

# Local Transport Plan

**Devon and Torbay Strategy  
2011 - 2026**

April 2011



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# Introduction

The transport system plays an essential part in everyday life. When it works well, transport supports the economy, enhances the environment, contributes to sustainable communities and encourages healthier and active lifestyles. To meet the needs of people now and in the future, the transport system must support and assist economic development and growth and enable safe, sustainable travel.

The Local Transport Plan 3 (LTP3) is a 15 year plan, covering the period 2011 – 2026. It aims to deliver a transport system that can meet economic, environmental and social challenges. It also seeks to deliver the aspirations of Devon & Torbay Councils, stakeholders, businesses and the public. The LTP3 comprises a Strategy (this document), an Implementation Plan and Evidence and Consultation Reports (SEA and EINA/HIA).

At the time of developing the LTP3, the country is in a period of unprecedented change. Global economic challenges highlight the need for greater efficiencies and better use of resources, a growing population demands the development of new housing and employment. At the same time, in order to reduce non-renewable energy consumption and carbon emissions the transport system must play its part in achieving a low carbon future.

Like other authorities and organisations, Devon & Torbay are reviewing how best to deliver the services people need whilst reducing spending. National policy is evolving, with an emphasis on local participation in developing and delivering services. In order to reflect this, the LTP3 presents a flexible framework which focuses on places and the needs of people who, live, work and visit here. This plan will also be reviewed reflect the emerging Local Development Frameworks (LDFs) and national transport policy.



# Devon & Torbay's role in local transport delivery



Devon County Council & 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 LTP. The LTP guidance has five national goals which have informed the development of this Plan. In addition responsibility for public health and health improvement has transferred from the NHS to local authorities<sup>i</sup>. Consequently this LTP provides a positive link between sustainable travel and delivering health improvements.

Local Transport Plans 1 & 2 covered two five-year periods respectively ending in March 2011. The previous plans have guided transport improvements in Devon & Torbay. The decision 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.

Over the last ten years both authorities and our partners have delivered innovative transport solutions. The selected achievements here give a flavour of how transport has delivered a better quality of life and stimulated the economy.

**Bus patronage has increased** against a falling national trend. In 2009 over 32 million passengers travelled on Devon and Torbay's buses

**Carsharedevon.com has over 7,600 registered members** - 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,
- Better access to M5 for the East of Exeter through Cumberland Way and M5 junction 30 improvements
- Worked with the Highways Agency to deliver improvements at Whiddon Down (A30), and Haldon Hill, (A38)
- Kings Ash Hill widening to improve traffic flow & Tweenaways Cross, Paignton
- Preston traffic management, Paignton

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



**Launched the Access Wallet** for people with communication difficulties to enable them to travel on the buses and trains **independently with confidence**

**Public spaces have been made more attractive and vibrant including:** Barnstaple Square & Strand, Exeter High Street, Torre in Torquay and the internationally award-winning shopping centre at Princesshay in Exeter

**1.7 million passengers use the Park & Ride** services in Exeter every year

Rail patronage has increased and dualling of the track at Axminster has **enabled an 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 people Killed or Seriously injured (KSI) in collisions. In 2006-07 Devon was made a **Beacon Authority for Road Safety. When surveyed 67% of residents felt safer travelling by road in Devon than elsewhere in the country**

In Torbay, the number of Child KSIs has fallen to below the 50% government reduction target, and 2009 saw no child KSIs

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, new routes have been constructed throughout Devon and Torbay. The **new Exe Estuary Cycle Route** is becoming a major asset for leisure and commuter trips

Peak commuter time **cycle trips in Torbay have increased** by 53% between 2005 and 2009

**100% of local authority schools have travel plans** in place to support more children and parents to walk, cycle, carshare and use public transport to get to school.

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





Devon and Torbay Councils have delivered significant improvements in transportation over past 10 years. 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 **'Transport Local 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

**Barnstaple Western Bypass** won a Green Apple Award

Devon County Council was designated a **Beacon Authority for Road Safety** in 2008 by Department for Transport

Devon County Council was highly commended at the **National Transport Awards** in 2010 for its work on Improving Access for All



# Developing the LTP3

“Our vision is for a transport system that is an engine for economic growth, but one that is also greener and safer and improves quality of life in our communities.” Creating Growth, Cutting Carbon Making Sustainable Transport Happen, White Paper, January 2011.

The government’s transport priorities as set out in the white paper are:

- To help the economy grow, and
- Tackling carbon emissions

These priorities are underpinned by the need for transport to contribute towards better health and wellbeing, promote safety, enhance the environment and offer equality of opportunity for all.

The Evidence Report and Consultation Report contain more information on the data, consultation results and policies that inform the LTP3 strategy<sup>ii</sup>. 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)<sup>iii</sup>. A summary of the main mitigation and other recommendations from the SEA can be found in the Devon and Torbay LTP3 Non-Technical Summary document available at [www.devon.gov.uk/ltp3](http://www.devon.gov.uk/ltp3).

To develop the plan Devon & Torbay have consulted two distinct groups. The first group are key stakeholders who have a regular involvement in transport, either in its provision or representing specific groups or users,

<sup>ii</sup> Devon & Torbay LTP3 Evidence & Consultation report, available at [www.devon.gov.uk/ltp3](http://www.devon.gov.uk/ltp3) or [www.torbay.gov.uk/transportplan](http://www.torbay.gov.uk/transportplan)

including the business community. The other group is the public, either individually or at the very local level including parish and town councils.

The Comprehensive Spending Review + BIS (CSR) was announced during the time of developing LTP3. All local authorities and partners will have 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. There will need to be a greater emphasis on the role of stakeholders and the public in deciding and delivering necessary transport solutions.

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, are leading the initiative to work on the new Heart of the South West Enterprise Partnership. Whilst the LEP has a strong business focus, support from the public sector includes Exeter and Plymouth Universities and other education establishments. The main focus for the partnership will be to increase productivity and employment opportunities, including achieving greater access to high speed broadband across the area. The LEP will harness the region’s strengths, including renewable and mixed energy generation; it will seek to create an expanded and resilient economy.

<sup>iii</sup> Strategic Environmental Assessment, Health Impacts Assessment and Equality Impact Needs Assessment, available at [www.devon.gov.uk/ltp3](http://www.devon.gov.uk/ltp3)



# Devon & Torbay Strategy

# Devon & Torbay Strategy

## The Vision

Devon & Torbay's transport system will offer business, communities and individuals safe and sustainable travel choices. The transport system will help to deliver a low carbon future, a successful economy and a prosperous, healthy population living in an attractive environment.

Over the next 15 years Devon & Torbay will need to diversify and grow the economy, but just as importantly develop a low carbon transport system that offers choice and encourages sustainable travel behaviour. To achieve Devon & Torbay's vision the strategy has five key objectives:

- Deliver and support new development and economic growth
- Make best use of the transport network and protect the existing transport asset by prioritising maintenance
- Work with communities to provide safe, sustainable and low carbon transport choices
- Strengthen and improve the public transport network
- Make Devon the 'Place to be naturally active'



## Deliver and support new development and economic growth

Devon & Torbay are almost at the periphery of national road and rail networks. Ensuring reliable transport connections to key business markets in London and the rest of the UK is critical for economic growth. In the same way how the area connects to the international transport system is also critical. It is important that the transport network is reliable and efficient in order to encourage businesses and employers to locate to the area. Devon & Torbay will continue to lobby central government, the Highways Agency, Network Rail and transport service operators to recognise the importance of transport links to the economy of the south west seeking to attract investment in the strategic road and rail network.

Devon & Torbay will continue to take a lead in working with Network Rail and the train operating companies to deliver improvements in rail services. The authorities will look to increase capacity and frequencies of trains to improve connectivity with the rest of the UK. Along with the other south west local authorities, Devon & Torbay will lobby for extending the electrification of the Great Western mainline to Exeter, Plymouth and Cornwall to ensure faster journey times.

The 'missing connection' between Devon & Torbay is the proposed South Devon Link Road. The new road would create faster and more reliable journey times for the current traffic using the congested A380 at Kingskerswell. This

new connection would provide a 'backbone' 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 for the Exeter and Torbay areas to 'lock in the benefits' of the scheme. Devon & Torbay will continue to work with the Department for Transport to identify funding sources to enable this scheme to happen.

Exeter provides a clear opportunity 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. By identifying Exeter as a transport 'gateway' into the peninsular, the focus will be on making sure strategic road and rail connections around Exeter and the M5 are reliable. This will support economic development in Devon & Torbay and the rest of the south west.

High quality connections and safe, sustainable transport will support the growth agenda. Devon & Torbay are likely to increase by 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). Devon & Torbay will also need to negotiate infrastructure and other travel planning measures to; manage travel demand and reduce its impact, promote sustainable travel and improve the transport network. Managing travel demand for new development is an important element in safeguarding the existing transport network.

A high quality environment is important for a strong economy, Devon & Torbay offers a place where people want to live, work, visit and spend their time in. The historic and built environment as well as the natural coastline, beaches and countryside are the county's greatest assets. It is valuable for many reasons but most important is the value placed on quality of life for the people who live and visit here. Transport has an important role to play in terms of; its design and the impact of creating new transport infrastructure, providing safe and attractive environments in which to encourage walking and cycling, as well as providing sustainable



access to the asset. To maintain and promote a high quality environment Devon & Torbay will apply environmental best practice in the design, construction and management of infrastructure assets. Devon & Torbay will work with their partners to develop and promote more sustainable transport options for visitors to the county.

The attractiveness of the towns and urban areas is also important to encourage people to spend time there. The Plan promotes the use of 'Manual for Streets' for urban design and public realm enhancement. This will be linked to town wide parking strategy's, incorporating on and off street parking, and enforcement to make better use of the current parking spaces.

## Make best use of the transport network and protect the existing transport asset by prioritising maintenance

Transport assets are the infrastructure that makes up the transport network, for example; roads, footpaths, cycle ways, bus stops and traffic signals. To deliver a safe and sustainable transport network in a climate of reduced resources requires difficult decisions about priorities. Devon & Torbay will work with its partners to improve the performance of the existing transport infrastructure and services.

Intelligent traffic management will help to make the most of the transport asset to reduce congestion by providing the travelling public with better information to plan journeys before and during their trip. Devon & Torbay will use intelligent traffic management to reduce congestion as it happens. This will mean that drivers will receive real-time information about congestion, journey time, planned and unplanned disruption and car park occupancy. Devon & Torbay will also prioritise traffic management giving priority to public transport journeys by reacting to congested situations. The authorities will review their traffic signal network to maximise the capacity of the existing road network.

Devon & Torbay's road network is their most valuable public asset. Overall Devon & Torbay have achieved a well maintained network through implementation of the Transport Asset Management Plans (TAMPs). The reality is that the authorities are unlikely to maintain the road network to the extent it has been done before; funding is not available to provide an optimal state of repair. Devon & Torbay will therefore prioritise investment in the strategic road network. The authorities will manage the asset by containing the damage to the network in the early years as far as possible using low cost treatments, such as surface dressing, and giving highway maintenance priority for available resources. Priority will be given to keeping at least the routes linking settlements of greater than 500 population to the main road network in Devon in a safe and serviceable condition, free from safety defects so far as is reasonably practicable.

Minimising the impact of climate change is also a priority. In the next 15 years it is forecast that Devon & Torbay will experience more extreme weather events. Surface water is already having an impact on the lifespan of the road surfaces. Devon & Torbay will work with partners to identify the areas of the transport network that are at greatest risk from the impact of climate change and measures that enhance its resilience.





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

Devon & Torbay Councils will help people to travel 'smarter.' This means making cycling and walking a realistic choice for a range of journeys, making bus and rail travel convenient and reliable making car journeys more efficient by using intelligent traffic management and maximising the potential of car clubs, car sharing and encouraging eco-driving.

Many communities in Devon & Torbay are being proactive in developing low carbon solutions to everyday activities, and creating more sustainable communities. Devon will encourage communities to put themselves forward to become a Sustainable Travel Town. Using the national experiences of the Sustainable Towns initiative and Devon's own experience with Cycle Exeter there is potential to concentrate a programme of smarter 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 will be considered. Devon & Torbay will also promote the use of electric bikes to provide more opportunities for people to make the most of the extensive cycle network.

Information Communication Technology (ICT) is likely to have an increasingly important role in reducing the need to travel. Working, shopping, access to information and services can, for some people, be done at home as more and more people own personal computers, and have access to faster broadband connections. Although not everyone will choose to use technology in the place of travel, ICT has an important role in delivering the plan's vision for better connections in a low carbon future. It will be important to address the inconsistencies of broadband availability and speed across Devon & Torbay, particularly in rural areas.

Tackling the negative impacts of travel such as poor air quality and collisions is also important. In Devon & Torbay some of the busiest roads have a legal designation as an Air Quality Management Area (AQMA). In Torbay, tackling air quality issues will be one of the first priorities of the plan.

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 reducing the 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 a good record in improving road safety for all transport users. A mixture of

education, encouragement, enforcement and engineering alongside evaluation will be used to further improve the safety of all road users.

Helping people to make safe and sustainable travel choices is essential to deliver long term behaviour change. Travel planning, education and training will be delivered by working with employers, schools and individuals. Communities will be encouraged to develop solutions to improve accessibility, promote safety and reduce the environmental impact of transport.

## Strengthen and improve the public transport network

Devon & Torbay will work closely with its partners to deliver a genuine alternative and better travel choice to the car. To do this, Devon will undertake a review of the bus network and services. Integration between transport modes and good interchange facilities are crucial to improving public transport and increasing passenger numbers. Devon & Torbay will work with, and encourage, transport service providers to ensure that bus services are regular and reliability is improved through the introduction of new technologies and bus priority measures. Torbay will continue to provide a high quality core network of bus services that meets the needs of residents and visitors alike.

Accessibility by bus will be improved in Devon by further developing a core bus service operating between the main towns and their nearest urban centre. Devon will work with community transport organisations to provide a quality community bus network from the more rural locations which integrate with the core bus and rail networks.

To make the bus competitive with the car, Devon & Torbay will promote improved journey times by public transport, offering faster more frequent services. Smart ticketing will be introduced to deliver combined travel between bus and rail, reduced journey and boarding times and to enable cashless transactions. Devon & Torbay will continue to introduce new vehicles that are modern, comfortable, low emission, accessible and well maintained.



To provide an integrated public transport service and encourage multi-modal journeys Devon & Torbay will work with their partners to provide high quality facilities at multi-modal interchanges. These will be modern and comfortable providing an efficient and hassle free transfer between services. They will include facilities for cycle parking, ticket purchase and real time passenger information. Waiting facilities such as bus stops will be maintained and offer safe, secure places to wait and provide the customer with accurate travel information. Devon will develop proposals for new multi modal transport interchanges on some of the main bus corridors. Devon & Torbay will seek to negotiate the delivery of improved pedestrian and cycle connections from nearby new development to transport interchange points. Both authorities will work with their partners to improve integration between the timetabling of rail and bus services.

Public transport must be high quality and provide accessible information; Devon & Torbay will work with their partners to make the best use of the latest technologies available. This will be accompanied by the roll out of real-time public transport information. Journey information will be available from within the home and on-street. Reliable real time information will become widespread and accessible, instilling confidence in the waiting passenger.

Within the existing transport network, Devon & Torbay will implement junction modifications that will improve capacity and provide priority for buses in urban areas. Intelligent traffic management will provide priority to bus services when delays occur.

Devon & Torbay will work with Network Rail and train operating companies to identify opportunities for enhancing the rail network. The authorities will continue to lead on rail interests by seeking to secure additional passenger growth through proposals to increase the number of rail stations serving Exeter and Torbay, and by delivering the Devon Metro Project (detailed in the Exeter Place strategy). Devon & Torbay will lobby for an increase in the service frequency between Exeter, Torbay and Plymouth, Bristol and London in both directions. Devon & Torbay will work with the train operating companies to review station facilities and continue to deliver a programme of station improvements where needs are identified.

## Make Devon the 'Place to be naturally active'

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 by 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.

Devon & Torbay are the perfect places to be active and experience the great outdoors, offering two National Parks, two World Heritage Sites, a Geopark, 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.

The plan aims to improve health and wellbeing 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 and promote a positive wellbeing.

The urban and rural cycle network will continue to be a focus for investment. In urban areas of Devon, a network hierarchy will prioritise investment in routes that link schools, housing, employment and leisure trips with high quality segregated paths. This will also improve the walking environment. Torbay will focus on improved connections to the National Cycle Network, linking Torbay, Devon and the rest of the UK, together with secondary feeder routes that focus on connecting links to schools and residential areas. The rural cycle network in Devon will be developed by using opportunities offered by disused rail tracks 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. Estuary routes will also be important in providing scenic walking and cycling routes.

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 cycling and walking network for leisure and journeys to school and work. The Cycle Exeter project has delivered exceptional results and best practice from the project will be applied throughout Devon & Torbay with the aspiration to make the area 'The place to be naturally active.'

Numerous consultation events have informed the development of the plan, the results of which 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 in Devon will support the development of visitor travel plans to popular attractions. Both authorities will also promote access by public transport and work with the tourist industry, train and bus operators. Improvements to facilities for cyclist using trains and key transport interchanges are also a priority.



## A place-based Strategy

Devon & Torbay's LTP3 strategy focuses on places rather than travel modes in order to provide a transport system that meets the needs of local people, businesses, stakeholders and visitors. It is also a strategy that seeks to deliver a safe and sustainable transport system which enables economic growth and prosperity. The plan's objectives set the overall context for the development of the place based strategies.

Over the next 15 years, considerable new housing and employment development is planned. 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, a place-based strategy approach reflects the provision and the planning requirements that feature in the Local Development Frameworks (LDFs), currently being prepared by district councils and Torbay Council.

## How investment decisions will be made

This plan will be reviewed throughout the 15 year period to respond to changes in economic growth, policy, challenges and aspirations or other factors that affect how transport can support development, business and people's everyday lives.

Putting this plan in place inevitably requires investment; it also requires partnership and engagement with the local community. A transport network must be financially sustainable. LTP3 strategy provides a framework which can be adapted and delivered to make the most of funding opportunities, such as the Local Sustainable Transport Fund. It is also expected that new development should contribute towards capital investments that provide the best outcome for sustainable transport and assist the efficient operation of the transport network.

It is within this context that Devon & Torbay will negotiate improvements for transport.

The level of funding available to deliver the plan over the next 15 years depends on a number of external factors. In order to have a long term strategy in place that is flexible enough to accommodate fluctuating national and local funding levels the interventions in the strategy are categorised into two parts:

### Foundation

This describes the essential requirements of our strategy. The Foundation stage focuses on attitude 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 and essential capital interventions. These interventions are relatively 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. Using innovative designs and low maintenance solutions will be important to ensure the most efficient use of resources.



Transport  
Asset  
Management  
in Devon &  
Torbay

SLOW



# Transport Asset Management in Devon & Torbay

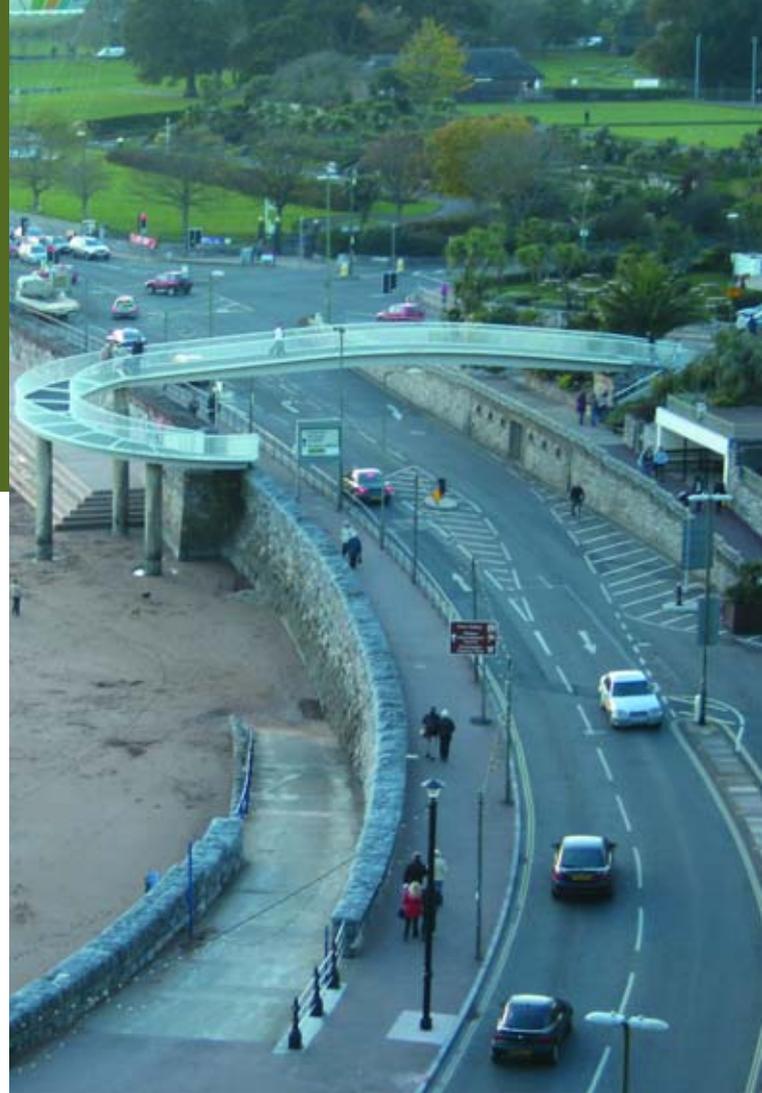
## Devon & Torbay's Current Transport Assets

The management and maintenance of Devon & Torbay's transport infrastructure plays an essential role in providing efficient, safe and reliable connections.

The transport network in Devon comprises a significant number of assets and infrastructure, with a gross replacement cost that has been estimated at almost £10 billion for Devon County Council's assets and over £0.5 billion for those of Torbay Council. The management and maintenance of the transport asset that are Devon's direct responsibility cost in excess of £70 million in the last financial year. With a proportionally smaller network Torbay Council spend just over £4 million.

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.

This section focuses solely on managing the condition of the assets. 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 operational management of highway, rail and other operations on the networks can be found in the Implementation Plan.



## 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
- Park & ride sites at Digby, Sowton and Honiton Road in Exeter, Brixham and Barnstaple
- Off-street car parks in Torquay, Paignton and Brixham

## Transport assets that are the direct responsibility of partner organisations:

- M5, A38 west of Exeter, A30/303 and A35 are managed by the Highways Agency
- Buses, depots - 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 in Devon
- 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 & Ride is managed by Exeter City Council and Dartmouth Park & Ride by South Hams District Council.
- The Exeter Canal is managed by Exeter City Council.

The full extent of the transport assets in Devon & Torbay can be seen in the Evidence Report<sup>iv</sup> that accompanies the plan.

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.

## Devon and Torbay's Performance in Asset Management

Both Devon and Torbay manage their assets well in comparison with other authorities across the UK, in terms of benchmarked technical performance indicators and spend per head of population linked to the length of roads. Both authorities therefore deliver good value for money in the context of the available resources.

<sup>iv</sup> The Evidence report is available at: [www.devon.gov.uk/ltp3](http://www.devon.gov.uk/ltp3) and [www.torbay.gov.uk/transportplan](http://www.torbay.gov.uk/transportplan)

Benchmarking tools include the South West Highway Service Improvement Group (SWHSIG) annual report<sup>1</sup> and other national indicators.

## Public and Stakeholder Attitudes to Asset Management

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, the public has concerns about the level of investment in assets such as roads, particularly in residential areas. A very significant level of additional funding would be required on a long term basis to substantially improve the condition of roads and therefore public satisfaction levels.

In contrast, stakeholders' views on maintenance were 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 local and strategic levels. At the local level the damage caused by water on the highway is highlighted as a significant problem. At the strategic level, rising sea levels and the predicted increasing intensity and duration of precipitation events will increase the risks from flooding.

Consultation feedback and survey data suggests that the quality of bus waiting infrastructure has an impact on the perceived attractiveness of bus travel, particularly to current non-users. Good waiting facilities that are comfortable, clean and well 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 participating authorities for the last three years in succession.

<sup>1</sup> See <http://swhsig.econtrack.co.uk/Content.aspx?180> for more details



## The Role of Assets

### A and B Roads

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 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.

Whilst good safety standards are an essential requirement for the whole network, the comparatively higher speeds (particularly in more rural areas) and volumes of traffic on A and B roads means that any safety issues have a potentially more significant impact.

### C and Unclassified Roads

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.

They also make a contribution to carbon reduction through 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.

### Footways (including Public Rights of Way) and Cycleways

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. 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.

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 offer and are often accessed by a wide range of users such as cyclists and horse riders as well as walkers.

## Key Transport Asset Data – Current

### Roads

Devon has over 12,800 km of roads. The condition of the A and B road network in the county council area is generally good and to a suitable standard for the future. The table below summarises the condition of Devon's roads in 2010.

**Table 1: Condition of Roads in Devon (2010)**

	A		B		C		U/C*	
	%	road length (actual)	%	road length (actual)	%	road length (actual)	%	road length (actual)
% of length condition red (in need of maintenance soon)	4%	39km	5%	33km	16%	722km	20%	1,338km
% of length condition amber (showing signs of deterioration that may warrant intervention)	26%	252km	27%	179km	38%	1,715km	47%	3,143km
% of length condition green (generally not showing outward signs of deterioration)	70%	678km	68%	451km	46%	2,076km	33%	2207km

\*Provisional figures from a sample SCANNER survey on unclassified roads

Torbay has 522 km of roads. The road network is generally in a good state. Over 78% of Torbay's A roads are rated as in good condition. Less than 9% of A, B and C roads (by length) are in need of immediate investment. Visual inspections indicate that 14% of the total unclassified road network in Torbay is condition red (in need of maintenance soon) or 58.5km. The 2010 results for Torbay are shown in the following table:

**Table 2: Condition of Roads in Torbay (2010)**

	A		B		C		U/C	
	%	road length (surveyed)						
% of length condition red (in need of maintenance soon)	4%	1.8km	6%	0.5km	14%	7km	10%	4.7km
% of length condition amber (showing signs of deterioration that may warrant intervention)	18%	8.3km	34%	2.72km	35%	17.5km	44%	21.5km
% of length condition green (generally not showing outward signs of deterioration)	78%	35.9km	60%	4.8km	51%	25.5km	46%	22.3km

The Highways Agency (HA) is 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 viaduct over the Exe Estuary. The HA is funded directly by the Department for Transport who determine the level of maintenance funding for the organisation.

**Table 3: 2010 Asset Data for Devon and Torbay**

Asset	Size		Condition	
	Devon	Torbay	Devon	Torbay
Public Rights of Way	5,000 km	78km	95% easy to use	90% easy to use
Unsurfaced, unclassified County Roads	700km			
Off-road cycle tracks	250km	0.7km		
Bridges <sup>i</sup>	3,200	51	Bridge Condition Indicator (BCI) score 932 200 cannot carry loads 40+ tonnes 57% over 100 years old	BCI score 89 Two bridges cannot carry 40+ tonne loads
Retaining Walls	175km	12km	Failures and collapses occur on an increasingly frequent basis	Sea walls at Meadfoot and Livermead require repairs
Illuminated signs	13,000	1,573		
Other traffic signs	60,000			
Traffic signals	235 sets	51	Ageing stock	43% will be over 15 years old in 2011
Street Lighting	73,000	14,460	18,000 columns aged 30+ years old and 3,700 between 25 and 30 years old Less than 1% not working as planned Annual energy cost including carbon trading permits over £3m	16% of columns over 40 years old and 76% over 20 years old Almost 100% are working as planned (highest % in South West)

<sup>i</sup> 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 (out of 100), the condition description states that "very few structures may be in a moderate to severe condition" and therefore "represents very low risk to public safety".

## Asset Management Strategy for Devon and Torbay

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.

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

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 problems on C and unclassified roads noted in tables 1 and 2. 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 footways renewal of bridge structures and other equipment such as traffic signals.

Funding for asset management is additionally sourced from each authority's revenue budget using government and local revenue such as the Council Tax. The government's contribution has been subject to significant reductions of over 20% in the Comprehensive Spending Review for the four years from April 2011. Revenue funding supports day to day asset management activities, including repairing potholes and bus shelters and clearing drains. Reduced levels of funding will increase pressure on these activities. Further detail on funding levels can be found in the separate LTP Implementation Plan.

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 and durations of temperature variations that can cause significant damage.

### Highways

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 for Transport and Local Government Association. Both Devon and Torbay authorities employ local variations to this code according to local circumstances. This is recognised through a more detailed series of local road maintenance categories in each area which do not necessarily correspond with the road's classification. The categories are constantly being reviewed as part of the ongoing maintenance strategy.

Devon's priorities for the available resources for highway asset management are:

- Maintain A and B roads in a good condition (maintaining road condition performance indicators at 2010/11 values) as a first call on available resources for structural highway maintenance. To do this requires an average annual investment of £9 million at 2011 prices
- Footway and cycleway maintenance, surface dressing and structural patching will be exclusively funded from capital. This represents a call on the capital grant of £6 million in 2011/12, rising to approximately £8 million by 2014
- Fund a patching and surface dressing programme to stop deterioration on those parts of the network that are of strategic importance and have not deteriorated beyond the point where the treatment is viable. This requires a £15 million



programme in 2011/12 and rising in subsequent years

- Implement a bridge assessment and strengthening programme where needed on strategic priority routes (£2.8 million needed in 2011/12 and similar annual amounts needed thereafter)
- Carry out street lighting column and other illuminated street furniture life cycle replacement (£0.5 million in 2011/12, with needs increasing in future years due to ageing stock). This excludes investment in equipment to introduce part-night lighting, contributing to both to energy savings and a reduction in carbon emissions
- Carry out structural maintenance to C class and unclassified roads where lower cost treatments would not be suitable and the route has priority within the council's non-principal road recovery programme (£3.5 million set aside in 2011/12)

By applying sound asset management principles, the first two categories above will be protected to give a basic level of service supporting the major part of the county's strategic transport needs. Budgets for the remaining four will have to be reduced in the early years of this Plan compared to 2011/12 resulting in the condition of some assets worsening. Increasingly, minor

routes would receive safety defect repair only and consideration will be given to downgrading minor rural roads to footpath or bridleway maintenance standards where alternative vehicular access to destinations served is available.

With an average annual spend on road structural maintenance of approximately £30 million (at 2010 prices) over the 15 years 2011 – 2026 (in line with the actual 2010/11 spend) the remaining funds after the first two priorities will be insufficient to prevent a significant deterioration in C class and unclassified (U/C) roads. An annual average investment of approximately £50-60 million, approximately double the average government funding between 2011 and 2015, would be required over the 15 year plan period to maintain all parts of the network in broadly the same condition as now. Table 4 illustrates the anticipated future condition of the different classifications of roads based on these assumptions (see over):

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.

**Table 4: Predicted Conditions of Devon Roads in 2026 assuming average £30m capital funding of road structural maintenance (2010 prices)**

	Length (km)	2011 condition indicator: Percentage in need of repair or condition "red"	Average annual investment £million	2026 condition indicator: Percentage in need of repair or condition "red"
A roads	969	4	6	4
B roads	663	5	3	5
C roads	4512	16	11	30
U/C roads	6688	20*	10	30+

\* Based on sample survey

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 resorting to more expensive structural improvement schemes.

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 and unclassified roads as possible as part of a preventative maintenance regime. However despite this intervention work the condition of unclassified roads, as in Devon, is expected to continue to deteriorate without significant increases in the level of available funding.

The strategy of both authorities is to manage the asset by containing the damage to the network in the early years as far as possible using low cost treatments, such as surface dressing, and giving highway maintenance priority for available resources. Despite this, an investment of £20 million per year on surface dressing for C and U roads in Devon alone, at 2011 prices, would be needed to keep pace with the condition of the network.

Devon's Non Principal Road Recovery Strategy targets the most used route between a settlement with a population over 500 and the nearest principal road for priority maintenance works.

Water can cause major short term and long term damage to the highway network. Effective drainage is therefore essential. Poor drainage can soften road foundations, cause standing

water on road surfaces, make roads more susceptible to frost damage and create icy patches in winter. Where necessary, highway drainage is upgraded as part of carriageway structural maintenance capital schemes. Revenue funded cyclical works are also very important to maintaining the effectiveness of drainage systems. These include cleaning gullies and ensuring drainage channels run freely. These operations will be protected as far as possible.

Safety on the network and whole-life costing projections rely on revenue funded activities such as vehicle restraint systems, drainage, cleaning and verge maintenance. With the council being forced to make budget reductions in these areas, there will be an adverse effect on long term costs and the overall condition and serviceability of Devon's highway network.

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 currently targeted for repair within seven working days. 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.

## Public Rights of Way and Footways

Most footways adjacent to the highway in Devon will continue to be maintained in a good structural condition. Safety will 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.

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. An area of 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.

In future there will be a rationalisation of materials used in such circumstances.

Partnership working with National Parks, town and parish councils (through the P3 partnership), the National Trust and landowners will play a key role in maintaining Devon's Public Rights of Way network throughout the life of the plan. Despite this the reductions in budgets means that it will not be possible to maintain it to the currently high 'easy to use' standard across the whole county. Devon's priorities for maintenance will include key routes such as the South West Coast Path and other long distance trails.

Both Devon and Torbay produce a Rights of Way Improvement Plan<sup>v</sup> and Torbay publishes a Maintenance Inspection Manual for Public Rights of Way detailing its policies and procedures relating to inspections. Both authorities produce a Highway Maintenance Plan<sup>vi</sup> to derive consistent and defensible maintenance measures.

## Bridges and Structures

Bridges and structures are integral parts of roads, footways and cycleways and therefore impact upon 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.

v The Torbay Rights of Way Improvement plan can be viewed at <http://www.torbay.gov.uk/rowimprovementplan>

vi Torbay's Highway Maintenance Plan can be viewed at [http://www.torbay.gov.uk/highway\\_maintenance\\_plan.pdf](http://www.torbay.gov.uk/highway_maintenance_plan.pdf)





Bridges within Torbay's control are generally rated as 'good'. However reduced funding for the next four 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. These works will secure the short term future of these assets and 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.

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

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. A similar approach will be introduced on A and B roads on a risk management basis. 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 CO<sub>2</sub> and reduce energy costs by around £450,000 per annum across Devon. This will play a part in achieving national and local emissions targets. Devon will similarly minimise external illumination of road signs using risk management. 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.

Torbay is intending to switch to part night lighting in selected residential and commercial areas. This is expected to save approximately 1,350 tonnes of CO<sub>2</sub> per annum.

## Streetworks

The disruptive impact of street works is minimised in Devon through co-ordination and enforcement. The aim is to manage conflict by proactively timing works programs and encouraging collaborative working arrangements.

Due to the intensity of statutory undertakers' works and their impact, Devon carries out a process of regular inspection to both 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 oncosts. This is done through a series of performance indicators, including results from coring programmes and inspection regimes, and by continuing to engage with the national Best Practice Focus Group.

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**

Bus stations and shelters, along with associated street furniture such as timetables and destination flags, form a core 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.

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 period of the last two Local Transport Plans. Exeter bus station may be relocated as part of a wider redevelopment proposal.

The strategy for maintaining bus shelters in Devon focuses on maximising the number that are maintained as part of a commercial agreement that includes a limited amount of advertising sites (subject to planning conditions). The number of commercially maintained sites will be increased throughout the life of the plan. Devon County Council shares the responsibility for maintaining timetables, flags and poles with the bus operators.

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 by the local operator Stagecoach, however, there is a possibility that this redevelopment will eventually be relocated as part of future and improved to enhance transport links to the rail network.

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, Cornwall 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.

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 is 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 is 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 of 2011.

### Street Furniture and Traffic Equipment

Like bus waiting facilities, other street furniture such as signing is central to 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.

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.

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.

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 reduces power consumption by up to 70% depending on the type of installation. There are also significant cost benefits because the signals are more reliable, reducing repair costs.

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.

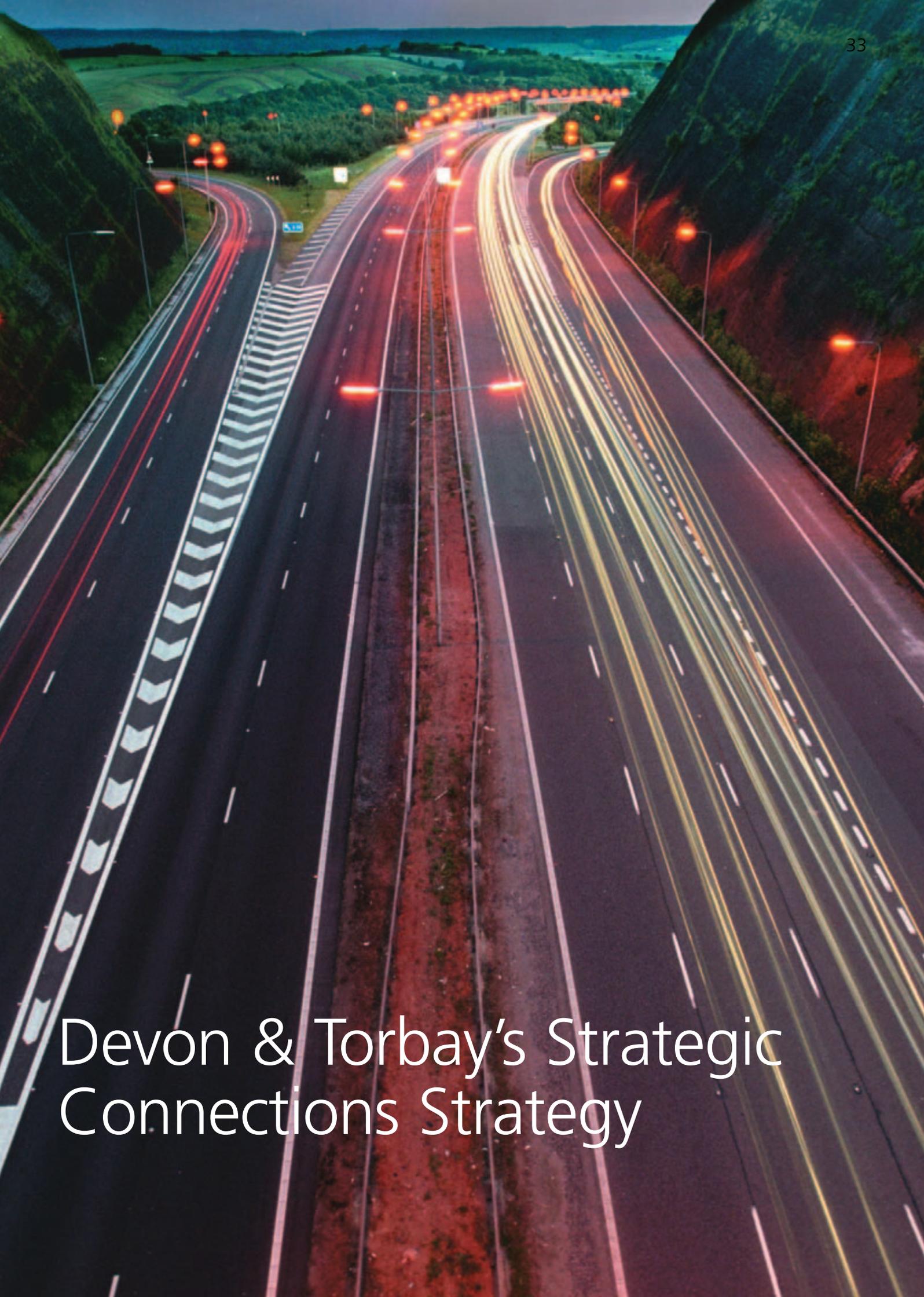
Torbay has also begun a programme to reduce the energy and carbon costs of roadside equipment. This has included the upgrading of street bollards, 540 of which were upgraded to Light Emitting Diode (LED) lighting, reducing the wattage and using new sensor technology so they remain turned off when there is sufficient daylight. The 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.

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

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.





# Devon & Torbay's Strategic Connections Strategy

# Devon & Torbay's Strategic Connections Strategy

## Vision

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

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 Local Economic Partnership will have a key role as an agent for influencing the delivery of the strategy.



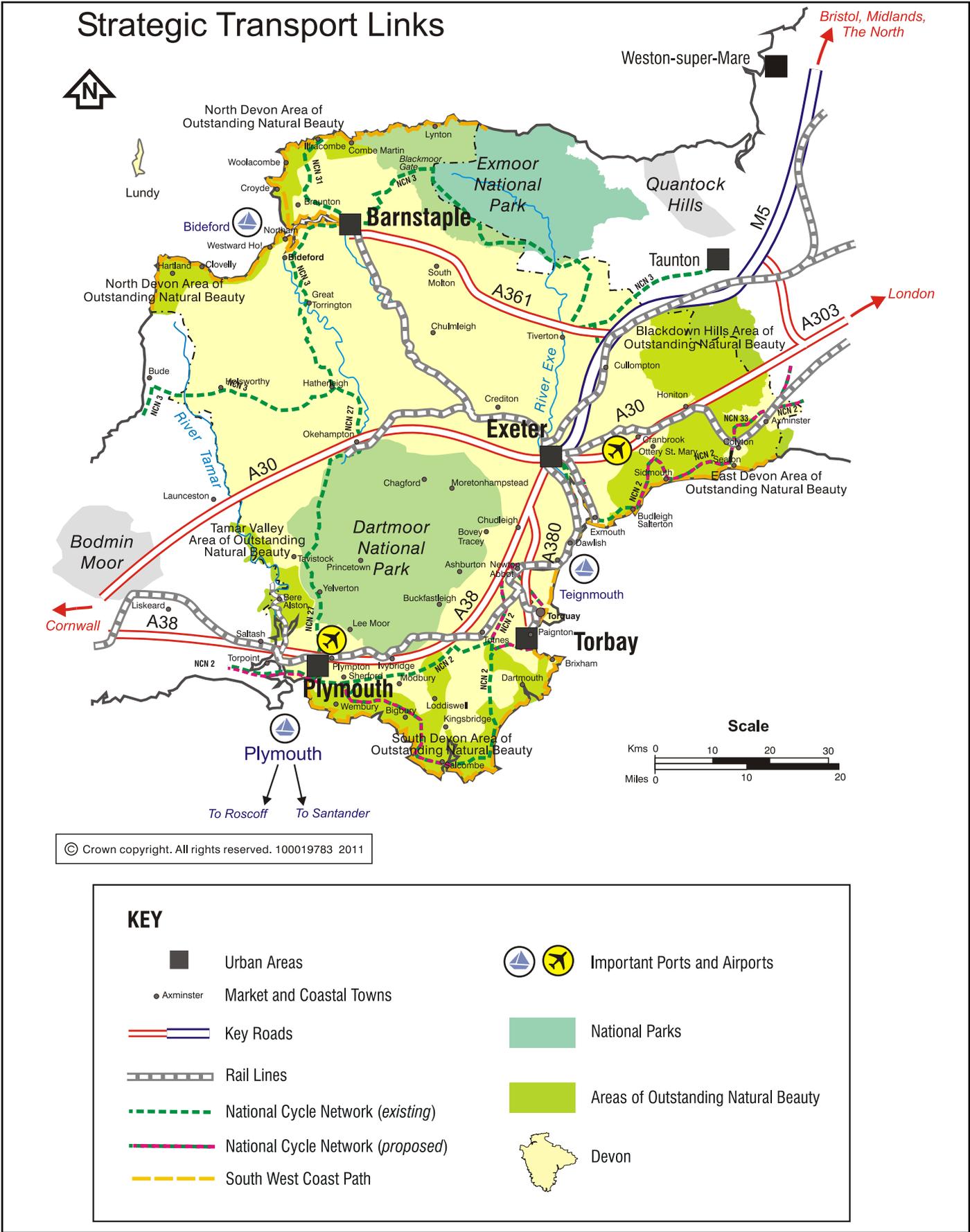
## Devon & Torbay's strategic connections today

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.

The key road, rail, air and ferry links, known as the strategic links, to Devon & Torbay are not necessarily a statutory responsibility of, 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 Highways Agency, train, coach and ferry operators and the airport authorities. Partnership working with these stakeholders will be essential to delivering this strategy.

The Heart of the South West Local Economic 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.

Figure 1: Devon & Torbay's strategic links to the rest of the UK



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<sup>vii</sup>. The study looked at numerous transport improvements to support the economy and reduce carbon emissions. The results have been used to inform this strategy.

## Strategic road links

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

The strategic road links have a variety of functions including carrying local commuter traffic, long distance freight movements and tourist routes. As the peninsular 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.

There are points in the strategic network which are already under pressure at times throughout the year and the demand 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.

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.

Most of the A380 between Exeter and Torbay is dual carriageway. The exception is the section through Kingskerswell from Penn Inn roundabout at 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. Because the main road is at capacity the parallel side roads are used as "rat runs" by 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.

## The strategic rail links

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

- London Waterloo
- London Paddington
- Bristol and
- Plymouth

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

vii The study Exeter and the far south west gateway study is available at [www.devon.gov.uk/exeterfarsouthwestgateway](http://www.devon.gov.uk/exeterfarsouthwestgateway)



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 requires additional capacity. It will also require station improvements including good interchange facilities to promote sustainable modes.

Services to Bristol and the Midlands, North East and Scotland are operated generally on an hourly frequency. The introduction of shorter train formations under the previous franchise, albeit at improved frequency, has resulted in overcrowding at peak times as train capacity has struggled to meet the increase in demand.

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 from Exeter. However the combination of lower fares, intermediate stations and an 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.

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.

Passengers can access an hourly service to London by changing trains 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 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.

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.

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.

## Air links

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 masterplan<sup>viii</sup> forecasts 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.

<sup>viii</sup> The Exeter International Airport Master plan is available at [www.exeter-airport.co.uk/masterplan](http://www.exeter-airport.co.uk/masterplan)



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.

## Plymouth ferry port

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.

## Consultation

The key themes emerging from a number of recent consultations are:

### The need for reliable journey times

The closure of the M5 for several hours, even though it is relatively rare, can disrupt all sorts of businesses 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.

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 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.

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 as a result of proposed high levels of housing and employment growth.

### The need to increase rail capacity and journey time competitiveness

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 extension of electrification from London to Bristol and Cardiff alongside the proposed High Speed Route 2 to the Midlands and north of England will make comparative journey times to Devon & Torbay even less competitive.

### Cost of rail travel into and out of the area

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 businesses to relocate 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.

# The Strategic Connections Strategy for Devon and Torbay

This strategy focuses on improving the performance of the connections in Devon & Torbay with the rest of the UK to deliver development and supporting economic growth.

The four priorities are;

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

## Make best use of the existing transport network and improve connections with London and other major cities

Devon & Torbay need good strategic connections with the SW peninsular and with the rest of the UK. Making the best use of the transport asset will get maximum value out of the transport network. A reliable transport network encourages new investment and assists in growing and diversifying the economy. Delivering this depends on:

- The completion of the South Devon Link road (which will link Torbay to the wider economy in Devon and beyond), is critical to connect Torbay and to support economic growth in the Torbay and Exeter sub region.
- Making best use of the transport network by reducing the need to travel or and encouraging people to use alternatives to the car or to carshare.
- Prioritising resources - firstly to the maintenance of the A & B road network.



- Fast broadband connections across Devon & Torbay

The South Devon Link Road scheme is a new road to remove traffic from the existing A380 onto a route 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 service, it is important that these measures are used to prevent an increase in commuting by car between Torbay, Newton Abbot and Exeter.

The capability of the transport network to continue operating effectively in severe weather, and during planned and unplanned disruptions,

is also a focus of this strategy. In common with most areas 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.

Devon & Torbay will use Intelligent Transport Management to manage the network. Real-time information will be used to help businesses, freight services, public transport providers, and the public to access information about any delays on their journey. Where delays occur, Devon & Torbay will seek to provide information to drivers via Variable Message Signs (VMS) and other mobile technology offering information about alternative routes and modes. Devon & Torbay will look to integrate intelligence about the performance of the network with timetable information for public transport offering the traveller other options for making that journey.

Changing travel behaviour will reduce demand on the road network and help to deliver an efficient and sustainable transport network. Devon & Torbay will support a programme of 'smarter choice' interventions such as travel planning for workplaces, new development, schools and communities to make better use of the transport network. As information technology develops, and in particular the wider use of smart phone technology, Devon & Torbay will develop its use to improve and personalise transport information.

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 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. In order to achieve a reliable network, Devon & Torbay will seek to keep the transport network operational by working with partners to ensure the transport assets are in a good state of repair. Devon & Torbay will also

prioritise maintenance to the A & B road network. This is explained in more detail in the Devon & Torbay Asset Management Strategy.

Minor changes on the road network to alleviate congestion points will be required in some cases. 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 enhancing stations at interchanges between different travel modes.

Air links are important high speed connections for business in the UK and internationally. They also support the tourist industry by increasing the opportunities for tourist visits throughout the year. It is important to assist in making sure Exeter International Airport is accessible by encouraging air travel from Devon rather than potential customers choosing to fly from other UK airports. The new community at Cranbrook will have a new rail 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.

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. Devon & Torbay authorities will continue to support and source funding to improve 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.

## Lobby for Improved Rail Services

Devon & Torbay will continue to take the lead in lobbying for improved rail connections to the south west. It is very important for Devon & Torbay's economy that the electrification of the Great Western routes from Paddington is accelerated. Electric trains are faster, 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.

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.

A new station, funded by the new community developer, will be constructed on the Waterloo line at Cranbrook. The station is expected to 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.

Stations such as Ivybridge and Tiverton provide accessible stations to access the mainline rail services from the strategic road network. Devon will look to increase the offering of both parkway stations. Improving the station facilities, including parking and travel information will be important, as well providing better frequency of trains stopping at these stations.

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, an 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.

## Support growth with a reliable and efficient strategic transport network

More housing and employment will be provided over the next 15 years in Devon & Torbay. The housing stock is likely to increase by more than 65,000 new dwellings. Additional employment is also planned and by 2026 it is expected that 45,000 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 planning stage. Devon County Council, Torbay Council, Plymouth City Council and the Highways Agency will continue to work in partnership to manage the additional demands on the transport system.

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 and maintain 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 smarter travel choices.

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 to the far south west.

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.

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.

For the majority of the year, traffic flows on the A30/A303 are within the route's 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.

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.

## Manage pressures on the road network at peak and seasonal periods

The south west's strategic network is put under pressure at peak commuting times and during the holiday periods. 'Smarter choices' have a role in reducing the demand on the road network. Workplace travel planning based on an area such as 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.

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.

Devon & Torbay will work with the train and coach operators to provide better services for tourists that are cost effective and comfortable. Devon & Torbay 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.

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<sup>ix</sup>

<sup>ix</sup> More information on Managed Motorway techniques are available at [www.highways.gov.uk/news/25754.aspx](http://www.highways.gov.uk/news/25754.aspx)

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 and B roads. Partnership working with the Highways Agency will explore opportunities to do this.

At the Panel Hearings, which were part of the consultation process, the Highways Agency identified that the A38 corridor is one of the worst performing trunk roads in the south west region. This corridor is essential to the future development of Plymouth. The 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. Devon & Torbay will work with the Highways Agency and the other south west authorities to develop a long term improvement and investment package for the A38.

The A30 west of Exeter is generally a modern dual carriageway providing an important connection to Cornwall. There are junctions in Devon and Cornwall which need improvements, particularly safety upgrades and measures that avoid traffic crossing the central carriageway. Partnership working with the Highways Agency and Cornwall Council will be essential if the standard of the A30 is to be consistent with the rest of the strategic network.

## Supporting Policy

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 & Torbay will provide guidance on the development of Transport Assessment and Travel Plans.

Developers will be expected to contribute to the upgrading of transport infrastructure and travel planning measures which address the direct

impacts of growth attributed to development. Devon & Torbay will negotiate these requirements.

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 developments to the east of Exeter. Within these plans car park charging can be an effective tool in managing car travel more effectively, and supporting and enabling sustainable transport provision and improvements to come forward. In the next 15 years it may be necessary to consider wider application of these tools which would involve consultation with stakeholders and the public.

# Key Elements of the Strategic Connections Transport Strategy

## Foundation

### **Make best use of the strategic transport network and 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 ensure development has a positive impact on the strategic network, support sustainable travel 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 network's resilience
- Work with Exeter Airport to improve accessibility which enables the airport to expand and compete with other UK airports
- Support travel planning and smarter choices to increase the number of sustainable trips and reduce the level of growth on the transport network
- Encourage public transport use and make it easier for people to use the bus services by developing good interchanges at stations, and on some core bus routes
- Embrace the use of new technology and real-time information to provide personalised journey planning information

### **Lobby for improved Rail services**

- Seek to improve frequencies of trains serving the south west
- Support electrification of mainline rail connections and improvements to rolling stock
- Improve pedestrian and cycle access and facilities at rail stations
- Deliver the intermodal freight terminal at Cranbrook

### **Support growth with a reliable and efficient strategic transport network**

- Use the transport assessment process to identify infrastructure (smarter 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.

## Targeted Capital Interventions

### **Make best use of the strategic road network and improve connections with London and the rest of the UK**

- Deliver the South Devon Link Road in partnership with the Department for Transport (DfT)
- Support improved road connections to Cornwall and safety improvements to the A30
- Support modest enhancements to A303 to improve 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 unplanned 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**

- Use Managed Motorway techniques around Exeter in response to the need to manage peak traffic demand more effectively





# The Exeter Strategy

# The Exeter Strategy

## Vision for Exeter

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.

Exeter will be better connected with Devon, Torbay and the rest of the UK. 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 of Exeter development will have a viable sustainable transport network. Overall, sustainable transport will play a key role in people living more active, healthy and inclusive lives in a vibrant and prosperous city.



## Exeter Today

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 500,000, a student population of around 15,000 and over two million day visitors a year. The city is one of only two large urban centres (over 100,000 population) 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.

Exeter is home to the regional offices of the Environment Agency, Natural England, the Rural Payments Agency, and EDF Energy. High profile companies including Flybe, the Guinness Trust, and the Met Office have their headquarters in the city. 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.

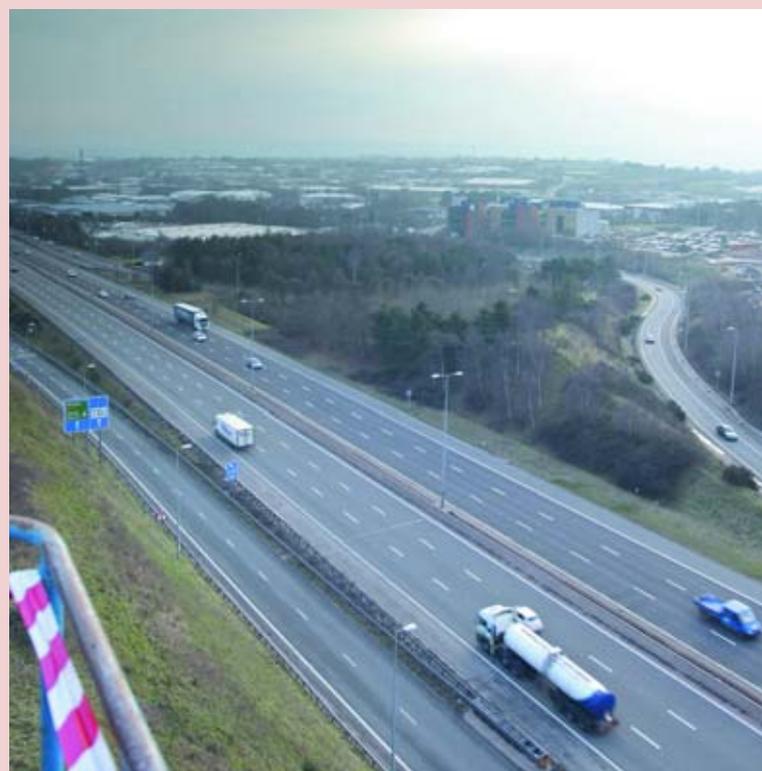
The key areas for economic activity are the city centre (including the University), and the four main employment areas on the edge of the city at Marsh Barton Trading Estate, Exeter Business Park, Pynes Hill and Sowton Industrial Estate.





In Exeter, the focus for transport in the previous LTPs has been to encourage more sustainable travel behaviour, particularly for local trips 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 increased walking trips by 18% and cycling by 33%.
- Three **park & ride** services carrying over 1.7 million passengers a year. The network of park & 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 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 local authority schools and over 30 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.



A large amount of growth is planned for the Exeter area. 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. 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.

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.

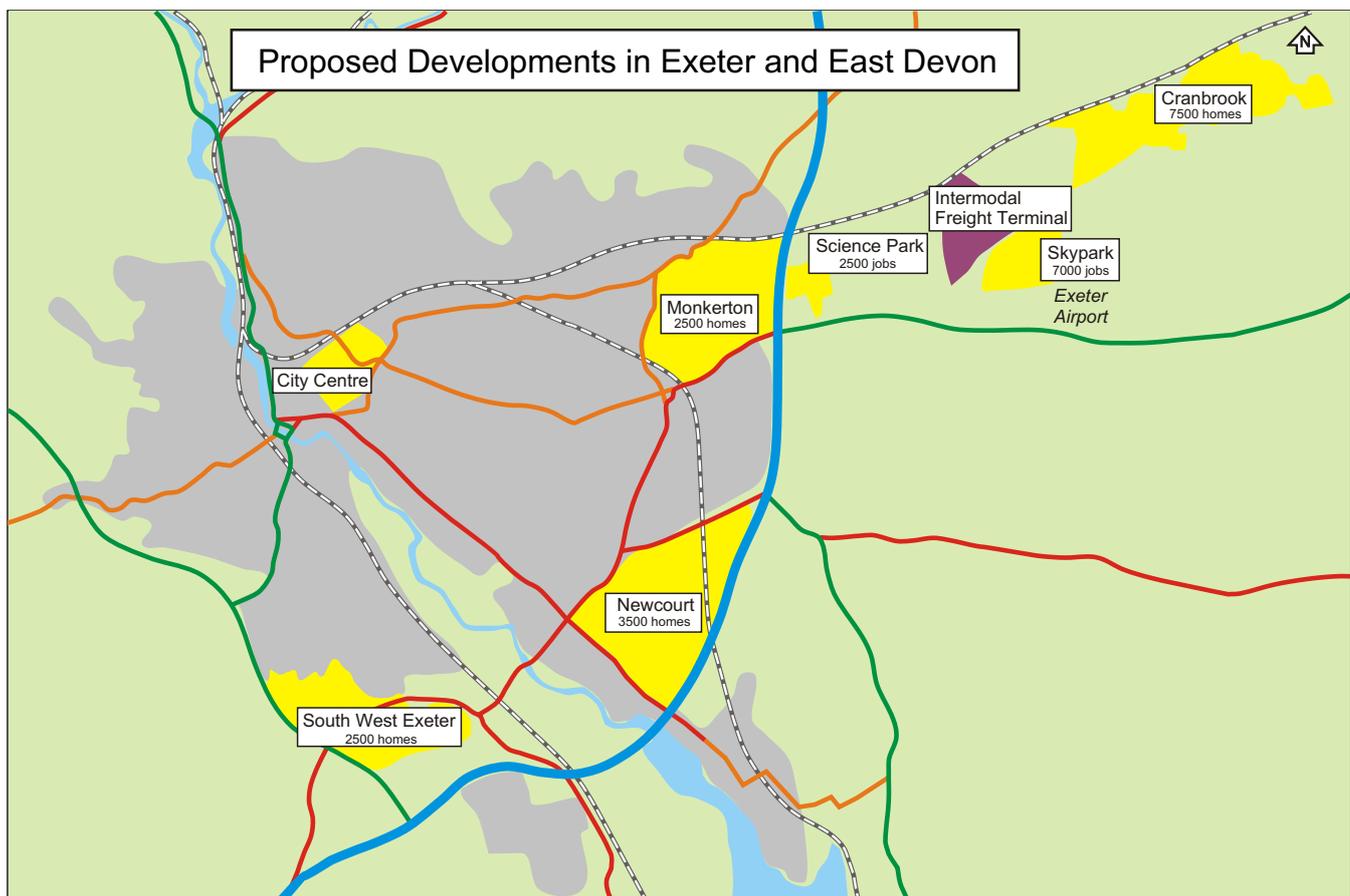
The University of Exeter is currently undergoing a major expansion programme to transform it into a world leader offering world class facilities.

As part of its 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.

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 intermodal 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.

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.

**Figure 2: Proposed Developments in Exeter and East Devon**





## Consultation

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:

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 Exeter will define how the city performs in the future.

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, although it is part of a wider national problem.

Expanded and new **park & 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 were 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 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.

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.

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. 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.



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.

## The transport strategy for Exeter

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. Sustainable, low carbon transport solutions will play a vital role in providing improved choices for local trips and reducing congestion.

The transport priorities for Exeter are to:

- Improve access to the city
- Enable and support smarter travel
- Unlock major growth east of Exeter
- Deliver major development within Exeter
- Protect Exeter as a gateway

## Improve access to the city

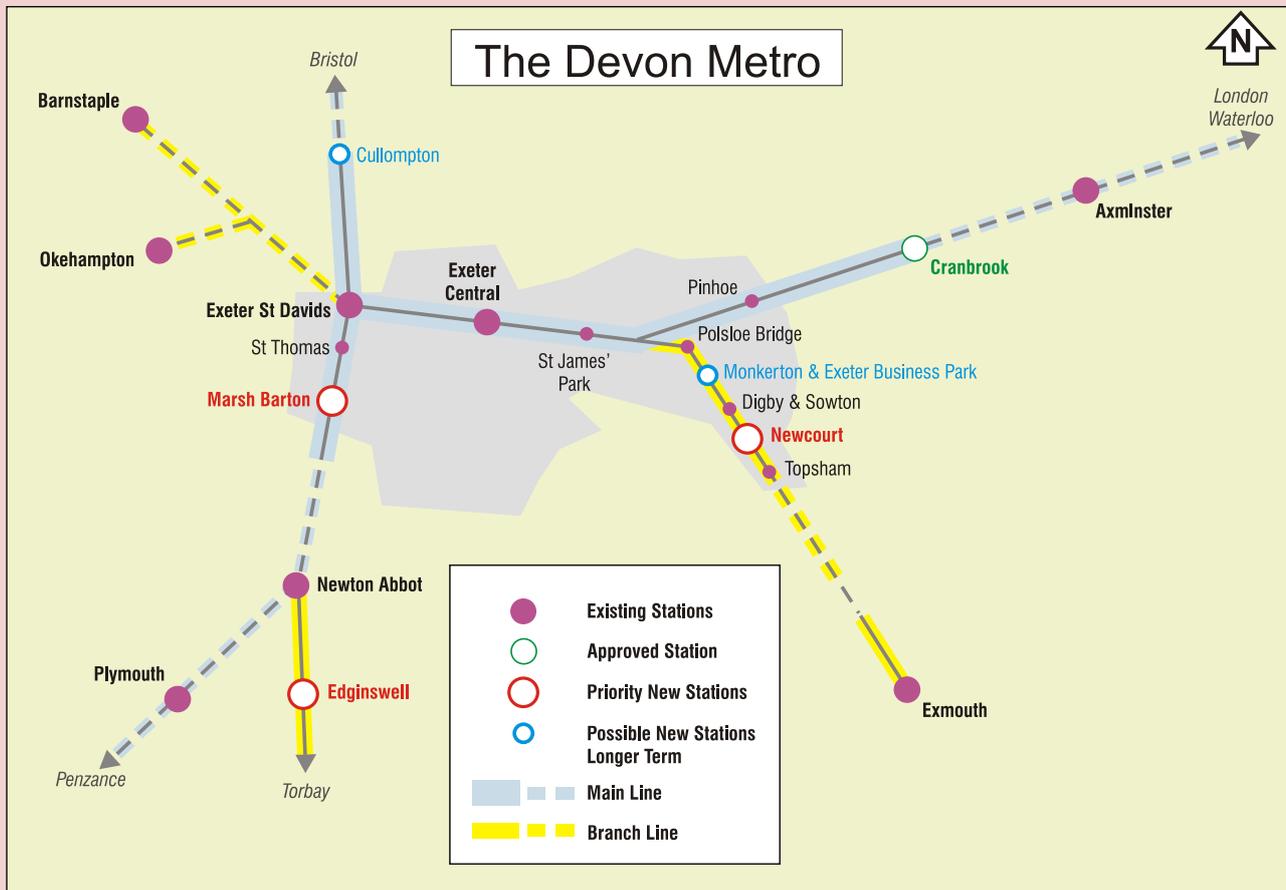
In order for Exeter to compete with other cities in the UK and act as an economic hub for the rest of Devon and Torbay, it must have a transport system which offers high quality access to jobs, retail and leisure opportunities. Making it easier and convenient for people living or working in the city to walk, cycle or use public transport will provide additional capacity and reduce congestion on the main routes.

Devon & Torbay will strengthen and improve public transport by providing a high quality, branded network of accessible buses. Real time information, smartcard technology and additional priority measures will improve the journey experience, and mean that passengers are better informed and enjoy reliable journey times. The bus and rail network will be easily interchangeable by improving timetable integration and connections.

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 eight railway stations within its boundaries, five 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 to and from Exeter.

The Devon Metro will 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

## The Devon Metro



The project aims to:

Make train travel an excellent means of travelling within Exeter and onto some market and coastal towns. 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. 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.

The Devon Metro Project 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
- Integrate with the core bus service

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



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 take place 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 above summarises the Devon Metro project.

The Exeter park & ride sites have proven popular for commuters, shoppers and visitors travelling from the north and east of the city. Devon will look to deliver new sites serving the north of the city at Cowley Bridge and west of the city at Alphington. This would capture traffic on the outskirts and provide additional capacity into Exeter.

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 make this happen, a network of charging points in accessible locations is required. This would allow cars to park for enough time to allow the vehicle to re-charge. The park & ride sites in Exeter would offer an accessible location to 'plug and park' and then allow the driver to use the existing park & ride service. If the market for electric vehicles grows Devon County Council will consider installing 'park and plug' facilities at park & rides sites.

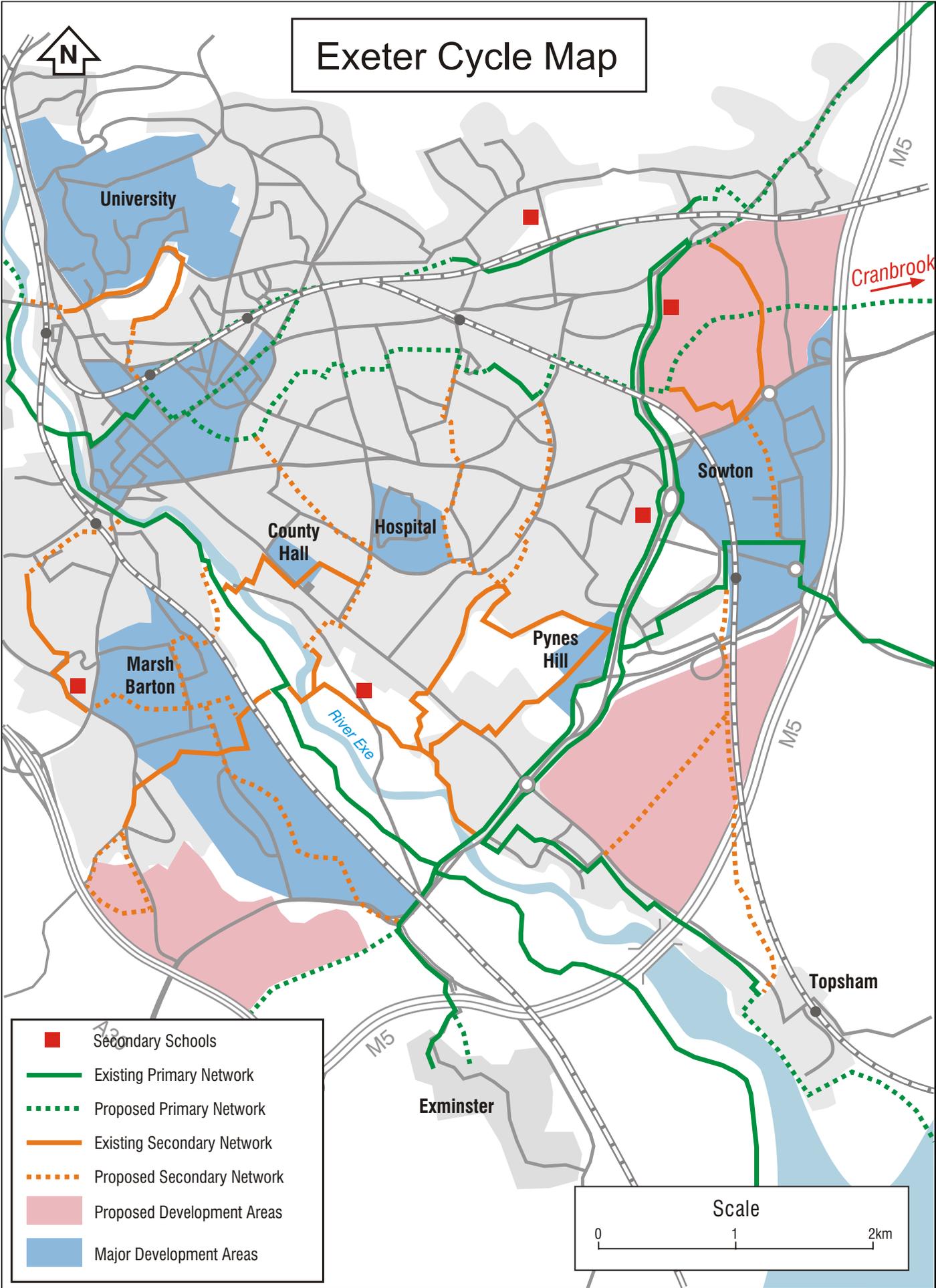
The Cycle Exeter project has delivered an improved, extensive walking and cycling network. To build on this, new routes will be developed to cater for local journeys within other parts of the city. The walking catchment

area of the city centre is significant and has huge potential for more people to enjoy active travel. To encourage more residents to walk for shorter journeys, improved pathways to key radial routes will be provided and publicised. The focus will be on providing safe 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 walking and cycling, more often and safely.

Car sharing and car clubs can reduce the need to drive or own a car where there is no realistic alternative for some journeys but there is on others. Exeter and Topsham have a well established car club with three vehicles based in the city centre, one at County Hall, one in Heavitree and one in Topsham. Car clubs allow people to have access to a car on a 'pay as you use' basis. They can potentially remove the need to own a car, offering financial benefits for the individual and mitigating any parking issues. Where appropriate, Devon will negotiate contributions from developers to expand the network of car clubs into new housing developments at key transport interchanges.

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 manage 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 will be used to inform travellers of delays and alternative

Figure 4: Exeter Cycle Map





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 signal strategy will be developed to manage traffic on key corridors. Devon County Council will respond to changing traffic conditions as they happen, improving bus service reliability and reducing delays.

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 by allowing them to use of bus lanes on key roads such as Topsham Road. In future, Devon County Council will look to introduce further 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. The County Council will investigate the potential for this with Exeter City Council retailers and businesses.

## Enabling and supporting smarter travel

Marketing campaigns can 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. Devon will continue to raise awareness and promote active and sustainable travel by providing information through a variety of means.

Travel Plans are flexible tools that can offer incentives to encourage greater use of smarter travel modes and reduce car use. Employer travel plans can result in a healthier, more productive workforce, increased employee retention and an improved business image. Devon County Council's travel plan for County Hall has reduced single car occupancy trips by 25%. 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.

All of the local authority managed schools in Exeter 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. Devon will continue to support schools by; delivering cycle training, providing secure cycle parking, targeting road safety campaigns, supporting travel planning and improving the walking and cycling environment.

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. It is important that vulnerable groups have confidence in the transport system. These services will be maintained and developed to cater for changing needs.

## TravelSmart

TravelSmart was a travel planning project that offered free personalised travel information to over 20,000 households in Exeter and Exminster. The information was selected by households and helped them to make the most of unfamiliar travel options. Information included 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.

## Unlock major growth east of Exeter

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.

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.

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.

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.

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.

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.

## Deliver major developments within Exeter

Large scale developments are planned at a number of locations including Pinhoe, Newcourt, Monkerton/Hill Barton and south west Exeter and 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. Masterplans for these areas are being developed to provide convenient and direct 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.

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 offer a reliable and attractive alternative to the car, reducing the impact of traffic on the Exeter M5 gateway and enable new growth to be accommodated on the existing road network.

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 travel demand 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.

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

With funding opportunities limited, it will be necessary to negotiate 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 using demand management measures such as workplace parking for new developments will help generate income for reinvesting in the transport system. 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. In some cases schemes may be eligible for funding through the Local Sustainable Transport Fund.

## Protect Exeter as a gateway

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.

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. Devon will protect the performance of the Gateway through improvements at Junction 29 and 30. Devon and Torbay will also continue to lobby for improvements to the rail services as outlined in

the Strategic Connections Strategy. In the future, possible measures to make best use of the existing network could include 'Managed Motorway'<sup>3</sup> techniques.

## Priorities and required outcomes

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.

<sup>3</sup> A Managed Motorway has two main elements to it: variable speed limits and hard shoulder running.





## Key Elements of Exeter Transport Strategy

### 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 & ride to the west of the city and build on the success of the current sites
- Deliver the hierarchy of cycle connections between key locations (see Figure 4:)
- Complete the Exe Estuary Cycle Route
- Improve the walking environment
- Improve bus journey times with a particular focus on the city centre
- Improve parking enforcement
- Develop a traffic management strategy focused on key corridors into the city

### Enable and support smarter travel

- 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



## 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' facilities at the park & ride sites

### 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

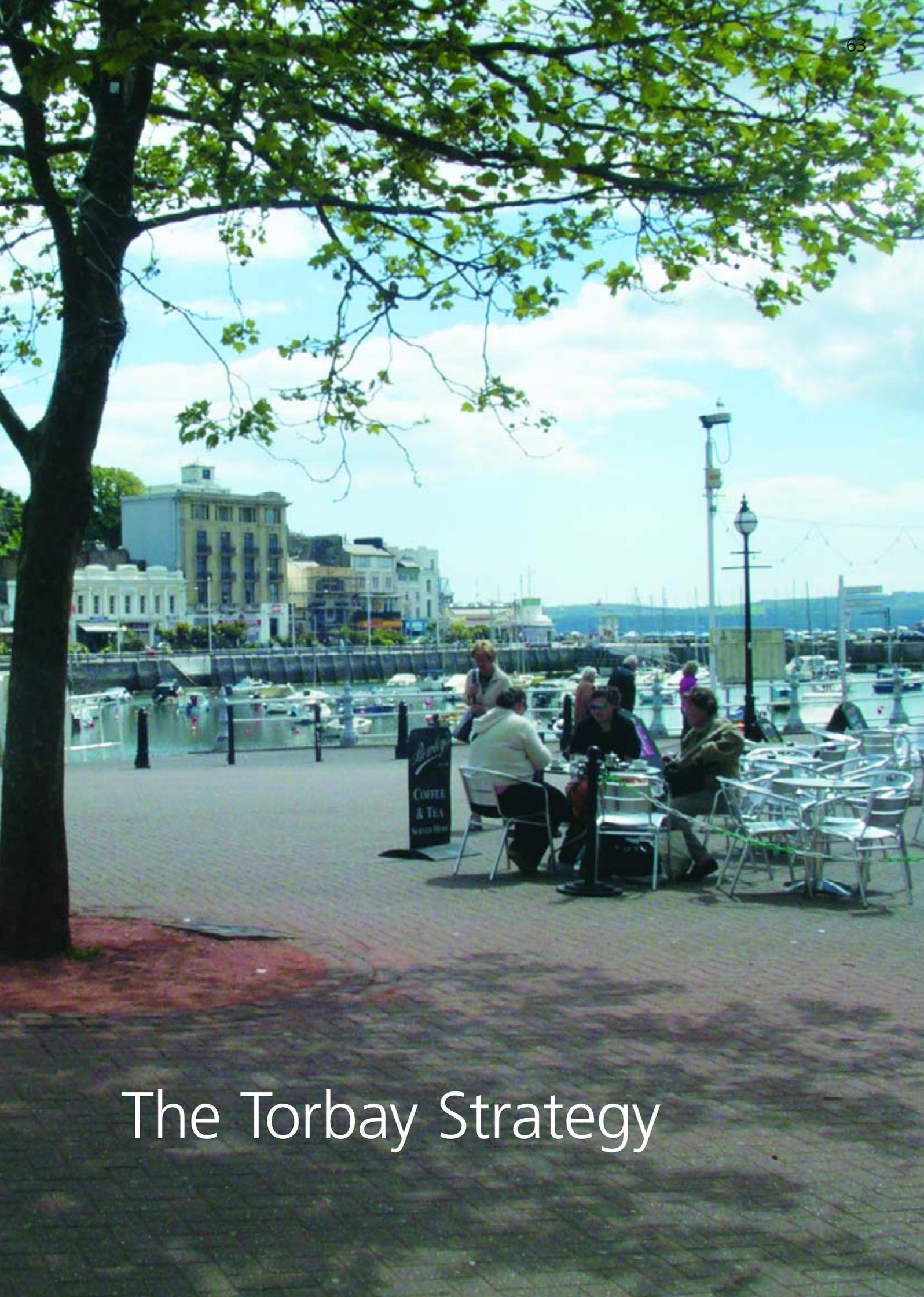
### Protect Exeter as a gateway

- 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



## What this will mean for Exeter

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 Torbay Strategy

# The Torbay Strategy

## Vision for Torbay

By 2026 Torbay will have excellent connections to Devon and the rest of the UK. Residents and visitors will find it easy to move around, explore and experience Torbay's beautiful urban and marine environment. 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.

To achieve this Vision, the third Local Transport Plan (LTP3) has been developed jointly with Devon County Council, building upon the common interests of both Authorities including 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 policies and strategies for Torbay are reflected in this document and its attendant Implementation Plan.



## Torbay Today

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 collectively as 'The English Riviera'.

Torbay is a popular, well-established holiday destination with about 8.5 million visitor bed nights per year. The area is known for its mild climate, picturesque harbours, coves and beaches, and is home to numerous tourist attractions.

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.

Although tourism dominates Torbay's economy, it has one of the nation's leading fishing ports at Brixham, over 100 vessels use the port both locally and internationally, with 26 fish processing, packaging and boxing companies in Brixham; Torbay is also home to Sutton Seeds (a well known packet seed distributor) currently based on the western corridor at Paignton. The largest single employers in Torbay are public sector based, namely: Torbay Council, the NHS Care Trust and Torbay Hospital.



Since the telecommunications manufacturing bubble burst in the late 1990's (when Nortel employed over 5,000 jobs in Paignton) the single largest commercial employer is now Stagecoach Devon. Aside from the large number of retail employment opportunities, Torbay is dependent on a variety of small light industrial enterprises. This has fuelled the increase in small industrial estates and business parks, such as the recently built Edginswell business park on the edge of Torquay.

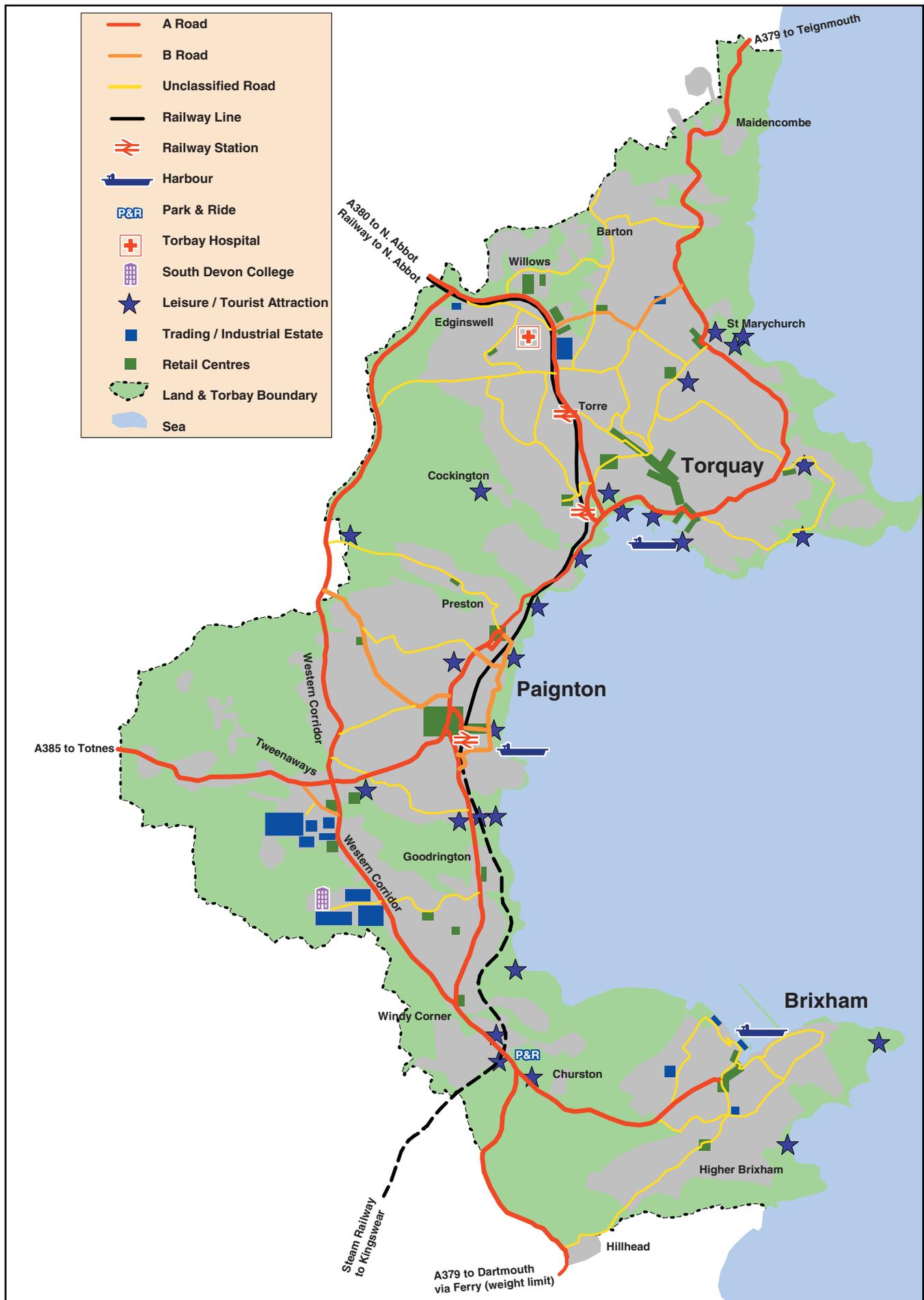
The average income per person is £19,012, some £3,500 below the national average of £22,542 and the economic gap between Torbay and the rest of Devon and the UK has been widening in recent years. The Bay is only two thirds as wealthy as the national average, and, in the last five years, has had just half the growth of the rest of Devon. There is a real need to reduce overall levels of unemployment and increase the creation of higher value jobs.

Transport plays a big part in stimulating the local economy, by providing fast and sustainable transport links to the rest of Devon and the UK. Two projects are essential to achieve this aim: the construction of the South Devon Link Road

and the Devon Metro rail scheme. These schemes would open up the congested Torbay – Newton Abbot corridor, utilising spare capacity on the rail network and improving traffic journey times on the current 380.



Figure 5: Overview of Torbay Transport Links and Major Transport Generators





## Achievements of Torbay's Second Local Transport Plan

The second Torbay Local Transport Plan (2006-2011) set out a strategy to tackle congestion, deliver accessibility, provide safer roads and improve air quality. Torbay's Plan was regarded as "excellent" by the Department for Transport and improvements in transport delivery were recognised by the achievement of "Most Improved Transport Authority of the Year 2006" at the National Transport Awards. 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 to travel on the public bus network at any time (except school summer holidays) which has seen a **40% increase in patronage on routes serving schools.**
- **Buses:** 16 services in Torbay were upgraded to low floor vehicles, helped by the introduction of **15 new buses** across the Torbay network. Additionally, all of the **buses on the Route 32 were replaced** in 2006/07 to new Euro 3 compliant low floor single deck buses. Further upgrades are expected by the addition of two new Euro 5 compliant double-deckers. Many other bus routes have been replaced with low floor easy access vehicles, such as the; 31 / 34; 60 / 61; 108.
- **Accessibility** has been greatly improved. 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, making

it competitive with private car travel; this has proved extremely popular with passengers, with usage far exceeding expectations.

- **Bus stops and Shelters:** Approximately **150 new bus stops** have been installed or replaced and around 50 upgraded, together with introduction of a new style of flag. This offers more space for information and is more visible, making it easier for drivers and passengers alike to identify when approaching a bus stop. 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.
- **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.



## Route 67

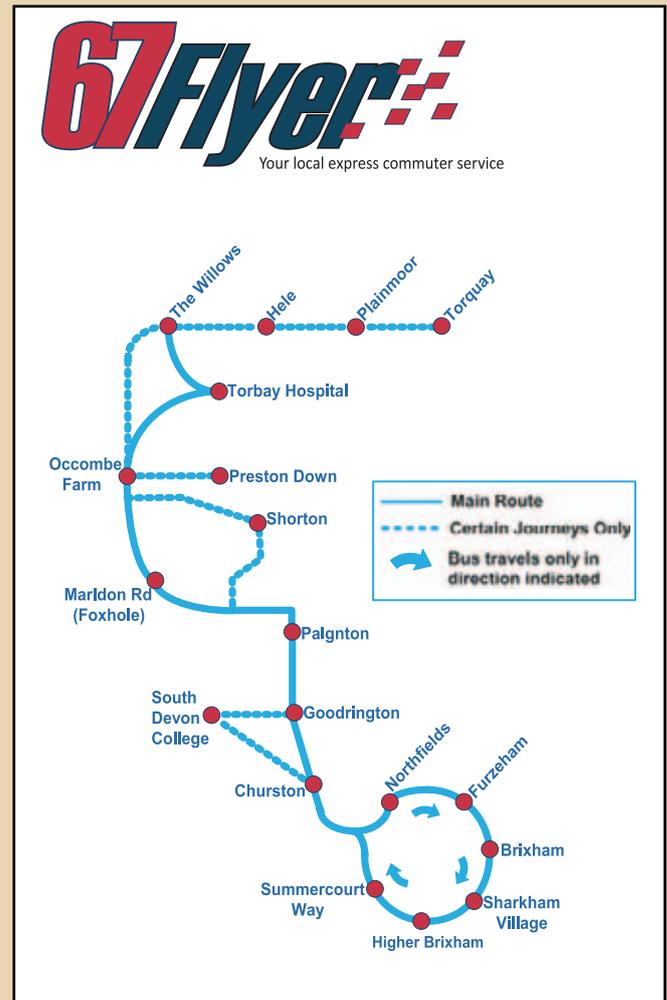
The route 67 bus service was the result of work carried out as part of the Local Area Agreement, where the local authority was required to improve access by walking, cycling and public transport. The aim of the project was to improve travel journey times to key services.

It was identified that large parts of Brixham had poor access to other areas in Torbay and in particular Torbay Hospital. In some residential suburbs of Brixham the only direct bus service was hourly to the town centre. In order to get to Torbay Hospital the journey time by bus (requiring 1 change and some significant amount of walking) could take up to 2 hours, when travel by car would take around 35 minutes.

Other areas of poor accessibility included:

- Lack of public transport before 9am in some parts of Torquay and Paignton
- Lack of public transport after 5pm particularly for those seeking to attend evening education courses
- Lack of service from Paignton Town Centre and residential suburbs of Brixham to out of town shopping centres

A new bus service was designed to fulfil these gaps in the market, but also to make the service competitive with the private car, which meant using a direct route.



The resulting 67 service linked the suburbs of Brixham to Paignton Town Centre in 15-35 minutes, to Torbay Hospital in a journey time of 40-60 minutes, and to the Willows shopping centre 7 minutes after the Hospital.

Paignton Town Centre was also provided with its first direct service to the Hospital and the Willows shopping centre in just 30 minutes. Brixham, Paignton and parts of Torquay were also offered journeys to Torquay Grammar Schools and South Devon College, including evening trips up to 10pm.

A full timetable can be viewed at:

**[www.torbay.gov.uk/transportguide](http://www.torbay.gov.uk/transportguide)**

## Cycling in Torbay

Torbay working alongside organisations such as Sustrans, have made great progress in providing infrastructure such as cycle lanes and promoting cycling for commuting and leisure use. This has been reflected in the 53% increase in peak cycling trips recording during the second Torbay Local Transport Plan.



Much focus has been recently placed on delivering the national cycle network throughout Torbay and linking to the rest of Devon. A cycle route from Torquay seafront to Paignton has been completed in early 2011. This marks the backbone of the Torbay National Cycle Network, with a mixture of on-road cycle lanes and off-road cycle paths and shared use (particularly along Paignton Seafront). This provides a direct and scenic route between the two Towns covering approximately three miles in length.

The next phase includes plans to link the on-road cycle paths from Newton Abbot via Kingskerswell, with a largely off-road route through the grounds of Torbay Hospital, Shiphay, Rowcroft Hospice to the back of Torre Station. An already completed on-road section from Torre Station to Torquay seafront will complete a continuous route from Newton Abbot to Paignton.

This work will be followed by a route from Paignton and Goodrington Sands to Brixham. It is likely that a large part of this section will be developed on quiet roads or off-road paths. Long term, a route from Brixham and Paignton to Totnes will complete to National Cycle Network in Torbay.

Torbay will continue to provide other smaller cycle routes across Torbay, linking to the National Cycle Route where ever possible. This will include the successful Links to School projects, where safer cycling and walking routes are established from residential areas to their nearest school.

## Consultation in Torbay

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 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 base 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.

**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** facilities in Torbay. Council car parks have been identified for redevelopment as part of the Mayoral Vision.

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. 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 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. 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.

Other issues raised included provision of a **sustainable public transport network** to allow tourists arriving by car to walk, cycle and



use public transport during their stay; the council already produces a twice yearly public transport guide. Closer liaison between education establishments and the council to monitor and implement travel plans enabling students to use public transport at times that suit them.

## Integrating Policy

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 Vision<sup>5</sup> 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.

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 and the LTP3 continues the Mayor's Vision theme of Making the Big Connections.

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 and minor improvements to the highway. Although the study was focused on future development, it also identified the need to upgrade a small number of existing traffic junctions that will soon be overcapacity and unable to cope with current levels of traffic.

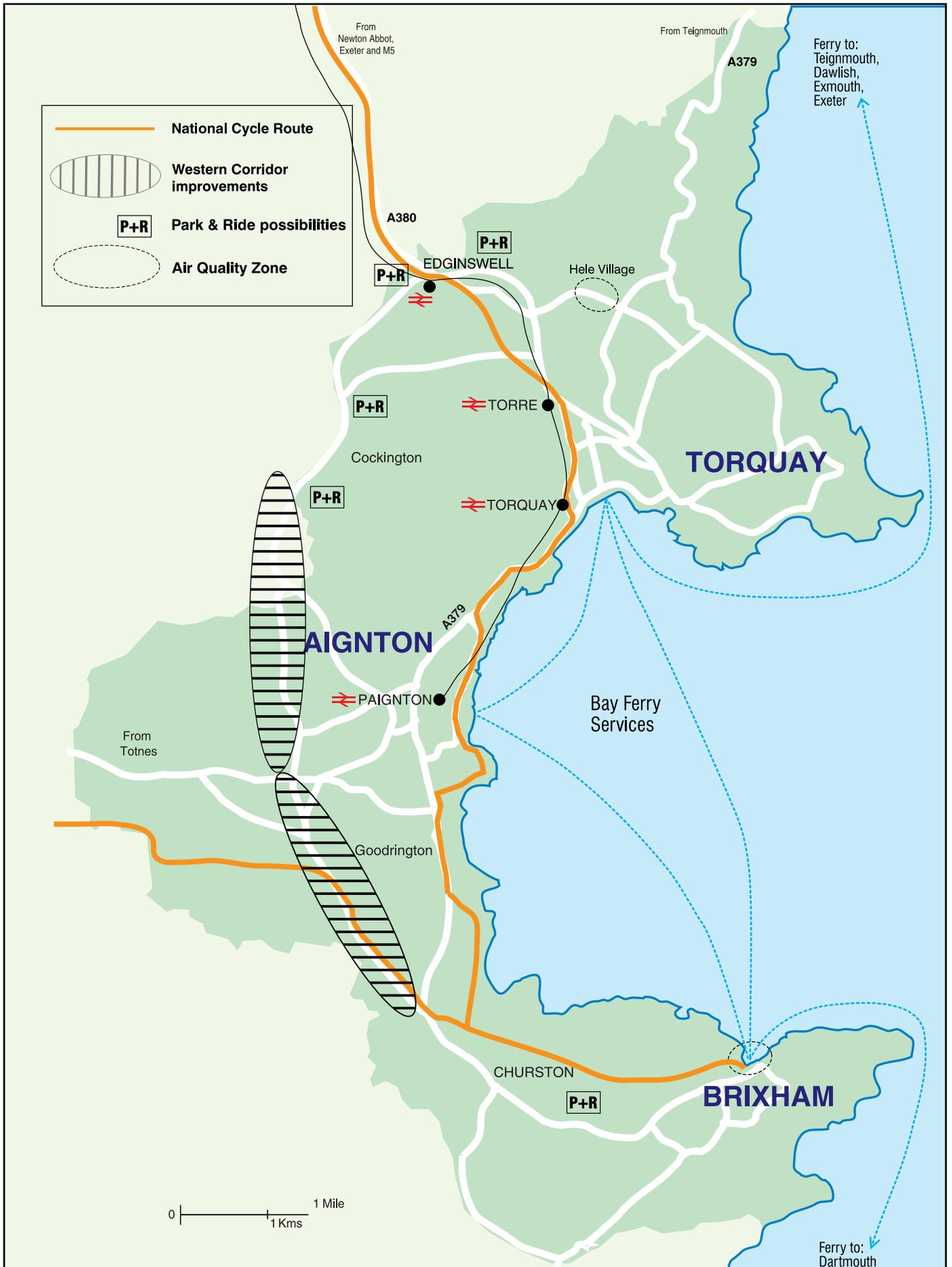
Torbay Council and its regeneration partners are committed to a brighter Vision for a future Torbay. The key objectives in the Community Plan that are integral to the Local Transport Plan are:

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



<sup>5</sup> [www.torbay.gov.uk/mayoralvision](http://www.torbay.gov.uk/mayoralvision)

Figure 6: Areas identified in the Mayoral Vision





## Priorities for Torbay's third Local Transport Plan

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.

## Enabling Economic Growth and Development

The need for economic growth has been identified as 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 is fundamental to delivering the developments identified in the Mayoral Vision and the emerging Local Development Framework, ensuring the transport network can accommodate the housing, jobs and services Torbay requires.

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, remains an integral part of any programme for economic development in Torbay. The scheme is expected to generate £9 for the local economy for every £1 spent on it\*. 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 substantial improvement in facilities for walking, cycling and public transport along the current A380 corridor.

Improved rail connections between Torbay, Devon and the rest of the UK are also critical to stimulating the economy. More direct services are required to London, Birmingham and the North including better connections at Newton Abbot to long distance services to and from Plymouth. This will offer business travellers and tourists improved access to Torbay. The proposed Devon Metro scheme will strengthen links between Torbay and Exeter, providing much needed capacity and increased frequency of local services.

The impacts of planned housing, retail and employment growth on the transport network will be addressed during the plan, especially on the Torbay Ring Road. There are Hotspots at or near capacity which may require major works, such as dualling the carriageway from Great Parks to Churscombe Cross. The schemes anticipated in the Mayoral Vision will require localised junction improvements. These infrastructure improvements and features to encourage sustainable transport will need to be supported by developer contributions.

Torquay, Paignton and Brixham town centres will be supported in their function as successful retail and leisure centres. Improvements to footways, cycle paths, and public transport information (including Real-Time Information) will play an

\* [www.devon.gov.uk/Kingskerswellbypass](http://www.devon.gov.uk/Kingskerswellbypass)



important role in assisting the use of sustainable travel to ensure users can make informed decisions.

Improvements to local bus services linking town centres, residential and employment areas will be targeted to provide sustainable access for commuters. Permanent Park and Ride facilities for Torquay and Brixham (including Kingswear for Dartmouth) will be developed. This will reduce journey times and improve public transport reliability offering a practical alternative to the private car in town centres.

The continued maintenance of the highway network has been identified as vital to the economy and quality infrastructure in 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.

## Enhancing Torbay's built and natural environment

Transport contributes approximately 22% of Torbay's green house gas emissions, and reducing this is the second key driver of local 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. Carsharing schemes will continue to be supported. 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.

Travel planning enables people to make more sustainable travel choices such as walking and car sharing. Travel plans are required for all new major developments and these developments will continue to be assessed to determine their contribution towards sustainable transport infrastructure. This is required in order to prevent the capacity of Torbay's transport network becoming a barrier to further growth.

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 increased coach parking areas, will also allow visitors to the Bay to move around in a more sustainable manner.

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.

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 Special Scientific Interest, part of the South Devon Area of Outstanding Natural Beauty and the world's only Urban Geopark. As identified by the Habitats Regulation Assessment Protection of Natura 2000 sites and the specific Greater Horseshoe bat will be a key focus during the LTP's delivery.



Transport's impact on the environment (including air quality, buildings, landscape and noise) will be reduced as people are able to walk, cycle and use public transport. The Air Quality Management Areas will be addressed through air quality management plans.

The transport corridors themselves can be attractive environments for wildlife, providing Green Infrastructure by 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. The emerging Green Infrastructure Plan for Torbay will set out these proposals in more detail. This will help achieve the joint strategy and Mayoral Vision goals, and promote sustainable transport for leisure trips.

## Improving Health and Activity Levels

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, reduce 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

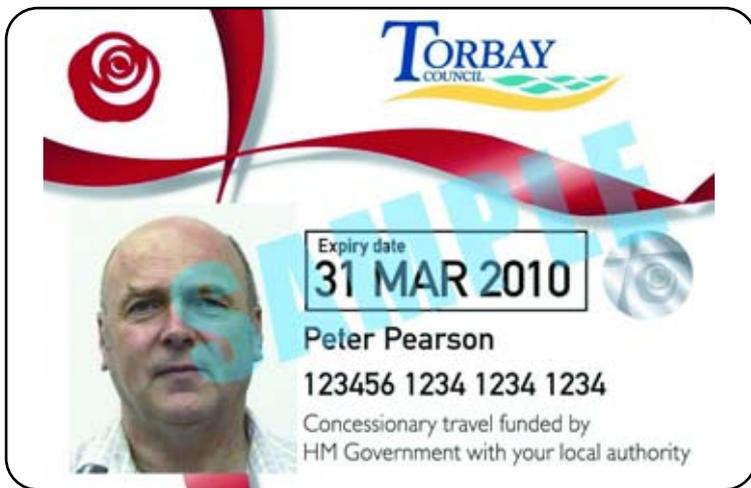
"community capital and reduce social isolation across the social gradient"<sup>7</sup>.

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.

Torbay continues to have one of the safest road networks within the South West and has been successful in meeting targets to reduce 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 along with information, for example, Learn2Live younger driver training, and older driver training. There will be continued improvements to safe walking and cycling 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. Torbay Council will work with our partners in the Police, the County Council, the NHS and the Ambulance Service, to ensure that safety concerns are not a barrier to mobility.

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.

## Improving Access to Education, Employment and Services

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, by ensuring access to key services at a reasonable cost.

Bus Service 67 is a successful example of linking residential areas with employment, education, health and retail services (see earlier case study). Moving forward there will be an emphasis on

delivering this type of project in the future alongside improving walking and cycling. As an example, service 67 would link to the proposed Edginswell Station and Torbay Park and Ride.

There will be improvements to public transport including minor infrastructure (for example bus stops) and better quality more modern trains, modern forms of information. Smartcards (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. Provision for those with mobility impairments, from a parent with a buggy, to a wheelchair user, is integral to all elements of the Strategy. The introduction of low floor vehicles on the majority of bus routes is a good example.

## Making the Big Connections

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.

Torbay is the only major resort in the country without dual-carriageway access. The proposed South Devon Link Road, is vital as the area's highway link to Devon and the rest of the UK.

Improved links to Exeter Airport will enable an increased number of visitors to reach Torbay more easily, and facilitate access to the airport from Torbay. Major development East of Exeter (Cranbrook) will provide a new station adjacent to the airport with potential for future direct links.

The proposed Devon Metro network will provide an increased half hourly frequency between Paignton and Exeter. This will also include upgraded rolling stock and a new station at Edginswell to the north of Torquay.

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. Improvements will be required on the road network and rail links to the west, dependent upon the type of development and the plans 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.



## Key Elements of Torbay Transport Strategy

The Torbay place strategy and implementation plan together have a flexible approach to their delivery which can adapt as funding opportunities arise. The Implementation Plan includes detailed information on the schemes listed below.

### Foundation - Low cost High Value

These schemes remain affordable whatever the economic climate. For example Smarter Choices is particularly focussed on improved information provision, travel planning and alternative means of travel. In some cases, these schemes may be eligible for funding through the Local Sustainable Transport Fund, 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
- The provision of electric car charging points
- 20mph zones and home zones
- Address Air Quality Management Areas

#### Improve Safety and Health

- Cycling and walking, including the National Cycle Network especially safer routes to schools
- 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 such as bus stops and bus priority schemes
- Improvements to public transport information
- Introduction of Smart Cards
- Improvements to the public realm in the town centres
- Infrastructure for people with disabilities

#### Making the Big Connections

- Improve the comfort, journey reliability and cost of rail travel by working with Train Operating Companies
- Work to improve the current A380 through Kingskerswell for public transport and cycling



## Targeted Capital Investments

These are larger more capital intensive schemes, which, although providing value for money, will depend on available funding, whether through the Local Transport Plan, from Developers, or from other sources.

### 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

- More major walking and cycling schemes where appropriate
- Transport Action Zones

### Making the Big Connections- Improving External Communications

- 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
- Deliver a cycle link to Totnes and to Brixham (National Cycle Network)
- Rail service improvements to the national network
- Links to Exeter Airport

## Funding Streams

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.

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.

The Local Sustainable Transport Fund, announced in September 2010, will challenge local Transport Authorities to work in partnership with their communities. This fund is targeted at packages of sustainable measures that support economic growth and reduce carbon. Schemes should also deliver cleaner environments, improved safety and increased levels of physical activity.

Sustainable travel measures will include walking and cycling, initiatives to improve integration between travel modes. Provide better public transport and improved traffic management schemes.

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.

## What this Strategy Will Mean for Torbay

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.

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 provided within the accompanying Implementation Plan, with a further analysis of costs and funding streams.





# Market & Coastal Towns and Rural Devon Strategy

# Market & Coastal Towns and Rural Devon Strategy

## Vision

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, people will be supported to make the most of the existing road, rail, bus networks and cycle and footpaths for local trips. This will promote more active lifestyles, better accessibility and reduce local congestion.

Devon's towns will remain locally distinctive, which will continue to attract visitors. People who live in the towns and rural areas 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 transport for the future.



## Devon's towns and rural areas today

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 Langage.

Devon is a dispersed and rural county. Of the county's 422 parishes, 97% have a population of less than 10,000 and 75% have fewer than 1,000 inhabitants. This brings with it many spatial challenges in terms of service delivery and meeting the needs of communities. The problem of rurality is increased by the fact that Devon is the third largest county in England. Rural Devon however, does experience high levels of personal mobility with 81% of households having a car compared to the national average of 73%.

The 28 market and coastal towns in Devon are;

## Market Towns

**Ashburton/ Buckfastleigh**

**Axminster**

**Barnstaple**

**Bideford**

**Cullompton**

**Crediton,**

**Great Torrington**

**Holsworthy**

**Honiton**

**Ivybridge**

**Kingsteignton**

**Mortonhampstead**

**Newton Abbot**

**Okehampton**

**Ottery St Mary**

**South Molton**

**Tavistock**

**Tiverton**

**Totnes**

## Coastal Towns

**Dartmouth**

**Dawlish**

**Exmouth**

**Ilfracombe**

**Kingsbridge**

**Lynton/Lynmouth**

**Seaton**

**Sidmouth**

**Teignmouth**

However, for the 19% without use of a private vehicle, accessibility and mobility are very difficult. Ensuring that people living in Devon have access to essential services is a focus for this strategy. Transport solutions in these areas need to be community led, flexible and affordable to ensure they are accessible to the disadvantaged.

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.

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.

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.

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.

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.

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.

## Local Development Frameworks (LDFs)

Devon's district councils 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.

## LTP 2 Achievements

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

## Consultation

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.

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.

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.

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

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

There are five transport priorities for the towns and rural areas, the priorities are to:

- Assist in supporting existing and future development of the towns
- Work with the community to demonstrate a low carbon approach to travel
- Improve accessibility by developing a core bus and rail service supported by community transport
- Make Devon 'the place to be naturally active' through investment in the leisure network
- Develop an approach to parking policy which supports the vitality of town centres

### Assist in supporting existing and future development of the towns

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 – which previously brought 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.

The combined drivers of affordable housing, demographic change, an ageing population and inward 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.

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 and enables local trips to be made by sustainable modes. 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.

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.

The Masterplans developed for larger housing development plan for the provision of walking and cycling routes and bus waiting areas. The Masterplans 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.

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.

It is essential that sustainable transport is planned from the start. The new towns of Cranbrook and Sherford will have high quality connections to the city centres of both Exeter and Plymouth, and to 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.

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

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 in place. 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.

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. Devon County Council will work with communities to develop a programme of smarter

choices and create sustainable travel towns by using best practice gained from the Cycle Exeter project, TravelSmart in Exeter and the national Sustainable Travel Towns project. Devon will also seek to attract funding 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 that deliver solutions identified by the community will be prioritised.

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, travel champions in schools, 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 to access funding. Supporting the community to work together will be vital in encouraging lasting behaviour change.

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.



## Improve accessibility by developing a core bus and rail service supported by community transport

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.

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.

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.

Community transport in its many forms, including voluntary hospital car services, ring & ride and shopmobility, will play an important role in supporting this new approach to local services. Devon will work with voluntary and social enterprises to further develop a local transport service that will work 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.

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

The Devon Metro, which is discussed in more detail in the Exeter Strategy, will also benefit

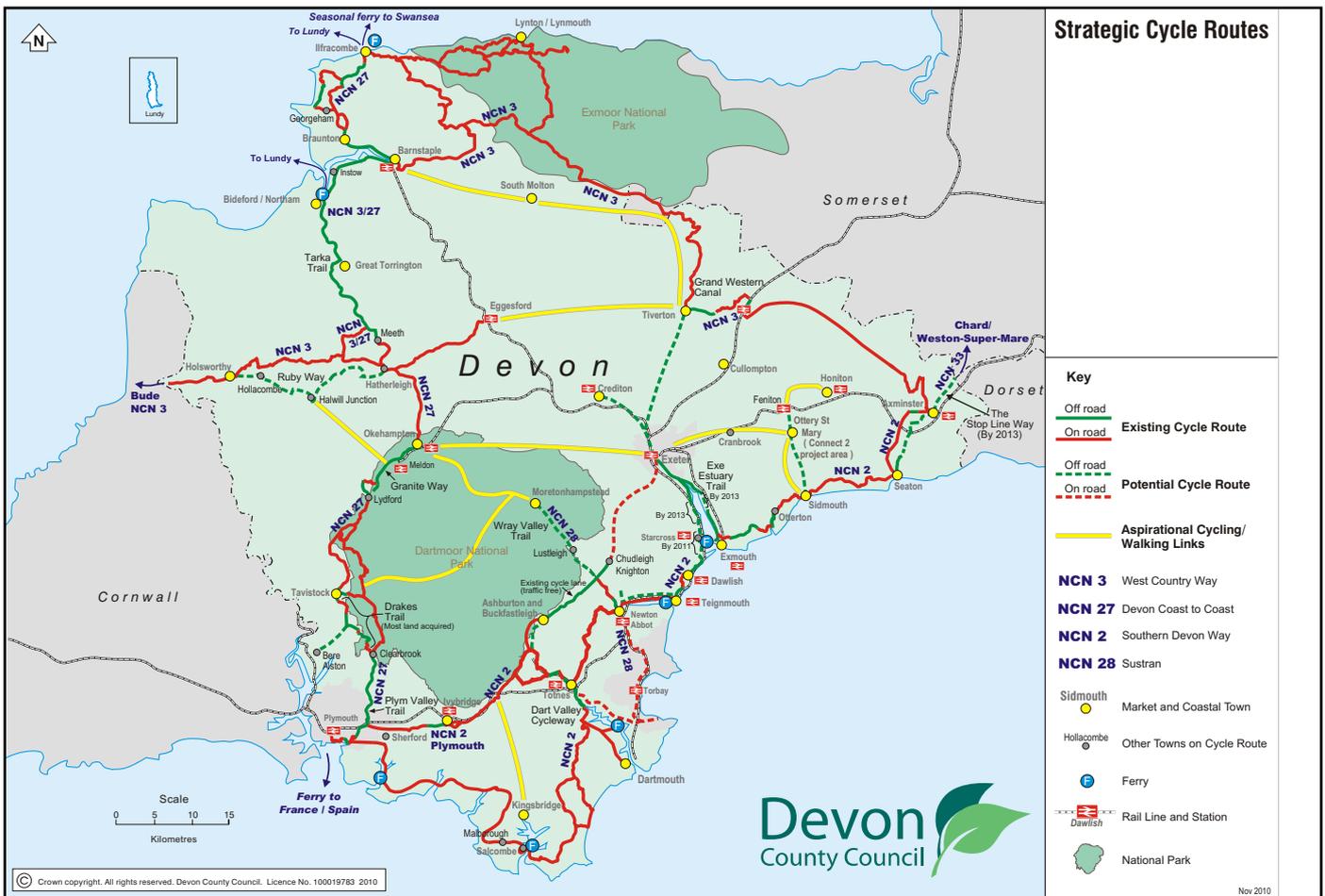
Devon's towns and rural areas. The branch lines from Barnstaple, Torbay and Exmouth provide an efficient alternative to the car, particularly into Exeter and the mainline. The Devon Metro includes proposals for new stations at Marsh Barton and Newcourt in Exeter, and potentially Edginswell and north Exmouth. The project will also provide greater capacity and comfort, smarter ticketing and improved frequency.

In the longer term, further improvement to the frequency of the rail services in Devon requires amongst other things, additional track capacity. A passing loop at Axminster has already been delivered on the Waterloo - Exeter line. Devon & Torbay councils will pursue improved rail frequency for Devon and Torbay with the view to making this a realistic and efficient option for commuters and visitors.

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

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.

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<sup>x</sup> 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. Devon & Torbay will make sure that opportunities for sustainable transport are included in all community planning decisions.



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 horseriding network. Walking is the most popular countryside activity; 62 percent of cycle track usage in Devon is by walkers and a minimum of 64 percent of walkers appear to make use of PRoW. Horseriding is more popular in Devon than the national average, a minimum of 68 percent of horseriders appear to make use of PRoW. Many of the towns link into the Devon cycle, walking and PRoW network, which 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.

Devon’s vision is to be recognised 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.

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.

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 above indicates the opportunities to develop the walking and cycle network.

How people access Devon & Torbay's natural assets must be managed in order to reduce the impact of car travel on the environment as well as promote active and sustainable travel as part of the visitor experience. Provision of accurate and accessible travel information via a number of communication means will help people to plan their journeys. Devon & Torbay will work 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.

## Develop a Parking policy which supports the vitality of town centres

Parking for vehicles in the market and coastal towns can be categorised as private and non-residential, residential (generally without permits), off-street parking areas (usually owned and managed by district councils) and on-street parking in around the town centres. There are currently a park & ride facilities for Barnstaple and Dartmouth.

Parking plays an important role in the overall transport system, particularly in the town centres, but at the same time uses valuable highway space that is under increasing pressure to meet the needs of all road users. On-street parking in the town centres can sometimes cause congestion and delays where it reduces the available capacity for moving traffic. Manoeuvres associated with parking can also cause delays to traffic. The availability of on-street parking has to be balanced with the effective provision of loading bays for deliveries to local traders. Congestion and pollution can occur where inappropriate loading areas are used, or loading bays are used for illegal parking.





Kerbside parking can also make towns centres unattractive by restricting the space available for pedestrians to circulate and window shop, and also by creating visual clutter. In the first instance it is important to reduce the number of local trips made by the car by developing and promoting alternatives such as walking, cycling and public transport. The provision of park and change sites on some of the core bus routes, cycling and walking links will enable people to make the last part of their journey by sustainable modes and avoid the need to park in town centres.

On-street parking in the town centres and shopping areas typically offers an alternative to off-street arrangements for short stay trips of less than an hour. Where arrangements work effectively, this frees up off-street parking (managed by district councils and in some cases parish and town councils) for longer stays. Most on-street parking in town centres is time restricted to encourage the turnover of spaces and avoid all day use by commuters. Enforcement of such spaces can be difficult where no charge is made and no ticket is issued. In some towns the available on-street parking does not always benefit local traders as much as it could. Users sometimes stay longer than the permitted time period if effective enforcement is not in place. This reduces both the turnover of spaces and the likelihood of finding a space.

The county council works in partnership with the eight district councils in Devon, to operate a Civil Parking Enforcement Scheme for all on-street waiting and parking restrictions. Parking enforcement plays a key role in other transport priorities: reducing congestion, improving air quality and promoting road safety. All revenue

received from fines may only be used to fund the cost of providing the parking enforcement system. Any surplus revenues along with the money raised from the on-street pay and display tickets goes towards funding local transport improvements or initiatives, and supporting local transport services, such as taxi or rural bus schemes.

Devon will develop a parking management strategy that assess the role and function of on-street and off-street parking plays on a location basis. The strategy will be developed on the following principals:

- On-street parking is provided in locations that do not compromise pedestrian and cycle movements, public transport operations or loading and unloading for businesses; and
- The provision of short-term parking space in the town centres will be managed using controlled parking facilities.

## Priorities and required outcomes

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 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.

# Key elements of the Market and Coastal Towns Strategy

## Foundation

### **Assist in supporting existing and future development of the towns**

- Work with the planning authorities to develop the transport aspects of the emerging LDFs
- Use Manual for Street principles in designing communities, declutter 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

### **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

### **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

### **Make Devon 'the place to be naturally active' through investment in the leisure network**

- 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
- Develop a parking policy which supports the vitality of town centres

## 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 councils 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 Frameworks 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. Devon will negotiate developer contributions on this basis.

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 Tav 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

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

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

### **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

### **Make Devon 'the place to be naturally active' through investment in the leisure network**

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

## Supporting policy

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.

Parking revenue generated from short stay on-street parking will be reinvested back into the towns to improve public spaces and transport options.

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.

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

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.

Innovative transport solutions will be provided and delivered in partnership with the community, so that residents 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.