with the tourist industry, train and bus operators. Improvements to facilities for cyclist using trains and key transport interchanges are also a priority.

1.10. Putting the strategy in place

- 1.10.1. The LTP3 has been developed using some key principles;
- To provide a **flexible long term plan** this sets out a strategic vision with goals.
 - **A place based approach** to transport planning that plays a role in contributing to sustainable communities.

1.11. A flexible long term plan

- 1.11.1. The plan is a flexible policy document. It is important to have a vision and a direction for travel and so this plan takes a longer term approach than previous plans. This plan will be reviewed throughout the 15 years in order to respond to changes in economic growth, policy, challenges and aspirations. The Plan will be kept-up-to date to take account of relevant changes in Government guidance or other factors that affect how transport can support development, business and peoples' everyday needs.

1.12. A place based approach

- 1.12.1. Devon & Torbay's LTP3 is a local strategy providing a focus on places to ensure transport assists in how they function and supports the 'Localism' agenda. The proposed structural reforms in government seek to provide individuals, families, local communities and local government with more involvement and say in how services are run.^{viii} Local authorities are at the forefront of reconnecting people to political decision making and will play a crucial role in promoting growth, tackling climate change and reducing health inequalities. The plan's focus on places will help to make sure that it delivers the transport priorities that people want as well as reflect local needs so that everyone benefits from a successful transport system.
- 1.12.2. It is critical that transport, land-use and infrastructure planning are closely integrated. All three need to be considered from the outset in decisions on the location of housing, hospitals, schools, leisure facilities and businesses, to help reduce the need to travel and to bring environmental, health, economic and social benefits. Therefore the place strategy approach reflects and supports the Local Development Frameworks (LDFs) that are currently being prepared by district councils and Torbay Council.
- 1.12.3. Place strategies have been devised for the following areas;
- Exeter
 - Torbay
 - Market & coastal towns and the rural areas
- 1.12.4. The plan also includes a strategy entitled Devon & Torbay's strategic connections. This strategy devotes attention to Devon & Torbay in the context of the UK transport system and how working with our partners will make the most of our road, rail, ports and air connections.

1.13. How investment decisions will be made

- 1.13.1. Putting this plan in place inevitably requires investment; it also requires partnership and engagement with the local community. Developing the plan in the current uncertainty of funding and policy direction, as the new

government establishes themselves, means that the plan must be flexible and realistic about its delivery. At the same time there are challenges for Devon & Torbay over the next 15 years and improvements to the transport system will in some part be delivered by other development. The authorities also want to be aspirational in their delivery of a safe and sustainable transport network for all.

- 1.13.2. Sustainable transport also means being financially sustainable. LTP3 will explore opportunities to raise revenue through parking charges and other innovative means to provide new revenue sources. It will also ensure that new development is able to provide any necessary capital investment to get the best outcome for sustainable transport.
- 1.13.3. In each of the strategies the plan prioritises how it will deliver its strategy to enable a flexible approach to delivering the overall plan and because funding levels over a long period are variable. The plan is flexible enough to accommodate fluctuating funding levels both locally and nationally.
- 1.13.4. The two part process is explained below;

Foundation - This describes the essential requirements of our strategy. The Foundation stage focuses on attitudes and behaviour change to encourage a lasting impact on travel behaviour. It is also about making sure the network operates efficiently using low cost and high value traffic management measures. It also includes some essential capital interventions. These interventions are low cost and high impact.

Targeted capital investments - This describes selected improvements in infrastructure that will support the aims of the foundation stage but will only be possible with certain levels of funding. It is envisaged that these infrastructure enhancements will evolve over the course of the plan but will provide a framework for future decision making.

Capital investments will only take place where there are positive outcomes for the environment, society and the economy, and are linked to long term behaviour change. Design innovation will continue to be important to ensure the most efficient and successful solutions.

- 1.13.5. In each of the place strategies there is detail on relevant policies to support the aims of the plan.

1.14. The LTP3 Implementation Plans

- 1.14.1. The Implementation Plan sets out the transport programmes over five year periods. This timescale provides a reasonable degree of certainty for investment, monitoring and review. The implementation plans also set out the indicators that will help to show how the authorities are working towards achieving the overall LTP Vision. To compliment the strategy there is an implementation plan for each strategy.

2. Transport Asset Management in Devon & Torbay

2.1. Devon & Torbay's Transport Assets Today

- 2.1.1. The Transport network in Devon comprises a significant number of assets and infrastructure, with a gross replacement cost that has been estimated at £9.6 billion for Devon County Council's assets and over £520 million for those of Torbay Council. The management and maintenance of the transport asset that are the direct responsibility of Devon costs in excess of £70 million in the last financial year. With a proportionally smaller network Torbay Council spends just over £2.5 million.
- 2.1.2. The condition of this infrastructure plays an essential role in daily life. Damage or general deterioration can have significant economic, environmental and safety implications. A comprehensive approach to managing the road, rail, bus, air and ferry assets relies on effective partnership working.
- 2.1.3. This section focuses solely on managing the condition of the assets, not their operation or improvement. The place strategies following this section outline the plans for the improvement of existing, and provision of new, infrastructure assets. Strategies and priorities for the management of highway, rail and other operations on the networks can be found in the Implementation Plan.
- 2.1.4. **Transport assets that are Devon & Torbay's responsibility:**
- A, B, C and unclassified roads along with associated structures such as bridges, retaining walls, drainage channels and sea walls.
 - Roadside equipment such as traffic signals, signing and street lighting.
 - Footways and public rights of way.
 - Cycleways - on and off road.
 - Bus waiting facilities including shelters, timetable cases, bus stop flags and poles.
 - Torquay Coach Station
 - Park and ride sites at Digby, Sowton and Honiton Road in Exeter, Brixham and Barnstaple
 - Off Street Car Parks in Torquay, Paignton and Brixham;
 - Grand Western Canal (Devon CC).
- 2.1.5. **Transport assets that are the direct responsibility of partner organisations:**
- M5, A38 west of Exeter, A30/303, A35 are managed by the Highways Agency.
 - Buses, depots by bus operators, bus stations either owned by operators or managed by district councils.
 - Rail infrastructure, stations, and other railway land including car parking managed by Network Rail and train operators.
 - District councils manage off-street car parking.
 - Exeter and Plymouth airports including the runways, buildings and parking,

- The ports of Plymouth and Teignmouth are managed by the ABP Group. Ilfracombe and Bideford Harbours are managed by North Devon and Torridge District Councils respectively;
- Matford Park and Ride is managed by Exeter City Council and Dartmouth Park and Ride by South Hams District Council.
- The Exeter Canal is managed by Exeter City Council.

2.1.6. The full extent of the transport assets in Devon & Torbay can be seen in the *Evidence Report*^x that accompanies the plan.

2.1.7. Devon's assets are predominantly rural whereas Torbay's are around 90% urban and concentrated in a compact geographical area. The local network needs, issues, and objectives of both authorities require different approaches.

2.2. Devon and Torbay's Performance in Asset Management

2.2.1. The recent results from the National Highways and Transport Survey 2010 show that out of the 24 council's who took part, Devon is the second best performing council with a spend per head on highways in the second lowest quartile. The combination of being both a well performing and relatively low spending authorities suggests that Devon is already delivering good value for money in terms of highway management. The challenge for the future therefore is to try and sustain this level of performance whilst delivering even greater efficiency in order to mitigate financial constraints.

2.2.2. Torbay Council takes part in a local highway authority benchmarking club called the 'South West Highway Service Improvement Group' (SWHSIG) which uses a series of performance indicators, both national and local to compare service delivery. This group publishes an annual report in which Torbay Council traditionally scores well; indeed last year's report showed Torbay as the 'best performer' in over half of the measured service areas even though spend per person was the 4th lowest amongst the 9 local Unitary Authorities taking part.

2.2.3. The combination of being both a well performing and relatively low spending authority suggests that Torbay is already delivering good value for money in terms of highway management. The challenge for the future therefore is to try and sustain or to improve on this level of performance whilst delivering even greater efficiency in order to mitigate financial constraints.

2.3. Public and Stakeholder Attitudes to Asset Management

2.3.1. The place survey results showed that the public consider road and pavement repairs as a high priority to maintain safety and minimise damage to vehicles. Councillors report that road maintenance and potholes in particular are a major issue amongst their constituents. Like most authorities around the UK, public satisfaction with highway maintenance is relatively low in Devon compared to other aspects of transport provision. Much of this is related to the condition of minor roads, particularly in residential areas. A very significant level of additional funding would be required on a long term on-going basis to substantially increase public satisfaction levels in this area.

- 2.3.2. The stakeholders' views on maintenance was more mixed, noting the difficult balance between maintaining the existing network and stimulating economic investment through new infrastructure. There has also been a clear view that the transport network must be resilient to the future impacts of climate change at the macro and micro levels. At the micro level the damage caused by water on the highway is highlighted as a significant problem. At the macro level rising sea levels and the predicted increasing intensity and duration of precipitation events will increase the risks from flooding.
- 2.3.3. The NHT survey 2010 showed that the 'overall satisfaction with the Condition of Highways (KBI 23)' has fallen in Torbay by 4.22% to only 37.37% of respondents being satisfied. This is in the lower middle quartile nationally and is at odds with the actual recorded performance indicators, this suggest that either Torbay's residents are more demanding than those in other areas, or more investment is required. As the classified road conditions compare well with other authorities this dissatisfaction has been attributed to local roads, hence the desire to continue to target these.
- 2.3.4. Consultation feedback and survey data suggests that the quality of bus waiting infrastructure has a significant impact on the perceived attractiveness of bus travel, particularly to current non-users. Good waiting facilities that are comfortable, clean and lit are important to people feeling confident about their personal security. This in part has led to Torbay having recorded the highest public satisfaction with local bus services within the SWHSIG for the last three years in succession.

2.4. Key Transport Asset Data

Roads

- 2.4.1. Devon has over 12,800 km and the condition of the A and B road network in the County Council area is good. The table below summarised the data collected in 2009 on the condition of Devon's roads. Based on data collected in 2009 over 50% of A, B and C roads are classified as being in good condition. Less than 11% of roads are in need of immediate maintenance. Data in the LTP Evidence Report indicates the predicted future condition of Devon's network under different scenarios.

Class of Road	Length KM	% of length condition green (generally not showing outward signs of deterioration)	% of length condition amber (showing signs of deterioration that may warrant intervention)	% of length condition red (in need of maintenance soon)
A	969	70	26	4
B	663	68	27	5
C	4,512	46	38	16
Unclassified	6,688	Sample survey shows marginally worse than C roads		

2.4.2. Torbay has 522 km of roads. The road network is generally in a good state. Over 64% of Torbay's A roads area rated as in fair condition or better. Less than 9% of A, B and C roads are in need of immediate investment. This however contrasts with the visually surveyed condition of the unclassified roads.

2.4.3. The 2010 results for Torbay are shown below:

Class of road	Length, Km	% of length condition green (generally not showing outward signs of deterioration)	% of length condition amber (showing signs of deterioration that may warrant intervention)	% of length condition red (in need of maintenance soon)
A	46	78	18	4
B	8	60	34	6
C	50	51	35	14
Unclassified	418	See para 1.3.2		

2.4.4. The Highways Agency are responsible for the maintenance and operation of the trunk road network which for Devon and Torbay is the M5, A303 / A30 (excluding east of the junction with the A303 near Honiton), A35 and A38 between the M5 at Exeter and Plymouth and Cornwall. The A30 between Exeter and Honiton is operated and maintained by Connect A30/A35 Ltd as a private venture and the contract runs until 2026. The Highways Agency remains the Highway Authority for the route. Like other roads in the area there are a significant number of key structures such as the M5 over the Exe Estuary. The Agency is funded directly by the Department of Transport who determine the level of maintenance funding for the organisation.

Streetworks

2.4.5. Each year in Devon there are approximately 20,000 excavations for street works made by the statutory undertakers such as the electricity and water companies. This amounts to some 80,000 plus square meters of reinstatement in the highway. In Torbay there are approximately 6,000 excavations equating to around 24,000 square metres of reinstatements. Poorly planned and executed works can cause disruption. Poor quality reinstatements can reduce the durability of the road and its life span which inevitably requires premature maintenance at extra cost to the taxpayer. This can be costly in terms of disruption to road users including bus services in addition to the additional costs.

2.4.6. The results of Devon's 2010 coring program identify that, in the periods tested, a significant number of the reinstatements sampled failed to meet with the requirements of the Specification for the Reinstatement for Openings in the Highway. These results are consistent with previous years and demonstrate that there are still considerable improvements to be made in the overall standard of workmanship.

Footways and Public Rights of Way

- 2.4.7. Public rights of way in Devon are very accessible, with 95% of routes classed as 'easy to use.' The public rights of way network provides access to the countryside and to local amenities in towns and villages. Different types of user have the legal right to use different categories of route, the classifications being: footpath, bridleway, restricted byway, byway open to all traffic. There are around 5000km of public rights of way in Devon, some 700km of unsurfaced Unclassified County Roads (uUCRs) and approximately 250km of off-road cycle tracks. More detailed information about Devon's public rights of way network can be found in the Evidence Report and the Rights of Way's Improvement Plan.^x This includes information about Devon, the distribution of the network across the County, comparisons with neighbouring counties and an assessment of the Devon users. The majority of road-side footways in Devon are in good condition.
- 2.4.8. Torbay Council has produced a Rights of Way Improvement Plan^{xi} and published a Maintenance Inspection Manual for Public Rights of Way detailing its policies and procedures relating to inspections. This Plan sits alongside the Council's Highway Maintenance Plan^{xii} to derive consistent and defensible maintenance measures. Meanwhile, the Public Rights of Way in Torbay are seen as being very accessible. Torbay has 78km of Public Rights of Way with 90% of these being rated as easy to use.

Bridges

- 2.4.9. Devon has over 3,200 bridges, some 200 of which have load carrying capacities below the standard 40 tonne limit. The majority of these are on the C and unclassified roads and generally do not restrict commercial traffic movements. There are considerable variations in bridge condition across the area, dependant on age, construction type and locality. Bridge Condition Indicators are based on a nationally recognised standard and Code of Practice published by ADEPT (Association of Directors of Environment, Economy, Planning and Transport). At 93, Devon's condition description states that "very few structures may be in a moderate to severe condition" and therefore "represents very low risk to public safety". Some 57% of the existing bridge stock in Devon is over 100 years old and therefore requires sustained investment to maintain an adequate condition.
- 2.4.10. In Torbay there are only two bridges classified as having a carrying capacity below 40 tonnes. 51 bridges are under Torbay Council's Control, of which the average stock of bridge condition at the moment is rated at 89 which is comfortably within the rating of Good.
- 2.4.11. Network Rail is responsible for the maintenance of some bridges over or under rail lines.

Retaining Walls

- 2.4.12. The topographical nature of Devon requires the use of a significant length (175km) of retaining wall to support the carriageway, for example where land slopes steeply or the road is next to a river. Like bridges, there are a considerable range of ages and conditions across the network. Failures and collapses occur on a regular basis despite the establishment of a database and a greater understanding of their condition. This is due to the inherent unpredictability of walls of a certain age and construction. Failures cause

delays and disruption to businesses and communities on the routes affected whilst repairs are made.

- 2.4.13. Like Devon, the topographical nature of Torbay requires the use of a significant length of retaining walls (12km) to support the carriageway. Like bridges, there are a considerable range of ages and conditions across the network. Torbay Council's retaining walls have been inspected and recorded on their own bespoke database and most required planned maintenance work has been prioritised. There are specific issues with the sea walls at Meadfoot and Livermead which will require immediate works to secure their future.

Road Traffic Signs and Signals

- 2.4.14. Traffic signals, signs and other road equipment are as important as the roads themselves. They are vital to the effective and safe operation of the network but together also generate significant carbon emissions. The signal stock across both Devon and Torbay is ageing and the age of some signals means that spare parts can be very difficult to source. Devon has 13,000 illuminated signs, 60,000 other traffic signs and 235 sets of traffic signals. The total cost of power for traffic signals is £160,000 per annum.
- 2.4.15. There are 51 traffic signalised junctions within Torbay and 36 Pedestrian crossings. 43.1% of the signal stock will be over 15 years old in 2011 and there is an ongoing requirement for a replacement or repair programme to maintain safety and operational reliability.

Street lighting

- 2.4.16. Street lighting is vital for all road users. It is also a major generator of carbon emissions and energy costs. The annual cost of energy for street lighting in Devon is around £2.2m with further costs of around 10% (over £200,000) to purchase mandatory carbon trading permits. Street lighting accounts for around 30% of Devon County Council's annual emissions. Devon has around 73,000 street lights with just over 18,000 columns aged 30 years and more than 3,700 aged between 25 and 30 years. The current proportion of streetlights in Devon not working as planned is around 0.79%.
- 2.4.17. In Torbay street lighting energy costs are estimated at £711,000 annually. Torbay Council presently records the lowest percentage of streetlights not working as planned within the South West (0.19% as opposed to 0.62% average) out of its complement of 14,460 columns. This is despite 16% of these columns being over 40 years old and 76% over 20 years old.

Bus stations and waiting areas

- 2.4.18. The condition of bus shelters is variable according to location, age, construction, type of shelter and historic level of maintenance. No shelters are directly maintained by the County Council in Devon. Maintenance is delivered through a mixture of agreements with town, parish and district councils alongside a number of contracts with commercial shelter providers for urban areas. Vandalism is a problem in some locations. There has been considerable investment in new and improved shelters across Devon through the first two Local Transport Plans, often in partnership with parish, town and district councils.

- 2.4.19. Devon bus stations at Exeter, Barnstaple, Kingsbridge, Tavistock and Tiverton are owned and managed by the relevant district councils. The County Council manages the bus station at Newton Abbot and other on-highway interchange points such as Bideford and Totnes.
- 2.4.20. Most bus shelters in Torbay are maintained through commercial agreements with the remainder the responsibility of the Council. Throughout the period of the second Local Transport Plan there has been a focus on improving the quality of bus stops in Torbay, for example over 150 bus stops have been built or improved. Paignton bus station is owned and run by Stagecoach. However Lymington Road Coach Station is owned and managed by Torbay Council

Rail Stations and Routes

- 2.4.21. Rail stations are owned by Network Rail and leased to the relevant Train Operating Companies who run them on a day to day basis. Other organisations are involved in supporting this – see the following Asset Management strategy for more information.

Airports

- 2.4.22. The airports in Plymouth and Exeter are not directly influenced by Devon County Council. Exeter airport plays a vital role in providing key connections nationally and internationally.
- 2.4.23. Exeter International Airport is located close to the city. The airport handles approximately 1 million passengers a year offering both scheduled and charter flights within the United Kingdom and Europe. In January 2007 Devon County Council sold a majority share of the airport to Regional and City Airports consortium. The airport has a Masterplan setting out its development proposals to 2030^{xiii}.
- 2.4.24. Plymouth City Airport is located in the north of the city close to the centre. It is owned by Sutton Harbour Holdings Ltd., a Plymouth-based company.

Commercial ports

- 2.4.25. There are a number of ports and marinas in Devon & Torbay which are important to the tourist and leisure industries but neither council has any direct influence. All are important to the local economy and their role in low carbon freight transport may increase in the future.

Plymouth Port

- 2.4.26. Plymouth is an increasingly popular port of call for cruise liners and provides the shortest ferry route to western France and the Iberian peninsula. The port supports a wide range of ro-ro operations, and is equipped with purpose-built facilities for freight and passengers. There are additionally commercial wharves at Cattewater.

Torbay Ports

- 2.4.27. There are a number of ports and marinas in Torbay which are important to tourism and leisure. They are however important to the economy and as

more low carbon solutions are necessary in the future, potentially the role the ports play in transporting freight may increase.

- 2.4.28. Brixham is a busy commercial fishing port which has a large marina providing permanent and visitors' mooring. There is a potential for the development of a high speed ferry service between here and Torquay which was trialled in 2008.

Teignmouth Port

- 2.4.29. The main export from Teignmouth port is ball clay, which is mined locally at Kingsteignton. Imports include animal feed, fertilizer, timber, building materials, stone and coal. There are over 800 shipping movements a year handling more than 600 thousand tonnes of cargo.

Bideford and Ilfracombe Harbours

- 2.4.30. Bideford Harbour serves the local clay quarries which export to a number of European locations such as Finland and Spain, with occasional imports of road salt. There are also regular services to Lundy. Ilfracombe harbour principally serves the leisure industry, providing berthing facilities for visiting boats and services to Lundy and South Wales. There are plans for a regular service to Swansea in the future.

2.5. The Strategy for Asset Management in Devon and Torbay

- 2.5.1. Asset management requires sustained long term investment to maintain and renew existing assets. This has to be balanced with investment in new and improved infrastructure such as roads, bus facilities and cycle routes, particularly to address the priorities of economic growth and carbon reduction in addition to pressure caused by growth in population.

The Five Strands

- 2.5.2. Asset management must contribute to the five strands that form the basis of the LTP strategy (see 'Setting the Scene'):
- Deliver and support new development and economic growth
 - Protect the existing transport network by safeguarding the strategic transport assets
 - Work with communities to provide safe, sustainable and low carbon transport choices
 - Deliver the Devon Metro and a core public transport network
 - Become the 'place to be naturally active' by developing and investing in the rural and urban cycle and walking network
- 2.5.3. Economic growth and carbon reduction are the two lead priorities with safety also being a fundamental basis for asset management. Each of the sections below set out how different aspects of the strategy contribute to these priorities.

Funding and Environmental Context

- 2.5.4. The bulk of funding for the capital maintenance of assets comes direct from central Government based on a formula that includes the length of roads and number of structures such as bridges. Although this has been increased in 2011/12, there has been a long term level of underinvestment in asset maintenance resulting in the emerging network condition problems set out earlier in this section. The proposed levels of Government funding for the following three years are expected to be lower than in the current year, 2010/11. Capital maintenance includes the resurfacing of roads and foot ways and renewal of bridge structures and other equipment such as traffic signals.
- 2.5.5. Asset management is not just about the condition of assets as they stand today. Environmental conditions significantly affect the rate at which the condition of assets decline before interventions. Climate change is part of these changing conditions, affecting the intensity and volume of water on the roads and the extremes durations of temperature variations which can cause significant damage. More detail on the anticipated effects of climate change can be found in the LTP Evidence Report.

Road Maintenance – All Roads

- 2.5.6. Both Devon and Torbay use the UK Roads Board's Code of Practice for Highway Maintenance Management as a basis for prioritising highway maintenance within available budgets. This approach is endorsed by the Department of Transport and Local Government Association. Both authorities employ local variations to this code based according to local circumstances. This is recognised through a more detailed series of local road maintenance categories in each area. However the road classification does not necessarily correspond to the maintenance category. Public feedback and satisfaction levels, measured through various sources such as the National Highways and Transport Survey, plays an important part in meeting local needs and priorities. However the funding context noted above is a major constraint to meeting them.
- 2.5.7. Both authorities have specific standards for safety defects including potholes. Devon currently aims to repair large potholes on major roads, well-used pavements and cycle ways within one working day. Potholes on minor routes are targeted for repair within seven working days. Future revenue funding levels may affect these standards in the future. Roadside hedges are normally the property of the adjacent landowner/occupier who is responsible under the Highways Act 1980 for preventing the hedge from overhanging the highway, which may cause an obstruction and restrict visibility. They must prevent hedge growth from obscuring street lights and road signs.
- 2.5.8. Currently Torbay aims to repair large potholes on major roads, well-used footways and cycle ways within one working day. Torbay Council prioritises repairs on the severity of the reported defect, traffic type, speed and volume; road alignment and visibility and also the position in relation to road width. In conjunction with a robust Highway Inspection regime this has resulted in the Council making savings on third party accident claims over a significant period.
- 2.5.9. The pressures on revenue budgets will require a review of regular maintenance measures such as road-side grass cutting and the possible

need to remove grass altogether in some cases. This is primarily an issue for Devon given the substantial length of roads affected.

Road Structural Maintenance – A and B Roads

- 2.5.10. A and B classified roads have the primary role to play in delivering and maintaining economic growth. They are the principal arteries along which goods and services are delivered and are also important for getting employees to work in both the main urban areas and many of the market and coastal towns, both by car and bus. The standard of these routes creates an important impression for potential investors in Devon and Torbay. The priorities for them in economic terms are to minimise delays caused by regular reactive repairs and reduced speeds as a result of variable surface conditions. There is also a need to minimise the costs of damage to vehicles (including buses) and goods for individuals and businesses caused by poor surfaces. A high standard of surface is also essential to the delivery of attractive bus services which are primarily focussed on these routes outside the main urban areas.
- 2.5.11. Whilst good safety standards are an essential requirement for the whole network, the high volume of traffic and comparatively higher speeds (particularly in more rural areas) on A and B roads means that any safety issues have an even more significant impact.
- 2.5.12. Asset management can make a contribution on to carbon reduction by ensuring that speeds on A and B roads can be consistently maintained within speed limits and outside settlements without regular braking and acceleration due to variable road quality. This includes features such as line markings as well as the surface itself. Surface quality has a particular impact on the quality of ride on buses and thereby contributing to the attractiveness of the service, numbers of users and consequently lower carbon emissions through reduced car travel.
- 2.5.13. The A and B road network, subject to the local road maintenance categories noted above, is for the above reasons, the priority for capital and revenue funding in Devon within the available budgets. This will continue the approach over the last 5-10 years of continual capital structural investment alongside preventative maintenance such as surface dressing. This approach is expected to maintain the current generally good quality of A and B roads across Devon throughout the life of the plan based on current levels of funding. The proportion of the available funding required to achieve this will depend on a number of factors including weather patterns and the confirmed level of funding from the Government. Current predictions are that between 25 and 30% of the annual capital maintenance budget for Devon in the first five years of the plan will be required to keep A and B roads close to their current condition.
- 2.5.14. Torbay will prioritise the maintenance of roads and associated structures that form part of coastal defences where some interventional work has been identified as being essential. A and B roads will continue to demand appropriate levels of maintenance but Torbay Council has already begun to apply carefully timed preventative maintenance techniques to these rather than automatically resort to more expensive structural improvement schemes.

Road Structural Maintenance – C and Unclassified Roads

- 2.5.15. C and Unclassified Roads make up 87% of Devon's road length and around 47% of routes in Torbay (the majority of which are urban in character). They include a wide range of roads from country lanes to residential streets in towns and access roads to industrial estates, although this variety is most marked in Devon. This means that not all roads within this classification are accorded the same maintenance standards, and like A and B roads, are subject to the locally defined maintenance categories.
- 2.5.16. These routes are important economically as they provide access to individual dwellings and businesses including visitor attractions. They are the primary means for most people to access designated cycle routes and, in many cases, are regularly used as the local cycle network. This is particularly the case in urban areas.
- 2.5.17. C and Unclassified routes make a contribution to carbon reduction as part of the strategies to encourage cycling as part of Smarter Travel, ensuring equality of access for all ages groups and contributing to improved levels of health. Like A and B roads, many of them also form key sections of bus route and therefore also have an impact on the quality of service. Although speeds on these routes are generally lower than A and B roads, potholes and other surface defects can result in increased carbon emissions from vehicles braking and accelerating.
- 2.5.18. The condition of C and Unclassified routes in Devon is expected to continue to decline due to its current condition combined with the future financial and environmental challenges identified above. There is insufficient funding available to either improve or maintain this part of the network in its current condition. The primary emphasis for the short term will be on rapid reactive repairs at lower unit cost, particularly where there is a safety defect. However the visual condition of C and Unclassified roads, particularly in residential areas, will deteriorate.
- 2.5.19. The priorities for the available capital investment in the C and Unclassified network in Devon will be primarily based on structural condition and maintenance category. This will reflect their function in supporting smarter travel in urban areas and supporting specific roles such as access to and from industrial estates. One key route into each community will be targeted as a priority for maintenance.
- 2.5.20. The condition of C and Unclassified routes in Torbay is, like Devon, under pressure. Torbay's priority is to carry out as much surface dressing of C class roads as possible as part of a preventative maintenance regime.

Footways (including Public Rights of Way) and Cycleways

- 2.5.21. Footways and Public Rights of Way perform a wide variety of roles in different locations which in many cases includes a major contribution to the local economy. Footways form some part of almost any journey in Devon and Torbay including those made by car and public transport. Footways become particularly important where these journeys come together in locations such as town centres. Good quality surfaces encourage visitors to explore and local people to walk as part of the Smarter Travel strategy. Like cycling, walking makes an important contribution to equality and health

priorities. For many people walking is the primary means of getting around and safety, for example the minimisation of trip hazards, is a particular issue for older people and those with young children and babies.

- 2.5.22. Public Rights of Way, and high profile long distance routes such as the South West Coast Path in particular, make an essential contribution to the economy of Devon and Torbay. Many other routes also make a contribution as part of the tourism product and are often accessed by a wide range of users such as cyclists and horse riders as well as walkers. Most routes across the area are used by local people for recreation as part of the Green Infrastructure serving their local community. This is important for the quality of life generally and more specifically social equality and health priorities.
- 2.5.23. Most footways adjacent to the highway in Devon will continue to be maintained in a good structural condition although there are likely be reductions in the frequency of regular maintenance activities such as the cutting back of vegetation. Safety will also continue to be a high priority with a particular emphasis on reducing trip hazards from paving slabs which particularly affects older people and those with mobility problems. Investment in pavements will be targeted at reducing the risks of trip hazards. This will include replacing slabs with standard surfacing except in certain locations protected by planning designations or other specific circumstances.
- 2.5.24. It will not be possible to fully maintain the current high level of Public Rights of Way accessibility across the whole of Devon into the future in the context of the available funding. Priorities within available levels of funding will be managed in accordance with the Rights of Way Improvement Plan and a three level set of maintenance categories. Partnerships with other groups and organisations are central to maintaining the network in the most efficient and effective ways possible.
- 2.5.25. Dartmoor and Exmoor National Park Authorities maintain the network in their areas under an agency agreement. The County Council also has partnerships with many town and parish councils through the Parish Paths Partnership scheme (P3), to help maintain and improve the routes in their parishes. It will continue to aid parishes to find suitable sources of funding. The County Council produces a ten steps guide for parishes to help them improve their Public Rights of Way. Landowners also play an important part in the maintenance of the network, being responsible for the condition of any gates and stiles on rights of way crossing their land. They are also responsible for reinstatement of paths after ploughing, for the control of crops and cutting back overhanging vegetation. The National Trust undertakes work on behalf of the County Council where the South West Coast Path runs through land in their ownership.
- 2.5.26. Torbay's footways are generally in a serviceable condition but like Devon there are specific issues on surfaces with slabs that create trip hazards. Such investment as can be afforded within highway maintenance capital and revenue programmes for work on footways will be targeted at reducing the risks of trip hazards. This will include replacing slabs with standard surfacing except in certain locations.
- 2.5.27. Another area of significant local concern in Torbay involves the town centres and in particular the part pedestrianised areas of both Torquay and Brixham.

These areas were designed mainly for pedestrian usage with the material choices made in the 1980's reflecting this. However, there is a need to recognise their actual use:

- Fore Street, Brixham acting as a vehicular through route (evenings and early mornings) and access for retail delivery vehicles, but more significantly
- Fleet Street, Torquay where it forms a main route for buses as well as serving the retail area.

- 2.5.28. The modular block paving in Fleet Street needs to be replaced by a more sustainable alternative material that will reduce the need for sustained reactive maintenance. Similarly the materials in Brixham should be upgraded when the opportunity arises.
- 2.5.29. Torbay Council has produced a Rights of Way Improvement Plan^{xiv} and published a Maintenance Inspection Manual for Public Rights of Way detailing its policies and procedures relating to inspections. This Plan sits alongside the Council's Highway Maintenance Plan^{xv} to derive consistent and defensible maintenance measures.
- 2.5.30. Many cycle routes are, for example where cycle lanes are provided, maintained as integral parts of the highway. However others are segregated routes shared with other users and often as part of the Public Rights of Way network. In Devon key routes that play a particularly important role in attracting visitors will be prioritised for capital structural maintenance. Regular maintenance such as cutting back vegetation will need to be reduced as part of the cuts to the revenue budget with safety defects given priority.

Bridges and Structures

- 2.5.31. Bridges and structures are integral parts of roads, footways and cycleways and therefore impact on their performance. Full or partial closures resulting from their failure can result in lengthy diversions for users, particularly where they are the only crossing or suitable route across barriers such as rivers.
- 2.5.32. In Devon the general condition of highway bridges will be maintained as 'good'. Funding will be targeted on weak sub-standard bridges and safety critical elements of others, particularly those likely to suffer from the effects of more extreme weather events. The overall condition of highway retaining walls will be maintained in the 'fair' category, preventing a decline into 'poor' status. Resources will be targeted at safety critical maintenance and improvements at the expense of preventative maintenance. Priority will be given to maintaining a good database of bridge and retaining wall conditions to be able to prioritise work ensuring safety and value for money.
- 2.5.33. Bridges within Torbay's control are generally rated as 'good'. However reduced funding for the next 4 years because of national spending reduction means that this rating is likely to be reduced to a 'Fair to Good' condition. Retaining walls in the Torbay area have been inspected and recorded on their own bespoke database and most required planned maintenance work has been prioritised. As noted above structures (including roads) that form part of coastal defences will be a priority for funding. There are immediate proposals for the sea walls at Livermead and Meadfoot to be rebuilt to

address a storm damaged sections. Whilst these works will secure the short term future of these assets the parts of the highway network involved are essential to Torbay's economy. In particular the sea front access at Livermead forms the primary link route between the towns of Torquay and Paignton and the loss of this would be untenable in the longer term.

- 2.5.34. Torbay Council has invested in a bespoke Structures Management System encouraging the establishment of a database of retaining walls and a greater understanding of their condition. This allows planned maintenance work to be targeted on a priority basis and avoid more costly reactive intervention. Despite this there are still a few occasions when immediate reactive works are required. This is due to the inherent unpredictability of walls of a certain age and construction.

Street Lighting

- 2.5.35. Devon has already introduced part night lighting (dusk to 12.30am and 5.30am to dawn) in some residential areas and this will be extended across the whole County by 2016. Dimming will be considered in locations where lighting is required to remain on all night, for example in town centres and on main roads. The combined effect results in substantial financial and carbon savings over the life of the plan. The capital cost of converting a street light to part-night lighting is usually recouped from energy savings in less than three years. It is estimated that full coverage of part-night lighting will save approximately 4,000 tonnes of CO₂ and reduce energy costs by around £450,000 per annum. This will play a significant part in achieving national and local emissions targets. All street lighting units owned by the County Council are maintained to a standard that ensures as far as possible their safe, efficient and reliable operation.
- 2.5.36. In the context of capital funding constraints the average age of street lighting columns in Devon is expected to increase as a result of lower rates of replacement. Revenue funding constraints mean that the frequency of testing will be reduced.
- 2.5.37. Torbay is also intending to switch to Part Night Lighting in selected residential and commercial areas throughout the bay. It is estimated that full coverage of part-night lighting will save approximately 1350 tonnes of CO₂ and reduce energy costs by around £40,000 per annum. All street lighting units owned by Torbay are maintained to a standard that ensures as far as possible their safe, efficient and reliable operation.
- 2.5.38. The age of the street lighting columns in Torbay means there is a need to begin to implement an ongoing renewal programme but financial constraints make this all but impossible in the current climate.

Streetworks

- 2.5.39. Minimising the impact of street works is undertaken by Devon through co-ordination and enforcement. The co-ordination planning seeks to minimise disruption and manage conflict by proactively timing works programs and encouraging collaborative working arrangements. The enforcement element provides the performance monitor on all aspects of work on the highway by carrying out a system of continuous inspection.

- 2.5.40. Due to the intensity of statutory undertakers' works and their impact, Devon carries out a process of continuous inspection to monitor performance. This also provides evidence based information to feed back so that they can respond by implementing measures to secure continuous improvement. The County Council is continuing to work with the Statutory Undertakers to improve the standard of street works and to reduce the need for remedial measures along with the associated environmental and economic on costs. This is done through a series of performance monitors, including results from coring programs and inspection regimes, and by continuing to engage with the national Best Practice Focus Group.
- 2.5.41. Torbay Council conducts random inspections on almost half of all excavations and reinstatements to ensure that they meet the required standard. This is well in excess of the mandatory 10% 'Random Sample Inspection' required in the national code of practice but the benefits to the longevity of the network are invaluable.

Bus Passenger and Rail Infrastructure

- 2.5.42. Bus stations and shelters, along with associated street furniture such as timetables and destination flags, form an essential part of the bus travel experience and the LTP strategy for encouraging Smarter Travel. Well maintained infrastructure creates an important positive impression for all users, but particularly visitors and those who may be considering trying bus travel. It is also an important part of the overall impression of a street alongside other street furniture such as signs.
- 2.5.43. District Councils in Devon will continue to play an important part in managing and maintaining bus stations in their areas. Town and Parish Councils are currently responsible for maintaining a large number of bus shelters, particularly in rural areas, around the County whilst the majority in urban areas such as Exeter are maintained at no cost to the County Council through a commercial advertising agreement. Many bus stops and shelters throughout Devon have been upgraded through the last two Local Transport Plans. Exeter bus station may be rebuilt/relocated as part of a wider redevelopment proposal.
- 2.5.44. A new agreement has been signed with a local commercial operator to replace some existing or install new shelters along high volume traffic routes outside Exeter, the majority of which will be in urban settings. Where these have advertising they will be subject to normal planning requirements. This is expected to result in improvements to the standard of maintenance for many shelters. The County Council shares the responsibility for maintaining timetables, flags and poles with the bus operators.
- 2.5.45. Most bus shelters in Torbay are maintained through commercial agreements with the remainder the responsibility of the Council. Throughout the period of the second Local Transport Plan there has been a focus on improving the quality of bus stops in Torbay, for example over 150 bus stops have been built or improved.
- 2.5.46. Paignton bus station is owned by the local operator Stagecoach, however, there is a possibility within future development that this will eventually be relocated and improved to enhance transport links to the rail network.

- 2.5.47. Rail stations are owned by Network Rail and leased to the relevant Train Operating Companies who run them on a day to day basis. Other organisations are involved in supporting this. Devon County and Plymouth City Councils are active funding partners in the Devon and Cornwall Rail Partnership which plays a significant role in supporting the improvement and promotion of the stations on the Tarka and Tamar Valley lines in Devon as well as others in Cornwall. Local communities are also actively engaged in the maintenance and improvement of some stations such as Crediton. Devon and Torbay, along with a number of district councils, form the ExeRail partnership which funds small improvements to many local stations.
- 2.5.48. Network Rail is responsible for the maintenance and management of rail infrastructure. This includes a number of challenging sections of route such as the sea wall at Dawlish which affects all services to Torbay, Plymouth and Cornwall from Exeter and beyond. Network Rail are making considerable on-going investment in the cliff faces, track, signalling and the sea wall to maintain service reliability throughout the year. Train companies report that this has been successful to date in reducing delays and cancellations during periods of bad weather. Network Rail are currently undertaking a study on the future issues associated with vulnerable sections of route around the UK such as Dawlish. The results of this are expected in the Spring. Additional local work is being carried out by Plymouth University

Street Furniture and Traffic Equipment

- 2.5.49. Like bus waiting facilities, other street furniture such as signing plays an important part in the quality of the streetscape. This is particularly crucial for Devon and Torbay where the urban and rural environments are an integral part of the package to encourage tourism. It is similarly important in making both areas attractive to potential business relocations and investors. The standard of street furniture is also an important part of a safe street for all road users.
- 2.5.50. Traffic signals have played vital role in managing the pressure on increasing demands on the road network and the support it provides to the economy, balancing priorities for all users including buses, cyclists and pedestrians. Safety is also a central consideration. Signals are significant generators of carbon.
- 2.5.51. Devon will carry out sign audits as part of wider reviews of road corridors in urban areas. The opportunity will be taken to remove or consolidate signing where appropriate. The design of street furniture will be carefully considered as part of new schemes.
- 2.5.52. In Devon replacement of signal equipment is done on the basis of age, condition reports, availability of spares and their role in reducing congestion, supporting walking and cycling. A programme of using extra low voltage on new and replacement signals is currently in place and will be continued for the duration of the plan. Others may be replaced as part of a bigger scheme including those funded by developers. All replacement and new signals use an Extra Low Voltage system which significantly reduces power consumption, and therefore carbon emissions, by up to 70% depending on the type of installation. There are also significant cost benefits because the signals are more reliable.

- 2.5.53. In Torbay signals will be maintained, and where required, replaced, to a standard that minimises disruption, repair costs and safety risks from failed equipment. Careful consideration will be given to the full life costs of planned new or replacement signals alongside alternative ways of meeting future needs.
- 2.5.54. Torbay has also begun a programme to reduce the energy and carbon costs of roadside equipment. These included the upgrading of street bollards, 540 of which were upgraded to Light Emitting Diode (LED) lighting, reducing the wattage and using new sensor technology so they remain turned off when there is sufficient daylight. This upgrading is predicted to save Torbay £13,000 every year. Like Devon, one of the biggest savings in terms of both energy and money has been a project to reduce the impact of street lighting, introducing ultra-efficient lanterns across the Bay. This has reduced Torbay's carbon footprint by 236 tonnes, equivalent to the footprint of 43 UK homes. Torbay Council is expected to save £52,000 every year as a result.
- 2.5.55. As an extension of the above conversion to LED street bollards, Torbay Council is currently replacing any base-lit bollards that are damaged, typically as a result of vehicle collisions; using a solar energy powered alternative. The overall result over the longer term will be to secure yet more energy cost savings and reduce further the associated carbon emissions.

Flooding

- 2.5.56. Devon and Torbay have a duty as 'Lead Local Flood Authority' under the Flood and Water Management Act 2010 to lead in the management of flood risk from surface water and ground water. This includes maintaining a register of all assets which have a potential impact upon flood risk (in both public and private ownership) such as bridges, drainage systems, sluice gates etc. Various bodies (Risk Management Authorities) which include the Environment Agency, district councils, internal drainage board(s), water companies, and highway authorities have a duty to co-operate with the authority in examining potential solutions to problems. Devon and Torbay's responsibilities include mapping high risk areas and developing a strategy to deal with them. The Act indicates the authorities will be required to adopt and maintain sustainable drainage systems associated with most new development - which is expected to come into force in 2012 however this part of the legislation has yet to be confirmed.

3. Devon and Torbay's Strategic Connections Strategy

3.1. Vision

- 3.1.1. **The strategic transport network will play an essential role in supporting economic growth. A resilient and reliable transport network will link Devon & Torbay to London, and other major cities in the UK and beyond. Pressures on the transport network because of increased employment and housing growth will be minimised by:**

- managed maintenance of the transport network
- proactively addressing congestion and increased demand
- supporting low carbon measures
- promoting sustainable communities

3.1.2. The reliability of the transport network will be improved through effective partnership working. Employers and businesses will have confidence in a transport system that allows them to operate easily and effectively with their clients in the County, the UK and internationally. The emerging Local Economic Partnership will have a key role as an agent for influencing the delivery of the strategy.

3.2. Devon & Torbay's strategic connections today

3.2.1. Devon, Cornwall, Plymouth and Torbay make up the South West Peninsular. The distance from the South West Peninsular to London and other major cities means that transport links are limited and relatively long distance. Efficient and reliable transport connections with these areas are a vital part of achieving a competitive economy. Travel is vital to business relations, the movement of freight, recruitment, accessing training and, of particular importance to the far South West, the tourism industry.

3.2.2. The key road, rail, air and ferry links, known as the strategic links, to Devon & Torbay are not necessarily a statutory responsibility or directly influenced by Devon & Torbay Councils. There are a number of stakeholders involved in managing the routes or providing the transport service on the routes including the Highway's Agency, train, coach and ferry operators and the airports authorities. Partnership working with these stakeholders will be essential to delivering this strategy.

3.2.3. The emerging Local Economic Partnership, currently a partnership of Devon, Somerset, Plymouth and Torbay local authorities and businesses will be a key influence in delivering this strategy. Its aim is to, 'create and sustain the conditions to allow business to flourish, to drive up productivity, increase employment and build wealth.' A key role for the partnership is to influence and secure improved transport and communication links.

Insert Map: Devon & Torbay's strategic links to the rest of the U.K.

3.2.4. All the strategic transport connections for the Peninsular come together at Exeter, referred to in this Plan as the **Exeter Gateway**. This was recognised by the Department of Transport's joint study in 2009/10^{xvi}. The study looked at numerous transport improvements to support the economy and reduce carbon emissions. The results have been used to inform this strategy.

3.3. Strategic road links

3.3.1. The following routes form the strategic road network for Devon and Torbay:

- M5 from Birmingham and Bristol to Junction 31 at Exeter
 - A38 between M5 Junction 31 (Exeter) and Plymouth;
 - A30 / A303 between M5 junction 29 and A303 to London
 - A380 between Torquay and the A38 at Kennford;
 - A361 between Bideford / Barnstaple and the M5 junction 27.
 - A30 from M5 junction 31 to Cornwall
- 3.3.2. The strategic road links have a variety of functions including carrying local commuter traffic, long distance freight movements and tourist routes. As the peninsula is at the end of the trunk road network the closure or unpredictable delays on either of the two major routes (M5 and A30/303) have inevitable financial consequences to businesses and the tourism industry.
- 3.3.3. There are points in the strategic network which are already under pressure at times throughout the year and the pressure will only increase with new housing and employment development. The M5 around Exeter, the A38 and the A303 are particularly congested in the summer months.
- 3.3.4. The A38 Expressway is the main link to Plymouth and its ferry port. It is a two lane dual carriageway with a relatively poor accident record - on average two fatalities per year. Plymouth and Newton Abbot are major housing and employment growth areas and a significant element of this growth will occur to the east of Plymouth with proposed development adjacent to the A38. The A361 to North Devon generally operates adequately but some of the junctions are busy at peak times. In the long term new housing development in North Devon could increase congestion, especially at the northern end of the North Devon Link Road.
- 3.3.5. Most of the A380 between Exeter and Torbay is dual carriageway. The exception is the section through Kingskerswell from Penn Inn roundabout Newton Abbot to Kerswell Gardens on the edge of Torquay. This is single carriageway and is a “bottleneck” in an otherwise high quality road network. The A380 carries approximately 35,000 vehicles trips per day which is one of the highest traffic flows in the Country for a single carriageway road. The consequence of the high levels of volume through Kingskerswell means that for most of the day the road link is capacity in both directions resulting in high levels of congestion and poor journey time reliability.
- 3.3.6. Because the main road is at capacity the parallel side roads are used by “rat running” commuters. Kingskerswell’s village roads are narrow and totally unsuitable for this volume of traffic and there are also significant severance, air quality and safety problems.

3.4. The strategic rail links

The strategic Rail links for Devon & Torbay are identified as;

- London Waterloo
- London Paddington
- Bristol and
- Plymouth

- 3.4.1. The total number of rail journeys in the South West has increased at an

average rate of 4% per annum over the period 1998 to 2007 and patronage continues to increase. The biggest single movement is between Exeter and London Paddington with around 400,000 journeys annually, demonstrating the economic importance of rail links to London. The travel time to London Paddington is just over two hours for the fastest trains. The frequency during peak periods is good and during the daytime there is a regular service. The train service is regularly at capacity and encouraging more train use and an increase in demands from a growing population will require additional capacity. It will also require access improvements and facilities for sustainable modes.

- 3.4.2. Reading is a key junction on the Great Western Main line between Devon, Torbay and London Paddington. It is also an important interchange point for passengers from Devon and Torbay with connections to Heathrow, Gatwick and Oxford. The station is currently a bottleneck for services that results in delays and a lack of capacity for future service enhancements. Network rail are beginning a five year major scheme to improve capacity and station facilities^{xvii}.
- 3.4.3. The service to Bristol and the Midlands, North East and Scotland is operated generally on an hourly frequency. The introductions of shorter train formations albeit at improved frequency, under the previous franchise, has resulted in overcrowding at peak times as train capacity has struggled to meet the increase in demand.
- 3.4.4. The route from Exeter to London Waterloo provides an alternative to the Great Western main line. The journey time is over 3 hours and the number of stops makes this route less attractive for business users. However the combination of lower fares, intermediate stations and alternative London destination results in a different passenger profile. The introduction of an extra passing loop at Axminster in December 2009 has enabled an hourly service to be operated throughout the day with a significant growth in patronage to London from Axminster and Honiton.
- 3.4.5. There are three railway stations within the Torbay area at Torre, Torquay and Paignton. Torbay has relatively poor connectivity to the main rail network. Key strategic routes bypass the Bay at Newton Abbot en-route to Plymouth, Cornwall, London, the Midlands and the North. However, there are now three daily direct trains to and from London (since December 2010) with a new service forming an early departure from London and a late morning departure from Paignton.
- 3.4.6. Passengers can access an hourly service to London by changing at Newton Abbot. Newton Abbot is an important railhead for car based connections from Torbay (particularly for business travel). There are three Cross Country trains from Paignton, two going forward to, and one returning from, Manchester. Local services are roughly hourly to Exeter and Exmouth with frequent stops and older, slower trains. Many local services run at capacity during the peak hour and holiday season.
- 3.4.7. Tourists make up a significant number of rail passengers in the South West. In July and August tourists can generate up to 30% more demand than the annual average.
- 3.4.8. Aggregates traffic makes up a significant proportion of all South West rail

freight traffic including china clay from Cornwall. At present there is little general logistics freight to and from the South West peninsular.

3.5. Air links

- 3.5.1. Exeter Airport provides scheduled services to both the UK and continental destinations and around one million passengers travel through the airport per year. The Exeter Airport 2009 master plan^{xviii} forecast that passenger traffic will grow to 3.4 million by 2030. In 2008 the airport supported 2,150 local jobs and contributed £105 million Gross Value Added (GVA) to the South West. By 2030 it is estimated that the Airport will support 5,400 jobs in the local economy and add £264 million GVA.
- 3.5.2. Exeter Airport is located on the A30 dual carriageway just off junction 29 of the M5. Approximately 2,400 public car parking spaces are provided in four car parks to the south side of the Airport.

3.6. Plymouth ferry port

- 3.6.1. Plymouth's Millbay docks provide a daily Brittany Ferries passenger service to Roscoff in France and a weekly service to Santander in northern Spain. Both these services are less frequent in the winter. The port is the 7th largest passenger port in England and because half of the passenger traffic originates from outside Devon the ferry is very dependent on the A38 and the transport gateway at Exeter.

3.7. Consultation

- 3.7.1. Key themes emerging from a number of recent consultations:

Reliability of journey times

- 3.7.2. The closure of the M5 for several hours, even though it is relatively rare, can disrupt all sorts of business's often leading to significant loss in revenue. The attractiveness of a holiday in Devon & Cornwall is also diminished by unreliable journey times, even when compared with delays experienced at airports.
- 3.7.3. Whilst there are concerns expressed about delays on the M5 around Bristol and Exeter and the A303 into the South West, the most critical concern by far was the very poor journey time on the A380 between Newton Abbot and Torbay. This was actually identified as the single most important issue for Torbay and a significant issue for Newton Abbot and the A380 corridor to Exeter. The proposed ***South Devon Link Road*** was seen as essential to enable Torbay to deal with its major economic problems and improve its attractiveness to tourists.
- 3.7.4. The rest of the strategic road network was, with a few exceptions, regarded as performing well. The localised problems include junctions on the A39/A361 that need improvements because of current accident records as well as potential new problems resulting from high levels of housing and employment growth.

Rail capacity and journey time competitiveness

- 3.7.5. Many journeys into and out of the area are at capacity at peak times i.e. all Fridays and the summer holiday periods. Unfortunately there is little scope for further growth without further train capacity. This could have an impact on the tourism industry as it attempts to grow shorter break holidays as well as other new markets. The anticipated extension of electrification from London to Bristol and South Wales alongside the proposed High Speed Route 2 to the Midlands and North of England will make comparative journey times to Devon & Torbay in particular even less competitive.

Costs of rail travel into and out of the area

- 3.7.6. Rail is particularly important for business links to London. The high cost of rail fares for peak business travel could be a constraint to the area's general economic growth, discouraging future business relocations as well as making it difficult for existing businesses to stay. The lack of capacity to accommodate increases in leisure travel, the resulting higher fares and poor quality carriages means that the area is significantly disadvantaged.

3.7.7. The Strategic Connections Strategy for Devon and Torbay

- 3.7.8. This strategy focuses on the priority to improve connections in Devon & Torbay with the rest of the UK to delivering development and supporting economic growth. The strategy also places importance on the 'resilience' of the strategic transport network. Resilience, within this strategy, refers to the need to make sure the strategic transport network is:

- well maintained
- can cope with severe weather events
- adaptable to planned and unplanned disruptions
- able to cope with increased demands on the network as the population and economy grows.

- 3.7.9. A key part of making sure the transport network is resilient is to make the best use of the network and encourage sustainable land use planning.

- 3.7.10. The four priorities for this strategy are to;

1. Improve connections with London and other major cities
2. Make best use of the existing transport network
3. Support growth with a reliable and efficient transport network
4. Manage pressures on the road network at peak and seasonal periods

- 3.7.11. Delivering the vision for Devon & Torbay will require partnership working with the transport authorities across the Peninsula and through the Local Enterprise Partnership (LEP). Effective delivery partnerships with the Highways Agency, Network Rail, the train operating companies, bus and coach operators and the airport are also critical.

3.8. Improving Connections with London and other major cities

- 3.8.1. Devon & Torbay need good connections internally, with London and with the

rest of the UK. A reliable transport network will encourage new investment and assist in growing and diversifying the economy. Delivering this depends to a large extent on the building of the South Devon Link Road, the resilience of the transport network, a successful airport and the electrification of the rail network.

- 3.8.2. The South Devon Link Road scheme is a new bypass to remove traffic from the existing A380 onto a road that can cope with the current demand more efficiently and reliably. The scheme is viewed as the 'backbone' to supporting Torbay's economy and connecting it to Devon and the rest of the UK. Torbay is the only major UK tourist destination without a dual carriageway access. The scheme will provide more opportunities for reliable sustainable travel by freeing up bus routes using the A380 and providing safer walking and cycling routes along the A380 corridor. Together with improvements to the rail system as described earlier, it is important that these measures are used to prevent the road from leading to an increase in commuting by car between Torbay, Newton Abbot and Exeter.
- 3.8.3. The capability of the transport network to continue operating effectively in severe weather and planned and unplanned disruptions is also a focus of this strategy. Just as it is for any other area in the UK, disruptions on the network can be detrimental to businesses, frustrating to commuters and leave a negative impression with tourists. These disruptions can make Devon & Torbay's economy vulnerable. The challenges presented by climate change are real as forecasts show an increase in the intensity and frequency of rainfall leaving more surface water on our roads. A strong relationship with our stakeholders, a transport asset management plan and sound emergency planning will ensure that these disruptions are minimised and the transport network is more resilient. More detail is in the *Transport Asset management* chapter of the Plan.
- 3.8.4. The Network Rail Electrification Rail Utilisation Study (RUS) supports the electrification of the Great Western route from Paddington to Taunton, Exeter, Plymouth and Paignton immediately after the Great Western Main Line from Paddington to Bristol and South Wales has been completed. This would mean that the fleet replacing the high speed trains will be completely electric. It is very important for Devon & Torbay's economy that the electrification of the Great Western routes from Paddington is accelerated. Electric trains are the most cost effective and reliable option because they cost less to maintain, have a lower fuel cost and cause less wear and tear on the track.
- 3.8.5. One of the key issues facing rail services within the South West is the provision of rolling stock as a number of long distance services are subject to overcrowding. These problems occur on cross country services, some services to Paignton, and between Exeter and Plymouth in the morning peak. This overcrowding could be solved by providing additional rolling stock.
- 3.8.6. A new station, funded by the new community developer, will be constructed on the Waterloo line at Cranbrook. The station will be operational by 2012 with a single platform, a car park, cycle parking and an hourly Exeter to Waterloo rail service. Bus links and a cycle route will also be provided to employment developments in the area including Skypark, Science Park and Flybe's training academy at the airport.

- 3.8.7. On the whole the rail network in the South West is under utilised by freight transport and there is scope for the expansion of long distance services. There are however a number of constraints on this growth particularly to the west of Exeter. To address this inter modal freight terminal at Exeter is proposed. Planning permission has already been granted and the terminal will be developed alongside the rest of the development in the area.
- 3.8.8. Air links are important high speed internal connections for business in the UK and internationally. They also support the tourist industry increasing the opportunities for tourist visits throughout the year. It is important to make the most of Exeter Airport as well as ensure good road connections to Plymouth, Bristol and the large local catchment area it serves.
- 3.8.9. The majority of the airport passengers arrive by car and therefore it will be important to work with the Airport to develop an access strategy. The access strategy will recognise that additional passengers and new facilities will increase the need for more car parking and better sustainable connections; particularly for inbound passengers. Improving sustainable connections is vital to combat these pressures and encourage more sustainable travel. As already explained the new community at Cranbrook will have a new station on the Exeter to London Waterloo line. A shuttle bus service to the new station, residential development and Business Park will improve public transport connections to both the airport and the proposed new training academy.
- 3.8.10. Although physical connection to the area is the focus for this strategy, the potential for technology to address travel and cross border communication will also be a key player in connecting Devon & Torbay. The Plan supports the development of Broadband and ICT technology in reducing the need to travel as well as providing more opportunities to connect with the rest of the world.

3.9. Make best use of the existing transport network

- 3.9.1. The term 'transport asset' refers to the infrastructure that makes up the transport network, for example the road and rail networks, cycleways, footpaths, bus stops and road signs. Maintenance and protection of the transport asset is important to protect our investment and get the best value out of the transport services that already exist. The *Transport Asset Management* chapter explains how Devon & Torbay Councils will work with their partners.
- 3.9.2. Making the best use of the transport asset requires that the transport network provides best value for its variety of functions. This means it needs to be reliable and efficient for business and commerce, and commuters need to be able to make an informed choice about the best mode and time for their trip. This can be managed through a programme of 'smarter choice' interventions and, on the road network, minor changes to alleviate congestion points. In the case of the rail network, delivery partners will be urged to make best use of the track asset, for example by providing more rolling stock to lengthen trains and increase frequencies where necessary, also by using enhances stations at interchanges between different travel modes.

- 3.9.3. Access to better information, particular real time information on delays, rail and bus timetables are an important factor in helping to plan their journey, particularly for encourage people to use more sustainable modes. Devon & Torbay have improved the quality of information available. As information technology develops and in particular the wider use of smart phone technology Devon & Torbay will look develop its use to improve and personalise transport information

3.10. Support growth with a reliable and efficient strategic transport network

- 3.10.1. More housing will be provided over the next 15 years in Devon & Torbay. The housing stock is likely to increase by more than 70,000 new dwellings. Additional employment is also planned and by 2026 it is expected that 50,000 new jobs will be created. The Plymouth area is planned to accommodate the single largest level of growth of all the cities in the peninsula, with around new 55, 000 dwellings and 52,000 new jobs. This will present a major challenge for the transport system which will need to cope with the associated travel demand, particularly on the strategic network. This presents an opportunity to be innovative and to incorporate sustainable transport provisions at the design stage. Devon County Council, Plymouth City Council and The Highways Agency will continue to work in partnership to manage the additional demands on the transport system.
- 3.10.2. The Local Development Framework (LDF) which sets out the planning requirements in each district will be important to making sustainable planning decisions that reduce the need to travel by private car. Other strategic transport and non-transport interventions will also be necessary to ensure that the Exeter Gateway and the key transport corridors between cities and towns function efficiently, maintaining good connections to the rest of the country. These interventions are likely to be minor alterations to the road network as well as reducing the need to travel by using information technology and using smarter travel choices.
- 3.10.3. Diversifying the types of industries within the economy are common aims of all the local authorities in the South West. Attracting and growing higher value enterprises will be dependent on improvements to infrastructure which includes, transport, information communication technology and premises. This is considered to be vitally important for businesses based in or seeking to locate in the far South West.
- 3.10.4. The *Exeter and far south west gateway study* identified a series of improvements to ensure the economic prosperity of the Peninsula was not constrained by poor connections. In order to maintain and improve Exeter's function as a Gateway, some of the improvements that align with the plan's vision are included.
- 3.10.5. The M5 at Exeter includes junctions 29 and 30. The development plans and forecast traffic growth will increase pressure on these junctions. This additional traffic can be accommodated by current proposals for junction improvements.
- 3.10.6. For the majority of the year traffic flows on the A30/A303 are within the routes capacity. However new development and the growth in tourist traffic

will increase the number of hours the road is at capacity. To mitigate the impact of the traffic growth and provide improved network resilience it is suggested that a series of modest improvements are introduced. These could include climbing lanes, overtaking areas, junction improvements and possible short sections of bypasses.

- 3.10.7. The majority of new development on the A361 corridor is planned in Barnstaple with some at South Molton. The section of road which is most at risk of reaching capacity is located between these two development areas. The assessment shows that the road can accommodate modest levels of growth to the east of Barnstaple and in South Molton without significantly disrupting traffic on the A361. However, the road will need some junction improvements in the Barnstaple and South Molton areas. There are a series of junctions on the A361 between South Molton and Tiverton which have the potential to cause safety and congestion issues in the future if they are not carefully managed.

3.11. Manage pressures on the road network at peak and seasonal periods

- 3.11.1. The South West's strategic network is put under pressure at peak commuting times and during the holiday periods. 'Smarter choices' has a role in reducing the demand on the road network. Workplace travel planning based on an area such as at a business park, is an effective way of encouraging more sustainable travel. Car sharing, for example, can work well when employees are commuting relatively long distances to work, saving themselves money and playing their part in reducing congestion and carbon emissions. Consultation with the public has suggested that 'park and share' sites along or near to the strategic road, rail and bus network would provide more opportunities for people to travel smarter.
- 3.11.2. The increase in traffic during holiday periods, particularly the school summer holidays and bank holiday weekends, puts pressure on the network at predictable times of the year. Adding holiday traffic to a network that is almost at capacity means that the roads cannot function effectively. This is particularly frustrating for local users. Delays on the roads caused by the sheer volume of traffic travelling at peak times can also make Devon & Torbay less attractive to tourists. The travel to, from and within a destination is a key element of the visitor experience – not least because it is their *first* experience of a trip.
- 3.11.3. The plan supports working with the train and coach operators to provide better services for tourists that are cost effective and comfortable. By working with public transport providers, we will encourage development of tourist friendly fleets that can transport pushchairs, bicycles and luggage, to provide a more realistic transport choice for the needs of holiday makers.
- 3.11.4. It is important to also manage the traffic pressures at peak times to make sure the network functions well under additional pressure. In such situations *Managed Motorway*^{xix} techniques could be applied which would make use of the hard shoulder as an additional lane on the M5 to spread the traffic. The types of control mechanisms used in a 'managed motorway scheme' would enhance the resilience of the network during incidents. It may also be advantageous to provide internet journey planning and sign visitors on to

tourist routes on the County's A & B roads. Partnership working with the Highways Agency will explore opportunities to do this.

- 3.11.5. At the Panel Hearings the Highways Agency identified that the A38 corridor is one of the worse performing trunk roads in the South West region. This corridor is essential to the future development of Plymouth. This problem will be exacerbated by a large area of growth on the eastern edge of Plymouth adjacent to the A38 including a major employment area. It will be important to work with the Highways Agency and the other South West authorities to develop a long term improvement and investment package for the A38.
- 3.11.6. The A30 west of Exeter is generally a modern dual carriageway providing an important connection to Cornwall. There are junctions in Devon and Cornwall that need improvements, particularly safety upgrades and measures that avoid traffic crossing the central carriageway. Partnership working with the Highways Agency and Cornwall Council is essential if the standard of the A30 is to be consistent with the rest of the strategic network.
- 3.11.7. **Supporting Policy**
- 3.11.8. Transport Assessments and Travel Plans will be required for new housing and employment development to make sure that sustainable transport provision is designed into new development at the planning stage. Devon and Torbay will provide guidance on the development of Transport Assessment and Travel Plans.
- 3.11.9. Development will be expected to contribute to assist in the upgrading of transport infrastructure and travel planning measures of address the direct impacts of growth attributed to development.
- 3.11.10. Travel Plans are a tool being used at a number of workplaces to manage car demand, for example as part of the Science Park and Sky Park development, east of Exeter. Within these plans car park administration can be effective tools in managing car travel more effectively and supporting and enabling sustainable transport provision and improvements to come forward. In the next fifteen years it may be necessary to consider wider application of these tools which would involve consultation with stakeholders and the public.

3.12. Key Elements of the Strategic Connections Transport Strategy

3.12.1. Foundation

To improve connections with London and the rest of the UK

- Reduce the need to travel by supporting high speed broadband for easier home working and video conferencing
- Support the development of improved rail connections and the electrification of the rail network.
- Work with the Highways Agency to minimise the impact on the strategic network of new developments and thereby facilitate economic growth in

the peninsula.

- Support the Highways Agency and neighbouring authorities in providing enhancements to the network that improve safety and the networks resilience.
- Work with Exeter Airport to enable the airport to expand and increase its sustainable transport links.

Make best use of the strategic transport network

- Develop and put in place a Road Transport Asset Management Plan in partnership with the key stakeholders.
- Support travel planning and smart choices to increase the number of sustainable trips and reduce the level of growth on the transport network.
- Develop park and share sites.
- Improve pedestrian and cycle access and facilities at rail stations
- Embrace the use of new technology, such as social networking and information applications for smart phones as tools to improve access to travel information.

Support growth with a reliable and efficient strategic transport network

- Use the transport assessment process to identify infrastructure (smart choices and capital interventions) to manage transport demand.
- Secure developer contributions to address the direct impacts of growth attributed to development

Manage pressures on the road network at peak and seasonal periods

- Provide predictive journey planning information to the public based on historic data.
- Provision of facilities such as cycle parking to permit and promote more sustainable travel with commuters and tourists
- Consider introduction of tourist diversion routes in peak travel periods.

3.12.2. Targeted Capital Interventions

To improve connections with London and the rest of the UK

- Deliver the South Devon Link Road in partnership with DfT
- Support electrification of mainline rail connections and improvements to rolling stock.
- Support improved road connections to Cornwall and safety improvements to the A30.
- Support modest enhancements to A303 to improve the roads resilience and journey time reliability.

Support growth with a reliable and efficient strategic transport network

- Make sure the strategic network is resilient to planned and un-planned disruptions and the impacts of climate change.
- Consider innovative funding measures to enhance the reliability and resilience of A38.

Manage pressures on the road network at peak and seasonal periods

- In response to the need to more effectively manage peak traffic demand, put in place Managed Motorway techniques around Exeter.

4. Exeter

4.1. Vision for Exeter

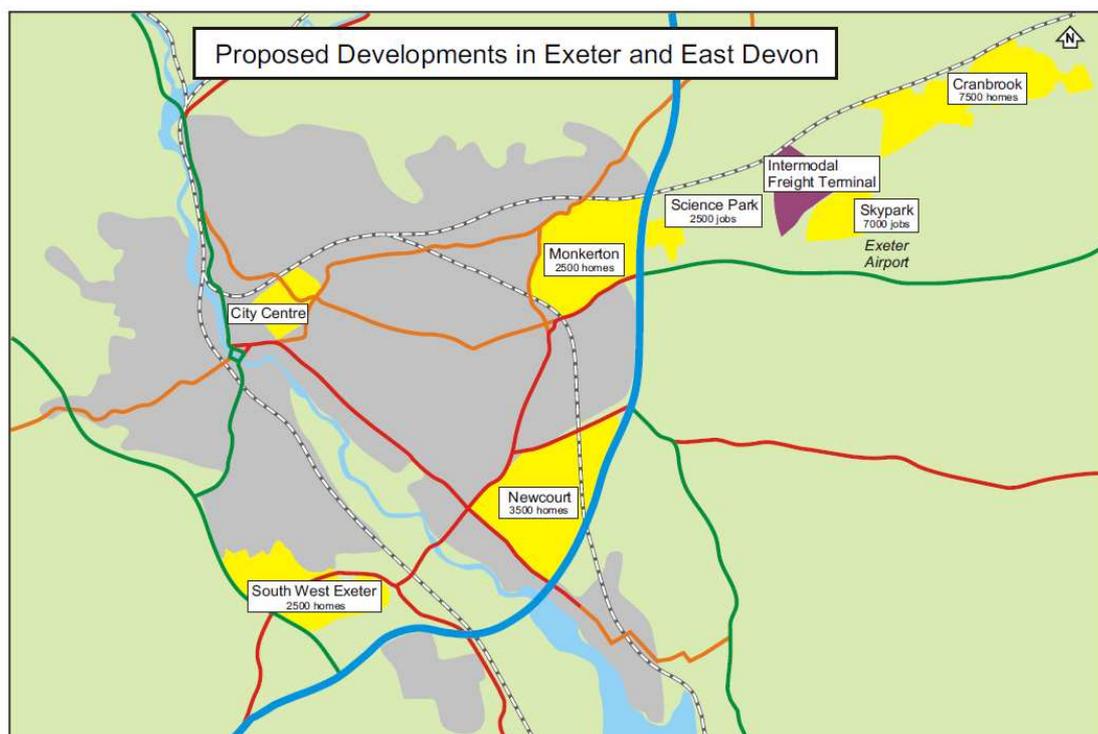
- 4.1.1. **Exeter will be a focus for economic growth, supporting prosperity throughout Devon and Torbay. It will offer new employment, new housing and maintain a high standard of living.**
- 4.1.2. **Exeter will be better connected with Devon, Torbay and the rest of the UK. Innovative transport improvements will enable the proactive reduction of congestion and offer sustainable and high quality travel choices. A comprehensive cycle network and the Devon Metro rail project will provide a high quality and efficient transport network. The east Exeter development will have a viable sustainable transport network to mitigate the increase in numbers of people travelling. Sustainable transport will play a key role in people living more active, healthy and inclusive lives in a vibrant and prosperous city.**

4.2. Exeter Today

- 4.2.1. Exeter is a dynamic city at the heart of Devon. It has a population of over 115,000, a travel to work area population of over 280,000, a shopping catchment of over 555,000, a student population of around 15,000 and over 2 million day-visitors a year. The city is one of only two large urban centres within the predominantly rural area of Devon and Torbay. It forms a Gateway to the south west peninsula and is currently well served by major transport infrastructure connections including the M5 motorway, mainline railway and an expanding airport.
- 4.2.2. Exeter is home to the regional offices of the Environment Agency, Natural England, the Rural Payments Agency, and EDF Energy. It is the headquarters for high profile companies including Flybe, the Guinness Trust, and the Met Office. It is the administrative centre for the County Council, Devon and Cornwall Constabulary and the Devon and Somerset Fire Service. The University of Exeter is in the top 10 of UK universities and central to the development of the Exeter Science Park - one of the most significant investments into South West England's expanding knowledge economy.
- 4.2.3. The key areas for economic activity is the city centre (including the University), and the four main employment areas on the edge of the city at Marsh Barton Trading Estate, Exeter Business Park, Pynes Hill and Sowton Industrial Estate.
- 4.2.4. In Exeter the focus for transport in the previous LTPs has been on encouraging more sustainable travel behaviour and reducing congestion. Some of the achievements include;
 - **Cycle Exeter** – one of the first Cycle Demonstration Towns achieved a 10% increase in people cycling to work and 40% increase in students cycling to school. In July 2010 Devon County Council received the National transport 'Cycling Improvement' Award.
 - **TravelSmart** – a personalised travel planning campaign to raise

awareness about sustainable transport options. On average individuals who took part reduced their car trips per year by 12% and increase walking trips by 18% and cycling by 33%.

- Three **park and ride** services carrying over 1.7 million passengers a year. The network of park and ride sites has increased and the quality of the service has improved – focusing on making the service efficient and easy to use.
- **Upgrade of the Exeter bus network** so that all vehicles are low floor for easier access by all users. All routes into Exeter have also been upgraded. These improvements coupled with bus priority measures and parking management have enabled the bus patronage levels to increase.
- **Rail patronage** has increased; uniquely for a city of this size there are five rail lines and eight rail stations in the city offering a real alternative to the car.
- **A successful travel plan campaign** which has achieved 100% of schools and over thirty workplaces operating travel plans.
- **Road infrastructure** aimed at improving journey time reliability and freeing up congestion including junction 30 of the M5, the new Cumberland Way, Grace Road Link and Western Way providing additional capacity in the outbound direction as part of the strategy to tackle congestion in Exeter.



- 4.2.5. The Exeter area is planned to experience a large amount of growth. Within the city, including the areas of Monkerton/Hill Barton and Newcourt, the emerging Exeter LDF explains that there are plans to increase the number

of homes by 12,000 by 2026. In the areas outside but adjacent to the city in Teignbridge and East Devon, including Cranbrook, there are plans for an additional 13,000 dwellings.

- 4.2.6. In addition to the growth in Exeter there are plans for approximately 40,000 houses in the market and coastal towns across Devon and on the A380 corridor.
- 4.2.7. There will be a similar scale increase in employment, retail and leisure. Retail and leisure growth will be concentrated in the city centre with the recent Princesshay development having proven successful in attracting new business outlets and shoppers to the city. There are plans to expand on this with a major redevelopment of the bus station site near Sidwell Street and provision of a higher quality bus station.
- 4.2.8. The University of Exeter is currently undergoing a major expansion programme to transform it into a world leader offering world class facilities. As part of their commitment to sustainability the University has a travel plan which includes car park charging, car sharing, promotion and support for walking, cycling and public transport.
- 4.2.9. Planning permission has recently been granted for the completion of employment development in the Marsh Barton area. Further new employment opportunities are taking place to the east of Exeter at Skypark, Science Park, Newcourt and Monkerton/Hill Barton, a new inter model freight terminal and airport expansion. There is a high dependence on public sector jobs and it is important for Exeter to diversify its employment base and deliver high value jobs to boost the local economy.
- 4.2.10. Accommodating this level of development and ensuring the transport system will cope with higher levels of traffic will be a challenge. With limited options for expanding the highway network, the level of car usage needs to be managed and greater use made of sustainable travel options.

4.3. Consultation

- 4.3.1. The Exeter Strategy has been informed by a number of consultations. The panel hearings that took place in January 2010 invited a number of stakeholders, businesses and voluntary groups to present their priorities and vision for transport in Exeter. In addition to this, during March and April 2010 a public consultation on the future of Transport in Exeter was held online and at four public displays in the city.

The key issues are summarised below:

- 4.3.2. Exeter was acknowledged as being a focus for further growth in housing and employment which would mainly be concentrated in locations to the east and south of the city. The **quality of public transport and cycling links** between these and the city centre and other key destinations in the city will define how the city performs in the future.
- 4.3.3. There was considerable support for the **Devon Metro rail network** concept. This would enable rail to make the most of the potential demand that exists for local journeys into Exeter, particularly with the predicted growth in employment and housing in the travel to work area and parallel growth in

tourism. The improvement of key gateways into the city, particularly Exeter Central station, was seen as important. The potential shortage of suitable rolling stock was a particular concern, part of a wider national problem.

- 4.3.4. Expanded and new **park and ride** sites serving the City attracted support from the large majority of respondents to the consultations. There was recognition of the role **buses** had played in restricting the growth of traffic in the city despite the growth in population and employment. Concerns about fare levels and in particular the quality of information was raised although **Real time information** was seen as a potential solution to this. **Smartcards** could play an important role in making buses more accessible, efficient and reliable, and also offer improved value for money travel. They would also offer opportunities for a smarter approach to marketing and information. **Bus punctuality and reliability** was also a key concern and would require a significant extension of the priority measures that currently exist.
- 4.3.5. The **Cycle Exeter** project received strong positive support and recognition. Marketing and information were seen as effective with training offering benefits to a number of communities and user groups. There was support for the concept of clearly identified priority cycle routes but this would need to be complemented by measures to reduce the speed and volume of traffic in residential areas. It was noted that there was still much more potential to integrate cycling with bus and rail services in Exeter.

{INSERT Case Study on Cycle Exeter}

- 4.3.6. There was agreement on the need to further develop the extent and quality of **pedestrianisation in Exeter City Centre**. This was considered essential in attracting major developers and expanding the range of retail and leisure opportunities in the city centre. Pedestrian signing was also seen as important both as a marketing tool and an information provider. As with cycling, there was a strong feeling that traffic levels and driver behaviour could be a barrier to encouraging greater levels of walking.
- 4.3.7. Locations of public **car parks** were noted as contributing to problems of congestion and air quality. The future parking strategy would need to be reviewed as part of a wider vision for the city centre. 15,000 free spaces currently provided by businesses were also regarded as having a major negative impact on transport in the city. There is little incentive for staff to switch mode whilst parking remains free as there is no local pricing facility for access to roads; the only factors being national influences such as maintenance costs and fuel prices and taxation.

4.4. The transport strategy for Exeter

- 4.4.1. The need to support the economy is critical and this means being able to move people and goods around the city efficiently. In addition to that the need to improve health levels and address air quality is also vitally important. The level of growth planned, particularly East of Exeter will put greater pressure on the highway network, and sustainable, low carbon transport solutions will have an important role in managing congestion, as well as improving air quality and promoting healthier, more physically active modes of travel.

- 4.4.2. The transport priorities for Exeter are:
- Improve access to the city
 - Unlock major growth east of Exeter
 - Deliver major development within Exeter
 - Protect Exeter as a gateway

4.5. Improve access to the city

- 4.5.1. In order for Exeter to compete with other cities in the UK and act as an economic hub for the rest of Devon and Torbay, it must have a transport system which offers high quality access to jobs, retail and leisure opportunities. Making it easier and convenient for people living or working in the city to walk, cycle or use public transport to get around will provide additional capacity and manage congestion on the main routes.
- 4.5.2. A positive perception of sustainable travel can encourage people to use alternative modes to the private car and there are opportunities to enhance the journey experience of bus and rail travel. A high quality, branded network of accessible buses, real time information, smartcard technology and additional priority measures will improve the journey experience, mean better informed passengers and reduce journey times.
- 4.5.3. Devon Metro is the name given to an extensive plan to expand the role of railways serving Devon and Torbay over the next fifteen years. Exeter is almost unique for a city of its size in having five railway stations within its boundaries, four suburban lines and ten market towns feeding into it. The Devon Metro will benefit Devon as a whole but in particular provide an efficient alternative to car travel for people travelling into Exeter.
- 4.5.4. The Devon Metro will also have a focus on improving rail links from the county's towns. Some of the train services including those on the Avocet rail line (connecting the city with Exmouth and Paignton) and the Tarka line (from Barnstaple) suffer from overcrowding during peak periods. Providing extra capacity with longer and/or more frequent trains and newer rolling stock is expected to improve the quality and increase the attractiveness of rail travel. Increased frequency on the Paignton line, due to happen in 2016, will also help improve capacity. Engagement with Network Rail, train operators and the DfT is essential if this is going to happen. The case study below summarises the Devon Metro project.

The Devon Metro

(Insert Plan of Devon metro)

The Project aims to:

Make train travel an excellent means of travelling around Devon and into Exeter. The Devon Metro builds on the Exeter rail network by providing efficient sustainable connections across the city to major employment, retail and leisure sites. It also seeks to improve rail connections from the towns into Exeter.

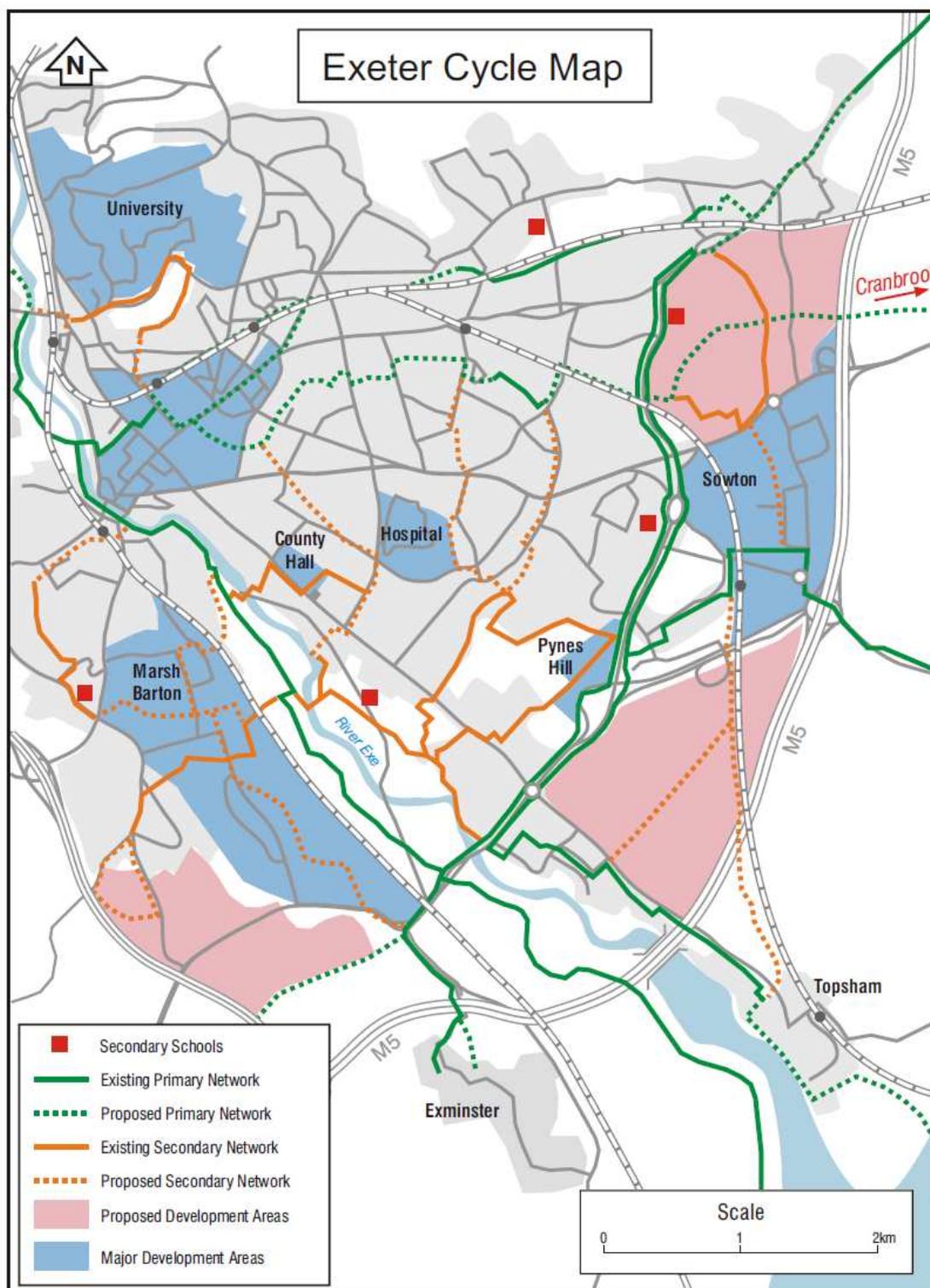
The Devon Metro will seek to;

- Provide additional stations to serve employment and new housing development
- Introduce smart ticketing
- Improve the comfort and increase the rolling stock on the rail line.
- Engage and win support from Department of Transport, Network Rail and the train providers.

Consultation on the Devon Metro concept was done as part of the 'Future of Transport in Exeter' consultation and received strong support.

Considerable and sustained investment would be required to fund new stations, the first of which would be at Newcourt and Marsh Barton. Additional track capacity is also required as part of an overall package.

4.5.5. The Cycle Exeter project has seen an increase in cycling on high quality off road routes. To build on this, new cycling routes will be developed to cater for local journeys within other parts of the city. The first of which will focus on providing safe cycle routes to schools, in most cases segregated off road routes, employment areas and residential areas. A programme of cycle training as well as tolerance campaigns for all road users will help to get more people cycling, more often and safely.



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- 4.5.6. The walking catchment area of the city centre is significant. To encourage more residents to walk improved pathways to key radial routes will be provided and publicised.
- 4.5.7. The Exeter park and ride sites have proven popular for commuters, shoppers and visitors travelling from the north and east of the city. Delivering new sites serving the north of the city at Cowley Bridge and west of the city at Alphington would capture traffic on the outskirts and provide additional capacity into the city.
- 4.5.8. The planned improvements to the bus, rail, walking and cycle network will increase the range and quality of smarter travel choices to all people living, working and shopping in the city. Car sharing and car clubs can reduce the need to drive or own a car, even where there is no realistic alternative for some journeys. Travel Plans are flexible tools that can offer incentives to encourage greater use of these modes and reduce car use. Devon County Council's travel plan for County Hall has reduced single car occupancy trips by 25%.
- 4.5.9. There are wider benefits to travel planning than simply reducing the impacts of cars. Employer travel plans can result in a healthier, more productive workforce, increased employee retention and an improved business image. Drawing upon best practice examples at Exeter Business Park (MET Office, EDF Energy), an area wide travel plan will be rolled out across the main employment sites in Exeter during the LTP3 period.
- 4.5.10. 100% of Devon's schools have travel plans. The plans' promote walking, cycling, public transport, road safety and reduce the number of children being driven to school. In the short term this reduces congestion, carbon emissions and addresses road safety issues. In the long term it raises the pupil's activity level, improving their health. In Exeter it will be important to continue to support schools through cycle training, supporting secure cycle parking, targeted road safety campaigns, travel planning and improving the walking environment.
- 4.5.11. Marketing and campaigns can also positively influence travel behaviour for specific groups according to their needs. Working with young people to identify safer routes to school or enabling elderly people to maintain an active and mobile lifestyle are all effective ways of promoting healthier ways of travelling around the city.

TravelSmart

TravelSmart was a travel planning project that offered free personalised travel information to over 20,000 households in Exeter and Exminster. The information is selected by households and helps them to make the most of unfamiliar travel options. Information includes advice on rail and bus discounts, timetables, maps, cycle training and safer more economical driving.

The project compliments the improvements already made around Exeter by raising awareness of new walking and cycling routes, investment in local buses, improved information and our work as a Beacon Authority in road safety.

The project ran during 2008 and 2009 and 64% of households contacted were interested in receiving information. Surveys before and after the project found a 12% reduction in car (as driver) trips, an 18% increase in walking trips and a 13% increase in public transport trips.

The project used a tried and tested approach which has been used in other towns and cities. Its success is based upon research that shows that with targeted information, and a little convincing, some people will change their travel behaviour. Using this approach across a city such as Exeter produces significant results as a large number of people make modest or occasional changes to day to day travel.

- 4.5.12. Exeter and Topsham have five car clubs; two are based in the city centre, there is also a car club based at Heavitree, County Hall and Topsham. Car clubs allow people to have access to a car and pay as you use and forms part of the package to provide smarter travel choices. Car clubs can potentially remove the need to own a car, offering financial benefits for the individual and mitigating any parking issues. Developer contributions will help expand the network of car clubs into new housing developments and key transport interchanges.
- 4.5.13. As low carbon technology for transport evolves over the course of the plan, Devon County Council will consider how pilots for electric vehicles can help to enhance the transport network in Exeter. To enable this to happen we need a network of charging points in accessible locations where cars can park for enough time to allow the vehicle to re-charge. The park and ride sites in Exeter would offer an accessible location to 'plug and park' and then allow the driver to use the existing park and ride service. If the market for electric vehicles grows Devon County Council will consider installing 'park and plug' sites at park and rides.
- 4.5.14. Proactive traffic management can reduce congestion, improve safety and enhance the performance of the network for all transport users. A number of low cost traffic management tools can be employed to make sure the transport network can cope with peak and seasonal pressures. The use of technology to collect and analyse data on the network will help with assessing the need for interventions. Real time information technology can

be used to inform travellers of delays and alternative routes. The Council's Highways Operations Control Centre (HOCC) is the eyes and ears of the transport network and provides real time information on the performance of the network. A traffic signals strategy will be developed to manage key corridors. The strategy will mean that Devon County Council responds to changing traffic conditions as they happen, improving bus service reliability and reducing delays.

- 4.5.15. The number of heavy goods vehicles (HGVs) and deliveries into the centre of Exeter can affect air quality, add to congestion and reduce the efficiency of delivery operations. In Exeter road priority is given to HGVs through allowing them to use of bus lanes on key roads such as Topsham Road. In future Devon County Council will look to introduce priority measures that improve efficiency whilst minimising the impact of freight movements. Freight consolidation centres provide locations where HGVs can unload their deliveries on the outskirts of a city. The deliveries are then transported to the final destination by smaller transit vehicles. Devon County Council will investigate the potential for this with Exeter City Council retailers and businesses.
- 4.5.16. Exeter has a number of transport services specially designed for people with disabilities, provided by the voluntary sector with support from the County and City Councils. These services need to be maintained and developed to cater for changing needs.
- 4.5.17. As part of the emerging major development proposals for the city centre a series of initiatives are being considered. This is likely to include a balanced approach with some new parking facilities for shoppers and less long stay spaces. As part of this process there will be a need to review and improve the bus facilities, with an improved bus station, and bus priority in the High Street corridor, Sidwell Street and Fore Street
- 4.5.18. With funding opportunities limited, it will be necessary to maximise contributions towards sustainable transport infrastructure from all new development, including funding for travel planning measures. Alternative sources of funding will also need to be sought and using demand management measures such as workplace parking for new developments will help generate income for reinvesting in the transport system. In some cases schemes may be eligible for funding through the Local Sustainable Transport Fund, recently announced by central Government.

4.6. Unlock major growth east of Exeter

- 4.6.1. A large proportion of the growth for Exeter is focused on the east of Exeter. This includes new development at the Science Park, Redhays, Cranbrook, Skypark, Airport and an Intermodal freight terminal. This could mean as many as 10,000 dwellings and 10,000 jobs.
- 4.6.2. Land use planning will minimise the reliance on the private car by making short distance trips easier on foot, or bicycle by providing high quality dedicated facilities. The M5 Junction 29 cycle bridge will provide excellent segregated access between the city and east of Exeter developments.

- 4.6.3. Bus priority measures can be maximised between Cranbrook and the edge of Exeter by segregation from the congested routes to offer competitive journey times, compared to the car, for residents and employees travelling between the city and the major growth area. A high quality service along this corridor will form part of an upgraded, branded network serving the whole city. Delivering a new rail station at Cranbrook on the London Waterloo mainline will also provide fast connections with the city centre and improved access to London, which will be attractive for businesses locating in the South West.
- 4.6.4. It will be important that new development does not affect the operations of the current road network and that where possible people living and working there have a range of travel choices. An innovative, long term travel plan will be put in place to encourage employees at Science Park and Skypark to travel more sustainably. Workplace charging is a key feature of the travel plan in order to proactively manage car travel and generate income to reinvest into transport.
- 4.6.5. Excellent access to the strategic road network and proximity to the airport will also act as an incentive for businesses locating in Exeter. Improvements to the M5 Junctions 29 and 30 and the Clyst Honiton Bypass are necessary to:
- Unlock development to the east of the motorway
 - Provide access to Science Park and Skypark
 - Maintain the efficient operation of the network for long distance travel in and out of the Peninsula.
- In the longer term there will be a need for a new link road providing improved facilities for both private cars and buses and relieving the trunk road network.
- 4.6.6. The delivery of this package of infrastructure will be complemented by smarter choices measures. It will involve partnership working with a number of stakeholders and joint investment by the public and private sectors.

4.7. Deliver major developments within Exeter

- 4.7.1. Large scale developments are planned at a number of locations including Pinhoe, Newcourt, Monkerton/Hill Barton and South West Exeter plus other urban sites. To make sure these developments are sustainable, land use planning and design will enable new residents and employees to use smarter ways of travelling. Master plans for these areas are being developed to provide convenient, direct and where possible walking, cycling and bus links between residential areas and key destinations. Residential, personalised and school travel plans will also form part of the planning requirements for new developments, to encourage new residents to make sustainable trips from day one.
- 4.7.2. Drawing upon public support for the Devon Metro concept there are opportunities to deliver new rail stations at Newcourt, Marsh Barton and potentially Monkerton/Hill Barton. This will improve accessibility for new residents but also offer more travel choices for people commuting from outside of Exeter. The Devon Metro will help reduce the impact of traffic on the Exeter M5 gateway and enable new growth to be accommodated on the existing road network.

- 4.7.3. In order to support travel plans and manage transport demand in the growth areas, new employment developments will be encouraged to introduce parking charges and provide facilities that promote sustainable travel. This has already been achieved at existing key employment sites at County Hall, the University of Exeter and the Royal Devon and Exeter Hospital. Workplace charging has been agreed in principle for Skypark and Science Park.
- 4.7.4. It is recognised that much of the growth is adjacent to the south and eastern edge of the city on the ring road. As a result there will be a growth in traffic around the ring road. These movements are likely to be business related and have diverse origins and destinations which will mean they are dependent on cars or vans. As a result consideration will be given to bringing the ring road up to a common 4 lane standard with improvements to junctions at Alphington Cross and other locations between Marsh Barton and Sowton Industrial Estate.

4.8. Protect Exeter as a gateway

- 4.8.1. Exeter, at the end of the M5 and at the convergence of the Paddington and Waterloo rail mainlines is a gateway between the south west peninsula and the rest of the country. The effects of growth planned across the peninsula will put greater pressure on the M5 and trunk road network, which might impact negatively on journey times for long distance, strategic movements from the far south west. The tourism industry is a significant contributor to the south west economy and higher levels of traffic during the summer months can cause significant delays on the motorway.
- 4.8.2. It is important to maintain the function of the gateway to reduce peripherality and support economic growth in the South West Peninsula. The Exeter and Far South West Gateway DaSTS study, carried out with funding from the DfT, looked at how a range of long term transport measures could improve connectivity to the national road and rail networks and reduce carbon emissions. Measures included making the best use of the existing infrastructure, for example using 'Managed Motorway'¹ techniques.

4.9. Priorities and required outcomes

- 4.9.1. As set out in the overall strategy, a two part approach describes how the plan will be delivered. It sets out a flexible approach which can be delivered as funding opportunities arise and as new development gets approval. Each priority will work towards achieving the transport goals for the plan and in many cases the priorities will be delivered in partnership with stakeholders.

4.10. Key Elements of Exeter Transport Strategy:

4.10.1. Foundation

Improve access to the city:

- Improve the comfort, journey reliability and cost of rail travel by lobbying the train operators, Network Rail and DfT.
- Develop a new park and ride to the west of the city and build on the

A Managed Motorway has two main elements to it: variable speed limits and hard shoulder running.

success of the current sites.

- Deliver the hierarchy of cycle connections between key locations. (Include cycle map)
- Improve the walking environment
- Improve bus journey times with a particular focus on the high street.
- Improve parking enforcement.
- Develop a traffic management strategy focused on key corridors into the city.
- Support a continued programme of travel planning with retail, leisure, schools and employers making it easier for people to walk, cycle, use public transport or car share, and provide better information about transport options.
- Improve access to education and training by working in partnership with the University of Exeter, Exeter College and schools.
- Ensure that all users of the transport system in Exeter can travel safely by raising awareness, maintaining high safety standards and by using high quality design in all transport schemes.
- Support expansion of car clubs.
- Support continued provision of transport schemes for people with disabilities.

Deliver the east of Exeter development:

- Assist in the delivery of the key access roads and rail station.
- Develop a long term area wide travel plan with parking charges.
- Develop high quality bus and cycle connections.

Deliver major developments within Exeter:

- Develop an area wide travel plan and consider charging for parking.
- Enhance the walking and cycling links between the city centre and the main development areas and other key destinations.
- Review the traffic management of key junctions.

Protect Exeter as a gateway:

- Support low cost improvements to the trunk road network to improve safety and network resilience.
- Work with the train operators to improve connections to London and the rest of the UK.
- Improve the arrival experience at key transport interchanges

4.10.2. **Targeted Capital Investments**

Improve access to the city

- Further development of the cycle network – increasing the number of high quality segregated routes.
- Develop a branded high quality bus system to include the following:
 - Smartcard technology
 - Real time passenger information
 - Enhanced bus priority new bus routes.
 - Additional park & ride capacity to the north west of Exeter
 - A well designed bus station.
- Investigate locations for freight consolidation centres.
- Deliver the Devon Metro project.
- Investigate the potential of ‘park and plug’ sites at the park and rides.

Deliver major developments within Exeter

- Create new rail stations at Newcourt, Monkerton/Hill Barton and Marsh Barton to further enhance the rail network and link up employment and housing.
- Improve rail frequency to Cranbrook, Honiton, Axminster and Exmouth.
- Invest in infrastructure improvements that will offer positive outcomes for other modes of transport and free up the road network to improve journey time reliability including:
 - Ring road - Alphington Cross and Bridge Road
 - East of Exeter development link road including bus only routes

Protect Exeter as a gateway

- Support the electrification of the mainline rail connection to London and the rest of the UK.
- Support improvements to the strategic road network with a managed motorway scheme around Exeter in school summer holidays.

4.11. What this will mean for Exeter

- 4.11.1. The economy will continue to expand and residents in Devon will have better access to jobs in Exeter. Companies will want to locate here because of a sustainable and reliable transport system. Sound planning will ensure a managed approach to the planned growth, minimising car use and reducing transport contributions to climate change. Targeted investments in the road network will improve journey time reliability, allowing people and goods to move around the network efficiently, thereby supporting the economy.

The detail of how this strategy will be delivered over the next 15 years is explained in the Implementation Plan for Exeter.

5. Torbay Place Strategy

5.1. Vision for Torbay

- 5.1.1. **By2026 Torbay will have excellent connections to Devon and the rest of the UK. People will enjoy better health and quality of life using improved cycling, walking and public transport links for work, leisure and education. A low-carbon, sustainable transport system will contribute towards the public realm, distinct character, and function of the three towns of Torquay, Brixham and Paignton. Residents and visitors will find it easy to move around, explore and enjoy Torbay's beautiful urban and marine environment.**
- 5.1.2. **The third Local Transport Plan is a joint plan with Devon County Council, due to the common interests of both Authorities, with the significant transport links to the neighbouring Districts of South Hams and Teignbridge, and with the nearby towns of Newton Abbot, Totnes, and the cities of Exeter and Plymouth. However, Torbay retains its Unitary Status, and the distinct polices and strategies for Torbay are reflected in this document**

5.2. Torbay Today

- 5.2.1. Torbay is a natural harbour situated in the south-west of England, approximately 18 miles to the south of Exeter and 26 miles to the east of Plymouth. It consists of the three towns of Torquay, Paignton and Brixham known as 'The English Riviera'.
- 5.2.2. Torbay is a popular, well-established holiday destination The area is known for its mild climate, picturesque harbours, coves and beaches, and is home to numerous tourist attractions.
- 5.2.3. It has a population of over 130,000 which can increase to over 200,000 in the summer months during the tourist season. There are a large proportion of older people living in the Bay compared to the rest of England.
- 5.2.4. Although tourism dominates Torbay's economy, it has one of the nation's leading fishing ports at Brixham, and a variety of light industrial enterprises. The average income per person is £19,012, some £3000 below the national average of £22,542 and the area has pockets of severe deprivation. The economic gap between Torbay and the rest of Devon and the UK has been widening in recent years. The Bay is only two thirds as wealthy as the national average, and, in the last five years, has had just half the growth of the rest of Devon. This has led to higher unemployment than in Devon or England despite having a working population sector below average². There is a real need to reduce overall levels of employment and increase the creation of higher value jobs.
- 5.2.5. The inability of the A380 to provide capacity has severe implications for businesses, employers and the tourism industry which need confidence that

² Torbay's Economic Regeneration Strategy (undated)

locating in Torbay will mean that they can do business efficiently and recruit a workforce.

5.3. Achievements of Torbay's Second Local Transport Plan

5.3.1. The Torbay Local Transport Plan 2 set out a plan to tackle congestion, deliver accessibility, provide safer roads and improve air quality. Torbay's second Local Transport Plan was regarded as "excellent". Listed below are some of the achievements of the Council during the current Local Transport Plan period:

- **Bronze Rider tickets:** School children have been issued with a branded ticket allowing students not only to travel to and from school but also to travel on the public bus network at any other time., which has seen a **40% increase in patronage on routes serving schools.**
- **Buses:** There are **15 new buses** across the Torbay network. The most recent addition was the introduction of the **67 'Flyer'** linking Brixham & Paignton to South Devon College, Torbay Hospital and the Willows superstores. The service offers significantly faster journey times to destinations, bringing them down by as much as 30 minutes in each direction compared to previous travel options by bus.
- Additionally, all of the **buses on the Route 32 were upgraded** in 2006/07 to new Euro 3 compliant low floor single deck buses. Further upgraded are expected by the addition of two new Euro 5 compliant double-deckers in December 2010. Many other bus routes have been replaced with low floor easy access vehicles, such as the; 31 / 34; 60 / 61; 108.
- **Bus stops and Shelters:** Approximately **150 new bus stops** have been installed or replaced and around 50 upgraded. 35 stops have had additional printed information displays added to improve the level of public transport information available to users.
- **Cycling:** The number of cyclists has **increased by 53%** during the Plan period and around £400,000 made available through Growth Points for the Torquay to Paignton section of the coastal cycle route (part of the National Cycle Network).
- **Tweenaways Cross junction improvements:** The Council obtained over £4.1 million through the Regional Funding Allocations process to make junction improvements at Tweenaways Cross, a major junction on the Ring Road to the west of Paignton where the A380, A385 and A3022 meet. Works should be completed by June 2011.
- **Intelligent Transport Systems:** As part of its Congestion Strategy, Torbay Council is using Intelligent Transport Systems to provide drivers with **Real Time Information** and to monitor the network which has improved the efficiency of the network.
- **Automatic speed detection signs:** These have been placed at strategic locations on the Torbay Principal Road Network
- **Shopmobility:** The Shopmobility scheme is operating well in all three

towns, and the Council is continuing with its policy of replacing all crossing points with dropped kerbs as part of any integrated transport schemes or maintenance works.

- **Disability Learning Packs:** These have been developed in partnership with the Learning Disabilities Partnership Board and the SPOT (Speaking Out in Torbay) group. Most passengers with learning disabilities now use their orange wallets, which inform bus drivers of the need to take special care.

5.4. Consultation in Torbay

- 5.4.1. The Local Transport Plan panel hearings were held in the spring of 2010 in Paignton, Newton Abbot and Exeter; attendees included Torbay's Mayor and councillors. Various community groups such as residents groups, older people and people with disabilities attended. Further meetings with officers, members and stakeholders were arranged in September 2010. The main issues and themes from the consultation events are summarised below;

Need to Support Economic Growth

- 5.4.2. The South West Region has enjoyed economic prosperity in recent years whilst Torbay's growth has been restrained. Torbay will need to position itself more effectively and attract a diverse economic based and its transport links were considered crucial to this. The South Devon Link Road was identified as being a high priority by a majority of speakers.

Improve Sustainable Transport information

- 5.4.3. Other issues raised included provision of a sustainable public transport network to allow tourists arriving by car to be able to walk, cycle and use public transport during their stay; the council already produce a twice yearly public transport guide.

Education

- 5.4.4. Closer liaison between education establishments and the council to monitor and implement travel plans and to enable students to use public transport at times that suit them

Car parking

- 5.4.5. Car parking was identified as expensive, but vital for the prosperity of the town centres. There is additional opportunity to provide more park and ride in Torbay. Council car parks have been identified for redevelopment as part of the Mayoral Vision.

Air quality

- 5.4.6. Torbay has two Air Quality Management Areas: in the centre of Brixham and in northern Torquay (Hele Road). Although work has been carried out under LTP2, there was still concern that air quality was not as good as it should be.

Cycle paths

- 5.4.7. Torbay is currently poorly served for leisure cycle routes, although there are some lengths of on-road paths. Current proposals are to install a mainly off-road route from Torquay to Brixham, with branches reaching inland to link various centres and facilities

Links to Exeter airport by rail and coach

- 5.4.8. There are no direct links to Exeter Airport from Torbay, all journeys requiring a change in Exeter. A direct link by coach or rail would provide a much more sustainable link.

Ferry link

- 5.4.9. A majority of stakeholders were impressed with the experimental ferry service in 2008, and considered it an excellent way to cross from Torquay to Brixham, a journey which can take up to 90 minutes

Health

- 5.4.10. Health issues were identified as a major problem in Torbay, often due to levels of deprivation. Encouraging the use of walking, cycling and green infrastructure was felt to be very important.

5.5. Supporting Policy

- 5.5.1. Looking forward there is a need to regenerate Torbay in order to achieve economic growth and improve the prosperity and quality of lives of the people who live in Torbay. Current plans to help achieve this are included in the Mayoral Vision³ which emphasises that there are two key drivers for change in Torbay, Economic Growth and Climate Change. In the 'New English Riviera', the three towns of Torquay, Paignton and Brixham each has its own distinctive identity but together represent a large urbanised area, equal in the scale and importance of a city. Torquay forms the city centre; Paignton is reinvented as a garden city with Clennon Valley as a place of living and learning; and Brixham is the creative harbour for food, arts and culture.
- 5.5.2. Making the big connections: The Mayor's vision proposes to improve the infrastructure and public transport provision linking the Bay with Devon and the rest of the UK and Europe.
- 5.5.3. The Council has employed Atkins consultants to produce a parking strategy linked to the sites specified in the Mayoral Vision. The recommendations include a modal shift towards walking, cycling and public transport; improvement and maintenance of the highway; and promoting green infrastructure⁴. This has implications, for instance, in local junction improvements to the road network.

Torbay Council and its regeneration partners are committed to a brighter Vision for a future Torbay. The Community Plan⁵ is based upon four

³ <http://www.torbay.gov.uk/index/council/electedmayor/mayoralvision.htm>

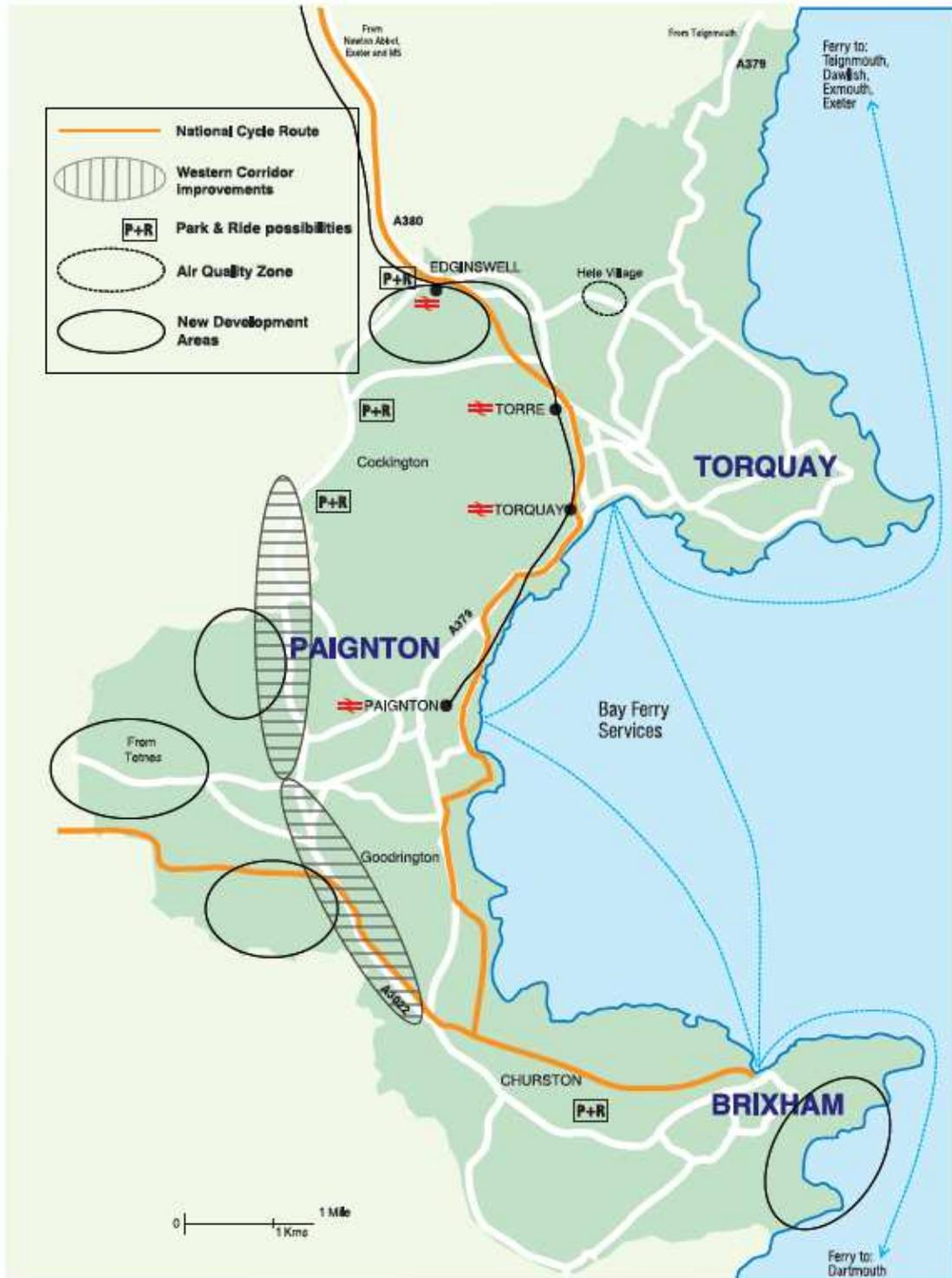
⁴ Infrastructure which maintains links and corridors between wildlife and promotes biodiversity and an attractive environment

⁵ <http://www.torbay.gov.uk/communityplan.pdf>

themes: 'Pride in the Bay'; 'Stronger Communities'; 'Learning and Skills for the Future' and 'The New Economy'. The key objectives in the Community Plan for the Local Transport Plan are:

1. To create and maintain safe, accessible and pleasant environments
2. To improve the quality and quantity of culture on offer
3. To make it easier to get around the Bay
4. To support the renaissance of Torbay with a strong transport infrastructure
5. To ameliorate and adapt to climate change

5.5.4. As outlined above, the transport schemes have been assessed according to the five joint transport goals, by the goals outlined in the Community Plan, with regard to the emerging Local Development Framework, as well as tested by stakeholders, members and officers.



Torbay: Major Routes.



5.6. Priorities for Torbay’s third Local Transport Plan

5.6.1. The accompanying Implementation Plan sets out the transport schemes to deliver this strategy. It is divided into three 5 year time scales to cover the

Plan period up to 2026. The schemes have been prioritised in order to allocate funds to each project during this period of financial uncertainty.

- 5.6.2. The Implementation Plan also sets out the monitoring framework. A series of indicators has been selected to measure how Torbay will meet the National Goals, as well as delivering local aims and objectives as set out below in this Place Strategy.
- 5.6.3. In the longer term, while it is expected that national priorities for transport will remain stable; schemes will evolve as local priorities change. For instance, planned development to the west of Torbay may change commuting patterns, service use and leisure travel.
- 5.6.4. The transport schemes contained within the implementation Plan have been summarised below and grouped under the Torbay local priorities of:
- **Enabling economic growth and development;**
 - **Enhancing Torbay's built and natural environment;**
 - **Improving health and activity levels;**
 - **Improving access to education, employment and services;**
 - **Making the big connections.**

5.7. Enabling Economic Growth and Development

- 5.7.1. 5.6.4 The need for economic growth has been identified has one of the key drivers for change in Torbay. Economic growth is at the heart of the Community Plan and Mayoral Vision to unlock the potential of the three towns. The Third Local Transport Plan will be fundamental to facilitating the developments outlined in the Mayoral Vision and the emerging Local Development Framework, ensuring the transport network can accommodate the housing, jobs and services Torbay requires.
- 5.7.2. Delays on the transport network will be reduced and journey times more reliable with the construction of the **South Devon Link Road**. This is **vital** for the economic regeneration of Torbay as outlined in the Mayoral Vision and Community Plan. The South Devon Link Road, which could generate 3000 new jobs in Torbay, remains an integral part of any programme for economic development in Torbay. It may generate £9 for every £1 spent. Congestion on the A380 (at Kingskerswell) is probably the biggest inhibitor to growth in Torbay. It is under severe pressure throughout the year. Journey time reliability is very poor. The South Devon Link Road scheme would connect Torbay with the strategic road network. This is necessary to overcome some of the current disadvantages such as being an insular and peripheral area, with a lack of investors attracted to the area. It is proposed that the link road would be complimented by a package of smarter choices measures to reduce greenhouse gas emissions, for instance by a substantial improvement in facilities for public transport, walking and cycling.
- 5.7.3. The transport impacts of planned housing, retail and employment growth will be addressed, especially on the Torbay Ring Road. This has been identified as containing hotspots either at or near capacity and which may require major works, such as dualling from Great Parks to Churscombe Cross. Investment in measures to encourage people to use sustainable transport, to walk and to cycle and to facilitate housing and employment growth will also be undertaken. Schemes anticipated in the Mayoral Vision will require

localised junction improvements. These infrastructure improvements will need to be supported by developer contributions.

- 5.7.4. Torquay, Paignton and Brixham town centres will be supported in their function as successful retail and leisure centres by providing a quality transport system and offering a choice of transport mode. Improvements to footways, cycle paths, and public transport will be put in place to support sustainable transport modes, reducing delays. Improved information (including Real-Time Information) will play an important role in assisting use of these sustainable modes of travel to ensure users can make informed decisions locally. Permanent Park and Ride facilities for Torquay and Brixham (including Kingswear for Dartmouth) will be developed. Transport information will be improved and modernised. In this way Torbay's transport strategy will help to break the traditional link between economic growth and climate change, supporting the economy and reducing greenhouse gas emissions.
- 5.7.5. The continued maintenance of the highway network, and renewal of life-expired assets, has been identified as vital to the economy and infrastructure of Torbay. In order for the economy to flourish, the Transport network must be resilient and residents and visitors must be able to move around the Bay easily.
- 5.7.6. Torbay is particularly vulnerable to flooding from a number of different sources including main river flooding, open watercourse flooding and coastal flooding, all of which affect the public highway. The principal areas at risk from flooding are the town centres of Torquay, Paignton and Brixham together with the main coastal highway route. Remedial works may need to be carried out during the life of the Plan in order to safeguard Torbay's transport network.

5.8. Enhancing Torbay's built and natural environment

- 5.8.1. Transport is a major contributor to greenhouse gas emissions (approximately 22%, compared to 29% nationally) and reducing Torbay's contribution to carbon reduction is the second key driver for transport policy. Planned improvements to the rail, bus and cycle network will enable people to make "smarter choices" moving the preferred mode of travel away from the private car towards public transport, walking and cycling. In addition sustainable transport brings the wider benefits of a healthier lifestyle and will assist in regeneration of the town centres. Car sharing schemes (i.e. www.Carsharedevon.co.uk) will continue to be supported.
- 5.8.2. Travel planning is aimed at switching the preferred mode of travel away from the private car. Travel plans are required for all new major developments. New developments are also assessed as to whether a contribution towards sustainable transport infrastructure is required in order to prevent the network capacity becoming a barrier to further growth. Car club schemes will be considered if a need is established.
- 5.8.3. A frequent ferry service between Torquay and Brixham will help reduce congestion on the coast road and allow more rapid access between the two towns. This would serve both commuters and visitors. Improved coach facilities, including increase coach parking areas, will also allow visitors to

the Bay to move around in a more sustainable manner.

- 5.8.4. In time, the provision of electric vehicle charging points in town centres, at park and rides and in new development, will enable personal travel with reduced carbon emissions.
- 5.8.5. The Local Transport plan must contribute to maintaining Torbay as an attractive place to live, work and enjoy leisure time in a high quality environment. English Nature has recognised that Torbay is one of the seven most important areas in England and Wales for rare plant species, for example Torbay's boundary encompasses 12 Sites of Scientific Interest, part of the South Devon Area of Outstanding Natural Beauty and the world's only Urban Geopark. Transport's impact on the environment (including air quality, buildings, landscape and noise) will be reduced as people are more able to walk and cycle and use public transport. The Air Quality Management Areas will be addressed through air quality management plans.
- 5.8.6. The transport corridors themselves can be attractive environments for wildlife, providing Green Infrastructure and connecting areas of valued habitat and sustaining biodiversity. The maintenance and development of Green Infrastructure will be strongly encouraged and supported, including the provision and maintenance of footways and cycleways. This will help achieve the joint strategy and Mayoral Vision goals, and promote sustainable transport for leisure trips.

5.9. Improving Health and Activity Levels

- 5.9.1. Significant health inequalities exist across the Bay. Sustainable transport such as walking and cycling can make an important contribution to achieving a higher quality of life. The health benefits of increased exercise and reduced obesity can lead to longer life expectancy and reduced risk of serious illness such as diabetes and heart disease. In addition regular exercise can contribute to a sense of well being. Smarter choices, as well as promoting healthier lifestyles, and reducing greenhouse gas emissions. This is reflected in the Marmot Report which prioritises the development of "common policies to reduce the scale and impact of climate change and health inequalities" and improving "community capital and reduce social isolation across the social gradient"⁶
- 5.9.2. People will be encouraged to make Smarter Choices by the provision of walking and cycling schemes. These include: the continued extension of the National Cycle Network in Torbay; improvements to footpaths; new paths linking into the South West Coast Path; and maintaining and improving the public rights of way network.
- 5.9.3. Torbay continues to have one of the safest road networks within the South West and has been successful in meeting targets to reducing the number of people killed or seriously injured through road traffic accidents. However, there will remain a focus on improving public safety (and the perceptions of safety) for all modes of transport. A new Road Safety Plan will be introduced in 2011. Road safety schemes will be introduced where appropriate and continued education and information, for example, Learn2Live younger

⁶ www.ucl.ac.uk/marmotreview

driver training, along with older driver training. There will be continued improvement of safe walking routes to schools and parks, and the encouragement of Junior Road Safety Officers and Bikeability training in schools. New and replacement crossing facilities will be installed that adhere to pedestrian desire lines, where possible. We will work with our partners in the Police, the County Council, the NHS and the Ambulance Service. Safety concerns should not be a barrier to mobility.

- 5.9.4. In residential areas it is expected that vehicle speeds will be reduced and the roads made safer. Torbay has a good road safety record and it is expected that efforts will continue to be made in this area. Transport Action Zones will be implemented where the risk of accidents can be further reduced and 20 mile per hour zones can be put in place in quiet residential areas where appropriate. Home Zones provide child-friendly streets which promote healthier and more sustainable lifestyles and more cohesive communities, as well as promoting independence in young people and reducing car-use.

5.10. Improving Access to Education, Employment and Services

- 5.10.1. Torbay has several wards categorised as areas of high deprivation and a higher rate of unemployment than in the rest of Devon. Within the Bay approximately one third of households do not have access to a private car. Therefore it is important that the Local Transport Plan promotes and sustains a transport network that is flexible, sustainable and readily available to meet the needs of its residents. This will benefit the young, the old and the less well off.
- 5.10.2. The public transport network needs to be affordable, reliable, and convenient. There will be improved access to education, employment, retail, and health services in line with the Mayoral Vision. Public transport services will link up major residential areas with the larger employment centres. Transport will not be perceived as a barrier to learning, but will provide sustainable access to education.
- 5.10.3. There will be improvements to public transport including minor infrastructure provision and better quality, modern forms of information. Smart cards (that cover a whole journey rather than one trip) will help provide easier travel using more than one mode of transport. Improvements to the town centres and public realm will encourage journeys on foot. The provision of Shopmobility facilities in the past few years has encouraged the provision of disabled friendly infrastructure and this will be continued.

5.11. Making the Big Connections

- 5.11.1. The Local Transport plan will promote improved connectivity to inter-urban, regional and international networks by road, rail and air, contributing to the economic regeneration of Torbay as outlined in the Mayoral Vision and Community Plan.
- 5.11.2. Torbay is the only major resort in the country without dual-carriageway access. The proposed South Devon Link Road, as described above, is vital as the area's highway link to Devon and the rest of the UK.

- 5.11.3. Improved links to Exeter Airport will enable an increased number of visitors to reach Torbay more easily, and facilitate access by local people to the airport. With major development east of Exeter (Cranbrook) with a new station adjacent to the airport, it is likely that direct services can be implemented.
- 5.11.4. Electrification of the main rail route will be supported, in particular to London. This will bring faster, more reliable links to the outside world.
- 5.11.5. The proposed Devon Metro will increase rail services between Paignton and Exeter to half hourly. The quality of the transport links and information at Torbay Stations will be improved. It is proposed to develop a new station at Edginswell, North Torquay. This will require additional infrastructure and new rolling stock.
- 5.11.6. Torbay's strategic highway link to the west, the A385, connects Torbay with Totnes, Plymouth and the West. This route currently experiences severe delays during peak periods. Development west of Paignton will have an additional impact on the A385. It is anticipated that improvements will be required on the road network and rail links to the west, dependent upon the type of development and the planned outcomes for this area in the emerging Local Development Framework. The Local Transport Plan will seek to deliver improved links to Totnes, for example by completing part of the National Cycle Network between Paignton and Totnes. Torbay will continue to work with Devon County Council to alleviate traffic problems along the A385.

5.12. Key Elements of Torbay Transport Strategy

- 5.12.1. As set out in the overall strategy, a two part approach describes how the plans will be delivered. It sets out a flexible approach which can be delivered as funding opportunities arise and as new developments get approval. Each priority will work towards achieving the transport goals for the plan and in many cases the priorities will be delivered in partnership with stakeholders.#

In the Implementation Plan for Torbay, these priorities are refined and set out by mode for additional clarity, e.g. Highway Maintenance, Road Safety, Smarter Choices, Walking, Cycling, Public Transport etc

5.13. Foundation - Low cost High Value

- 5.13.1. These are schemes that score well when evaluated against all the criteria, both joint and local, and yet remain affordable in the relatively short-term: whatever the economic climate it is felt that "Smarter Choices" schemes will offer the best value for money. Smarter Choices offer improved information provision, travel planning and alternative means of travel. In some cases, these schemes may be eligible for funding through the **Sustainable Transport Fund**, recently announced by the Government.

Enable Economic Growth and Development

- Improvements to footways, cycle paths, and public transport to support modal shift and reduce congestion.
- Improved information systems to better inform transport users
- Localised minor congestion schemes and junction improvements.

- Maintenance of the existing highway network and assets will be vital to supporting growth.

Torbay's built and natural environment

- Travel Planning and Smarter Choices, car-sharing etc.
- The provision of electric car charging points, fed by clean electricity will be encouraged.
- Infrastructure for people with disabilities,
- Improved coach facilities,
- 20mph zones and home zones.
- Address Air Quality Management Areas

Improve Safety and Health

- Cycling and walking, including the National Cycle Network
- Road Safety measures where appropriate and education
- Transport Action Zones
- Driving training for younger and older drivers
- Junior Road Safety Officers
- Bikeability training

Promote Access to Education Employment and Services

- Improvements to public transport including minor infrastructure
- Improvements to public transport information.
- Introduction of Smart Cards
- Improvements to the public realm in the town centres

Making the Big Connections

- Improve the comfort, journey reliability and cost rail travel by working with First Great Western
- Work to improve the A380 through Kingskerswell for public transport and cycling.

5.14. Key Elements of Torbay Transport Strategy

5.15. Targeted Capital Investments

- 5.15.1. These are larger more capital intensive schemes, which, although providing value for money, and contributing to the five joint goals, will depend on what funding is available, whether through the Local Transport Plan , from Developers, or from other sources of funding.

Enabling Economic Growth and Development

- South Devon Link Road
- Improvements to the A385 to the west of Paignton
- Improvements to the Torbay Ring Road/Western Corridor including Windy Corner will be required to enable residential and business development.
- Provide park and ride for Torquay, and improve existing park and ride for Brixham (and Kingswear for Dartmouth).
- Upgrade rail and bus interchanges and stations.
- Maintenance of the sea-wall to prevent disruption to the coastal road. As outlined above.
- Infrastructure for a frequent ferry between Torquay and Brixham and other destinations further a field.

Torbay's Built and Natural Environment

- Further measures to address air quality and green infrastructure.
- Further additions to the National Cycle Network

Improve Safety and Health

- Further walking and cycling schemes where appropriate
- Transport Action Zones

Making the Big Connections- Improving External Communications

- Electrification of the main rail route will be supported, in particular to London. This will bring faster, more reliable links to the outside world and will contribute to all five of the joint goals.
- Devon metro: increase rail services between Paignton and Exeter to half hourly. Improve the quality of the transport links at Torbay Stations and develop a new station at Edginswell, North Torquay. This will require limited additional infrastructure and new rolling stock. This will contribute to all 5 joint Goals.
- Deliver a cycle link to Totnes and to Brixham (National Cycle Network).
- Rail service improvements
- Links to Exeter Airport

5.16. Funding Streams

- 5.16.1. It is understood that funding of the Third Local Transport in the short term is likely to be significantly restricted. It is therefore important that the Authorities look at all forms of funding to enable development and regeneration. It is considered that Asset Management and maintenance will receive priority funding through the third Local Transport Plan, while other schemes, as outlined above, will be low-cost, and suitable for funding from other sources if there are insufficient funds in the Integrated Transport Block
- 5.16.2. Contributions for sustainable transport improvements will be sought from all new developments. This will include funding for travel planning measures as well as necessary infrastructure. Additionally, Torbay will bid for any external sources of funding that may be made available
- 5.16.3. The Local Sustainable Transport Fund, announced in September 2010, will challenge local Transport Authorities to work in partnership with their communities, to develop packages of sustainable measures that support economic growth and reduce carbon as well as delivering cleaner environments, improved safety and increased levels of physical activity.
- 5.16.4. Sustainable travel measures will include encouragement of walking and cycling, initiatives to improve integration between travel modes and end-to-end journey experiences, better public transport and improved traffic management schemes
- 5.16.5. Introduction of parking charges will be considered for new development. The Transport Act 2000 provides opportunities for Local Authorities to put in place demand management measures which may generate income to reinvest in transport. In order to deliver some of the aspirations of the plan, particularly if funding opportunities are limited, it will be necessary to investigate alternative sources of funding.

5.17. What this Strategy Will Mean for Torbay

- 5.17.1. Torbay Council will continue to consult with the local community and stakeholders and demonstrate that their views have been taken into account.
- 5.17.2. Torbay will build on the success of the Second Local Transport Plan creating a transport system that is flexible, sustainable and readily available to meet the needs of its residents. The Implementation Plan will identify the highest priority schemes to allow the Transport system to adapt to changes in funding.
- 5.17.3. As a joint plan with neighbouring Devon County Council, Torbay can expect to share in the benefits of joint working, while maintaining the Bay's local character, and achieving the goals set out nationally and in the Mayoral Vision and Community Plan. This Place Strategy and accompanying Implementation Plan aim to build a prosperous and healthy Torbay while reducing carbon emissions within a high quality environment. The plan also aims to address inequality by providing access to employment, education and services for all sections of the community and to promote healthy lifestyles by promoting active travel and road safety. Details of specific schemes to achieve these aims are presented and prioritised further within the accompanying Implementation Plan.

6. Market & Coastal Towns and Rural Devon

6.1. Vision

- 6.1.1. Devon's market and coastal towns will be better connected to their closest urban area, for the journey to work, access to health care, education, training, leisure and retail. Within the towns, sustainable travel options which make the most of the existing road, rail, bus networks and cycle and footpaths, will support; more active lifestyles, better accessibility and reduce local congestion. Devon's towns will remain locally distinctive, which will continue to attract visitors. New employment and housing development within the towns will be linked to and provide better sustainable transport choices.
- 6.1.2. People who live in the towns and their associated rural areas are proud of where they live and naturally have a view on how the community should grow and develop. The Plan will harness this strong sense of 'community' and enable the local population to be part of shaping their transport in the future.

6.2. Devon's towns and rural areas today

- 6.2.1. The strategy applies to the 28 existing towns and the surrounding rural hinterland. In the future this strategy will also be applicable to the new community at Cranbrook, east of Exeter and the new development areas to the east of Plymouth including Sherford and Language.
- 6.2.2. The 28 market and coastal towns in Devon are;

Market Towns

Ashburton/ Buckfastleigh
 Axminster
 Barnstaple
 Bideford
 Cullompton
 Crediton,
 Great Torrington
 Holsworthy
 Honiton
 Ivybridge
 Kingsteignton
 Moretonhampstead
 Newton Abbot
 Okehampton
 Ottery St Mary
 South Molton
 Tavistock
 Tiverton
 Totnes

Exmouth
 Ilfracombe
 Kingsbridge
 Lynton/Lynmouth
 Seaton
 Sidmouth
 Teignmouth

Coastal Towns

Dartmouth
 Dawlish

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- 6.2.3. In economic terms there are major differences between the better connected rural areas in the South and East of Devon and some of the more sparse communities in the North and West of the County. The rural South and Eastern parts of Devon tend to be more prosperous.
- 6.2.4. The towns themselves often provide employment, particularly smaller businesses, retail, health services and community services such as libraries. The towns have historic centres with their own distinctive character. They range from bustling seaside towns to vibrant market towns. Some are very rural and have services focusing on agriculture. The towns are also where people can connect to key bus and, in some cases, rail services to the urban areas.
- 6.2.5. Having easy access to work, public services and facilities, as well as being able to socialise and take part in the community is important to Devon's residents. The proliferation of supermarket developments has reduced the numbers of people using their town centres. This has also presented challenges for transport infrastructure and provision. Although many of the towns have seen a significant growth in population they have lost facilities, health services and employment opportunities. The growth of the towns coupled with a decline in services has potential to increase the need to travel
- 6.2.6. For people living outside but near the towns there is usually a local bus service at least once a week and/or community transport schemes. Car sharing and lifts organised by the voluntary sector also play an important part in connecting the community. Walking and cycling locally is an important way of getting around and the high quality public rights of way network and investment in cycle routes has made walking and cycling between some communities much easier.
- 6.2.7. For the people who live in rural Devon with a car the rural road network supports the local economy by providing essential access to everyday services and connecting people to work and training. However, the 14% of the rural population who do not have access to a car are disadvantaged especially if they do not have access to regular public transport. Transport solutions in these areas need to be community led, flexible and affordable to ensure they are accessible to the disadvantaged.
- 6.2.8. The role of technology will continue to grow in reducing the need to travel. Many everyday activities can be done by accessing the internet in our homes or at a community facility. A recent Devon County Council survey, the first of its kind in the country, showed poor access to Information Communication Technology (ICT) was acting as a constraint on many rural businesses, affecting their growth and turnover. A high-speed and reliable broadband service is now considered as essential as utilities such as phones, electricity and gas. The survey concluded that 22% of the County has slow broadband access, let alone Next Generation access.
- 6.2.9. The two national parks, areas of outstanding natural beauty, coastal footpaths, beaches, public rights of way, and beautiful villages are a key draw for tourists and day trippers. High quality cycle routes and public rights of way are not only important to the local economy but are also valuable to the public's health and wellbeing. Devon County Council has already

provided a series of leisure trails including the Tarka Trail and Granite Way and work is continuing on many other projects including the Exe Estuary Trail, the Stop Line Way, the Teign Estuary, and the Ruby Way.

6.3. Local Development Frameworks (LDFs)

- 6.3.1. Devon's district council's are each responsible for the development of a local LDF, planning for significant growth across the County. The towns around Exeter are expected to accommodate in aggregate, as much growth as Exeter itself and the new community at Cranbrook will have nearly 3,000 homes initially, rising to 5000 by 2026. Barnstaple, Newton Abbot, Tiverton and the new community at Sherford could grow by up to 6,000 dwellings respectively. The eight LDFs set out the proposed development requirements, the transport infrastructure and associated services. In terms of transport considerations, an increase in population will inevitably mean an increase in travel demand.

6.4. LTP 2 Achievements

- 6.4.1. In the last five years new transport services and improvements have increased accessibility in the towns and rural areas. These include:
- Devon-wide 'Wheels-to-Work' scheme run by a community interest company, now expanding into a Wheels-to-Learn scheme for students
 - 16 Ring & Ride services for frail elderly & disabled people delivered through partnerships with the voluntary sector
 - Txt 4 Times at all Devon bus stops
 - 16 community transport partnerships across the County to deliver transport services.
 - More information has been made available by initiatives such as 'Transport for your community – Just Ask.' The result was a marketing toolkit, including a DVD, leaflets, posters and display boards.
 - The cycle network has been expanded and 95% of public rights of way are classified as easy to use. These routes passing through stunning countryside provide local recreational and leisure facilities as well as being a draw for tourists. A well maintained network of cycle routes and footpaths also offer a low cost way of accessing the wider transport network.
 - Bikeability Cycle Training is offered across the County and between 2006 and 2010 over 10,000 children received cycle training.
 - The Public Rights of Way network is a key reason why people visit Devon, over 95% of the network is classified as 'easy to use'
 - Although a county wide project, carsharedevon.com is particularly useful to people living in rural areas. This online car sharing database allows people to find others making a similar journey by car and to share transport and reduce their travel costs. Over 7000 people are registered on the carsharedevon.com website.
 - Public Realm improvements to the centres of Tavistock and Exmouth
 - Improvements to bus routes including X53 Jurassic Coast, X9 Atlantic Express and the Culm Valley Connect

6.5. Consultation

- 6.5.1. The strategy has been informed by a number of consultations, including those that have taken place for the emerging LDF. The panel hearings that

took place in January 2010 invited a number of stakeholders, businesses and voluntary groups to present their priorities and vision for transport in Devon.

- 6.5.2. Many of the responses recognised the need to ensure strong links between market & coastal towns and the nearest main urban centre. The trend towards the centralisation and specialisation of services and facilities mean that these towns cannot survive without effective and reliable transport links. Whilst many were still quite self contained in terms of employment opportunities, it was recognised that increasingly the trend for employment growth would be in areas such as Barnstaple, Exeter, Newton Abbot, Plymouth and Torbay. The road, including bus travel, and rail links to these centres are critical and should therefore form the core of the strategy.
- 6.5.3. For market and coastal towns to survive they also need to be distinctive and a place where people want to live with local facilities including shops. It is important that they remain attractive places to live in and visit with town centre environments a particular priority. There was a general feeling that high quality walking routes are essential, particularly where tourism supported the local economy. This had to be balanced with the need to maintain access by car to ensure continued competitiveness.
- 6.5.4. Access into the towns from the surrounding rural areas represented a continuing challenge, particularly for those without access to a car. There was general agreement that community based transport would have to play a greater role in the future but that this approach presented challenges in terms of long term security of funding and voluntary labour.

6.6. The Transport Strategy for the Market & Coastal Towns and Rural Areas

- 6.6.1. There are four specific transport priorities for the towns and rural areas, the priorities are;
- Assist in supporting existing and future development of the towns.
 - Improve rail and bus connections from the towns into the main urban areas.
 - Make Devon the place to be 'naturally active' through investment in the leisure network
 - Work with the community to demonstrate a low carbon approach to travel.

6.7. Assist in supporting existing and future development of the towns

- 6.7.1. Many towns have struggled to retain retail spending in the face of competition from larger retail centres and the internet. Many have also lost their local market as a focus to bring people into the town centre at least once a week. There are however signs that some towns, such as Tavistock, are developing niche markets based on local and specialist food and products. This often attracts visitors and tourists from outside the town as well as local people. A high quality local built environment is often key to the successful development of local retail centres. The Plan promotes the use of 'Manual for Streets' for urban design and public realm enhancement. This

will be linked to a town wide parking strategy incorporating on and off street parking and enforcement to make better use of the current parking spaces.

- 6.7.2. The combined drivers of affordable housing, demographic change, an ageing population and in-migration have resulted in a high level of proposed growth for most parts of Devon over the period to 2026. The specific levels of growth for the individual towns are developed in the district's LDFs. The LDFs promote employment opportunities close to where people live. Devon County Council will continue its work with the planning authorities to develop the transport aspects of the emerging Local Development Frameworks. It will also be important to use the LDFs to promote provision of employment and start up businesses in the towns and near to where people live, reducing the need to travel, as well as promote a more diverse local economy.
- 6.7.3. This plan focuses on getting best value for money out of the existing network and putting in place improvements that are low cost and have a lasting impact. Therefore to support this approach new development should be located where it will be well served by existing transport infrastructure. In some cases new development can be a catalyst for change and bring forward targeted capital interventions that address existing problems and provide better accessibility. Providing good travel choices reduces the need to travel by car which reduce pressure on the road network and promotes low carbon travel.
- 6.7.4. The emerging LDFs and Master Plans developed by district councils and Devon County Council aim to make sure that housing development is managed in a sustainable way and locations are determined after considering a range of issues including increasing pressures on an already vulnerable highway network.
- 6.7.5. The Master plans developed for larger housing development plan for the provision of walking and cycling routes and bus waiting areas. The Master plans also consider locating homes close to employment, education, retail and health facilities to reduce the need to travel. To enhance this travel planning, including residential plans and personalised travel planning will be used to encourage sustainable travel behaviour from the day people move in.
- 6.7.6. In some cases some low cost highway and public transport improvements would help to increase the capacity and safety of the roads serving towns. Transport infrastructure and improvements identified in the LDF will need to be met by developer's contributions and by working with the transport operators.
- 6.7.7. In addition to this there are two new communities planned, Cranbrook, East of Exeter known as Cranbrook and the other is Sherford, just outside of Plymouth. To ensure that sustainable transport considerations are included in the planning of new communities.
- 6.7.8. The new towns of Cranbrook and Sherford will have high quality connections to the City Centres of Exeter and Plymouth, respectively and the Trunk Road network. Cranbrook will have good connections to the rail network, by way of a new station. It will be connected to the A30 dual carriageway with some junction improvements. In the longer term there will be a need for a new

route connecting all the new developments in the area to provide improved facilities for private transport and a quality bus system. Sherford will be connected to both the A38 and the A379. Public transport connections will be provided by a new bus route along the A379. There is a requirement to improve the junction with the A38 at Deep Lane and provide a Park & Ride. Both developments will include with a comprehensive network of cycle and walk links

6.8. Improve rail and bus connections from the towns into the main urban areas

- 6.8.1. Changes to; the provision of services by local government, increasing pressure on local services and housing, major changes to the structure of local healthcare and education provision and the introduction of the Government's localism agenda, all mean that a fundamental rethink of rural service provision is required. This is on top of the major reductions to local authority budgets over the next four years and probably beyond. It will no longer be sufficient to continue to plan rural transport on the basis of the last decade.
- 6.8.2. Devon County Council has recognised the need to fundamentally review the way services in these areas are provided, by whom and the way people access them. This means looking at the whole cost and experience together, not in isolation. For example it may be better to provide some services on a smaller scale locally rather than subsidising high transportation costs and make people travel long distances, particularly where they have specialist needs.
- 6.8.3. Similarly, the new approach to service and facility provision will need to encompass the thinking behind the new Localism Bill published in December 2010 which may help to encourage the development of new locally promoted and supported facilities such as a village shop. The County Council and District Councils will need to consider how they can best support this process. Access needs and transport provision will need to be integrated into that thinking. Some work is already being done by the County Council including the development of a viable higher speed rural broadband network and the proposal for rural work hubs around the County.
- 6.8.4. Community transport in its many forms, including voluntary hospital car services, ring and ride and Shopmobility, will play an important role in supporting this new approach to local services. Consideration will need to be given to how different aspects will work in practice in conjunction with the core bus network and initiatives such as taxi based fare cars. Other new approaches to rural transport such as car clubs have shown that they can play a key role using the effective social enterprise model, a fundamental part of the localism agenda.

- 6.8.5. It is important that people living in towns are connected to the urban centres to access education, retail, leisure, training, and employment. Better use of the existing transport network could be made by integrating car, walking and cycling trips with existing rail and bus services. It is important that when passengers arrive at bus and rail transport interchanges they can easily continue their journey by foot, bicycle, public transport, taxi or car. This will be made easier by providing:
- Good interchange facilities at bus and rail stations such as bus waiting areas and timetable information.
 - Good quality accurate transport information
 - Where feasible provision of low cost of park and change sites along core bus routes to enable people to connect to key urban areas and other towns.
- 6.8.6. The Devon Metro, which is discussed in more detail in the Exeter Strategy, will also benefit Devon's towns and rural areas. The branch lines from Barnstaple, Torbay and Exmouth provide an efficient alternative to the car, particularly into Exeter and the mainline. The Devon Metro includes proposals for new stations at Marsh Barton and Newcourt in Exeter, and potentially Edginswell and North Exmouth. The project will also provide greater capacity and comfort, smarter ticketing and improved frequency.
- 6.8.7. In the longer term further improvement to the frequency of the rail services in Devon requires amongst other things, duelling of the rail track. A passing loop at Axminster has already been delivered on the Waterloo - Exeter line. This needs to be done at other locations to improve frequency. However this is expensive and requires cooperation by Network Rail and the train operators. The plan will pursue improved rail frequency for Devon and Torbay with the view to making this a realistic and efficient option for commuters and visitors.

6.9. Make Devon the place to be 'naturally active' through investment in the leisure network.

- 6.9.1. Devon & Torbay are the perfect places to experience the great outdoors, offering two National Parks, two World Heritage Sites, 3,500 miles of footpaths, 150 miles of the National Cycle Network, sandy beaches and some of the most popular sailing and surfing waters in Britain.
- 6.9.2. The plan can assist this by providing more opportunities for activity that will benefit all ages. It is well documented that exercise has positive outcomes for public health; walking and cycling can help control weight, reduce diseases and promote a positive wellbeing. The recent Public Health White Paper^{xx} defines public health as; 'The science and art of promoting and protecting health and wellbeing, preventing ill health and prolonging life through organised efforts of society.' Continuing to invest in the rural walking and cycling network will offer local opportunities for people to be more active. The Plan will make sure that opportunities for sustainable transport are included in all community planning decisions.
- 6.9.3. Devon has substantially improved and increased the cycle and walking network for leisure, journeys to school and work. Public Rights of Way (PRoW) also form part of the walking, cycling and horse riding network. Walking is the most popular countryside activity; 62 percent of cycle track

use in Devon is used by walkers and a minimum of 64 percent of walkers appear to make use of PRow. Horse-riding is more popular in Devon than the national average, a minimum of 68 percent of horse-riders appear to make use of PRow.

- 6.9.4. Many of the towns link into the Devon cycle, walking and PRow network, is a strong draw for leisure trips and tourism as well as providing for everyday local trips. Wherever possible, links will be made from towns to rail stations to encourage recreation, tourism and commuting. Developing the leisure network will improve accessibility into market and coastal towns which often provide most of the services people need.
- 6.9.5. Devon's vision is to be the Country's leading cycling county not only encouraging people of all age groups and from all backgrounds within the county to participate in cycling but to help brand Devon nationally as "the place to be naturally active". Supporting people to walk and cycle with better information and training will not only encourage leisure activities but is also likely to lead to more regular walking and cycling for everyday trips.
- 6.9.6. The Cycling Demonstration Town in Exeter has delivered exceptional results and the best practice will be applied throughout Devon to make sure Devon the place to be 'naturally active.' Over 10,000 children have been trained by the Bikeability. The 'Bikeability' programme will be rolled out across the County to provide more people the opportunity to benefit from cycling.
- 6.9.7. The cycling and walking network will be developed using a strategy of maximising opportunities offered by disused rail track which link into towns and rural villages, these connections will also be part of improving the wider leisure network for walking, cycling and horse riding. Estuarial routes will also be important to providing scenic walking and cycling routes. The map below indicates the opportunities to develop the walking and cycle network.
- 6.9.8. The volume of traffic during holiday periods can cause congestion problems. Visitor travel plans can help to manage and encourage more sustainable trips. This will include providing useful and accessible information as well as working with transport providers to make using the bus, train, walking and cycling as attractive as possible. A high proportion of tourism trips are made by people unfamiliar with the area who are therefore much more reliant on information to aid them. In a recent regional tourism consultation only a quarter of respondents agreed that visitors are aware of public transport options available to them. Devon County Council will support attractions to develop travel plans as well as improve information and facilities such as cycle parking when visitors arrive at a transport interchange.

6.10. Work with the community to demonstrate a low carbon approach to travel

- 6.10.1. The new towns of Cranbrook and Sherford will be designed to be low carbon demonstration towns. They will encompass a range of facilities to set a precedent to reduce the need for travel by private car. All properties will be will located close to a network of bus, cycle and walk links, there will be car clubs and residential travel plans. The employment areas associated with the development east of Exeter at Skypark and the Science Park will have employer travel plans which will be supported by parking charges at the

sites.

- 6.10.2. Transition towns, such as Totnes, are developing “behavioural changing” measures to reduce their carbon footprint. Good quality planning and behavioural change will enable the public to be ‘better connected’ and address congestion while at the same time reducing carbon emissions.
- 6.10.3. Devon County Council will work with communities to develop a programme of smarter choices using the lessons learnt from the Cycle Exeter Project, Travel Smart in Exeter and the national Sustainable Travel Towns project to create sustainable travel towns. Funding will also be made available for a range of small locally identified schemes that meet the specific needs of a community and reduce congestion. Initiatives could include, cycle infrastructure and bike hire facilities; car clubs; or junction and public realm improvements. Schemes that are low cost and high value and would deliver solutions identified by the community will be prioritised. The intention would be to role out a successful model to other areas in Devon & Torbay.
- 6.10.4. Throughout Devon & Torbay there are individuals, schools, community groups and employers who have actively put in place transport solutions or mobilised change. There are many examples which include, members of the public who have trained as cycling instructors or health walk leaders, every school has a travel champion, community groups who set up local shops or organise transport and employers who support bicycle user groups. This enthusiasm and successful delivery undertaken by champions in the community could be supported to take a step further by delivering a community wide approach to sustainable transport. Devon & Torbay can support this by providing expertise and assistance with accessing funding as well as the community working together to design and deliver transport solutions that have a number of positive outcomes.

6.10.5. Technology also has a key role and it is likely that the numbers of low carbon vehicles on the road will increase over the 15 year time frame of this plan. The plan is flexible to make sure it can match the momentum of emerging technology such as electric vehicles and smart technology. Low carbon initiatives, such as electric vehicles have the potential to enhance a good transport network and build on existing enthusiasm from the community for sustainable alternatives. To support the market for electric vehicles it will be essential to have a network of charging points in convenient locations for example, park & ride sites could become places that users 'park & plug'. The driver would use the park & ride service to access the centre of Exeter and return to a recharged vehicle.

6.11. Priorities and required outcomes

6.11.1. As set out in the overall strategy a two part approach describes how the Plans will be delivered. It sets out a flexible approach which can be delivered as funding opportunities arise and as new development comes forward. Each priority will work towards achieving the transport goals for the Plan and in many cases the priorities will be delivered in partnership with stakeholders. For simplicity the priorities have been placed in two tables under the two parts of the Strategy; Foundation and Target Capital Interventions.

6.12. Key elements of the Market and Coastal Towns Strategy

6.12.1. Foundation

Assist in supporting existing and future development of the towns

- Work with the planning authorities to develop the transport aspects of the emerging LDF.
- Use Manual for Street principles in designing communities, de-clutter the streetscape, enhance the public realm, and ensure new development compliments and enhances existing communities.
- Support initiatives to introduce broadband and mobile community services.
- Use parking revenue and developer contributions to improve transport and public spaces.
- Consider low cost traffic management and junction improvements. Support the roll out of high speed broadband connections across Devon and Torbay.

Improve rail and bus connections from the towns into the main urban areas.

- Develop an Integrated approach across all modes including information and service connections wherever possible
- Where feasible provide small informal car parks on major bus routes that can form multi modal interchanges.
- Work with the voluntary and community sector identify and develop local transport solutions.
- Offer training and improved information on travel options.
- Support personalised travel planning information.

Work with the community to demonstrate a low carbon approach to travel

- Pilot a sustainable travel town and roll out successes to other areas
- Support community schemes that encourage increased sustainability and low carbon travel.
- Work with the community transport sector to provide more sustainable local transport to meet local needs and connectivity into the strategic bus network.

Support tourism and leisure, in particular develop the cycle network, to benefit people who live in and visit the towns

- Support the development of visitor travel plans.
- Use development contributions to provide more opportunities for, and encourage, walking, cycling, and other outdoor leisure and recreation, to increase levels of physical activity and improve health.

6.12.2. Targeted Capital Interventions**Assist in supporting existing and future development of the towns.**

As part of the emerging Local Development Frameworks DCC is working with district council's to address key transport constraints, provide access to strategic development sites and identify opportunities that can enhance the overall transport provision. Generally these schemes will be funded through contributions from developers either by Community Infrastructure Levy or direct contributions from individual developers. In some cases the funding decisions will be based on deciding which schemes provide the best value for money and which best suit delivering the plan's overall priorities.

The interventions identified in the emerging Local Development Framework are summarised in the table below. The schemes are identified to assist in delivering new housing, new employment and access to education, training and employment.

District	Scheme	Objective
Mid Devon	Tiverton Eastern Urban Extension Access Routes	To provide new access to a strategic housing and employment development site.
	Cullompton Eastern Relief Road	Improve air quality, street environment and traffic congestion within the town centre and mitigate the impact of LDF.
	M5 Junction 27 & 28 Improvements.	Provide additional The junction capacity to meet the needs of planned strategic development at Tiverton & Cullompton.
	Crediton Industrial Link Road	Improve air quality in Exeter Road, alternative route to access the industrial estate, new gateway to Crediton with addition resilience.
East Devon	Dinan Way Extension	Avoid traffic currently using inappropriate residential streets and narrow lanes when travelling between the A376 and areas towards the east of Exmouth. Improve the scope for better bus operation.
Teignbridge	Jetty Marsh Links to Kingsteignton Central area bus priority Drumbridges	Mitigate the impact of additional development in Kingsteignton and Newton Abbot which would otherwise exacerbate existing congested problems.
North Devon	A39 junction improvements Bus and cycle links through development New Taw pedestrian bridge	Mitigate the impact of development Ensure the A39 operates as a urban distributor to the new development sites Continue the development of the cycle network with connections to key developments
South Hams	Deep Lane Improvements	Mitigate the impact of development at Langage and Sherford.
West Devon	Tavistock to Gunnislake Railway	Provide an alternative mode and relief of congestion on the A386 corridor to enable new development in Tavistock
	Okehampton Relief Road	Address existing problems in Okehampton High Street, mitigate impact of development

Improve rail and bus connections from the towns into the main urban areas.

- Provide more travel information through mobile phones and the internet using real time technology.
- Deliver the Devon Metro.
- Provide passing loops on the rail network to improve train frequencies.

Support tourism and leisure, in particular the rural cycle network to benefit the people who live and visit the towns

- Develop the rural leisure network as highlighted in the proposed new cycle routes map.

Work with the community to demonstrate a low carbon approach to travel in a pilot town

- Provide 'park and plug' facilities at existing park and ride sites.

6.13. Supporting policy

- 6.13.1. To ensure developments provide the best outcome for sustainable transport, contributions towards transport improvements associated to that development will be sought. This will include funding for travel planning measures as well as necessary infrastructure.
- 6.13.2. Parking revenue generated from short stay on street parking will be reinvested back into the towns to improve public spaces and transport options.
- 6.13.3. In the future it is likely that community projects will be supported through funding opportunities offered by central Government. This plan promotes working with the community to access such opportunities.

6.14. What this will mean for Devon's towns and rural areas

- 6.14.1. The towns will have stronger economies that are supported by some new local employment, a strong tourism offer and good links in to the urban centres of Devon. People who live in the towns and rural areas will benefit from a high quality of life offered by an outstanding environment whilst being well connected to the services people need.
- 6.14.2. Innovative transport solutions will be provided and delivered in partnership with the community, so that people have efficient, cost effective transport. People will be able to travel smarter with access to better transport information and benefit from increased activity levels.

The detail of how this strategy will be delivered over the next 15 years is explained in the Implementation Plan for Market and Coastal Towns and Rural Areas.

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- ⁱ The Local Transport Act 2008 available at <http://www.dft.gov.uk/pgr/regional/localtransportbill/>
- ⁱⁱ Guidance, 2009, Department of Transport available at <http://www.dft.gov.uk/adobepdf/165237/ltp-guidance.pdf>
- ⁱⁱⁱ The Public Health White Paper 'Healthy Lives, Healthy People: our Strategy for Public Health.' available at http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_121941
- ^{iv} Devon & Torbay LTP3 Evidence report, available at http://www.devon.gov.uk/index/transportroads/devon_local_transport_plan/ltp3.htm
- ^v Strategic Environmental Assessment, Health Impacts Assessment and Equality Impact Needs Assessment can http://www.devon.gov.uk/index/transportroads/devon_local_transport_plan/ltp3.htm
- ^{vi} Local Transport Plan 1 & 2 available at http://www.devon.gov.uk/index/transportroads/devon_local_transport_plan/dltp.htm
- ^{vii} A Warm Response – Our Climate Change Strategy, Devon County Council, 2005
- ^{viii} Department for Communities and Local Government, Draft Structural Reform Plan
- ^{ix} The Evidence report is available at http://www.devon.gov.uk/index/transportroads/devon_local_transport_plan/ltp3.htm
- ^x The Devon Rights of Way Improvement plan can be viewed at <http://www.devon.gov.uk/rowip>
- ^{xi} The Torbay Rights of Way Improvement plan can be viewed at <http://www.torbay.gov.uk/rowimprovementplan>
- ^{xii} Torbay's Highway Maintenance Plan can be viewed at http://www.torbay.gov.uk/highway_maintenance_plan.pdf
- ^{xiii} The Exeter International Airport Masterplan can be viewed at www.exeter-airport.co.uk/masterplan
- ^{xiv} The Torbay Rights of Way Improvement plan can be viewed at <http://www.torbay.gov.uk/rowimprovementplan>
- ^{xv} Torbay's Highway Maintenance Plan can be viewed at http://www.torbay.gov.uk/highway_maintenance_plan.pdf
- ^{xvi} The study Exeter and the far south west gateway study is available at http://www.devon.gov.uk/index/transportroads/devon_local_transport_plan/exeterfarsouthwestgateway.htm
- ^{xvii} Details on the Network Rail plan for Reading station can be found at www.networkrail.co.uk/asp/6339.aspx
- ^{xviii} The Exeter International Airport Master plan is available at <http://www.exeter-airport.co.uk/masterplan>

^{xix} More information on Managed Motorway techniques are available at <http://www.highways.gov.uk/news/25754.aspx>

^{xx} Healthy lives, healthy people White Paper: Our strategy for public health in England; 30 November 2010, available at; <http://www.dh.gov.uk/en/Publichealth/Healthyliveshealthypeople/index.htm>