TORBAY COUNCIL

Bay Trails

Torbay Local Cycling and Walking Infrastructure Plan (LCWIP)

Post consultation report

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Contents

1 Introduction

Background

Torbay has a world class tourism offer, with a fantastic marine setting and internationally important environmental assets, recognised by its UNESCO Global Geopark status. Situated in the South West of England, it is home to strong small businesses, one of the nation's leading fishing ports at Brixham, and an increasingly skilled workforce. However, Torbay faces challenges including health and income deprivation, an aging population, and responding to the climate crisis. As with other coastal and retail centres, Torbay's town centres are in decline with falling footfall and spend.

Investment in cycling and walking schemes can help address these challenges: supporting improved public health through active travel; providing access to centres of employment, learning and skills training; cutting carbon emissions; and, helping bring about a green recovery from the COVID-19 crisis. It can deliver public realm improvements, further enhancing the outstanding built and natural environment of Torbay and contributing to the wider tourism offer. With significant national funding available and reviews of the Torbay Local Plan and other policy in progress, this is an opportune moment to bring forward and integrate cycling and walking improvements within broader policy.

LCWIP Process

Local Cycling and Walking Infrastructure Plans (LCWIPs) are a strategic approach to identifying cycling and walking improvements required at a local level. They enable a long-term approach to developing networks and routes and form a vital part of the Government's strategy to increase the number of trips made on foot or by cycle. LCWIPs will be instrumental in leveraging funding from the Cycle Infrastructure Fund, along with other national and local funding streams. LCWIPs are intended to:

- Plan for cycling and walking using evidence and data on existing and future potential demand;
- Target investment where it can have the greatest impact;
- Identify cycling and walking infrastructure improvements in readiness for funding bids; and
- Plan cycling and walking networks which meet core design outcomes, meeting the needs of users.

For Torbay, this process and the resulting outputs will represent an evidence-based approach to focus future investment over the next 10-20 years where the most benefit can be realised.

The geographical extent of this LCWIP is the entire Unitary Authority of Torbay, encompassing the three main towns of Torquay, Paignton, and Brixham.

The Torbay LCWIP focuses on everyday journeys to work and school, as well as unlocking the potential of more people visiting the area for recreational cycling and walking.

The government has published guidance on the preparation of LCWIPs, setting out the following six stage process:

- Stage 1: Determine the scope – establish the geographical context and arrangements for governing the plan.
- Stage 2: Gathering information – identify existing walking and cycling patterns and potential new journeys. Review existing conditions and identify barriers to walking and cycling. Review related policies and programmes.
- Stage 3: Network planning for cycling – identify origin and destination points and cycle flows. Convert flows into a network of routes and determine the improvements required.
- Stage 4: Network planning for walking – identify key trip generators, core walking zones and routes, audit existing provision and determine the improvements required.
- Stage 5: Prioritising improvements – prioritise improvements to develop a phased programme for future investment.
- Stage 6: Integration and application – integrate outputs into local planning and transport policies, strategies and plans.

The remainder of this document details how the LCWIP has been developed and sets out a prioritised programme for its delivery.

Public consultation

A public consultation on this LCWIP was carried out between 3rd February and 14th March 2021. A total of 705 survey responses were received, with key findings including:

- The majority of respondents support the LCWIP, with 71.4% in support, 17.4% "don't know", and 11.2% not supporting.
- Respondents have increased the amount they walk and cycle during the covid pandemic began, with 43% stating they thought these changes would continue.
- 85% of respondents would like to see an increase in walking in Torbay, and 71% would like to see an increase in cycling.
- 31 written responses, including from community groups and local businesses, were raised in relation to the recommendation to explore restricting motor vehicle access on Victoria Parade. As such, this recommendation has been changed and focuses on improving conditions in other ways.

A number of other constructive comments were raised during the public consultation, which have been incorporated in this updated version of the LCWIP where appropriate. Further detail can be found in the accompanying consultation report.

2 Active travel context

The case for walking and cycling

The Department for Transport's Cycling and Walking Investment Strategy (CWIS) presents a clear ambition to make walking and cycling the natural choice for shorter journeys or as part of a longer journey, including the aim to double cycling activity by 2025. The benefits of achieving this outcome would be substantial, supporting public health and wellbeing, more vibrant towns and public spaces, and low carbon travel patterns becoming commonplace.

In February and May 2020 Government announced a £2 billion plan to boost cycling and walking both during and after the Covid-19 lockdown. £1 billion is expected to be spent on building 250 miles of new, high quality cycle routes and safe junctions in towns and cities across England. The Department for Transport also announced that dozens of new "Mini-Holland" schemes will be created. These pilots of low-traffic neighbourhoods are modelled on Dutch schemes and make local streets safer to walk, cycle and play in while maintaining some motor vehicle access.

Within Torbay there are clear opportunities to better connect people and places with targeted investment in active travel infrastructure. The council shares the CWIS ambition to provide more direct, convenient, safe and attractive options for more local journeys, as demonstrated in the Torbay Corporate Plan and Devon & Torbay Local Transport Plan.

Responding to the climate crisis

On 24 June 2019 Torbay Council declared a Climate Emergency, with the aim of becoming carbon neutral by 2030. Transport contributes approximately 28% of Torbay's greenhouse gas emissions and reducing this will be essential to meet both national and local climate commitments. Torbay is working with Devon County Council to produce a Devon-wide response to the climate emergency, and evidence from elsewhere in the country suggests near total electrification of the vehicle fleet and a significant reduction in car kilometres travelled will be needed. Making less journeys and making journeys by active and sustainable means will be critical to achieving climate targets.

Supporting health, wellbeing and access for all

Active travel can play a crucial role in supporting public health and wellbeing. It is one of the simplest and most effective ways to enable adults and children to meet recommended levels of physical activity.

A lack of physical activity is the cause of one in six deaths in the UK, and costs the country an estimated £7.4bn per year.[i] In Torbay, 61% of adults and 43% of children are overweight or obese, with an annual direct cost of around £2.5 million to the NHS and around £18m of wider societal costs. 14% of the adult population currently cycle at least twice a month[ii] yet by improving active travel networks the LCWIP can increase this level and make cycling a common form of exercise for more people. Torbay Council are encouraging more people to be active as well as using sport and physical activity to help address health inequalities, contribute positively to the economy and raise the profile of the area.

Focussing on inclusive "All Ages and Abilities (AAA)" design and ensuring cycling is accessible for all will be important when developing and delivering schemes through the LCWIP process.

Improving accessibility and social sustainability

It is particularly important that the 26% of households in Torbay without access to a car (Census 2011) can access employment and education opportunities, key services and facilities. Delivering improved active travel connections between key destinations will be important in this regard. Reducing social isolation, especially for older people, and increasing levels of community engagement can be supported by active travel as a means for people to interact socially more often.

Improving the tourism offer

Tourism dominates Torbay's economy, with around 8.5 million visitor bed nights per year and the population increasing from 130,000 to over 200,000 in summer months. The English Riviera Destination Management Plan aims to increase year-round growth in visitor numbers, extend the season, and attract new international and UK visitors.

Cycling and walking investment can play a key role in enhancing the tourism offer. It can improve the quality of the urban realm, make it easier for visitors to travel around the bay, and provide new reasons to visit the bay with high quality cycling and walking experiences.

Existing travel patterns in Torbay

Nearly two-thirds of journeys to work by residents in Torbay are by car or van as a driver or passenger (Census 2011), with 15% travelling to work on foot. Just 1% travel to work by bicycle, significantly lower than the national average and for urban areas in England. However, there are high levels of self-containment within Torbay, with many people both living and working in the area. 58% of trips to work by Torbay residents are less than 5km and 80% are less than 10km, indicating there is potential for further growth by making cycling to work viable and attractive for more people.

Since 2011 and despite the hilly topography of the bay, the cycling and walking culture has been developing, with strong existing assets of the South West Coast Path, Paignton Velopark, Geopark Cycle Loop, mountain biking and BMX facilities, and existing sections of cycle route. Further details of cycling and walking travel patterns in Torbay are contained in section 4.

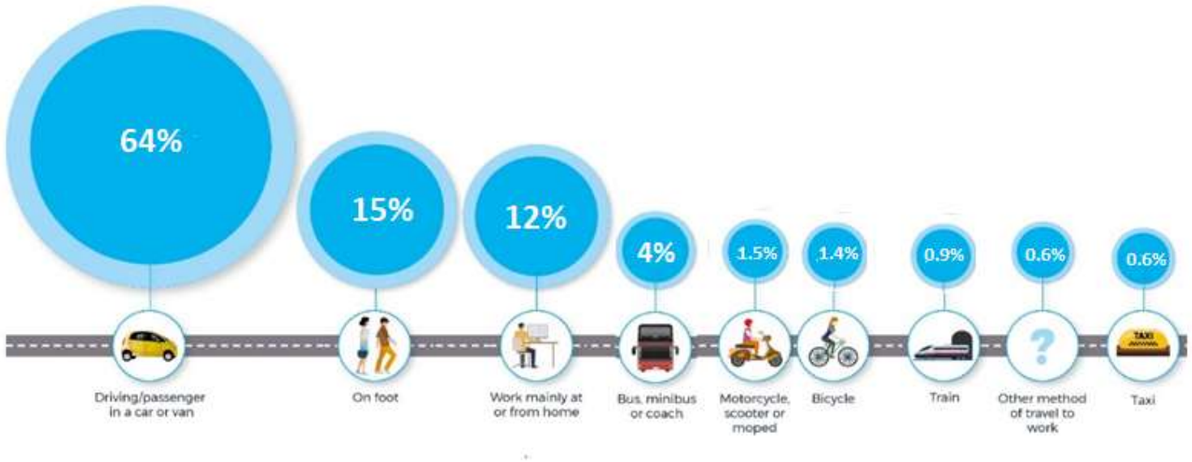

Figure 1.1. Method of travel to work in Torbay (Source: 2011 Census)

3 National and local policy context

There are clear opportunities to support environmental, health, social and sustainable mobility goals that better connect people and places with targeted investment in active travel infrastructure. This is evident in both national and local policy that has guided and shaped the Torbay LCWIP process. A summary overview is provided below.

National policy context

Gear Change: A bold vision for cycling and walking (DfT 2020)

Sets out Government's vision for delivery of far higher quality cycling infrastructure, focusing on segregated cycle routes with local authorities being expected to deliver a step change in the Level of Service for cycling and walking. It states, "Cycling and walking will be the natural first choice for many journeys with half of all journeys in towns and cities being cycled or walked by 2030". It establishes "Active Travel England" that will assess local authorities' performance on active travel, with findings influencing the funding authorities receive across all transport modes. The accompanying Local Transport Note 1/20 Cycle Infrastructure Design sets out new ambitious cycle design standards.

Cycling and Walking Investment Strategy (DfT 2017)

Aims to make active modes a natural choice. Locally targeted investment via LCWIPs assist to connect people with places – creating vibrant, healthier and productive places and communities.

Future of Mobility: Urban Strategy (DfT 2019)

Nine principles to address the challenge of transforming towns and cities to meet current and future transport demands. Includes the principle that *'walking, cycling and active travel must remain the best option for short urban journeys'.*

Everybody Active, Every Day (Public Health England 2014)

Indicates how the built and natural environment impact on the travel choices people make and highlights the necessity for effective urban design and transport systems which create 'active environments' to promote walking, cycling and more liveable communities.

Clean Air Strategy (DEFRA 2018)

Outlines how achieving modal shift is key to delivering emissions reduction. LCWIPs have a part to play in tackling the climate emergency by reducing emissions through the delivery of walking and cycling options for journeys.

Inclusive Transport Strategy (DfT 2019)

An inclusive transport system must provide inclusive infrastructure, with streetscapes designed to accommodate the needs of all travellers. LCWIPs identify improvements to build active travel networks and key routes fit for all users.

Local policy context

Local policy relating to walking and cycling is contained in a range of documents, outlined below. These policy documents show a strong level of support for cycling and walking. Several documents, including the Local Plan, are currently being reviewed, making this an ideal time to bring forward and integrate further cycling and walking proposals.

Key local policy documents include:

- Torbay Council Community & Corporate Plan, 2019
- Torbay Local Plan 2012-2030 (under review)
- Torquay, Paignton, Brixham Town Centre Masterplans 2015 & 2017
- Torbay Harbour Authority Port Masterplan, 2013
- Torquay, Paignton, Brixham Neighbourhood Plans 2018
- Transformation Strategy for Torbay's Town Centres 2017
- Torbay Green Infrastructure Delivery Plan 2010 (under review)
- Torbay Highways Design Guide (2020) and Urban Design Guide (2006)
- Local Transport Plan (LTP3), Devon and Torbay Strategy 2011-2026
- LTP3 Torbay Implementation Plan (2016/17 – 2020/21)
- Torbay Sport Facilities Strategy 2014-2021
- Torbay's Joint Health and Wellbeing Strategy 2018-22
- Healthy Torbay Supplementary Planning Document, 2017
- South Devon Area of Outstanding Natural Beauty (AONB) Management Plan 2019 – 2024
- English Riviera Destination Management Plan 2017-21
- Torbay Heritage Strategy, 2021-26
- Torbay Council Equality Objectives, 2016
- Torbay Council Director of Public Health Annual Report 2019
- Torbay Council Economic Recovery Plan 2020

Key relevant themes emerging from local policy are set out on the following pages.

Policy support for cycling and walking

There are strong levels of support for walking and cycling in existing local policy. Aspiration 2 of the Local Plan, to "Achieve a better connected, accessible Torbay and critical infrastructure", seeks to improve cycling and walking routes and encourage active travel. The Neighbourhood Plans and Supplementary Planning Documents also include cycling and walking as key elements. The Local Transport Plan (LTP3) recognises the role the active travel schemes can play in supporting the local economy, improving health, and access to education, employment and services. It also recognises that transport corridors can be attractive environments for wildlife, providing Green Infrastructure by connecting areas of valued habitat and sustaining biodiversity.

Growth areas and local plan designations

The Local Plan sets out housing and employment growth areas in Torbay, including strategic sites at Edginswell, around Torquay Hospital, and to the West of Paignton. The Local Plan also designates core tourism areas, and town, district, and neighbourhood centres (see Figure 5.1).

Local policy recognises that Torbay's town centres are in decline and must change. The Transformation Strategy for Torbay's Town Centres 2017 notes that Torquay and Paignton town centres are on the "critical list" and require immediate action, with much more emphasis on, and investment in, consumer experience. The Torquay, Paignton, and Brixham Town Centre Neighbourhood Plans and Masterplans include proposals for this transformation detailed in the following section along with wider transport proposals.

Transport and placemaking schemes

LTP3 notes Torbay has made great progress in providing infrastructure such as cycle lanes and promoting cycling for commuting and leisure use. This was reflected in a 53% increase in peak cycling trips during the second Torbay Local Transport Plan period from 2006-2011.

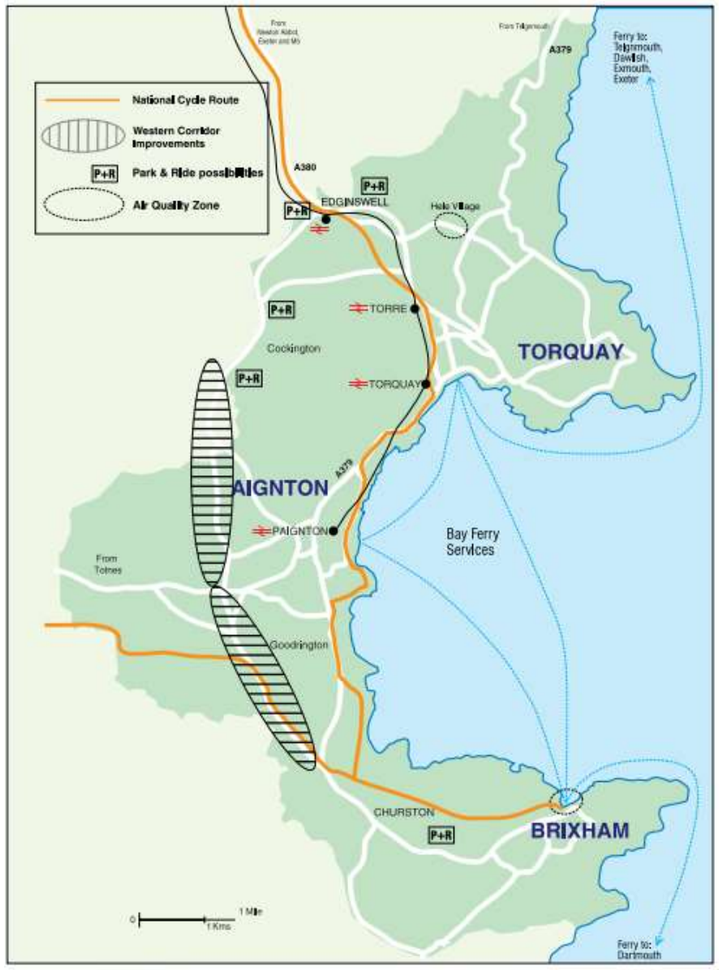

Figure 3.1. Transport proposals for Torbay in LTP3

A number of transport improvements were set out in LTP3 (Figure 3.1):

- Development of a National Cycle Route linking Torquay, Paignton, and Brixham with onward links to Newton Abbot and Totnes
- Western Corridor Improvements
- Park & Rides
- A new rail station at Edginswell

Further schemes are identified in the LTP3 Implementation Plan:

- Brixham Town Centre Public Realm Improvements to introduce shared, flexible space, reduce traffic speeds and quality public space
- Torquay seafront – new roundabout at Rathmore Road junction with Torbay Road, with associated pedestrian, cycle and highway improvements
- Junction Improvements
- Paignton Town Centre pedestrian, road traffic, rail station improvements as part of a regeneration package
- Clennon Valley Off-Road Pedestrian and Cycle Route
- Ring Road Active Travel Corridor
- Goodrington to Brixham Pedestrian & Cycle Route

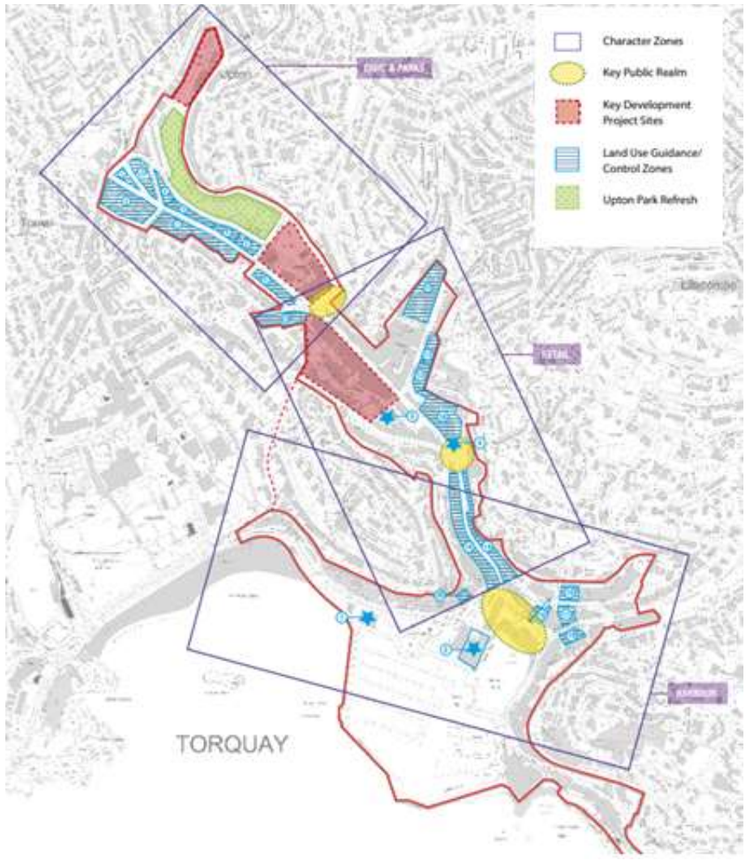

Figure 3.2. Torquay Town Centre Masterplan proposals

The Torquay Town Centre Masterplan SPD (2015) proposes further development between the harbour and Upton Park to the north, with key development sites identified along this route. The plan proposes enhancing the harbour as a leisure and entertainment hub, relocating some bus stops and improving the pedestrian environment (Figure 3.2). This element of the masterplan has secured funding and is being delivered as part of The Strand Townscape Improvements scheme.

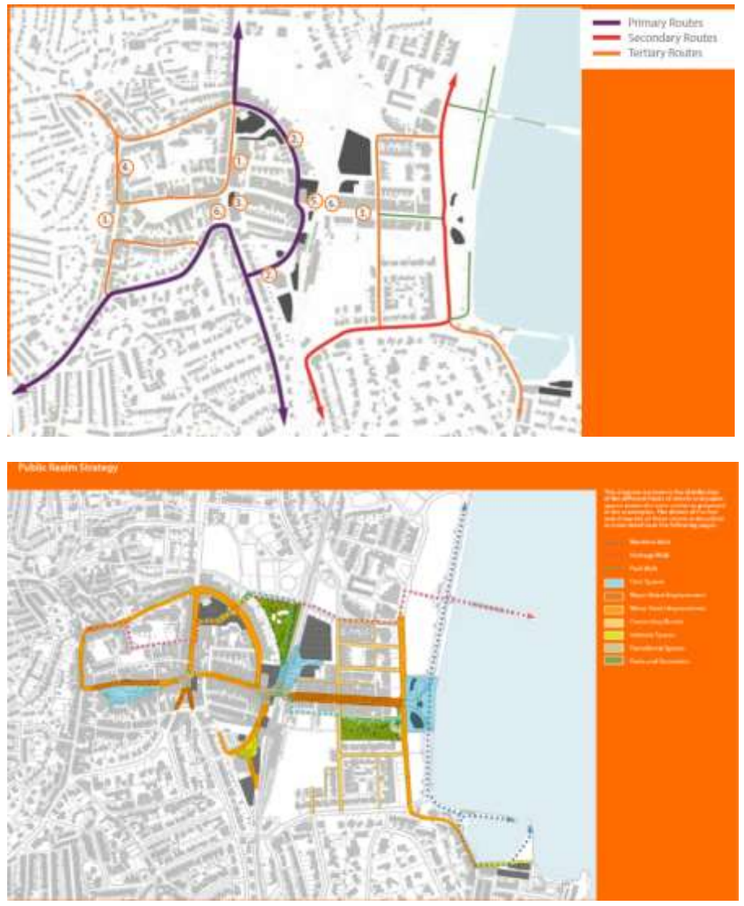

Figure 3.3. Paignton Town Centre Masterplan proposals

The Paignton Town Centre Masterplan SPD (2015) proposes an overhaul of the highways network, including eliminating the one-way system through the town, and creating new public spaces. This includes pedestrianising the western end of Torbay Road, the south side of Palace Avenue, and the middle section of Winner Street. The masterplan includes a Public Realm Framework, proposing a number of streetscape improvements (Figure 3.3).

In March 2020 a business case was submitted by Torbay Development Agency asking the Government for an £18.8 million investment to deliver a range of projects in Paignton Town Centre, including new housing, public space improvements, and a flood defence scheme.

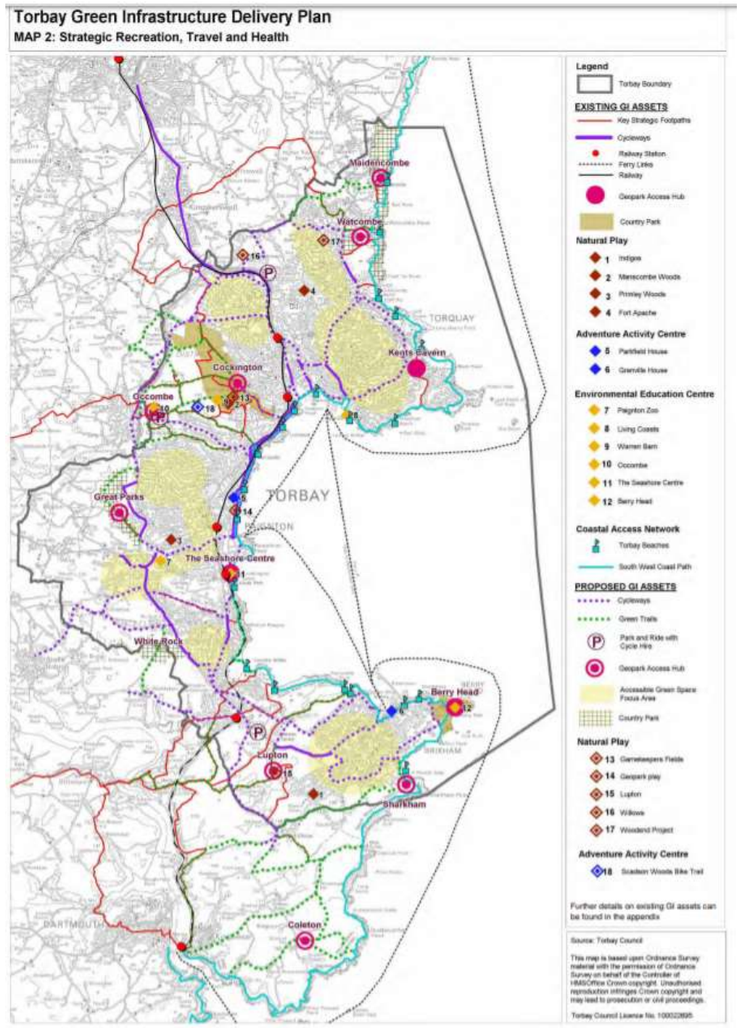

Figure 3.4. Green Infrastructure Delivery Plan proposals

Although prepared a decade ago and under review 2010, the Torbay Green Infrastructure Delivery Plan includes numerous proposals for new/improved cycleways and "green trails" across Torbay, including a coastal cycling route to form part of the National Cycle Network. There are also proposals for a cycle hire scheme. The plan seeks to create and enhance accessible wild play space and work, and to provide new opportunities for outdoor activities and sport.

Health and inequality issues

Torbay's Joint Health and Wellbeing Strategy and other local policy notes that Torbay offers a great quality of life for individuals and families. However, like many coastal areas, Torbay has its challenges. There are high levels of poverty and deprivation with not enough opportunities for young people.

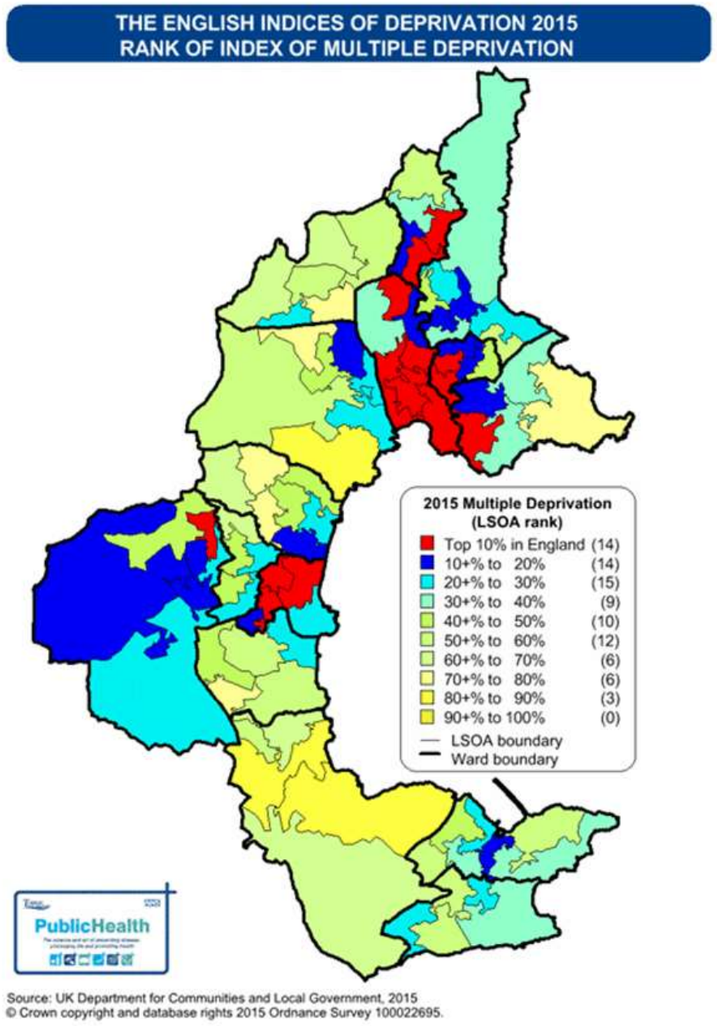

Figure 3.5. Deprivation in Torbay

Torbay is the most deprived local authority area in the South West. A female living in the most deprived area of Torbay will live, on average 8.9 years less than if they lived in the least deprived area. For males, this is 5.2 years**.** The Strategy aims to create places where people can live healthy and happy lives, including by getting more people moving actively. The most deprived areas in Torbay include Paignton and Torquay town centres (see Figure 3.5).

The importance of tourism

The English Riviera Destination Management Plan 2017-21 highlights the importance of tourism for the bay and sets out future aspirations.

In 2015, over 4.5 million trips were taken to Torbay with £436 million spent by those visitors. The bay has a strong and loyal UK market, attracting 97% of its visitors from the UK and has an extremely high repeat visitor rate of 87%.

The plan sets out a range of priorities and actions to enhance the tourism offer, including:

- Extending the season to attract new domestic and international visitors and overcome extreme seasonality in peak summer months
- Define Torbay's cultural offer, making the most of cultural assets including Agatha Christie and UNESCO Geopark
- Develop experiences to exploit new opportunities and satisfy the needs of new visitor markets
- Maximise the trend in "staycations", with additional focus on international visitors, under 35s, business/conference tourism

4 Existing cycling and walking travel patterns

In the 2011 Census, 15% of Torbay residents travelled to work on foot, and just 1% by bicycle. However, 58% of commute trips were less than 5km, indicating there is potential for further growth by making cycling to work viable and attractive for more people. Since 2011, walking and cycling rates in Torbay have continued to increase. The creation of cycle facilities including Paignton Velopark, Geopark Cycle Loop, mountain biking and BMX facilities, are all helping to develop a cycling culture in the bay. Investment through the Local Sustainable Transport Fund has helped deliver new routes linking Torbay Hospital to Torquay Town Centre, and links towards Paignton.

Nonetheless, Torbay still faces significant challenges to increasing cycling use in particular, including:

- Low current levels of cycling, particularly when compared to other urban areas in England.
- Hills, that are a significant barrier to increased cycling for many people, although the increased availability of electric bikes may be helping to overcome this.
- Fragmented existing cycling network, with limited provision of dedicated segregated cycle routes, separate from both pedestrians and motor vehicles.
- Extensive one-way systems in Torquay, Preston, Paignton, and Brixham, with no contraflow facilities for people cycling, acting as a barrier for many people.

In 2018, “Beat the Street” Torbay surveyed 850 residents on their perceptions of cycling and walking in the bay. Overall, 47% of respondents felt it was ‘somewhat easy’ or ‘very easy’ to travel by cycle or foot. When asked what could be improved, the most popular responses were cycle paths, walking infrastructure, and improved/safer roads.

Nationally, the Sustrans “Bike Life” survey is the biggest assessment of cycling in urban areas in the UK and Ireland. Over 17,000 randomly selected respondents in 14 cities participate in the survey. Key findings are that safety is the biggest barrier to cycling, and that cycle routes separated from pedestrians and motor vehicles are significantly more likely to encourage people to cycle than other forms of cycle infrastructure.

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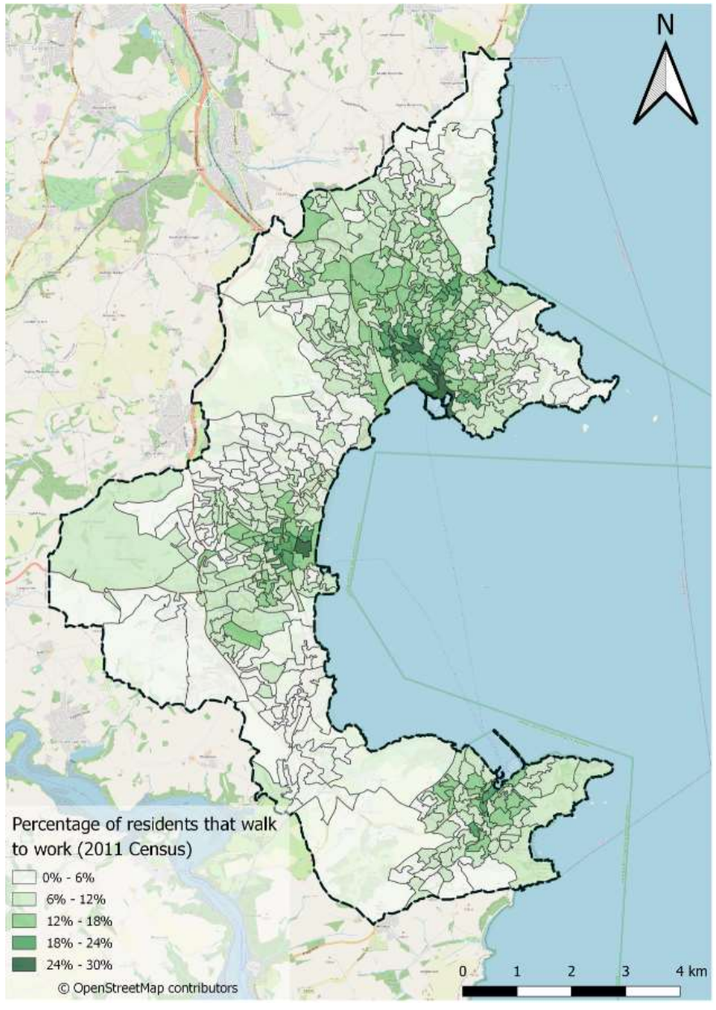


Figure 4.1. Residents that walk to work

The highest levels of walking to work in Torbay are within Torquay and Paignton town centres, with up to 30% of employed residents walking to work in some areas (Figure 4.1). Outside of the town centres, levels of walking are markedly lower, despite being well within a normal 2km walking distance, indicating that there are local issues reducing walking rates.

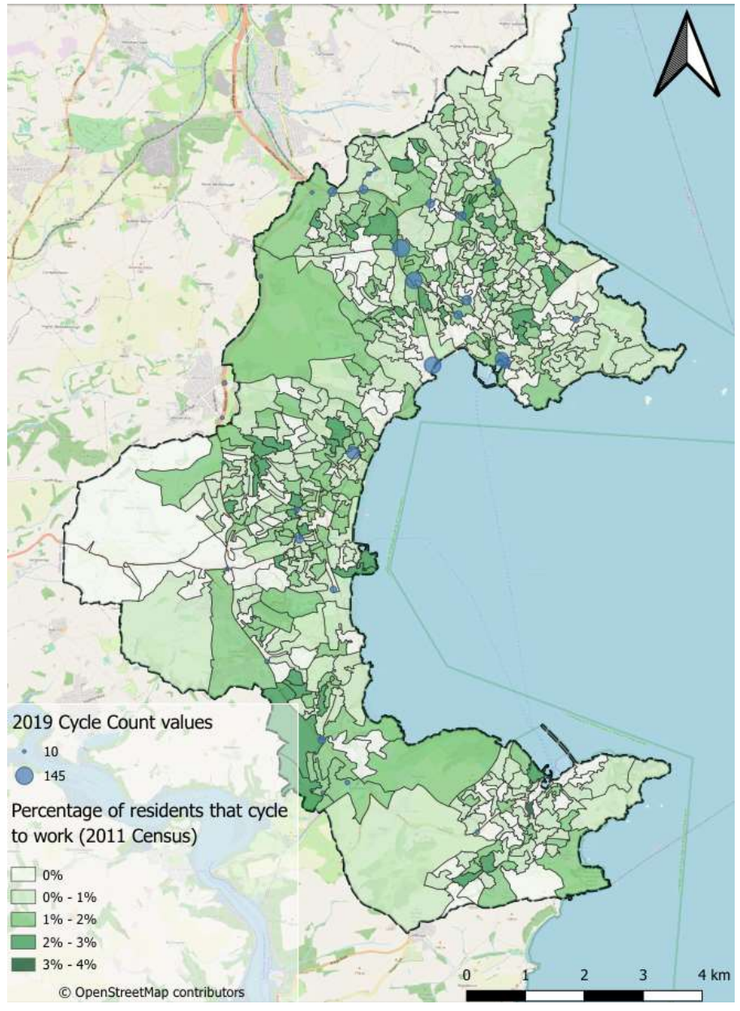


Figure 4.2. Residents that cycle to work

There are typically low levels of cycling to work across most of Torbay, with only small pockets where cycling use raises to a maximum of 4% of employed residents (Figure 4.2). Analysis of cycle count data shows the highest recorded cycle flows in Torquay, particularly on the corridor between the Torquay rail station and the hospital.

Figure 4.3. 2011 Commuter cycle flows. Increased width = increased usage (Source: Propensity to Cycle Tool)

Figure 4.3 shows the estimated routes taken by people cycling to work in Torbay in 2011, for the top 30% of cycle routes only. The route from Tweenaways to Paignton town centre along Totnes Rd, and the route between Paignton and Torquay town centres are by far the most popular routes in all current and future scenarios in the Propensity to Cycle Tool (PCT) (see www.pct.bike for further information on the PCT). While the 2011 cycle flows are low, the outputs also indicate the highest flows are within Torquay, with some cycle traffic also using the A380 and A3022 Brixham Road.

Figure 4.4. School cycle flows. Increased width = increased usage. (Source: Propensity to Cycle Tool)

While commute trips are important they do not represent all cycle trips. Figure 4.4 shows estimated cycle to school trips based on the 2011 school census data. Reported cycling levels are typically very low, but do again highlight Totnes Road around Paignton Community & Sports Academy as an important route.

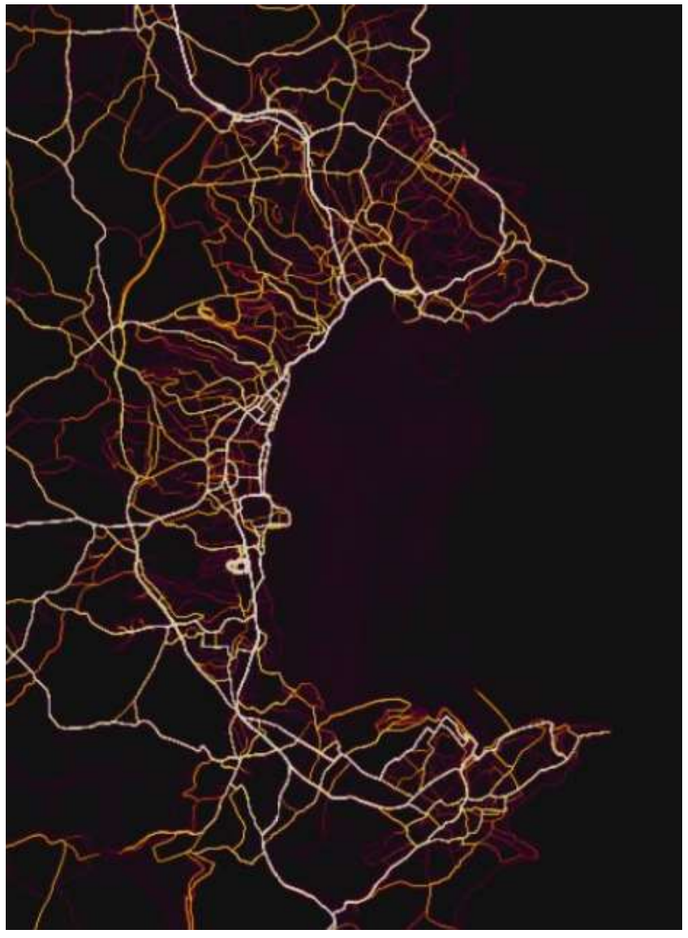


Figure 4.5. Strava cycle flows. Brighter colours = increased usage. (Source: Strava)

Finally, outputs from the Strava global heatmap (www.strava.com/heatmap), show anonymised data collected from people cycling using the Strava mobile app. While the results are typically skewed towards more confident sports/leisure cyclists, the results again highlight the importance of the coastal route between Paignton and Torquay, and the route from Torquay station, to the hospital, and towards Newton Abbot.

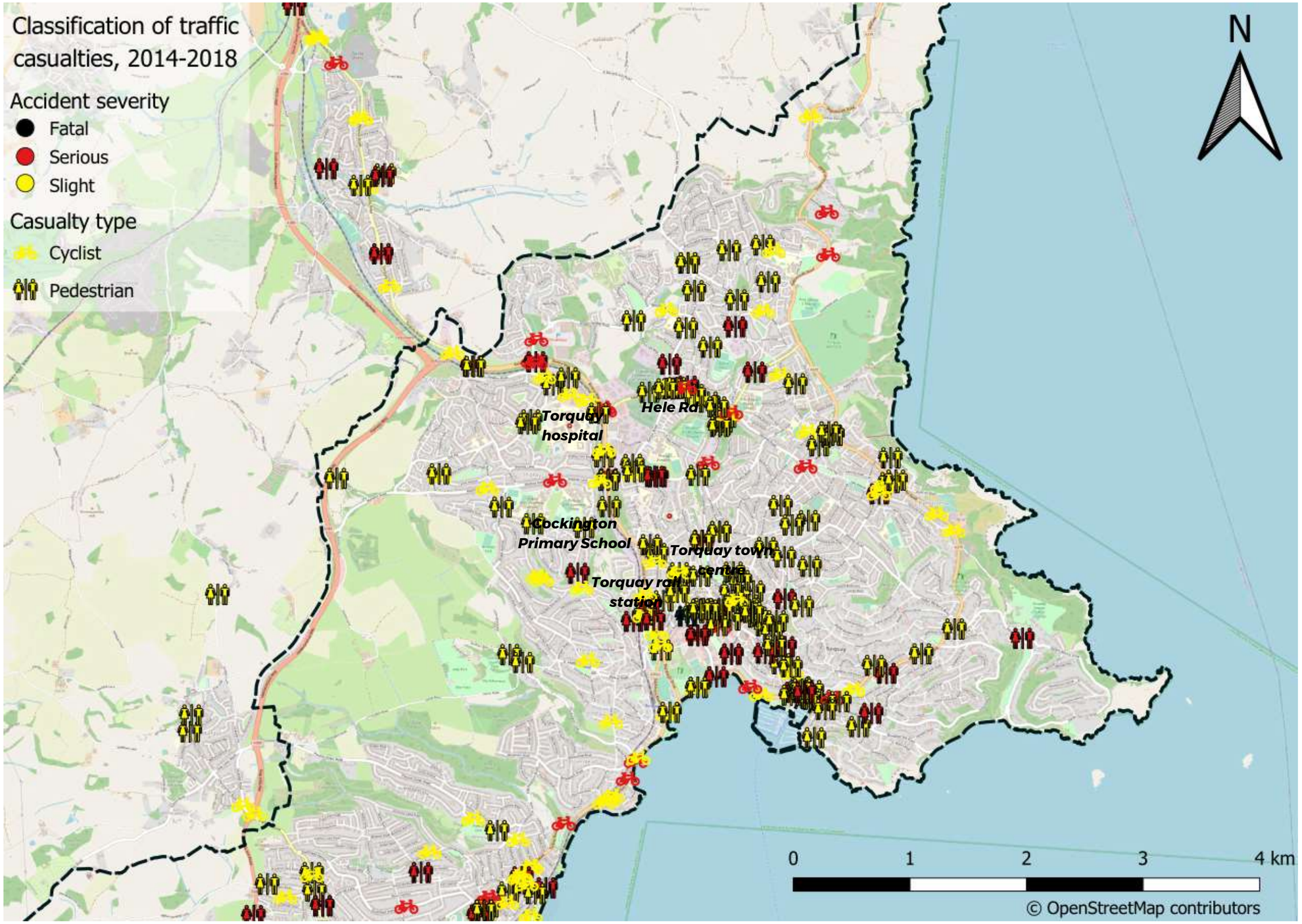


Figure 4.6. Traffic casualties, pedestrians and cyclists 2014-18 (Torbay North)

Figure 4.6 shows pedestrian and cycle casualties across the north of Torbay, recorded by the Police. For every injury shown on the map, there will be additional injuries and near misses not reported. The mapping identifies safety issues, but also helps identify where pedestrian and cycle flows may be greatest, broadly reflecting the highest cycle flows shown in the Propensity to Cycle Tool.

This highlights Torquay town centre as a focus for safety issues. The route from Torquay rail station to Torquay hospital also stands out with a hotspot of serious injuries in the vicinity of Cockington Primary School.

B3199 Hele Road also stands out as a particular hotspot for walking casualties.

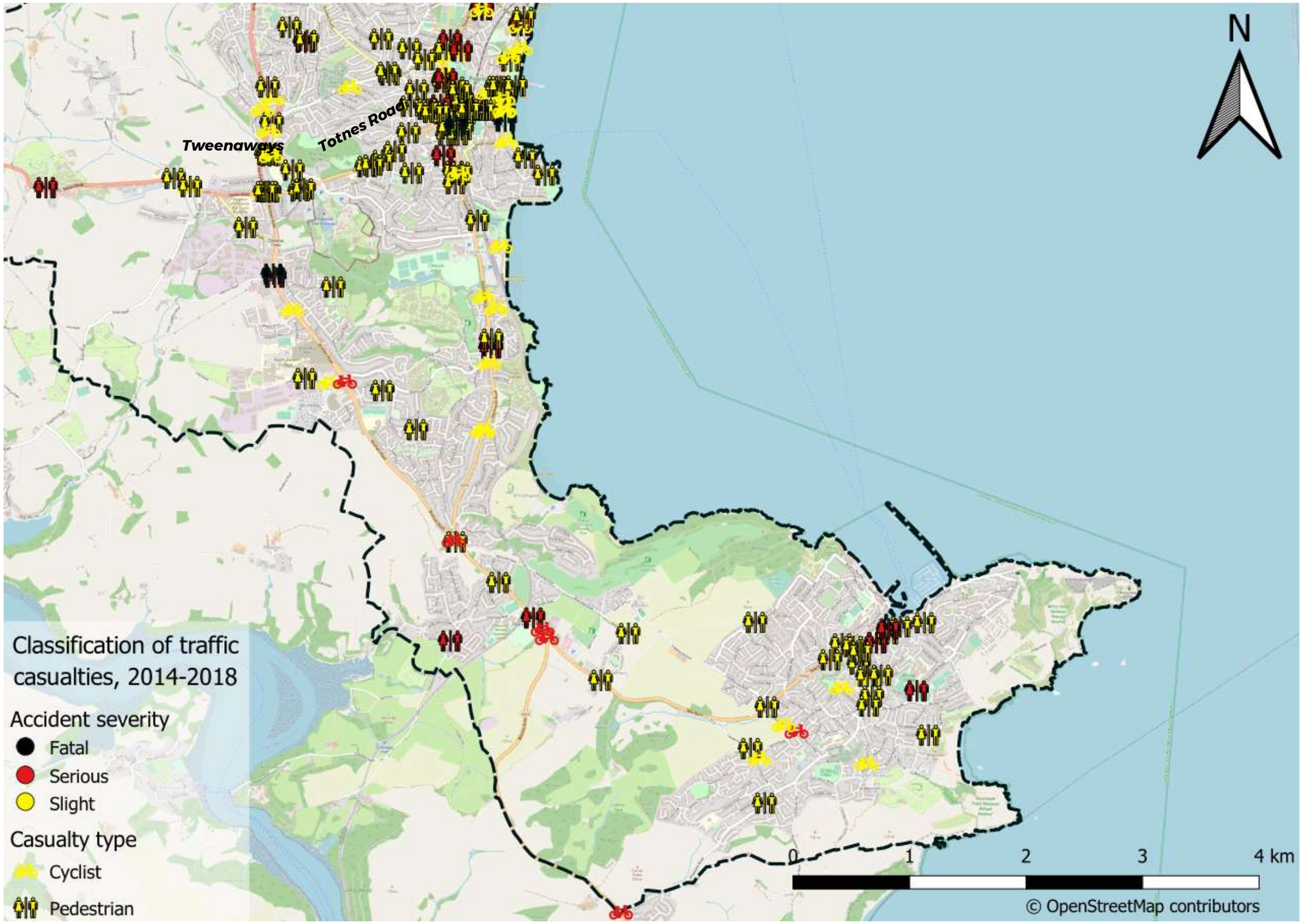


Figure 4.7. Traffic casualties, pedestrians and cyclists 2014-18 (Torbay South)

Figure 4.7 highlights Paington and Brixham town centres as a focus for safety issues. Totnes Road between Paignton and Tweenaways, and the A380 immediately north of Tweenaways also stand out as injury hotpots.

Figure 4.8. Existing and proposed cycle infrastructure (left)

Figure 4.8 shows existing cycling infrastructure provision in Torbay, along with previous and existing proposals for cycle routes considered by the Council.

The map shows the fragmented nature of the cycle network in Torbay, however, there are some routes already served by traffic free cycle infrastructure.

Figure 4.9 shows suggestions for improvements posted recently on the widenmypath.com website. While the level of engagement is limited, the requests are mainly concentrated on the coastal cycle route, with proposals for segregated cycle routes among the most popular proposed measures.

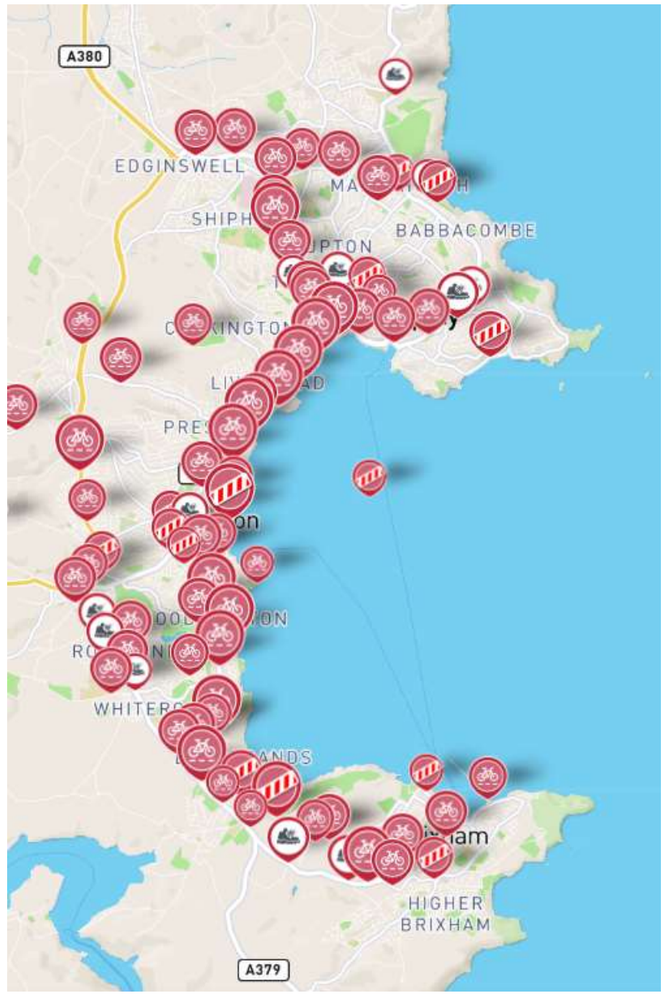


Figure 4.9. Suggestions for improvements

Best practice

This section sets out a number of best practice examples from access the country that could be applicable to Torbay.

Bristol 20mph limits

Citywide 20mph speed limits were in introduced in Bristol in 2014 and 2015, following earlier successful pilot schemes. Over 80% of roads in the authority area are now 20mph including many A roads. The £2 million scheme aimed to improve health and well-being across the city, and also reduce traffic casualties.

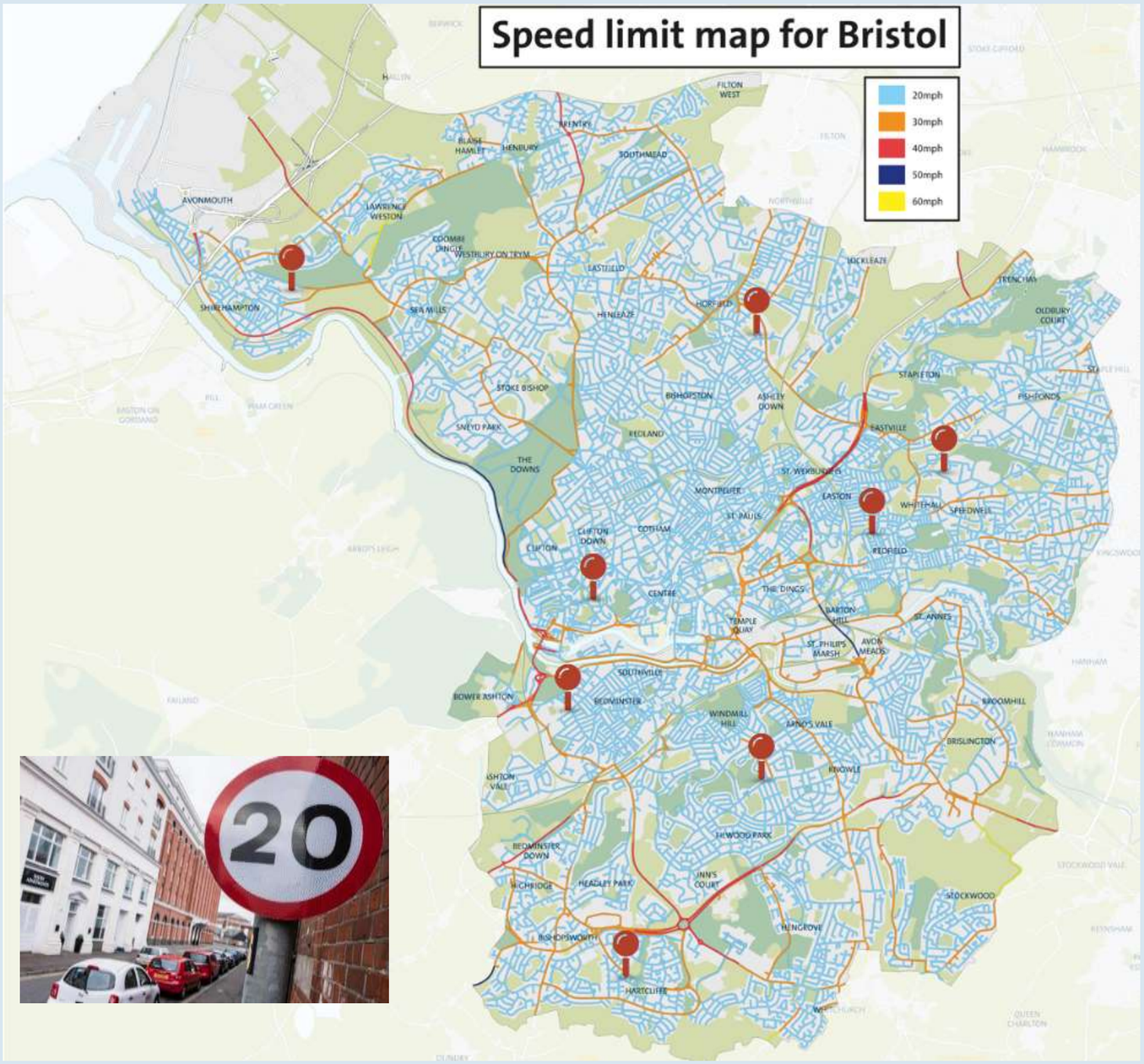
The University of the West of England (UWE) conducted a comprehensive evaluation of the scheme[iii], with key findings including:

- 94% of roads saw a reduction in speed, with largest reductions on A and B roads that previously had the highest speeds, with mean average speeds across all roads dropping to 23mph.
- Reduction in fatal, serious, and slight injuries, with estimated annual savings of over £15m based on the DfT formula for the cost of road traffic casualties.
- An estimated 2 child lives and 4 child serious injuries will be prevented every 3 years.
- Walking and cycling across Bristol has increased, both among cycling travelling to school and adults travelling to work. Across the city, people walking to work increased from 17.5% to 18.9%, and people cycling to work increased from 11% to 15% between 2010 and 2015. People driving to work decreased from 53% to 44% over the same period.
- Despite some initial opposition a clear majority now support 20mph limits, with 62% supporting limits on residential roads and 72% on busy streets.

The UWE evaluation concludes that the introduction of 20mph speed limits in Bristol offers a model for other towns and cities across the UK, who are seeking to reduce traffic speeds, cut road traffic casualties, and promote community health and well-being. Many other towns and cities, including nearby Newton Abbot are now exploring rolling out area wide 20mph zones.

Potential in Torbay…

While not current Torbay Council policy, area-wide 20mph limits could be a good solution in Torbay, where a lack of road width and other constraints may limit the ability to deliver dedicated cycling infrastructure in many places.



Exe Estuary Trail

The Exe Estuary Trail is a cycle and walking link extending for over 16 miles from Dawlish to Exmouth, and Exeter Quay. The 10-year scheme cost around £17 million to develop, and has resulted in a high quality, largely off-road, cycling and walking route. The route connects towns and villages, railway stations and ferries; providing easier active access around the Exe Estuary, one of Devon's most highly designated and protected environments. The trail forms part of the National Cycle Network Route 2, as well as the East Devon Way and Exe Valley Way walking trails.

The trail enables safe commuter cycling between the settlements around the Exe estuary. It also **contributes to health and well-being by providing an easily accessible green infrastructure** to residents along the Estuary.

It enables the public to **experience the wildlife** of the Estuary with opportunities for **education and community engagement**, and provides opportunities for **business growth and tourism**.

The trail connects 80,000 residents in the area to Exeter and helped bring about a **significant increase in walking and cycling**. Around 30% of trips made on the trail occurring during commuter periods. The trail also has a high proportion of leisure use and **acts as a tourist attraction in its own right**.

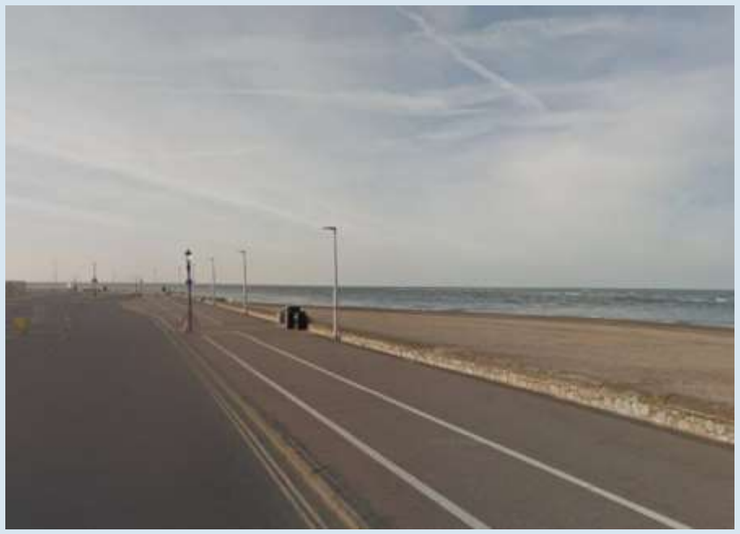
The scheme has also led to **increased footfall in businesses along the route**, as well as enabling more cycle hire locations and leading to an increase in cyclists using the cycle ferry at Starcross.

Evaluation of expenditure for trail users across the Exe Estuary Trail, Drake's Trail and the Tarka Trail, suggests the trails result in **£13.4 million in annual business turnover, 200 full time jobs, and health benefits of over £3.5m per year**.[iv]

Devon County Council run a 'Share this Space' campaign that encourages everyone to be alert, be patient and be nice. This helps create a pleasant environment for everyone.
https://www.traveldevon.info/cycle/safe-cycling/share-this-space/

Potential in Torbay…

As set out in section 5, several of the proposed LCWIP routes could provide a similar amenity in Torbay, acting as a tourist attraction, whilst providing a valuable transport link for residents.



Co-bikes, Exeter

Co-bikes was the **UKs first on-street electric bicycle hire scheme**, operating across Exeter. Within two months of the relaunch of the scheme with updated bikes in September 2019, they saw 450 new or returning members making 1200 trips on the bikes, with 75% of the users living in Exeter. Plans are underway to expand to new sites across the city, including additional rail stations, new housing developments and key employment hubs. The proposal to expand the eBike network in 2018 listed 14 potential sites at a total estimated cost of £240,000, including a mix of docked sites, dockless sites and site extensions.

Potential in Torbay…

E-bikes in Torbay, linked to new infrastructure in this LCWIP, could play an important role in increasing the number of people cycling.

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Wayfinding, Littlehampton

Littlehampton in West Sussex has deployed high quality mapping and signage to highlight pedestrian areas of the seaside town and reconnect the town centre to the seafront. Themed on a day out by the seaside, the graphic style is bright and lively. The mapping highlights landmarks and attractions and key pedestrian routes to connect the public realm. The project builds on the approach of Legible Bristol, Bath, and similar wayfinding schemes in London, which use high quality on-street signage, paper mapping, public art, and associated projects.

Potential in Torbay…

A similar project in Torbay could help both locals and visitors navigate the area and enhance the public realm.

Segregated cycle routes and Liveable Neighbourhoods

Towns and cities across the UK are adopting Dutch style design principles including delivery of segregated cycle routes and Liveable or Low-Traffic Neighbourhoods. These approaches were recently endorsed by central government in its new cycle infrastructure design guidance.

Safety and the perception of safety is the main reason why most people do not cycle, or do not cycle more. Segregated cycle infrastructure breaks down these barriers – providing separation from other road users on both links and at junctions.

Segregated cycle routes have been delivered across Bristol city centre in recent years, leading to significant increases in the number of people cycling. The schemes provide direct and comfortable routes, with high levels of priority for people walking and cycling. This includes continuous footways and cycleways over side roads, and enhanced priority at junctions and parallel “tiger” crossings.

Local authorities across the country are also developing liveable neighbourhoods and Healthy Streets to deliver safer, quieter, less polluted and more pleasant streets. They provide the opportunity to create space for social activity, play and greening. Introducing liveable neighbourhoods leads to:

- more active travel
- improvements in physical health & wellbeing
- greater social cohesion

The term “modal filter” refers to infrastructure that allows people walking, cycling, and sometimes public transport, but prevents through movements of motor traffic. Modal filters can be the single most effective intervention installed along a street to reduce through traffic and create safer streets for cycling and walking.

The best-known liveable neighbourhood in the UK is in Waltham Forest. The £2.3 million scheme included cycle streets, continuous footways, pedestrian crossings, school streets, pocket parks and trees, and “Bikehangars”, which provide secure cycle parking for residents in the same footprint as half a car parking space.

Healthy Streets Indicators

5 Network planning for cycling

Current & future origins and destinations

The LCWIP Technical Guidance notes that identifying demand for a planned cycle network should start by mapping the main origin and destination points.

In line with the guidance, census output areas where chosen to represent journey origins from existing residential areas. Additional origins and destinations were identified as shown in Figure 5.1, including:

- Future housing and employment sites adopted in the Local Plan
- Core tourism areas and attractions
- Town, District, and Neighbourhood Centres as identified in the Local Plan
- Current and proposed rail stations
- Hospitals and secondary schools

Cross-boundary journeys to/from outside of Torbay were also considered, with particularly strong demand for travel north of Torquay towards Newton Abbot. Since the 2011 census it's likely that the number of people cycling between Newton Abbot and Torbay has increased due to the South Devon Link Road and associated improvements on Torquay Road/Newton Toad. In addition, each of the datasets referred to in Section 4, including cycling to school data, Strava data, and road collision data, were considered when identifying potential cycle trips both now and in the future.

Desire lines

Geographic Information System (GIS) software was used to locate and map the principal trip origins and destinations and determine 'desire lines' for movement between them as set out on the following page.

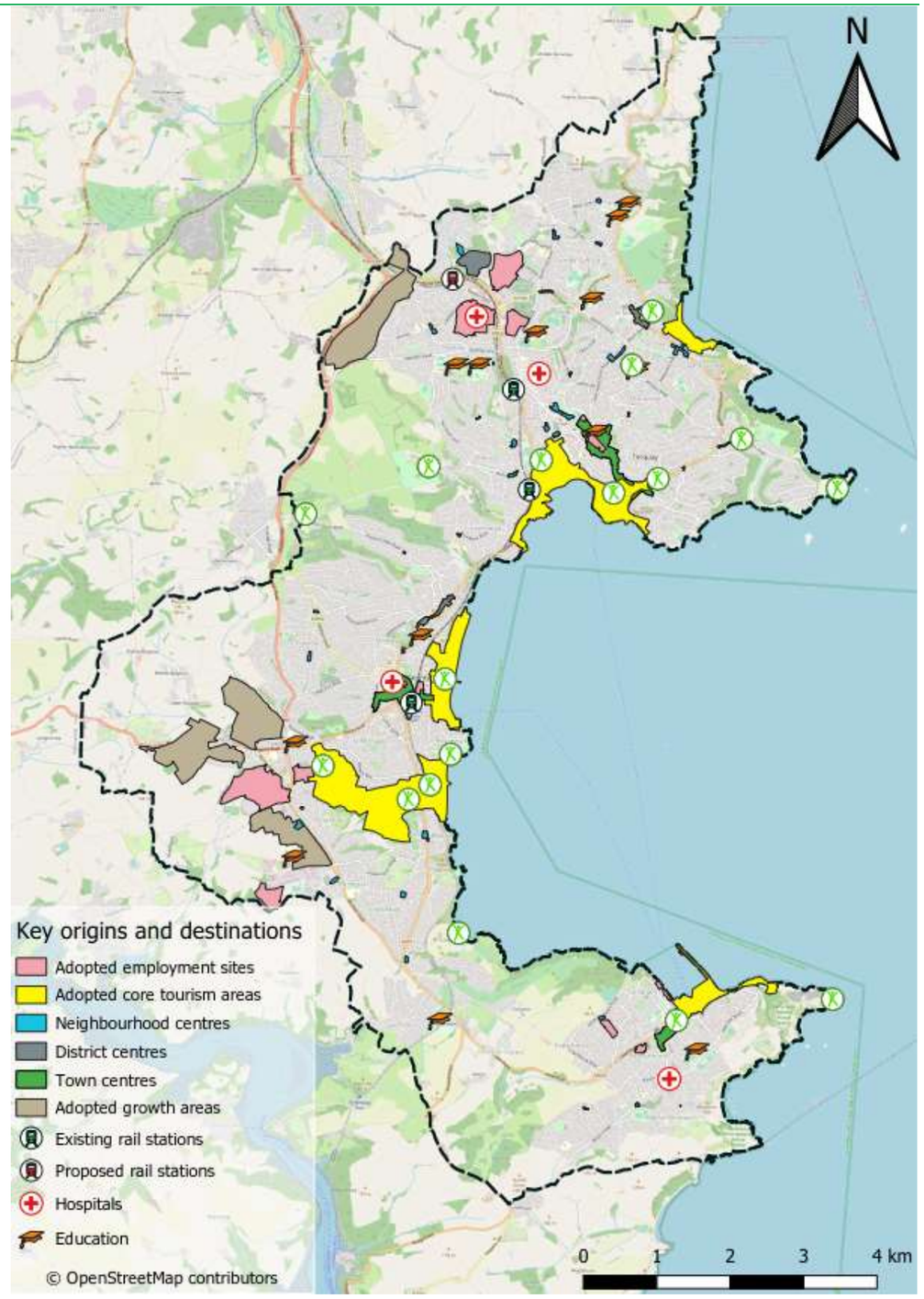


Figure 5.1. Origins & Destinations

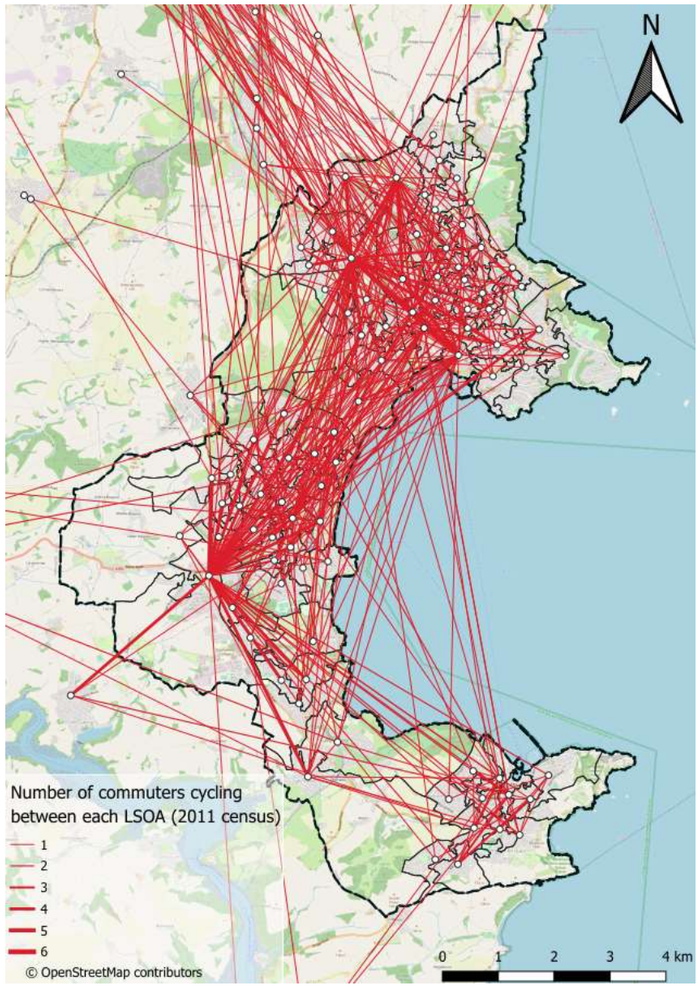


Figure 5.2. Census 2011 cycle to work travel patterns

Figure 5.2 shows cycle to work trip patterns (as straight lines) across Torbay in 2011. The map highlights a range of key movements, including between Paignton and Torquay, and north from Torquay. A complex pattern of movement around Torquay is also shown, which reinforces the data presented in section 4. There is less current demand for cycle trips in and around Brixham than the other towns.

Figure 5.3. 2011 Commuter cycle flows (Source: Propensity to Cycle Tool)

As already shown in section 4, Figure 5.3 is taken from the Propensity to Cycle Tool (PCT), which maps the census desire lines to the road network. The PCT includes the ability to test a range of future scenarios based on different assumptions about growth in cycling levels. The pattern of cycle trips in the PCT for Torbay is broadly similar in all current and future scenarios, with key routes including Totnes Road between Tweenaways and Paignton, and Torbay Road between Paignton and Torquay. A broad cycle network within Torquay itself also emerges.

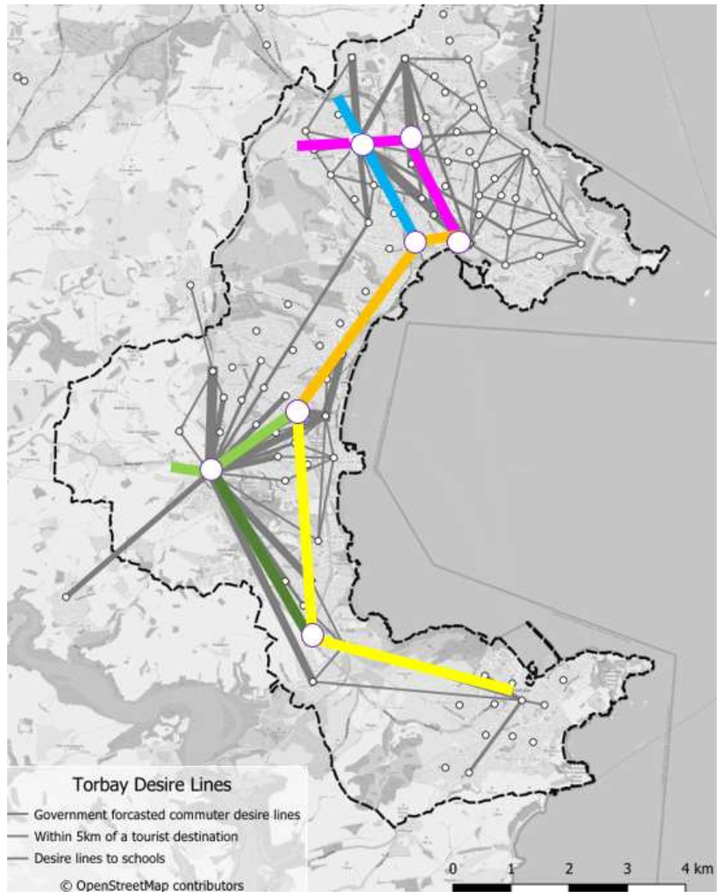


Figure 5.4. Top Desire Lines (shown as thick coloured lines)

Taking into account all of the data previously discussed, the top desire lines shown in Figure 5.4 were identified, including:

- Torquay Harbour to Paignton, as the top priority
- An emerging cycle network in Torquay, connecting the town centre, train station, hospital, growth areas, and key tourist and school destinations
- Paignton to Collaton St. Mary
- Paignton to Brixham

An additional significant desire line was identified between Tweenaway and Broadsands. However, this was not taken forward as part of the LCWIP development as there is already a generally good level of cycle provision on this route.

Route development process

Having determined the desire lines, the next phase of the process is to identify real world routes that can accommodate these desire lines. For example, via existing roads or paths, or identifying opportunities to create new routes.

A route auditing process was undertaken for each of the route corridors. Audits were undertaken by trained auditors carrying out site visits and the Department for Transport's Route Selection Tool (RST) was applied consistent with the process shown in Figure 5.5. The main function of the tool is to assess the suitability of a route in its existing condition against the core design outcomes of being **coherent, direct, safe, comfortable** and attractive, then to undertake a comparison with the potential improved future condition. The process also considers the hilliness and gradient of the various route options. The process enables the easy comparison of alternative routes, should any be identified.

Figure 5.5 shows the process used. The first route audited is the most direct. If this is, or can be, made suitable for All Ages and Abilities cycling, then this is the preferred route option. If the most direct route cannot be brought up to a suitable standard, then the next most direct route is audited, and the process repeated. For the majority of routes in Torbay, the most direct route was used as these can be brought up to the relevant design standards.

The following factors were considered when undertaking the audits and determining the potential route improvements:

- The quality of existing cycling provision / infrastructure;
- The potential of the route to connect other origins and destinations within the corridor;
- The potential for and feasibility of route improvements, based on any apparent constraints;
- Identification of critical junctions, to determine how these could be either avoided or enhanced to make the route more attractive, safe and direct for people cycling; and,
- The potential for integration with other proposed improvements identified through the policy review and engagement with officers, to add wider value.

A suite of plans showing the context of each corridor and the proposed improvements are shown on the following pages.

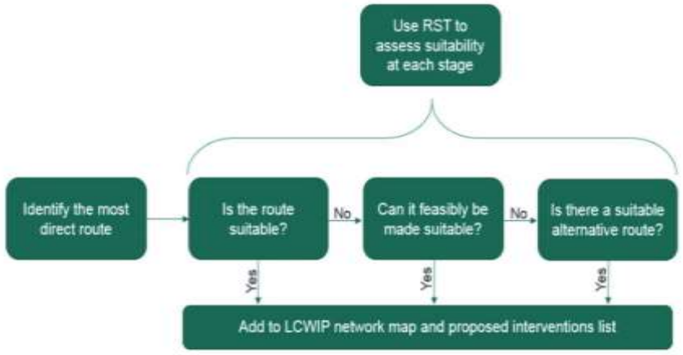


Figure 5.5. Route Audit Process (Source: LCWIP Technical Guidance for Local Authorities, DfT 2017)

Types of improvements

Improvements were developed according to the latest design standards, with key improvement types shown below[v].

Segregated cycle path

A cycle facility, physically separated from the areas used by motorists and pedestrians. It may be next to, or completely away from the carriageway.

Continuous footway/cycleway crossing

A method of giving people walking and cycling priority over motor vehicle movements at side junctions. The footway material continues across the junction, giving a strong visual priority.

Contraflow cycle route

Allows people cycling to travel in the opposite direction to one-way motor traffic. Can be implemented with or without lane markings.

Parallel / Tiger crossing

A crossing similar to a zebra crossing, which accommodates people cycling as well as walking.

Shared use path

A route, path, or part of any public space which people walking and cycling share, but where motor traffic is not permitted.

Modal filter / Low Traffic Neighbourhood

A modal filter typically consists of a bollard, planter, or other barrier that allows pedestrians, cyclists, and occasionally public transport to pass, but not other motor traffic. Low traffic neighbourhoods often deploy modal filters to reduce the volume of motor traffic through an area.

Public realm improvements

Measures that enhance the look and feel of an area, including tree planting, street art, paving, seating, and other features to make public spaces more attractive

20mph limits/zones and traffic calming

Traffic calming includes features that physically or psychologically slow traffic. 20mph limits refers to 20mph areas enforced by signs only. 20mph zones refers to 20mph enforced by signs and traffic calming.

Parklets

A small seating area or green space created for the public to enjoy on or alongside a footway.

Dropped kerb and tactile paving

A feature to allow non-stepped access, usually between a footway and carriageway, which is particularly useful for people cycling, people with mobility issues, and people in wheelchairs or mobility scooters. Tactile paving helps people with sight impairments understand the street and crossing points.

Wayfinding

Encompasses all of the ways in which people orient themselves and navigate from place to place.

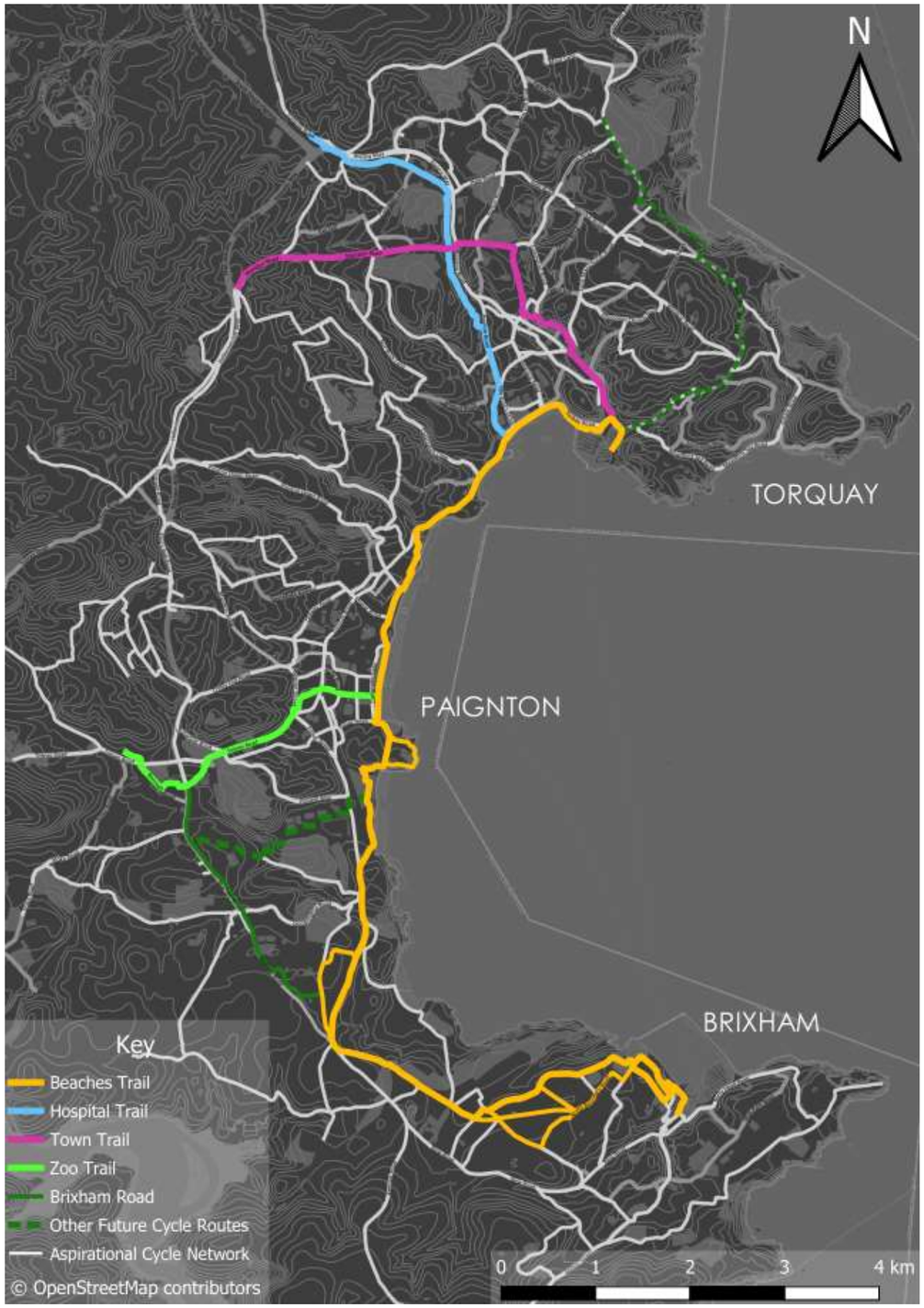


Figure 5.6. Bay Trails

Bay Trails

Following the identification of key desire lines and the audit process, five major cycle routes are proposed, collectively branded as the "Bay Trails":

- Beaches Trail (North)
- Beaches Trail (South)
- Zoo Trail
- Hospital Trail
- Torquay Town Trail

The proposed trails would represent a step change in cycling infrastructure in Torbay, with over 27km of traffic free or low traffic cycle routes, suitable for all-ages and abilities. Widened paths and dedicated routes will improve the accessibility for all, including for people in mobility scooters.

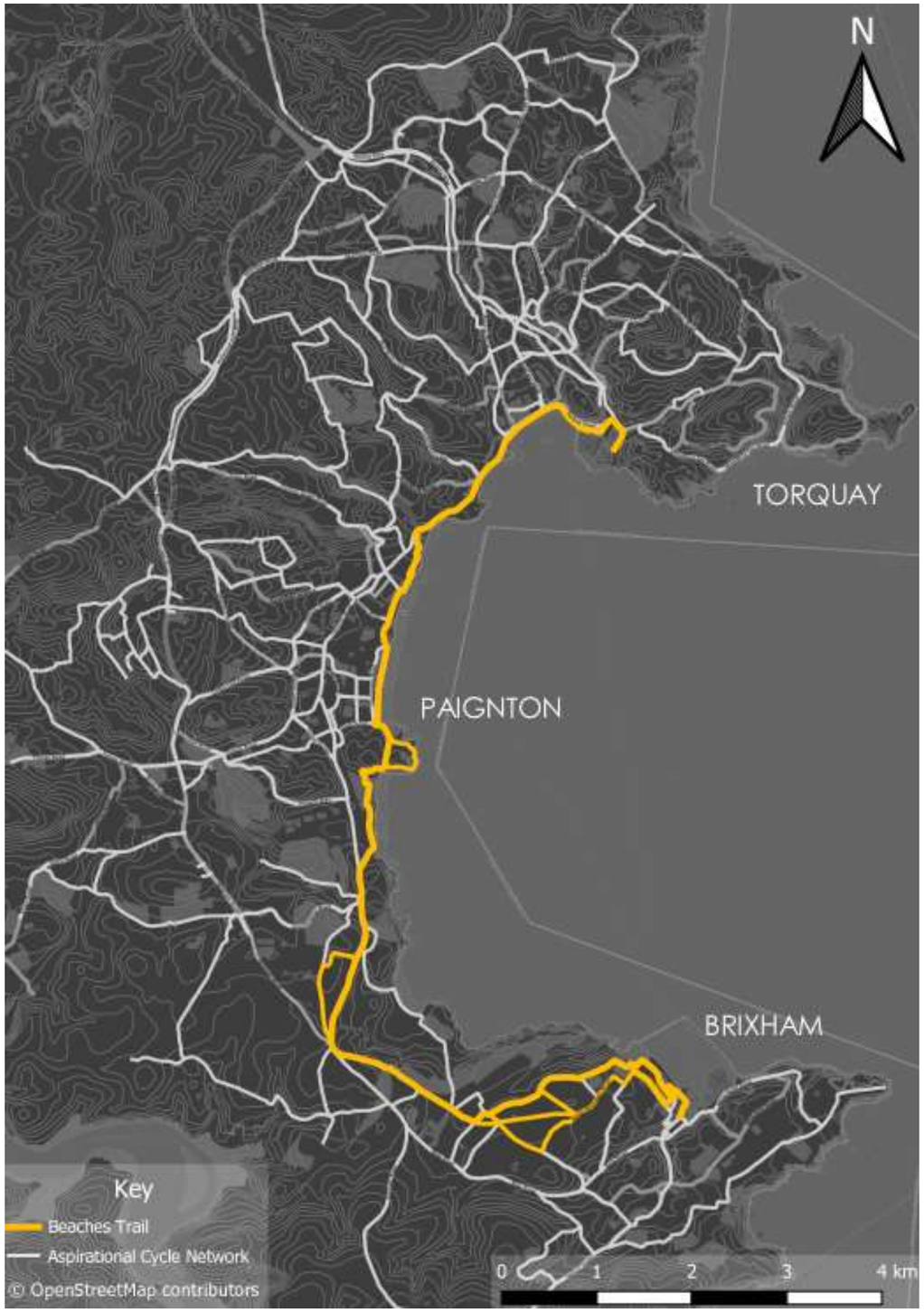
The trails would deliver a new tourist attraction for the Bay, connecting existing tourist destinations and providing a destination in it's own right. The trails will help better connect people to the outstanding natural surroundings including beaches, harbours, parks, and nature. They will help to regenerate town centres, and provide a new commute and school travel option for many residents, particularly in the most deprived areas in central Paignton and Torquay.

Further details of the trails and the recommended improvements to deliver them are shown on the following pages**. It should be noted that the recommendations are at a very early stage of design, and further engagement, consultation, and design work will be needed to further develop and deliver them.** Through these further engagement and design stages, opportunities should be explored to incorporate tree planting, habitat creation and other Green Infrastructure, Sustainable Urban Drainage Systems (SUDS), playspace, and other elemtents to help to deliver wider Council objectives.

Following the prinicples of LTN1/20 Cycle Infrastructure Design, the recommended improvements aim to separate people cycling from motor traffic and people walking through segregated cycle infrastructure wherever it is possible to do so. In line with LTN1/20, and as detailed on the following pages, there are sections of the routes where this has not been achievable and shared use provision is recommended. These are typically in lower footfall areas outside the busier central areas. Where shared use paths are recommended, they will need to be carefully designed and managed to minimise potential conflict between people cycling and walking.

Figure 5.6 also shows key cycle schemes that are already in progress including along Babbacombe Road in Torquay, and through Clennon Valley. The existing off-road cycle provision between Tweenaway and Broadsands is also shown, highlighting links to the wider cycle network..

Figure 7.1 in section 7 shows how the Bay Trail routes could form the core of a longer-term aspirational cycle network for Torbay.



Beaches Trail

The Beaches Trail has huge potential to be a showcase All Ages and Abilities (AAA) route for Torbay, linking Torquay, Paignton, and Brixham via the coast. The 14km trail has the potential to provide:

- Well used commuter route, serving some of the highest existing cycle commuter flows in the area between Paignton and Torquay along Torbay Road
- Tourist attraction in itself, providing a reason to visit and spend time in Torbay, and providing access to existing tourist attractions and the outstanding natural environment including beaches, parks, and nature
- Route linking several schools, as well as improving access to shopping areas and hospitals
- Serves the majority of deprived areas in Torbay, including the most deprived areas in central Torquay and Paignton
- Play space and wildlife corridor, incorporating improvements to sections of the South West Coast Path
- Opportunities for placemaking, art & culture, including incorporating public realm improvements around Torquay and Paignton harbours, linked to proposed improvements in existing masterplan documents
- Better access to the coast for all
- Potential onward connections to the National Cycle Network (NCN) in Newton Abbot and Totnes if these connecting routes are also improved. The section between Torquay Station and Paignton could potentially form part of the NCN.

The following pages detail the recommended improvements needed to deliver this trail. The route has been split into The Beaches Trail (North) between Torquay and Paignton, and the Beaches Trail (South) between Paignton and Brixham. This reflects the different characters of each area and also breaks the route down into smaller, more deliverable parts.

Beaches Trail (North)

Section 1: Torquay Harbour to Torquay Rail Station

This section of the Beaches Trail could be largely delivered as high-quality segregated cycle provision, and incorporates a number of wider public realm and walking improvements, linked to existing proposals in the Torquay Town Centre Masterplan and elsewhere. The recommended improvements are:

1. Victoria Parade. Deliver new segregated cycle route. Through further engagement with the community and stakeholders, consider opportunities to enhance Victoria Parada as a destination. This could include further improvements to walking routes and the public realm, providing enhanced spaces for people to enjoy the harbourside views and visit local retailers and businesses, with new cycle parking provision.

2. The Strand. Deliver new segregated cycle route, linked to The Strand Townscape Improvements scheme which will reinforce the quality of this area. (this section connects to the Torquay Town Trail and Babbacombe Road cycle scheme).

3. Improve cycle provision on Palk St by reducing street clutter and providing a clear cycle route. Priority cycle crossing on Vaughan Road.

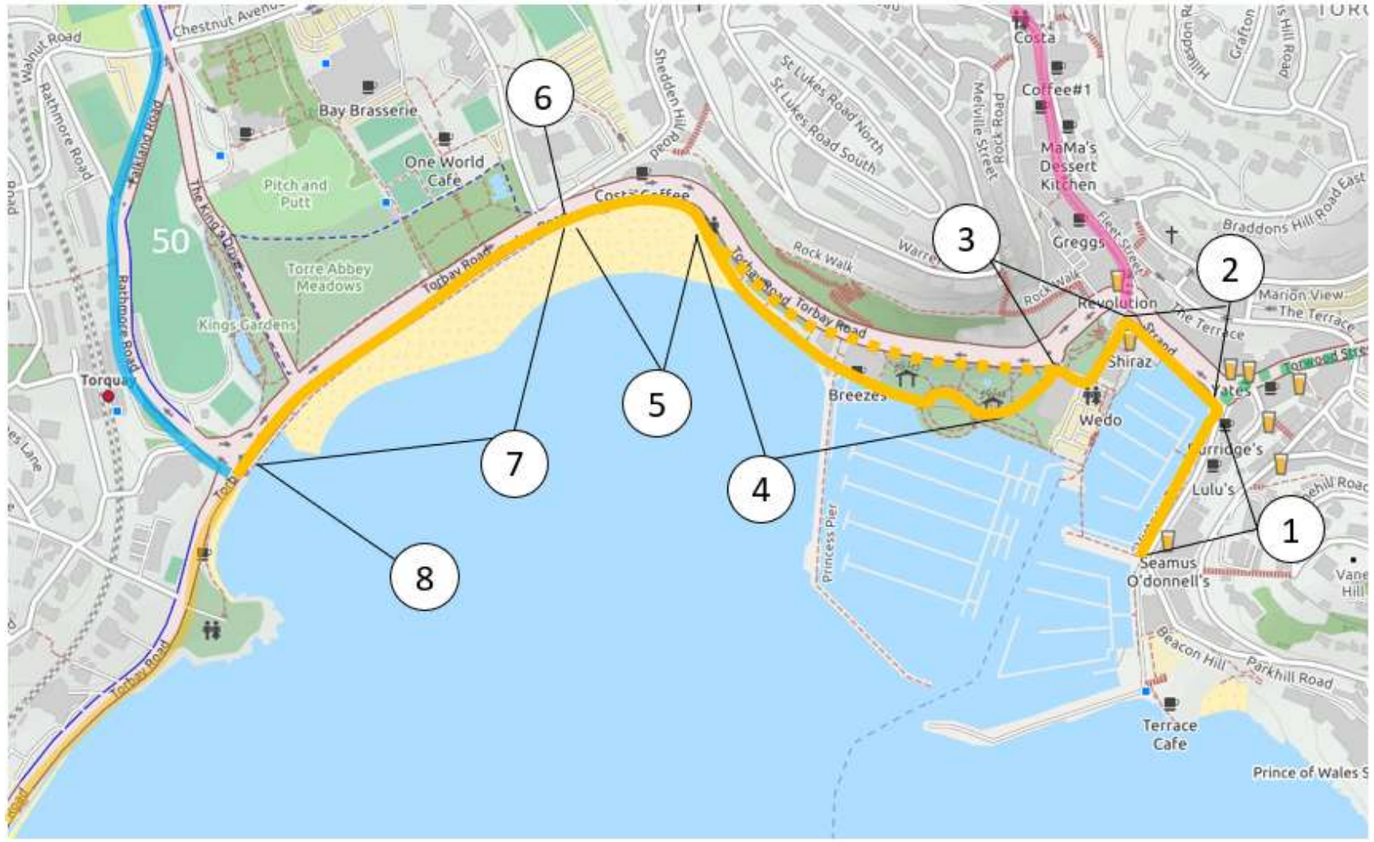
4. Princess Gardens. Deliver new/improved segregated cycle route either through the gardens (exact route to be confirmed) or via a new segregated cycle route adjacent to Torbay Road, which would reduce conflict with people walking, but would be significantly more expensive. Further engagement work with the community and stakeholders will be needed to develop the proposals further.

5. Torbay Road. Create more space for walking and cycling on the south side of the carriageway by reducing the central reservation width. Segregate people walking and cycling, except where there insufficient width to do so.

6. Provide a minimum of 3m shared use path on the south side of this junction by reallocating carriageway space. For example, this could consider a reduction in the number of eastbound lanes. Alternatively, a banned right turn from Torbay Road westbound could also be considered which would also reduce traffic flows on Belgrave Road. Motor vehicles that still need to make this movement could do so via a u-turn at the proposed roundabout at Rathmore Road (point 9).

7. Torbay Road. Reduce width of carriageway to deliver a new segregated cycle route and improved walking environment. To include public realm improvements and traffic speed reduction measures, as well as an increased number of pedestrian crossing points to improve connectivity between the seafront and Abbey Gardens.

8. Deliver existing scheme for a new roundabout at Torbay Road junction with Rathmore Road. The Rathmore Road roundabout scheme is currently in development and will subject to further engagement and design work, including Road Safety Audits (this section connects to the Hospital Trail).



Beaches Trail (North)

Section 2: Torquay Rail Station to Hollicombe Park

This section of the Beaches Trail has the highest levels of existing cycle commuter flows and is also likely to have the greatest potential for growth. As such, it is one of the most important sections of the proposed cycle network. The existing intermittent painted on-road cycle lanes are not suitable for people of all ages and abilities, do not meet current design guidance, and need to be upgraded. However, achieving fully segregated provision for people cycling on this section is not considered to be achievable for the following reasons:

- There are significant physical constraints adjacent to the route including the sea wall, cliffs, railway line, and residential properties.
- There are no alternative motor traffic/cycle routes available within a reasonable distance, and therefore no realistic opportunities to divert either people cycling or people in motor vehicles to alternative routes.
- Continuous segregated cycle provision would require land acquisition (most likely involving compulsory purchase) from around 20 properties, as well as extensive works to an embankment above a national rail route which is extremely unlikely to be affordable or deliverable.

Based on site observations, footfall on this section is typically low and as such a shared use path is proposed for this section. Shared use footpaths are compliant with the new Local Transport Note 1/20.

The recommended improvements are:

1. Reconfigure Torbay Rd southbound bus stop (linked to Rathmore Rd roundabout scheme), to allow more space for walking and cycling.

2. Amend kerbline on the south side of Torbay Rd to create a 3m+ shared use path (segregate where total highway width allows), with continuous footway/cycleway crossings of side roads.

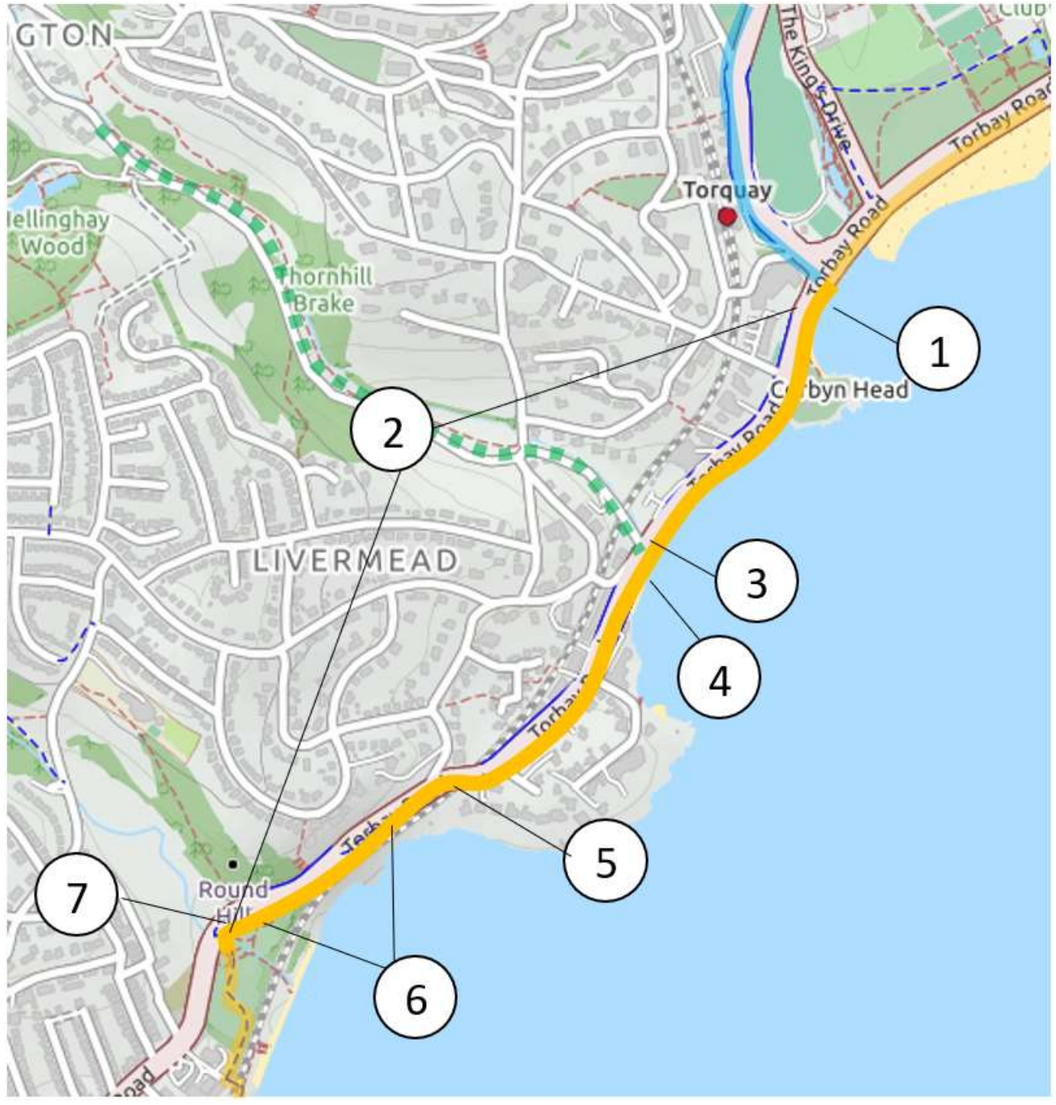
3. Torbay Rd junction with Cockington Lane. Junction improvement to release space for walking and cycling. Further junction design work including traffic surveys are needed to confirm the potential impacts and most suitable approach to delivering a safe cycle route here. Consider removing dedicated turning lane for traffic turning right from Torbay Road onto Cockington Lane (note: this movement would still be permitted). Explore options to rationalise the Livermead Hill section of the junction to improve the walking and cycling environment, and overall safety of the junction, with associated public realm improvements. There is also the potential to re-align the junction with limited land acquisition, which could further improve the utility of this junction for all users. (this section connects to the existing Cockington Cycle Loop).

4. Reconfigure bus stop to create more space for walking and cycling.

5. Continue off-road cycle provision over rail bridge (enabled by planned bridge refurbishment scheme).

6. Remove informal parking on southbound carriageway to create more space for walking and cycling.

7. Improve existing crossing, increasing priority for people walking and cycling.



Beaches Trail (North)

Section 3: Hollicombe Park to Paignton Pier

This section of the Beaches Trail utilises the existing shared use path through Hollicombe Park to Marine Parade, and existing segregated cycle provision along sections of Preston seafront, filling in gaps to create a more consistent route for all ages and abilities. The recommended improvements are:

1. New minor kerb build out and realignment where existing shared use path meets Marine Parade to improve access and prevent parked vehicles obstructing the path.

2.Marine Parade (behind beach huts). On-road provision proposed due to very low traffic flows. Consider removing a small number of parking spaces, to allow for more comfortable passing places. Provision of signage and wayfinding to direct people cycling to use the on-road route rather than in front of the beach huts, which is likely to cause conflict with people walking and beach hut users.

3. Reconfigure junction of existing cycle path on Marine Drive to Marine Parade to maintain segregation and improve the directness and legibility of this small section of route.

4. Marine Drive. Re-allocate carriageway space to create a new segregated cycle route on the west side of Marine Drive. This would also improve the quality of this key section of the South West Coast Path for people walking and create a more attractive walking link between Paignton and Preston promenades. Potential options include conversion to one-way southbound only for motor traffic. Options need to consider access to the immediate area for high vehicles for which there are no alternative routes due to low bridges with a maximum height of 4.2m. It is unclear how many high vehicles access the area, which could be confirmed with a traffic survey, however, access for these vehicles could potentially be managed even with an extended one-way system in place.

5. Eastern Esplanade. The existing on-carriageway provision is broadly acceptable for people cycling due to the low traffic volumes, but could be improved with provision of a fully segregated cycle route. Consider moving parking to the rear side of the promenade to improve safety. This would also improve the walking and cycling experience on the promenade by opening up sea views for more people. (this section connects to the proposed Zoo Trail).

Beaches Trail (South)

Section 1: Paignton Pier to Goodrington

This section of the Beaches Trail uses existing sections of cycle provision on Paignton seafront and Goodrington Sands, and includes wider public realm and walking improvements around Paignton Harbour. The recommended improvements are:

1. Eastern Esplanade. The existing on-carriageway provision is broadly acceptable for people cycling due to the low traffic volumes, but could be improved with provision of a fully segregated cycle route. Improve the quality and legibility of the cycle route connection between Eastern Esplanade and Roundham Road.

2. (Depends on option chosen for point 3 below). A significant improvement to cycle provision on Roundham Road is needed, in part to encourage people cycling to not use the route through the Harbour Lights underpass (which is narrow and can have high levels of footfall). Consider delivering 20mph limits/zones and additional traffic calming measures on this section of Roundham Road.

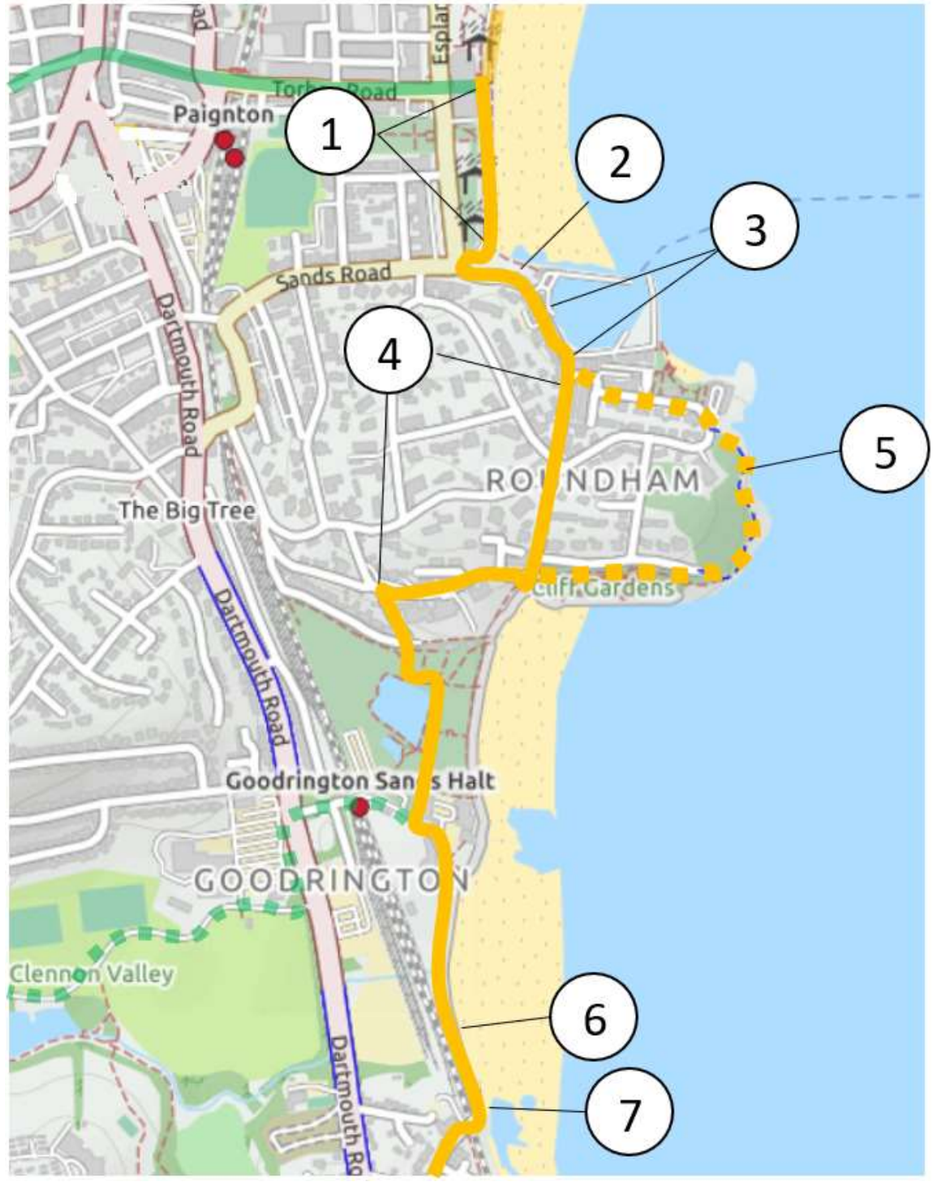
3. Paignton Harbour. Public realm enhancement scheme on Roundham Road. Consider converting this section to pedestrian and cycle through movements only, creating more space for outdoor seating and dining. Routing of the hourly bus service on this section would need to be considered. An alternative option would be to maintain access for motor vehicles, but introduce 20mph limits/zones, high quality paving, and relocate parking to reduce traffic speeds/volumes and create more space for people.

4. Roundham Road / Alta Vista Road / Braeside Road. 20mph limits/zone and traffic calming, including tightening up the junction geometry and extending double yellow lines to improve safety and visibility at Alta Vista Road junction with Braeside Road.

5. Alternative scenic route, using existing shared use path through Roundham Gardens. This could include minor improvements to existing shared use path including “share this space” signage to help encourage considerate behaviours by all users. Additional 20mph limits/zones and traffic calming measures on Cliff Road would help to create an all ages and abilities route.

6. Goodrington Sands seafront. Remove seasonal restriction on cycling. Consider options to create more space for people walking and cycling including relocating some beach huts, or constructing a retaining wall to move the beach huts further back towards the rail line. Consider provision of stud lighting on this section to improve attractiveness of the route at night time.

7. Consider widening footpath onto old slipway to create more space for people walking and cycling.



Beaches Trail (South)

Section 2: Goodrington to Windy Corner

This section of the Beaches Trail provides a direct route along Dartmouth Road, connecting to the existing cycle route on Hookhills Rd, and a proposed scheme to link Goodrington and Broadsands beaches. The recommended improvements are:

1. New segregated cycle route between Cliff Park Road and Barn Road, including a tiger crossing or continuous footway/cycleway crossing of Barn Road.

2. Amend kerblines to create new segregated cycle route with continuous footway/cycleway crossings of all side roads. Sections of 3m+ shared use path may be required in places where there is insufficient total highway width for full segregation.

3. Consider widening and segregating existing shared use path (this section connects to an existing proposal for a Broadsands Cycle Route).

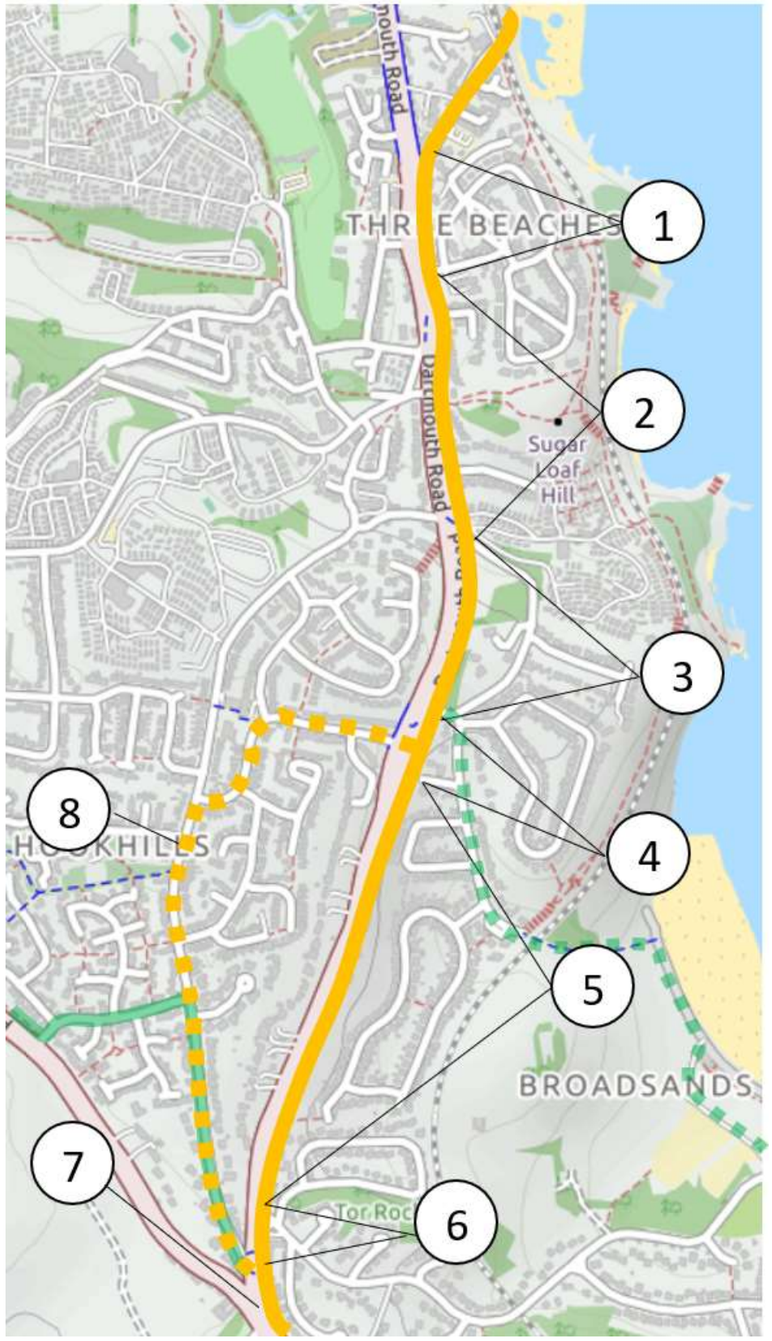
4. Create new segregated cycle provision by using existing grass verge.

5. Convert informal parking on east side of carriageway to a dedicated cycle track, including improved bus stop facilities. There are opportunities for limited informal parking for residents to remain in some places.

6. Create new segregated cycle route by using existing verge. Consider stopping up one arm of Broadsands Road junction to reduce the number of crossing points and create public space.

7. Create segregated cycle route (or shared use path if width does not allow) on east side of carriageway, either through realigning carriageway at Windy Corner or limited land acquisition/negotiation.

8. Alternative route if point 5 cannot be delivered. Connecting route through Hookhills, consisting of largely on-carriageway provision supported by 20mph limits/zones and traffic calming to make the route more attractive for people cycling. Consider Liveable Neighbourhood and/or modal filter approaches. (this section connects to the existing largely off-road Paignton Zoo to Windy Corner Cycle Route).



Beaches Trail (South)

Section 3: Windy Corner to Brixham

This section of the Beaches Trail would route via the Americas Lane scheme which is already progressing, along with relatively low-cost measures to provide a direct cycle connection to Brixham. The recommended improvements are:

1. Bascombe Road. Deliver modal filters to prevent through motor traffic, combined with 20mph and traffic calming to reduce traffic speeds. The modal filters would create a low speed low traffic route, providing an improved route for people cycling, walking, and other users such as those in mobility scooters or horse riding. The potential to temporarily re-allow through movements by motor vehicles in the rare event of a major incident on the A379 should be considered, to provide some flexibility and an alternative route.

2. Existing proposal for Americas Lane improvements, including a limestone aggregate walking and cycling path. Use of a sealed surface (e.g. bitmac) should be considered to improve all-weather conditions for all users.

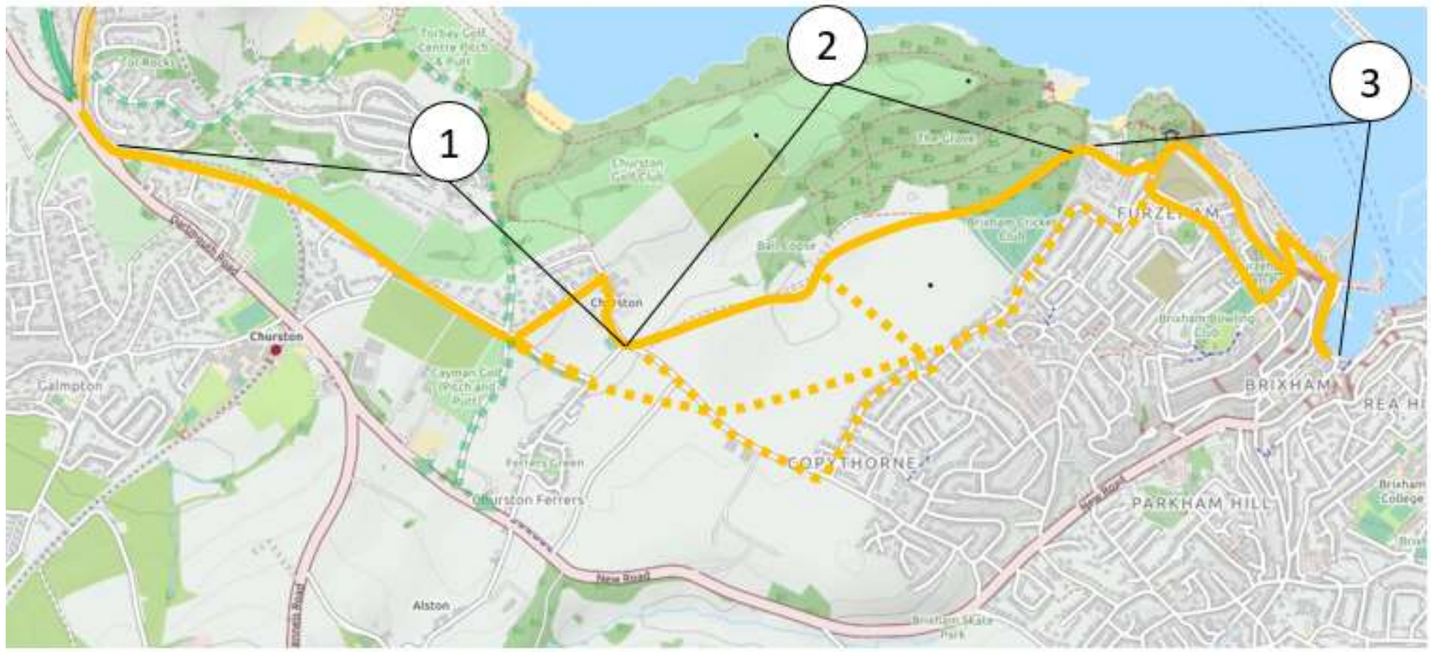
Potential alternative and complementary routes to Americas Lane include:

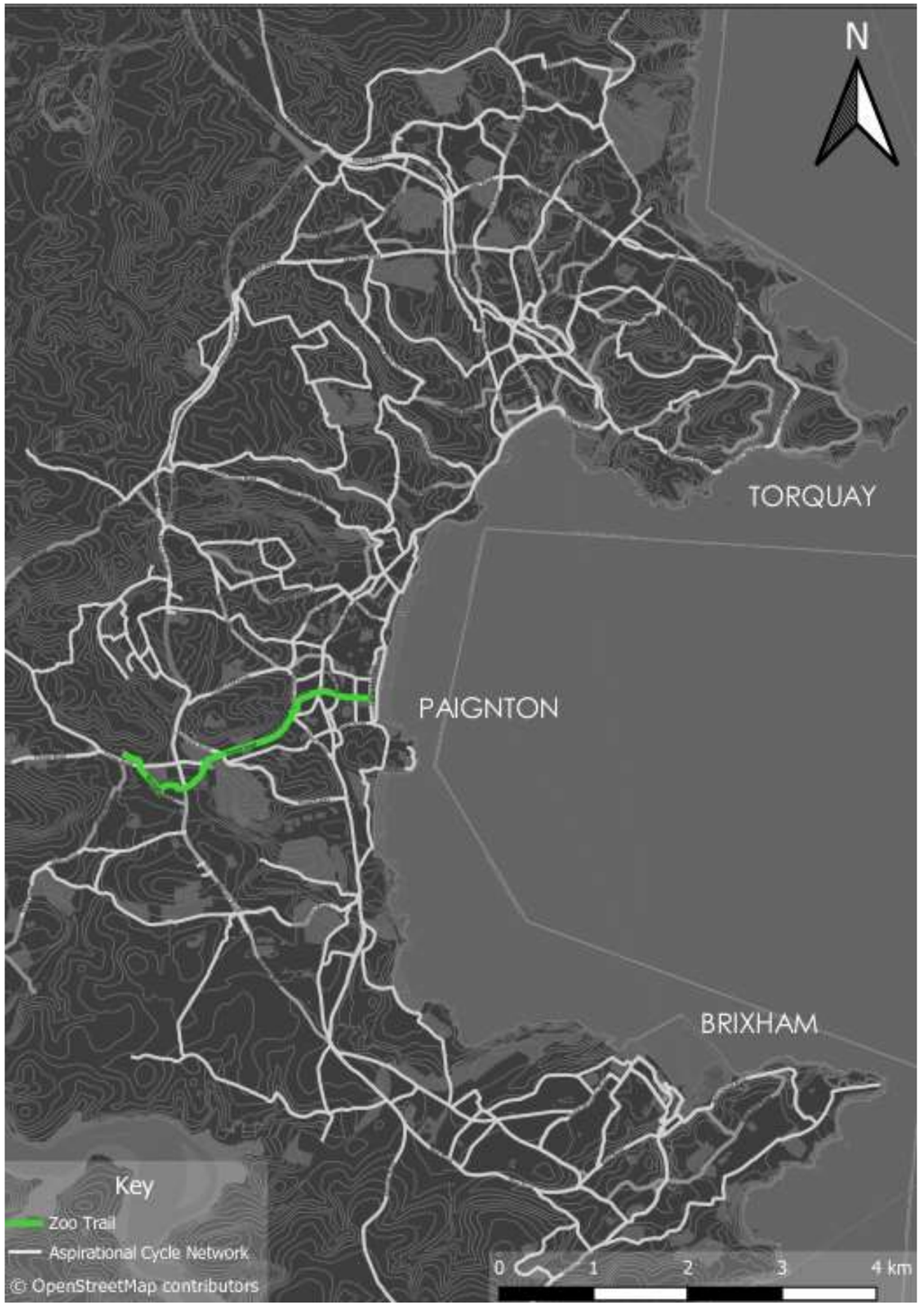
- Via the former Brixham rail line and North Boundary Road
- Via Copythorne Road and North Boundary Road

These alternative routes would require 20mph limits/zones and potentially modal filters for the on-road sections to improve conditions for cycling.

3. 20mph limits/zones and traffic calming measures on North Furzeham Road, Higher Furzeham Road, Overgang Road, The Quay, The Strand. Consider the use of modal filters to reduce traffic volumes further.

Fully segregated provision along Dartmouth Road and New Road connecting to central Brixham would also be desirable as a longer term measure. These would be very high cost interventions with significant constraints to overcome. The comparatively lower levels of potential cycling demand in this area would also make securing funding these improvements more challenging. However, there is an opportunity to link to aspirational schemes in the Neighbourhood Plan for Park & Ride, cycle hire, and improved shared use facilities along Dartmouth Rd. The LCWIP routes could also connect to aspirational routes linking to Broadsands Beach.





Zoo Trail

The Zoo Trail is a largely off-carriageway route through Paignton Town Centre to Paignton Zoo, connecting to Collaton St Mary, and with potential onward connections towards Totnes. The 3km trail has the potential to provide:

- Well used commuter route, serving some of the highest existing cycle commuter flows in the area along Totnes Road, also serving planned new housing and jobs growth on the outskirts of Paignton
- A school route serving Paignton Academy, Collaton St Mary and Hayes Primary Schools, and linking to existing cycle routes to South Devon College
- A tourist route enhancing access to nature and linking Paignton sea front, attractions and hotels in central Paignton, Primley Woods, and the zoo
- Potential onward connections to the National Cycle Network in Totnes, with the Zoo Trail potentially forming part of the National Cycle Network

Delivery of this route will be strongly dependent on wider proposals within the Paignton Town Centre Masterplan (2015), including the proposed traffic and public realm schemes on Torbay Road, Totnes Road, Palace Avenue, and Winner Street in central Paignton.

While the majority of the route can be delivered off-carriageway, some sections of shared use path and a short section of on-carriageway cycle route to the west of Winner Street are required. Achieving fully segregated provision is not considered to be achievable on this route for the following reasons:

- There are significant physical constraints adjacent to the route, particularly west of Winner Street on Totnes Road, where there is limited width between buildings.
- There are no alternative motor traffic routes within a reasonable distance. While there is a potential alternative cycle route along Hayes Road for some sections, the overall alternative route is much less direct and unlikely to be attractive to people cycling. There are therefore no realistic opportunities to divert either people cycling or people in motor vehicles to alternative routes.
- Continuous segregated cycle provision would require land acquisition (most likely involving compulsory purchase) of around 20-30 properties.

Based on site observations, footfall on the existing and proposed sections of shared use path is typically low. Shared use footpaths are therefore compliant with the new Local Transport Note 1/20.

The following page details the recommended improvements needed to deliver this trail.

Zoo Trail

Section 1: Collaton St Mary to Paignton seafront

1. Collaton St Mary. Route connecting to Blagdon Road will be delivered by committed new development. Convert existing zebra crossing to tiger crossing and replace existing barriers on cycle path with bollards.

A continuous off-road cycle route through Tweenaways junction (shown as a dotter line) would provide a direct and flat route. However, it has not been possible to identify a deliverable solution here due physical constraints and high traffic volumes, with potential options resulting in either significant land acquisition or likely significant disruption to traffic flows. Motor traffic delays associated with removing a traffic lane could be explored further with a traffic model to give more confidence the anticipated level of traffic delay would occur.

2. Totnes Road. Widen existing shared use path at existing eastbound bus stop to create more space for people walking and cycling.

3. Totnes Road. Amend kerbline to extend existing shared use path as far east as possible, with continuous footway/cycleway crossings of side roads.

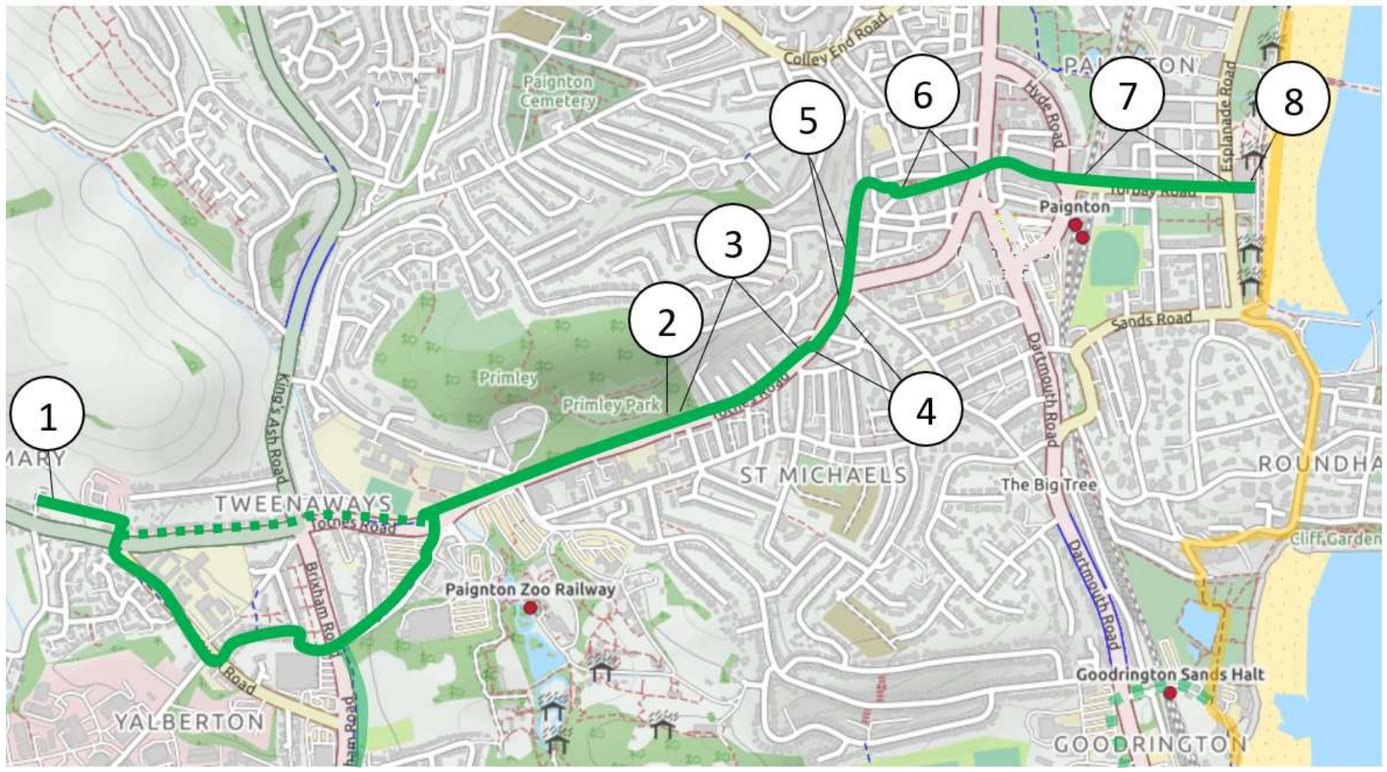
4. Pinchpoint between buildings prevents the continuation of the shared use path. Recommended approach is on-carriageway provision enabled by reduced traffic speeds, including creating an “entrance” to Paignton, 20mph limits/zones, traffic calming and surface treatment of the carriageway. Improvements to existing zebra crossing to make it easier for people cycling westbound to join the shared use path.

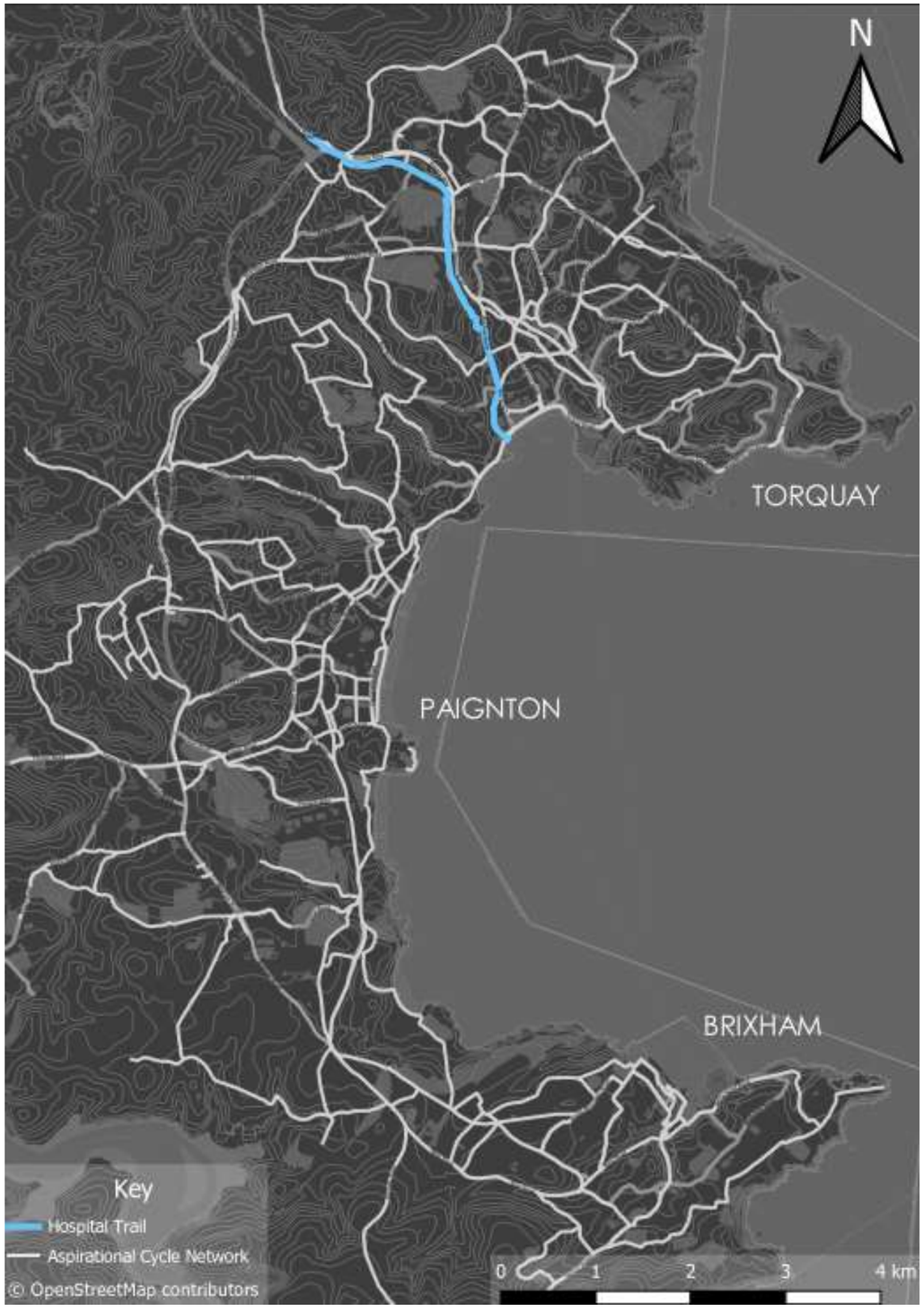
5. Deliver Paignton Masterplan proposals to create more space for people and improve the public realm on Winner Street by removing motor traffic.

6. Deliver Paignton Masterplan proposals to create more space for people and improve the public realm on Palace Avenue by removing motor traffic and integrating the park to the street. Deliver a segregated cycle route east of Coverdale Road, with improved cycle crossing provision of Totnes Road and Hyde Road.

7. Deliver Paignton Masterplan proposals to create more space for people and improve the public realm on Torbay Road by removing motor traffic.

8. Longer term potential for a direct route to the seafront if the cinema is relocated.





Hospital Trail

The Hospital Trail is an off-carriageway route linking Torquay Rail Station, primary and secondary schools, Torbay Hospital, the proposed rail station at Edginswell, with onward connections to Newton Abbot. The 4.5km trail has the potential to provide:

- A well-used commuter route, serving relatively high levels of existing and future cycle commuter flows, including serving the hospital which is a major employment site in the area

- A school route serving the Torquay Girls and Boys Grammar schools, as well as Cockington primary school, and with potential for onward connections to Torquay Academy

- Potential onward connections to the National Cycle Network in Newton Abbot, connecting to the wider emerging network linking to Dartmoor, Teignmouth via the proposed Teign Estuary Trail, and onwards to the Exe Estuary. The route could form part of the National Cycle Network in Torbay.

The route uses and improves several sections of existing off-road cycle route, including on Avenue Road, and between Crownhill Rise and Newton Road. Full segregated cycle provision is recommended for the majority of the route.

The following page details the recommended improvements needed to deliver this trail.

Hospital Trail

Section 1: Edginswell to Shiphay Lane

1. Consider working with Devon County Council to create off-road onward connections to Newton Abbot.

2. Riveria Way. Convert existing shared use path on south side of carriageway to a fully segregated cycle route.

3. Newton Road. Create segregated cycle route. Narrow crossing point on Orchard Way and add a Tiger crossing. Improved crossing on Newton Road to join existing shared use path on the north side of the carriageway.

4. Newton Road. Use existing shared use path on the north side. Consider upgrading to full segregation.

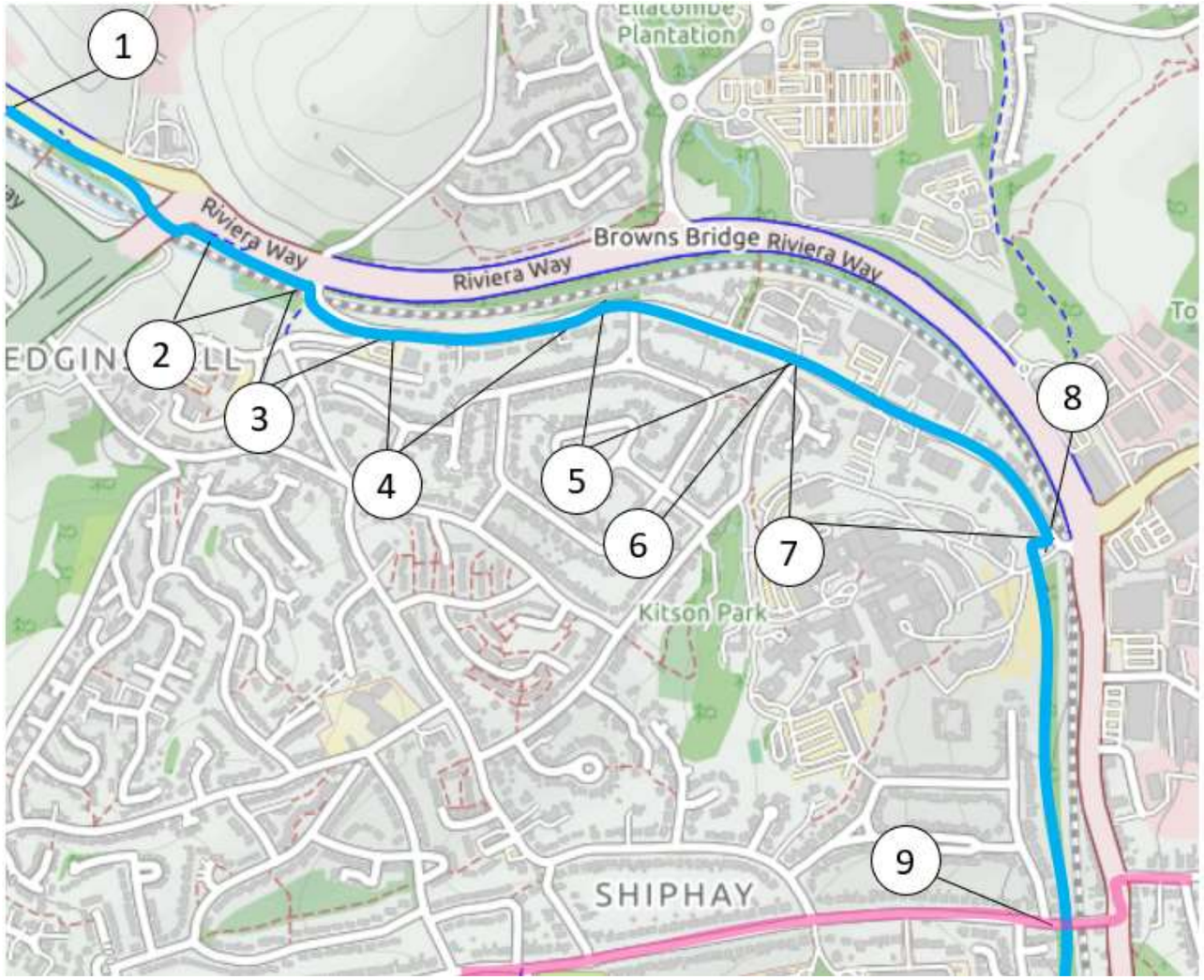
5. Newton Road. Deliver segregated cycle route.

6. Newton Road. Consider a Tiger crossing at Cadewell Lane.

7. Newton Road. Widen footpath on north side to create a segregated cycle route. Cross to the south side with a Tiger/Toucan crossing (or modal filter approach).

8. Newton Road. Deliver a off carriageway cycle route on the south-west corner of this junction. Consider road-space reallocation or a segregated cycle route to the rear of the hospital building through the greenspace (likely to require land negotiation with the hospital). Tiger crossing on hospital access road, linking to existing cycle route, with detailed design considering the need for ambulances to quickly access and egress the site. Replace existing barriers with bollards on existing cycle route.

9. Shiphay Lane. Construct new Toucan/Tiger crossing on Shiphay Lane. Widen narrow section of cycle route (potentially through land negotiation with Network Rail and possible works to the embankment). In the short term, replace “cyclists’ dismount” signs with “pedestrian priority” signs. (this section connects to Torquay Town Trail).



Hospital Trail

Section 2: Shiphay Lane to Torquay Rail Station

1. Deliver a new cycle ramp with resting points to replace existing steps. In the short term, consider installing signs at either end of the route warning people cycling that the route includes steps.

2. Investigate potential for improved onward links from existing cycle route, through the container yard to improve connections to Torre Station.

3. Avenue Road. Amend kerbline to create shared use path (segregate where highway width permits) on western side of Avenue Rd.

4. Old Mill Lane junction. Crossing improvement, including re-alignment of footway to create more direct crossing point.

5. Amend kerbline on western side of Avenue Road and Falkland Rd to provide off-road cycle provision and connect existing sections of cycle route. Rationalise Avenue Road junction with Rathmore Road include improved crossing facilities at Walnut Road, consider banning some movements for motor traffic to improve the cycling and walking experience and improve efficiency of the junction for motor traffic.

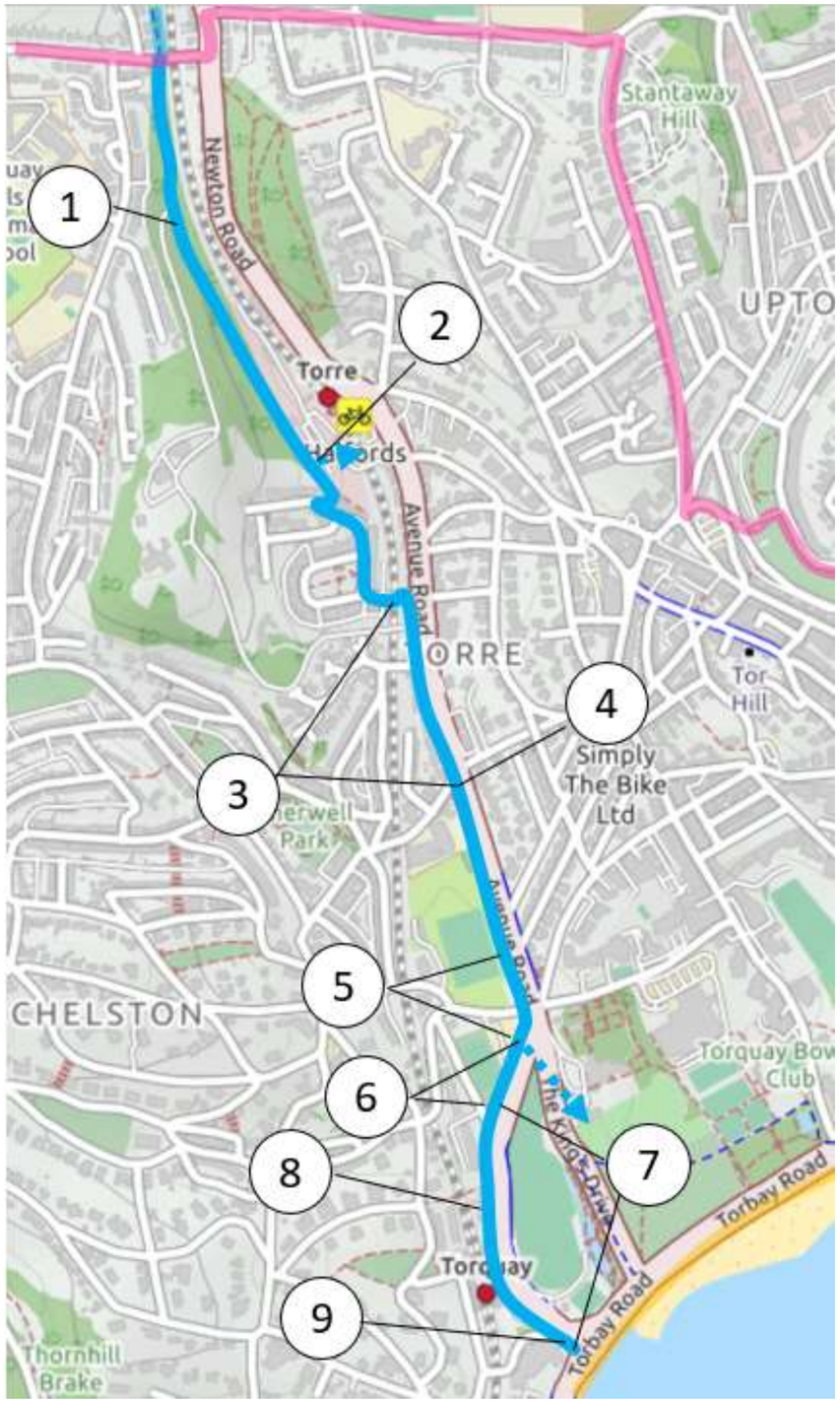
There is also potential to make Rathmore Rd two way (with limited land acquisition) and remove The Kings Drive entirely, improving the setting for Abbey Meadows and King's Gardens. The impact of increased traffic flows at Rathmore Road junction with Torbay Road would need to be taken into account in the designs for the proposed Rathmore Rd roundabout. This section should also consider improved walking and cycling links to Abbey Gardens.

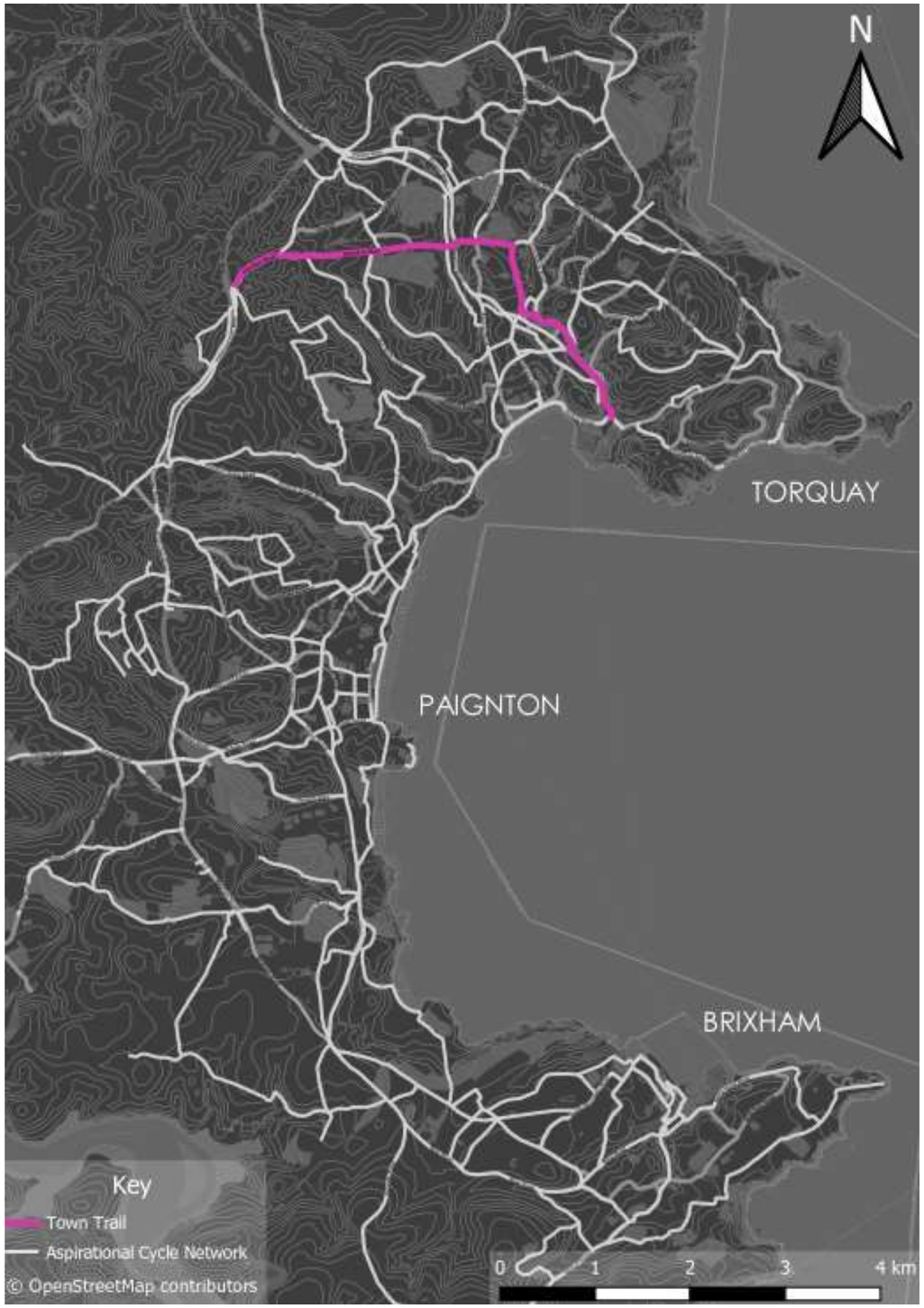
6. Rathmore Road. Increase width of shared use path (segregate if possible). Improved crossing of Rathmore Rd junction.

7. Create shared use path (or segregated path if Rathmore Rd is converted to two-way) on western side of Rathmore Road.

8. Construct continuous footway/cycleway crossing at the exit of the station.

9. Narrow Hennapyn Road junction mouth and add continuous footway/cycleway crossing. Tie-in to proposed roundabout scheme at Torbay Rd/Rathmore Rd junction (this section connects to the Beaches Trail).





Torquay Town Trail

The Torquay Town Trail is an off-carriageway/low traffic route linking Torquay Harbour, the town centre, the Torquay Grammar Schools, and proposed new development at Edginswell. The 5.5km trail has the potential to provide:

- A well-used commuter route, serving relatively high levels of existing and future cycle commuter flows
- A school route serving the Torquay Girls and Boys Grammar schools, Torquay Academy, and Torre, Shiphay and Sherwell Valley schools
- Cycle access to Fleet Street. and Union Street shops that are currently problematic to access by bike due to the existing one-way systems
- Potential for additional onward connections, forming part of a future, more comprehensive, Torquay cycle network

The route uses existing pedestrian and cycle zone sections of central Torquay on Fleet Street and Union Street, incorporating wider public realm improvements on the northern part of Union Street. At its western extent the route connects to the Cockington cycle loop.

The following page details the recommended improvements needed to deliver this trail.

Torquay Town Trail

Section 1: Torquay Harbour to Upton Park

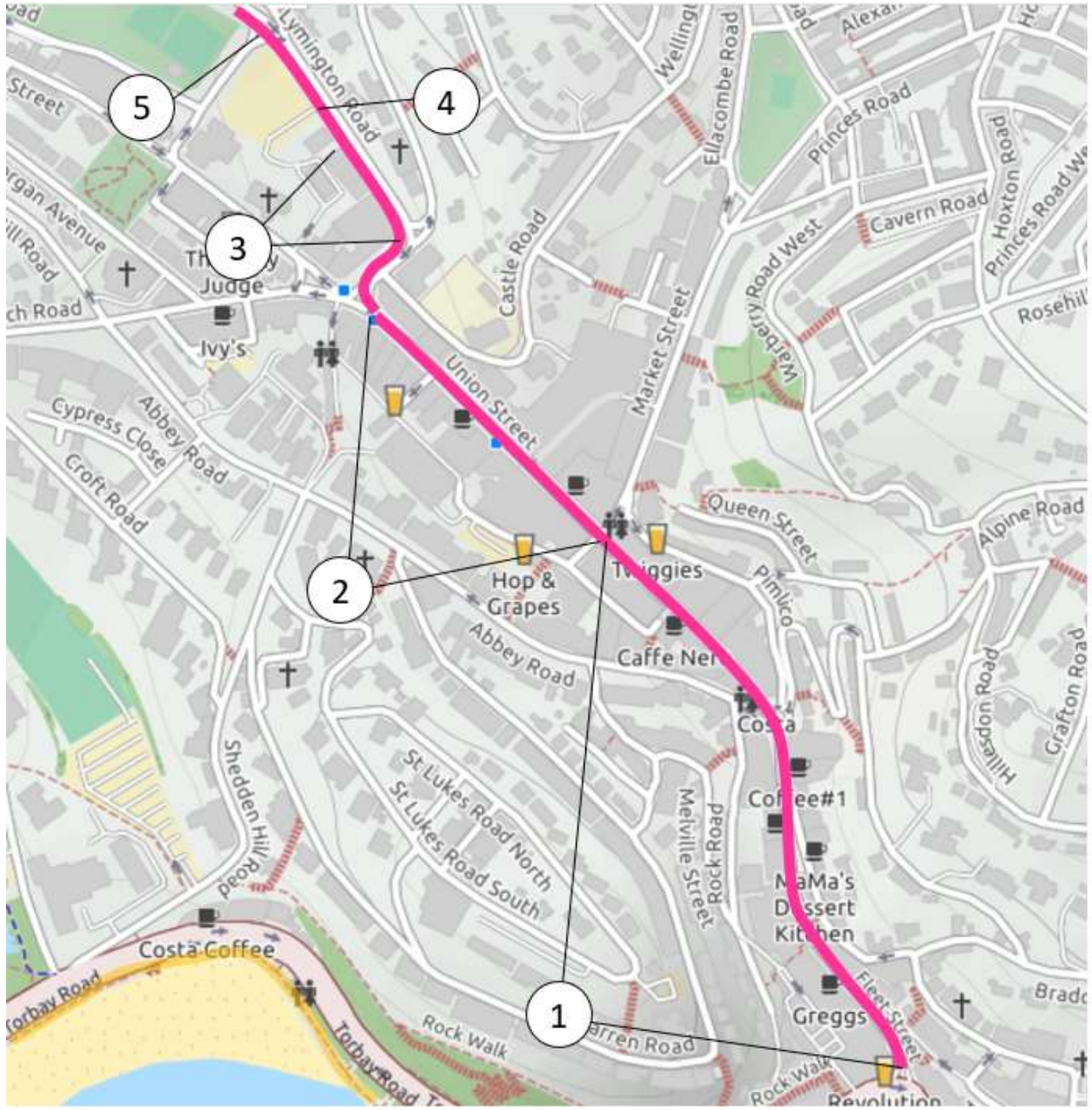
1. Fleet Street/Union Street. Consider adding cycle markings on carriageway through the existing pedestrian/bus only sections to alert people to the potential presence of people cycling (this section connects to the Beaches Trail).

2. Union Street. Redevelopment outlined in the Torquay Town Centre Masterplan, including redevelopment of buildings could enable the removal of motor traffic from Union St, providing more space for people, including enabling two-way cycling.

3. Lymington Road. Consider re-aligning carriageway to upgrade existing shared use path to fully segregated provision on the western side.

4. Lymington Road. Construct continuous footway/cycleway crossing over the car park entrance/exit.

5. Trematon Avenue. Construct new Tiger crossing.



Torquay Town Trail

Section 2: Upton Park to Torquay Academy

This section utilises the already planned improvements to the route through Upton Park, before connecting to Teignmouth Road, linking the town centre to Torquay Academy and providing future opportunities to connect to destinations to the north-east of Pennys Hill.

Alternative routes on Lymington Road and Parkfield Road were considered as potential options. There are highway width constraints on Lymington Road between Upton Park and Pennys Hill that would mean it would be extremely challenging to deliver an all ages and abilities route here. Based on the audit process and design criteria including deliverability, the recommended route is on Teignmouth Road, which also provides improved connectivity to Mount Stuart Hospital and Torquay Academy.

The recommended improvements are:

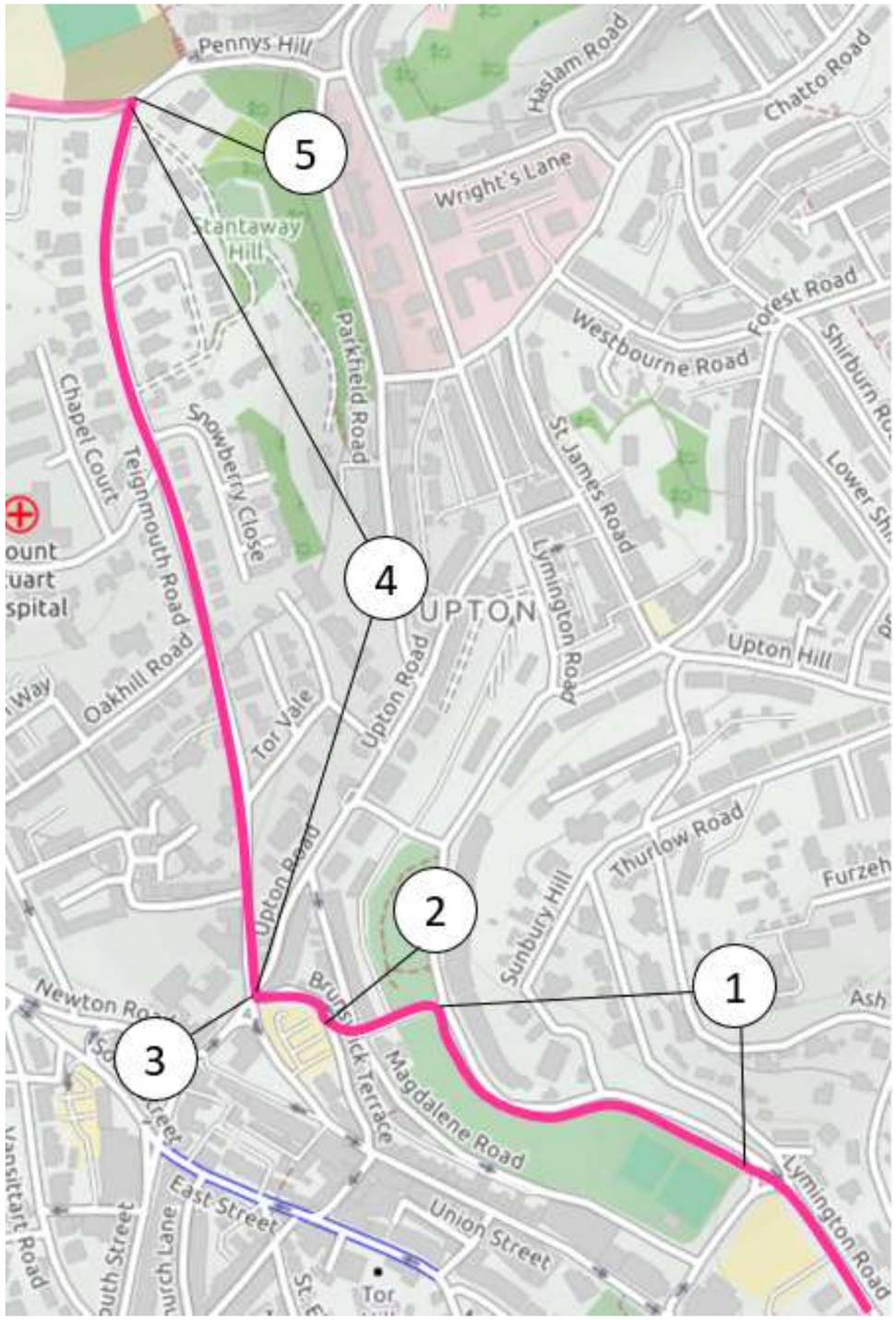
1. Upton Park. Deliver existing proposals for a cycle route through Upton Park, consider upgrading to fully segregated provision.

2. Brunswick Terrace. Consider modal filters and/or allow short sections of contraflow cycling on-carriageway.

3. Upton Road. Deliver improved crossing (Tiger/Toucan), including narrowing the junction mouth to accommodate the crossing and reduce motor traffic speeds.

4. Teignmouth Road. Deliver 20mph limits/zones and traffic calming on Teignmouth Rd. Consider the use of modal filters, considering motor vehicle access to the hospital.

5. Cricketfield Road. Deliver improved crossing (Tiger/Toucan). Consider narrowing junction mouth to reduce motor traffic speeds and create more space to accommodate a crossing.



Torquay Town Trail

Section 3: Torre cycling contraflows

There is a complex one-way system in Torre, which helps manage motor traffic on the narrow streets, but is likely to be a barrier to increased cycling uptake in the area. LTN1/20 states, “there should be a general presumption in favour of cycling in both directions in one way streets, unless there are safety, operational or cost reasons why it is not feasible. Cycle lanes and tracks may operate in the opposite direction to motor traffic, although contraflow cycling is also permissible with signs but without a marked lane or cycle track”.

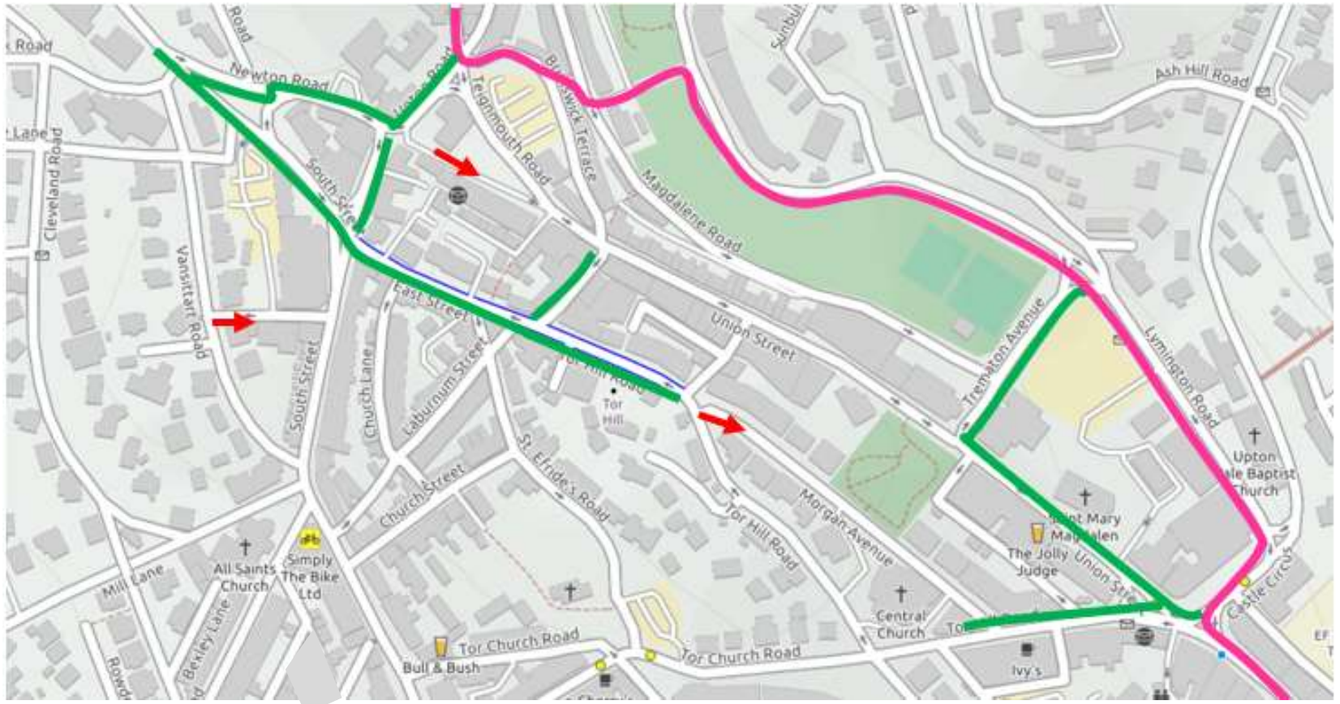
As such, in addition to the main trail, a number of improvements are proposed to allow contraflow cycling on one-way streets in the area and improve connectivity to the main trail.

The improvements suggested are providing a no-entry exemption for cycles, allowing contraflow cycling on-carriageway on the following streets with very low traffic flows (shown as red arrows on the map). Further design work would be needed, however, this type of signed only contraflow provision for cycling is typically acceptable where vehicle speeds are below 20mph with less than 1,000 vehicles per day.

- Lansdowne Lane
- Union Street east of Upton Road
- Morgan Avenue (consider stopping up this street at the southern end)

Off-carriageway provision for contraflow cycling (shared use or segregated provision) is recommended for the following areas (shown as green lines on the map). Use of Low Traffic Neighbourhood approaches and modal filters could also be considered in these areas.

- Union Street / Trematon Avenue
- Tor Hill Road / East Street
- Laburnum Row
- Newton Road / South Street / Upton Road



Section 4: Torquay Academy to Ring Road

1. Explore potential to deliver a cycle only path within Torquay Academy and Sports Ground land (subject to access rights/land negotiation). Redesign the roundabout junction at Barton Road to allow safer crossing from Torquay Academy to the south side of Old Woods Hill.

2. Old Woods Hill. Consider converting to one-way westbound to release space at Old Woods Hill / Newton Rd junction for dedicated cycle provision. Alternatively, use existing verge on south side of Old Woods Hill to create a segregated cycle route, with associated works to address current level differences. Construct continuous footway/cycleway crossing over side road. Existing parking on the footway at the western end of Old Woods Hill would also need to be restricted.

3. Shiphay Lane. Realign kerbs to create shared use path on northern side. Use crossing delivered by the Hospital Trail to cross to the south side.

4. Shiphay Lane/Shiphay Avenue. Realign kerb/use existing verge to create segregated/shared use path east of Dart Avenue. There are pros and cons to provision on the north or south side of the carriageway on this section. Both appear deliverable and a decision on the preferred side should be taken at a more detailed design stage. May require sections of small retaining wall.

5. Shiphay Lane. Construct a new crossing point to improve access between the Torquay Grammar Schools and Shiphay. E.g. toucan crossing.

6. Marldon Road. Widen footpath into verge to create segregated/shared use path east of Avon Road.

7. Marldon Road. New segregated path to be delivered as part of new development, including additional crossing point to connect to Stantor Lane (currently no footway provision on this section). (this section connects to the existing cycle route at Stantor Lane).

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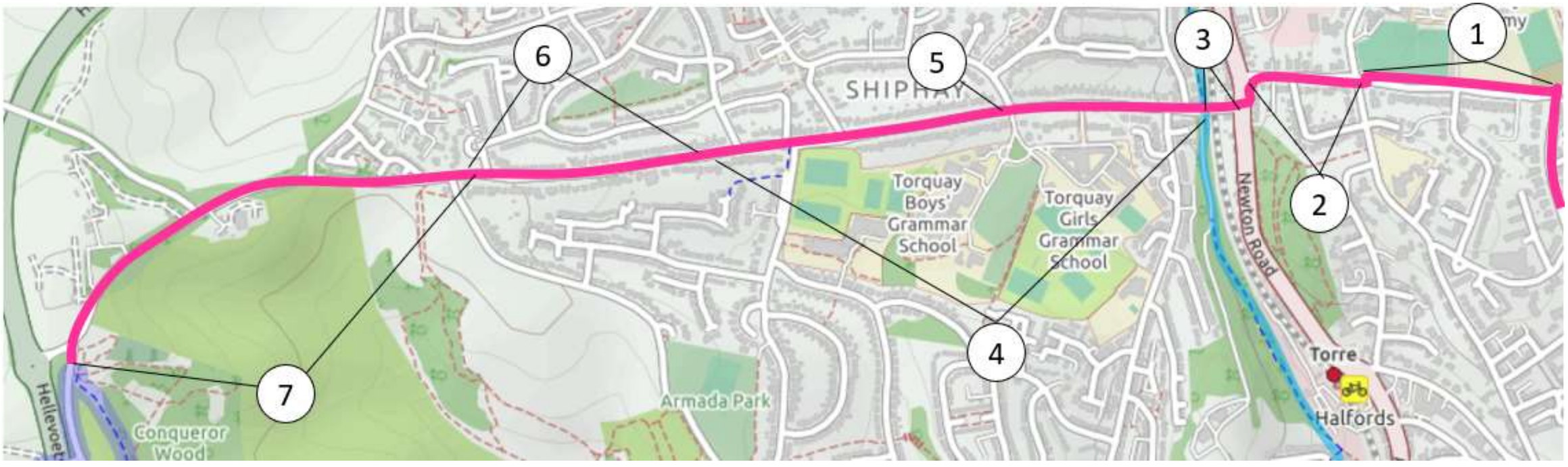


6 Network Planning for Walking

Introduction

Most roads in Torbay have footways for people walking, with minimum footway provision having been a core part of design guidance and scheme delivery for many decades. However, there is a still a need to continuously improve conditions for walking, including footway provision where it does not currently exist, helping to unlock increased walking rates within Torbay.

As set out in this section, key improvements for walking have been identified within the core town centre areas, which are recognised to be in need of investment and regeneration. These schemes compliment the walking and public realm improvements already identified as part of cycle route delivery in section 5.

Current & future origins and destinations

The LCWIP Technical Guidance notes that identifying demand for a planned walking network should start by mapping the main origin and destination points. As set out in section 5, origins and destinations were identified and are shown again in Figure 6.1.

Identifying core walking zones

The next stage of the LCWIP process is to identify core walking zones, normally consisting of walking trip generators that are located close together – such as town centres or business parks. An approximate five minute walking distance of 400m is used as a guide to the minimum extents of the Core Walking Zones.

As shown by the small green circles in Figure 6.1, a large number of potential Core Walking Zones were identified, focused around town centres, hospitals, schools, and growth areas. Based on the findings of the policy review, and considering potential funding sources, the walking zones within the three town centres of Torquay, Paignton, and Brixham were identified as the top priorities for further development. This reflects the recognition in policy of the need to improve the town centres. The LCWIP presents an opportunity to reinforce existing walking proposals in the three town centre masterplans, which set out wide ranging proposals to help regenerate the town centres. This regeneration is likely to attract significant public and private sector funding to these areas, some of which should be used to improve walking routes and the public realm.

Identifying & auditing key walking routes

For the three priority Core Walking Zones, important pedestrian routes which serve them were identified and are mapped on the following pages.

An important part of the process is to audit the existing walking infrastructure to determine where improvements are needed. Trained WSP staff audited the routes using the DfT Walking Route Audit Tool (WRAT), developed to assist Local Authorities for the purpose. The auditing methodology focuses on five core design outcomes for walking infrastructure:

- attractiveness
- comfort
- directness
- safety
- coherence

The assessment considers the needs of vulnerable people who may be elderly, visually impaired, mobility impaired, hearing impaired, with learning difficulties, buggy users, and children.

The audit process identified small scale measures such as improved crossing facilities, as well as larger potential walking and public realm schemes, some of which were previously identified in the three town centre masterplans.

A comprehensive pedestrian signage and wayfinding scheme is also recommended to help both visitors and locals navigate Torbay.

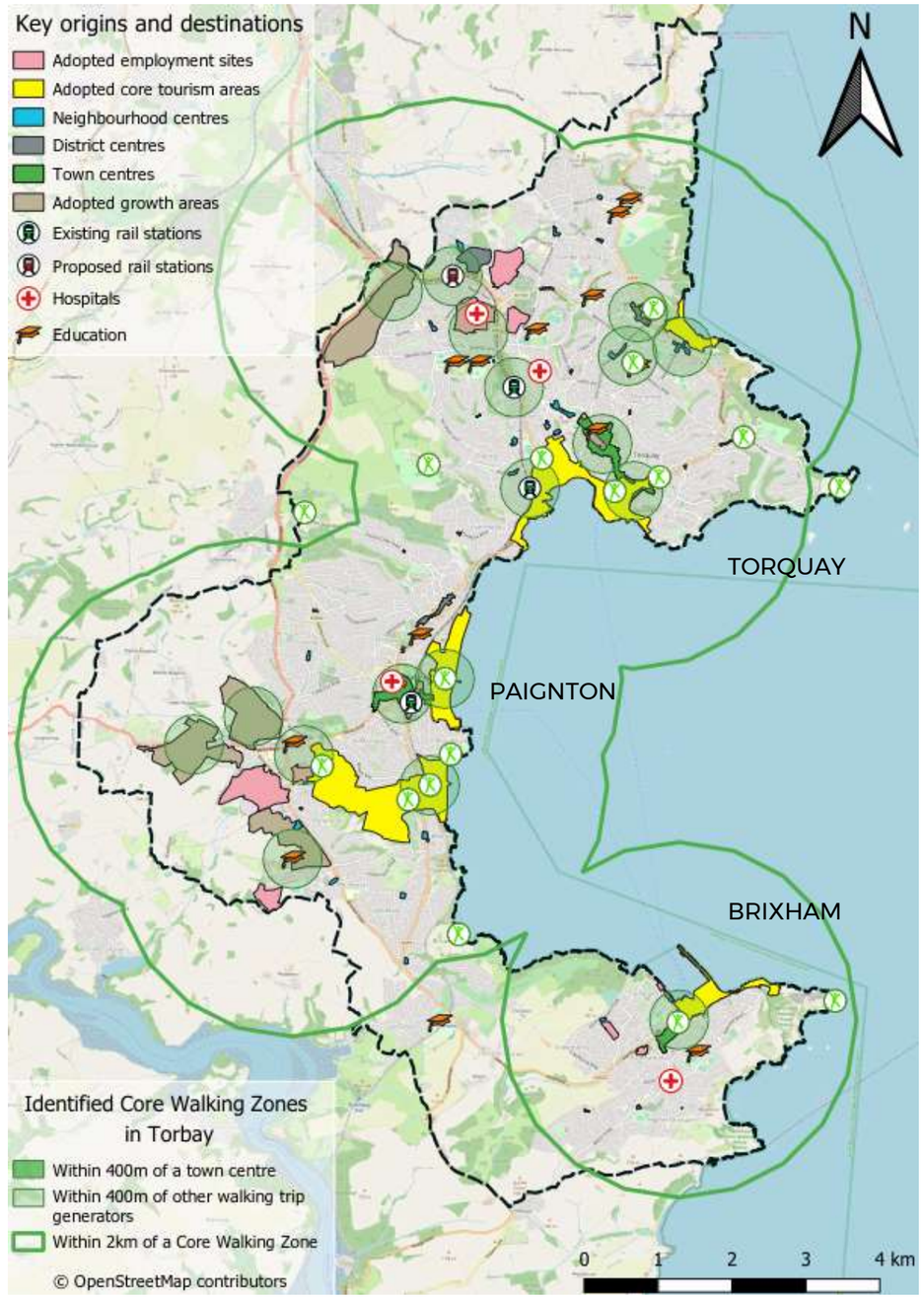


Figure 6.1 Origins, Destinations, and Core Walking Zones

Torquay

The first two routes audited were in central Torquay, connecting Torquay Rail Station, the harbour, and the town centre. The cycling route improvements identified in section 5 already contain several proposals for walking improvements, and these are shown again here for completeness. The audit identified very few issues for items such as missing tactile paving at crossings, and the overall condition of the walking routes was generally good.

- A. Princess Gardens. Explore options to improve natural surveillance such as level differences and measures to increase footfall. The audit identified broken glass, litter, and public concerns about regular antisocial behaviour in this area. The proposed cycle route improvement would help increase use of this area and reduce anti-social behaviour.

A number of schemes are identified in the Torquay Town Masterplan (2015), including the following walking/public realm schemes:

- B. Create a new pedestrian town square at Fleet Street/Abbey Road roundabout
- C. Explore opportunities to improve the harbourside walking route, including improvements identified in section 5.

A number of walking improvements have already identified in section 5 including:

Beaches Trail (North)

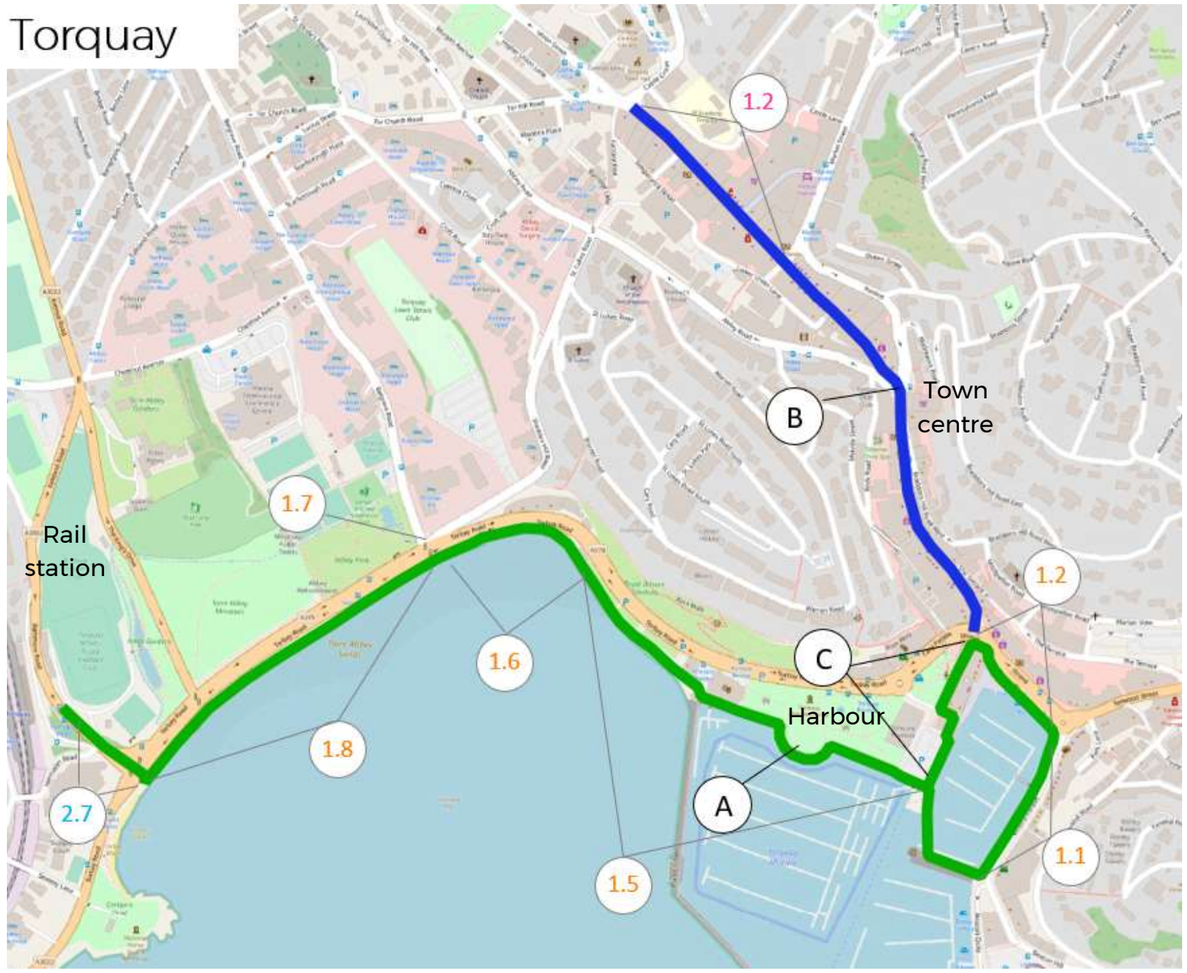
- 1.1 Victoria Parade. Consider (part time) access for people cycling and walking only
- 1.2 The Strand. Public realm scheme.
- 1.5 Segregated cycle route through Princess Gardens will separate people cycling and walking
- 1.6 Wider segregated/shared use path will create more space for people walking
- 1.7 Explore increasing the amount of pedestrian crossing time at this junction.
- 1.8 Torbay Road. Public realm and speed reduction measures, including increased crossing points and reduction of street clutter.

Torquay Town Trail

- 1.2 Union Street. Reduce motor traffic to create more space for people.

Hospital Trail

- 2.7-2.9. Wider segregated/shared use path will increase space for people walking. Improved crossing points.



Paignton

Three routes were audited in central Paignton, connecting the harbour, seafront, town centre, and Victoria Park. As with the Torquay routes, the cycling route improvements identified in section 5 already contain several proposals for walking improvements, and these are shown again here for completeness. The audit identified very few issues for items such as missing tactile paving at crossings, and the overall condition of the walking routes was generally good.

- A. Paignton Harbour. Explore the potential for a new footbridge to provide a circular walking route, linked to improved walking routes along the harbour walls.
- B. Esplanade Rd. Upgrade uncontrolled crossing between the crazy golf and Torbay Park to a zebra crossing to improve connectivity.
- C. Develop a secondary walking route, reflecting the Paignton Town Masterplan proposal for a "Heritage Walk" including masterplan proposals to remove through traffic from Torbay Rd, redevelopment of Crossways, and public realm improvements in Victoria Park.
- D. Garfield Rd area. Consider an area wide Low Traffic Neighbourhood approach including modal filters, pocket parks, and public realm improvements. Linked to redevelopment of the multi-storey car park, this could help create a distinctive and attractive quarter to amble through, providing links between Torbay Road, Victoria Park, and the seafront.

A number of schemes are identified in the Paignton Town Masterplan (2015), including the following walking/public realm schemes:

- E. Paignton Town Square Scheme
- F. Palace Square scheme

A number of walking improvements have already identified in section 5 including:

Beaches Trail (North)

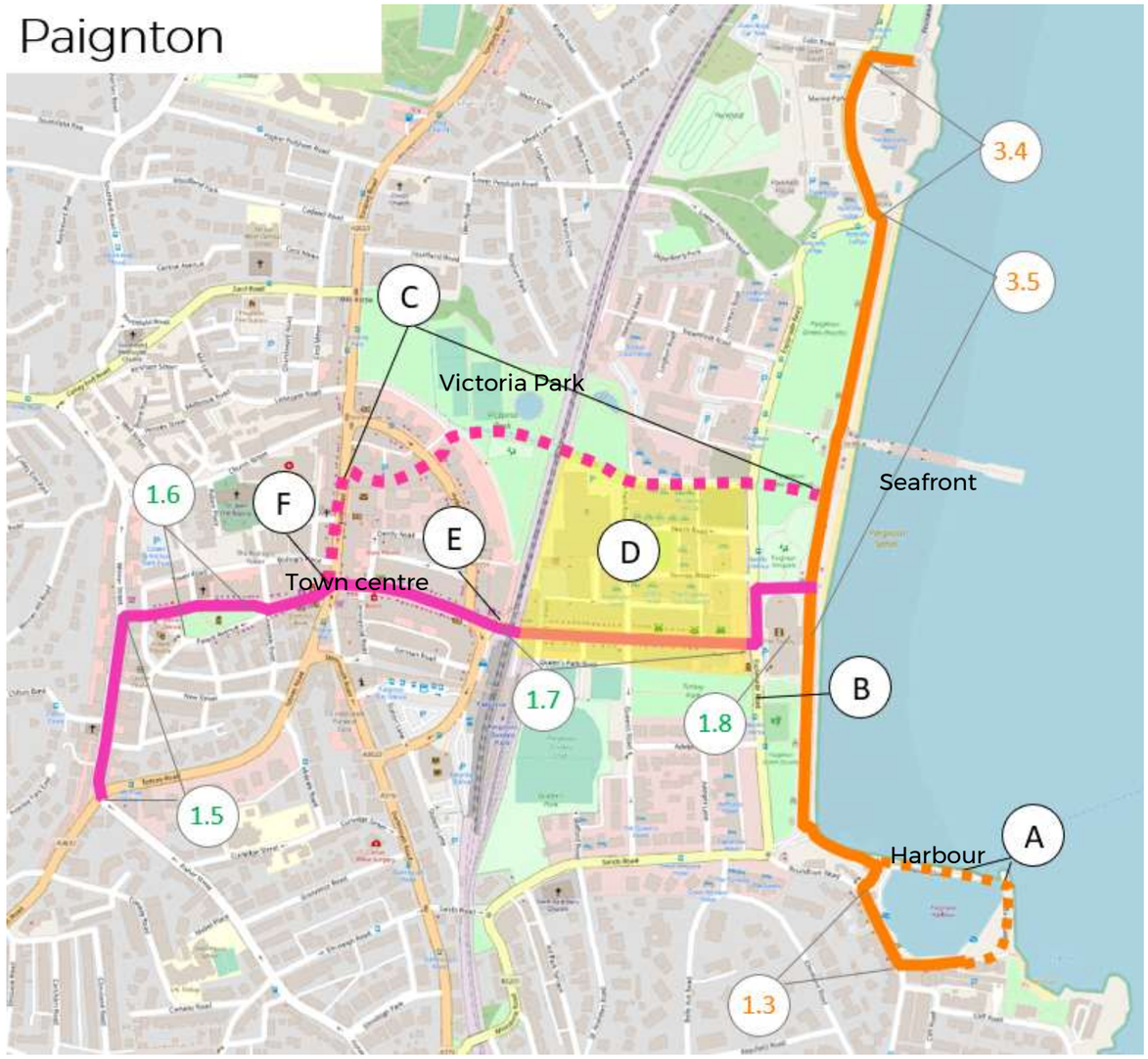
- 3.4 Segregated cycle route, providing more space for people on the South West Coast Path
- 3.5 Consider moving parking to the rear of the promenade to improve the walking experience and views of the sea

Beaches Trail (South)

- 1.3 Public realm enhancement on Roundham Road at Paignton Harbour, including potential prohibition of through motor traffic

Zoo Trail

- 1.5 Removal of motor traffic from parts of Winner Street
- 1.6 Implement Paignton Masterplan proposals to remove motor traffic from the south side of Palace Avenue, and better integrate the park
- 1.7 Implement Paignton Masterplan proposals to remove motor traffic from Torbay Road
- 1.8 Potential for a direct route to the seafront and improved views from Torbay Road if the cinema is relocated in future.



Brixham

A number of routes were audited in central Brixham, connecting the harbour, and shopping areas. The audit identified very few issues for items such as missing tactile paving at crossings and the overall condition of the walking routes was generally good.

- A. Brixham Harbour. Improved quality paving through this area defining a clear walking route through the parking area.
- B. Brixham Harbour. Consider removing parking from this area, combined with public realm improvements would attract visitors to explore the outer harbour on foot.
- C. The Strand. Provide formal crossing point to Beach Approach
- D. The Quay. Provide improved crossing points, including adding a dropped kerb on the eastern footway to align with the existing dropped kerb on the western footway, adding tactile paving to both sides. Consider potential to reduce traffic volumes and speeds in this area, and potential for relocation of parking to create more space for people.
- E. The Quay. Consider widening the footway into the carriageway. This could potentially be enabled by requiring southbound vehicles give way to northbound vehicles, just south of the harbour entrance, providing improved onwards links for the South West Coast Path to the north-west.
- F. The Strand. Consider measures to improve natural legibility and public realm improvements to help draw visitors from the harbour to Fore Street. This could include a high quality paved road surface and directional signage.
- G. Outer harbour. Improved surfacing and rationalisation of space to create a more legible walking route to Breakwater Beach.

A number of schemes are identified in the Brixham Town Masterplan (2019), including the following walking/public realm schemes:

- H. Proposed new swing bridge across the harbour
- I. Improvements to the walking route between Fore Street and Middle Street, linked to redevelopment of the car park site, and including a new public square
- J. Extend and enhance the lanes and passageways, including: Paradise Place, Furze Lane, Pump Street, Beach Approach, and Union Lane.

7 Prioritisation and Costs

The next stage of the LCWIP process is to prioritise cycling and walking infrastructure improvements and provide high level costing of schemes.

The guidance states that priority should be given to improvements that are most likely to have the greatest impact on increasing the number of people who choose to walk and cycle, and therefore the greatest return on investment. Other factors may also influence the prioritisation of improvements such as the deliverability of the proposed works or opportunities to link with other schemes.

Each Trail has been prioritised as a whole due to the benefits of delivering a complete and coherent cycle route. The factors below were used to inform the priorities, with the results shown in Table 7.1.

- Potential increase in walking and cycling numbers
- Scheme deliverability
- Links to other schemes and projects

For ease of delivery the walking improvements have been grouped with their associated cycling improvements.

Indicative scheme cost estimates for each section have been developed based on unit and per metre costs. It should be noted that the schemes are at a very early stage of development and these costs will change as the scheme designs are developed further. Key costing assumptions include:

- Cost for schemes delivered purely as part of new development (e.g. walking route through Crossways) have not been included.
- Costs for new bridges over the harbours have not been included. Further work would be needed to confirm design principles and confirm site conditions.
- Costs are presented as 2019 prices, and will need to be adjusted for inflation once the delivery timescales are confirmed.
- Cost includes for preliminaries, preparation and supervision costs.
- 44% project risk allowance included.

More detail on the cost assumptions can be found in Appendix A.

Table 7.1 Scheme Priority & Cost

Priority	Improvement	Delivery Timescale	Indicative Cost	Key Dependencies & Links
1	Torbay wide 20mph limits	Short	£1.5m	N/A
2	Torbay wide signage and wayfinding	Short	TBC*	N/A
3	Beaches Trail (North) – Section 1 Torquay Harbour to Torquay Rail Station	Short/Medium	£7.5m	The Strand public realm scheme
4	Beaches Trail (North) – Section 2 Torquay Station to Hollicombe Park	Short	£2.4m	Torbay Rd rail bridge refurbishment
5	Beaches Trail (North) – Section 3 Hollicombe Park to Paignton Pier	Short	£0.8m	N/A
6	Hospital Trail – Section 2 Shiphay Lane to Torquay Rail Station	Medium	£4.7m	N/A
7	Hospital Trail – Section 1 Edginswell to Shiphay Lane	Medium	£1.8m	N/A
8	Beaches Trail (South) – Section 3 Windy Corner to Brixham Harbour	Short**	£2.5m	Americas Ln scheme
9	Beaches Trail (South) – Section 1 Paignton Pier to Goodrington	Medium	£1.4m	N/A
10	Beaches Trail (South) – Section 2 Goodrington to Windy Corner	Medium	£3.4m	Broadsands cycle route
11	Brixham town centre walking improvements	Medium	£1.3m	Redevelopment of car park site
12	Zoo Trail	Medium/Long	£5.6m***	Paignton masterplan proposals, including redevelopment of key sites and reconfiguring the motor traffic network.
13	Paignton town centre walking improvements	Medium/Long	£1.0m	
14	Torquay Town Trail – Section 1 Harbour to Upton Park	Long	£2.8m	Torquay masterplan
15	Torquay Town Trail – Section 2 Upton Park to Torquay Academy	Long	£1.6m	N/A
16	Torquay Town Trail – Section 3 Torre Cycle Contraflows	Long	£1.5m	N/A
17	Torquay Town Trail – Section 4 Torquay Academy to Ring Road	Long	£4.7m	Edginswell development
18	Torquay town centre walking improvements	Long	£1.5m	N/A

** Further scoping work to better define the project (e.g. area of coverage, potential design of signs etc) would be needed to provide an indicative cost.*

*** although this is a medium level priority, the Americas Ln is well progressed and ready for delivery. Other associated scheme elements are low cost and could also be brought forward for delivery.*

**** Zoo Trail costs include improvements on the cycle route, but do not include for wider changes to the traffic system such as changing Hyde Road to 2-way*

The schemes outlined in this document represent over £46m investment in 27km of high quality cycle routes, walking improvements, and public realm schemes in Torbay. This equates to over £17 per person per year over a 20 year time period, based on the resident population (noting the total population of Torbay nearly doubles in summer months). It would bring active travel spending up to levels seen in leading countries such as the Netherlands, and leading cities in the UK.

This represents a step-change in active travel funding in Torbay, and will be highly dependent on successful funding bids to central government. There are a number of factors which strengthen the likelihood of increased central government funding for active travel in Torbay, including:

- Increased overall funding for active travel, with £2bn for cycling announced and further spending announcements likely over the lifetime of this LCWIP
- Recognition of the need for increased funding and regeneration outside London and core cities to "level up" the country, especially to regenerate town centres and seaside towns
- The need for a green recovery from the Coronavirus crisis and the need to tackle the climate crisis.

Whilst, a value for money appraisal has not been undertaken at this stage, benefits in terms of public health, the local economy and tourism, land value uplift, decongestion, road safety and carbon savings are likely to be significant. Most walking and cycling schemes represent very good value for money, providing sigificantly more benefit to society than the cost of the scheme.

While the costs are significant, they should be seen in the context of a major transport and tourism investment for Torbay. Scheme costs should be compared to other major transport infrastructure such as the £110m South Devon Link Road completed in 2015, proving a new 5.5km dual carriageway between Torbay and Newton Abbot.

In the longer term, Figure 7.1 shows how the Bay Trails could form the core of a comprehensive aspirational cycle network for the Bay, linking to other proposed cycle schemes and more facilities in the area.

The schemes contained in this LCWIP will take many years to deliver and these should be the top priority. However, potential future routes for development at a later stage identified by the background data review include:

- Further development of the cycle network in Torquay, including links to St Marychurch and Babbacombe
- A3022 between Paignton Town Centre, through Preston, and on to Hollicombe Park
- A379 between Paignton and Goodrington
- Broadsands to Churston via Elbery Lane
- Ring road path Torquay to Brixham, including A380 Hamelin Way and A379/A3022
- Roll out of Liveable Neighbourhoods.

Local authorities increasingly need to be agile and flexible in their delivery, and it is important to recognise that opportunities to deliver walking and cycling improvements not identified in this LCWIP are likely to arise. The role of supporting infrastructure and measures, such as secure cycle parking, cycle training, active travel information and mapping, and marketing will also need to be considered.

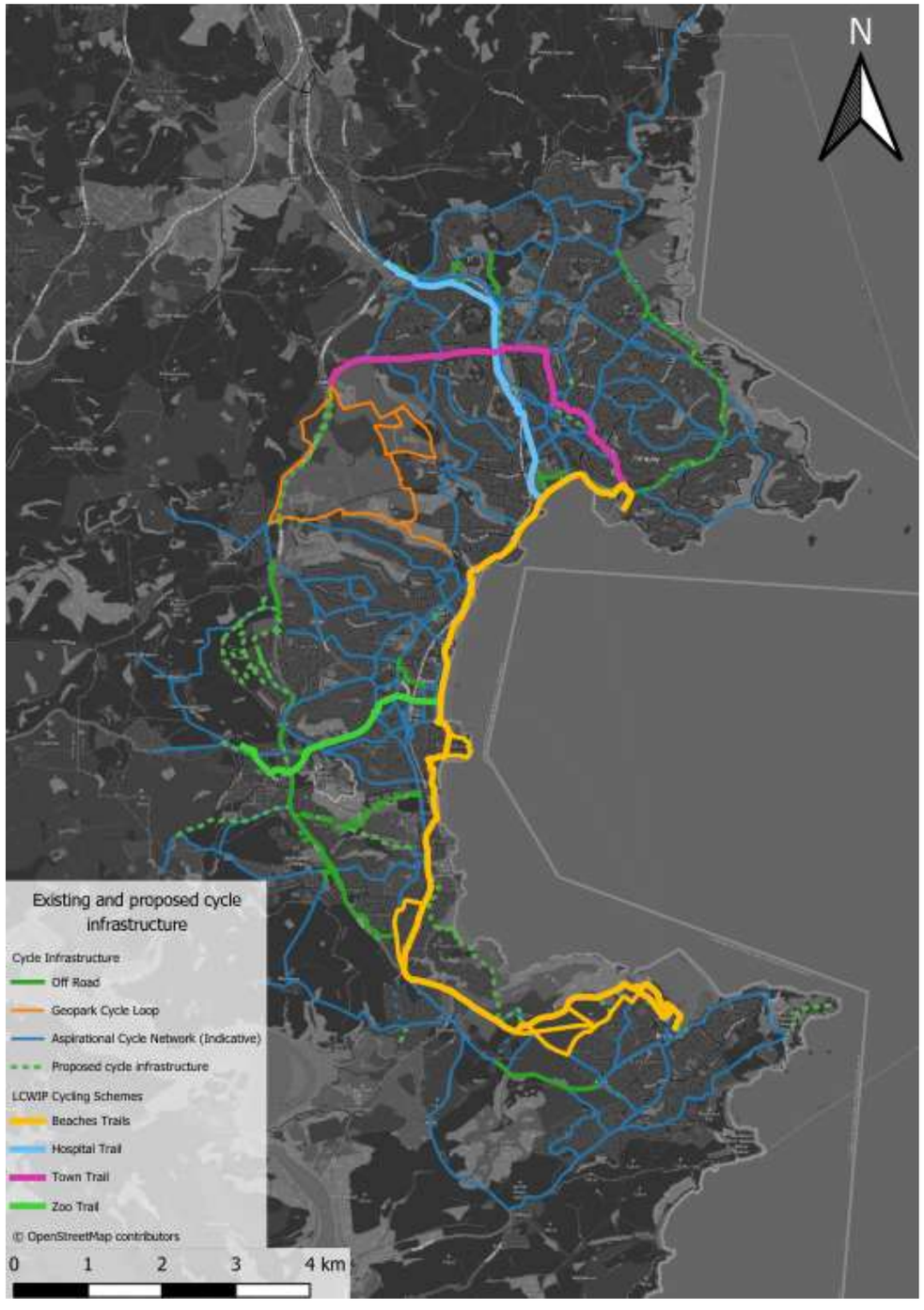


Figure 7.1 Long term aspirational cycle network (indicative)

8 Next Steps

Integration and application

The final stage of the LCWIP process considers how the LCWIP should be integrated into local policy, strategies and plans, as well as practical applications of the outputs of the LCWIPs. Several factors need to be considered.

Governance

The ongoing governance structure and delivery team for the LCWIP will be confirmed by Torbay Council, linking to existing governance structures. The Council's existing walking and cycling officer group is likely to play an important part in coordinating and delivering the LCWIP going forward. Key delivery partners and Torbay community stakeholders will form a key part of delivery.

Stakeholder engagement & public consultation

A draft version of the LCWIP was consulted on between 3 February and 14 March 2021. The consultation ran alongside a draft Local Transport Action Plan as well as a series of active travel projects to be delivered during 2021 under the Government's Active Travel Fund (Phase 2). This allowed the opportunity to have a wide conversation with the community about transport, including how active travel can be linked across transport outcomes in an integrated transport planning sense. The aim of the consultation was to engage the Torbay community (including residents, businesses, community groups, etc.) to ensure the LCWIP could best be progressed in a manner with meets local needs and priorities. The Council sought views on the principle of what was being proposed as well as the detail.

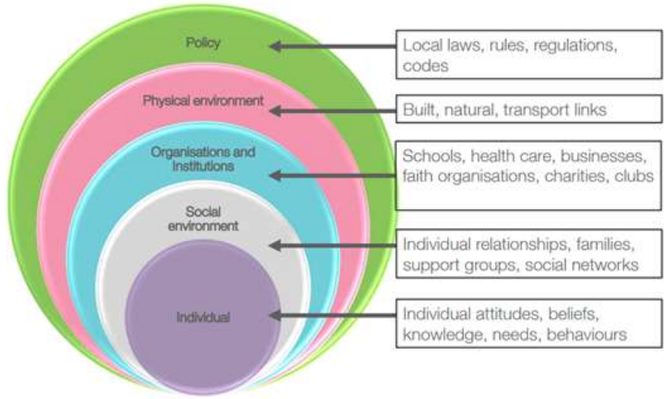
A range of methods were employed to enable people to provide views on the plan, including a public survey (700+ responses received), written comments, the use of an online mapping tool (Widen My Path), the hosting of dedicated online public meeting as well as numerous other meetings and conversations with the community. The consultation was publicised widely via social media and many other channels.

A full consultation report is available separately to the LCWIP and accompanies the document's adoption. There was broad support for the LCWIP (71.4% of survey responses supported, only 11% of persons did not). In addition, there was clear support for the delivery of active travel and a transport system which delivered against the priorities of health and wellbeing, the economy and tackling climate change. A number of changes were made to the final version of the LCWIP to take on board the results of the consultation and these are detailed within a separate report.

Integration

Torbay Council is currently reviewing its Local Plan and other major local policy documents and as such this represents an excellent opportunity to fully integrate the outputs from the LCWIP into local policy. This will help ensure that emphasis is given to cycling and walking within both local planning and transport policies, strategies and delivery plans. Reflecting the LCWIP in local policy will also to help make the case for central government funding. The LCWIP will be a crucial part of increasing active travel in Torbay, helping to deliver improved infrastructure. However, it doesn't include all the elements needed, including non-infrastructure measures.

The LCWIP represents part of the answer to enabling active travel in Torbay, but it operates within a wider system, and a whole system response is needed from the Torbay community.

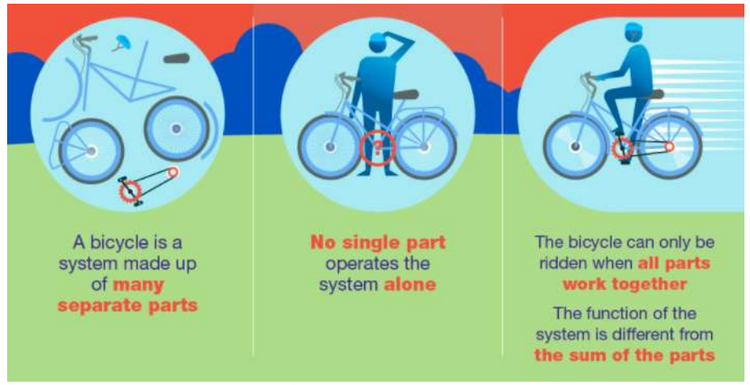


'Understanding systems' taken from Public Health England, 2019

The infographic above depicts a simple system. There is a clear relationship between the individual parts, the function of the parts and the outcome. Systems are often far more complex and have lots of different relationships and interactions.

Delivering a plan for walking and cycling infrastructure can be a part of the system solution but it needs other parts of the system to function. For instance, taking cycling as an example, better cycle route infrastructure may be an important factor to enable an individual to cycle more but other factors such as training, confidence, access to a suitable bicycle, having a safe space to change clothes if required, knowledge, parking, employer attitudes, social groups and fitness may also be factors for an individual person and will vary to different degrees between different individuals.

It is also true to say that an approach to delivering better walking and cycle infrastructure in Torbay can be a key part within multiple different systems across Torbay which are tackling various issues, whether that relates to economic development, tackling climate change, or improving the health of the population. These systems are complex but it is only by mapping, unpicking and understanding those relationships and opportunities that we can knowingly deliver changes effectively and in a joined-up way. A whole-systems approach reflects Torbay Council's key values of being people-orientated, adaptable, forward-thinking and with integrity.



Illustrating some elements of a whole system approach in this instance in the context of physical activity, adapted from Sport England.

The Council will look to develop a whole systems approach to address how Torbay can increase active travel as a key part of meeting our stretching target of getting 10% of people in Torbay more physically active by 2025. Achieving this target would place Torbay above the regional and national averages for physical activity.

Securing funding and delivery

The LCWIP sets out the case for future funding for cycling and walking infrastructure. As set out in the section above there are a number of compelling reasons for central government to invest in active travel infrastructure in Torbay. In addition, local funding contributions are likely to be available from developer contributions, other bids, and potentially contributions from limited local authority budgets.

Due to the nature of local authority funding, the majority of funding is likely to come from bids central government. The future funding streams are therefore unclear and it would be inappropriate to commit to exact delivery timescales. Table 7.1 provides an indication of timescales, and sets the broad priorities for scheme delivery when funding does become available. There will be a need to be flexible, adapting to changing circumstances and opportunities. For example, certain private sector development sites with associated cycling and walking contributions may come forward sooner, or later, than anticipated, and scheme priorities may change to reflect this. There may also be opportunities to incorporate cycling and walking improvements as part of other transport schemes. Investing in more detailed feasibility studies for key routes within the LCWIP will help to create “shovel ready” schemes that can be delivered when central government or other funding becomes available.

Some funding and developments may necessitate or provide opportunities to improve the infrastructure away from the core LCWIP routes. Whilst the focus should remain where possible on the network to support the existing demand, new developments in particular may give rise to new or strengthened walking zones or routes connecting to that core network.

The newly formed Active Travel England will act like Ofsted for schools, and assess local authorities’ performance on active travel, with findings influencing funding authorities receive across all transport modes.

Reviewing and updating

Delivery of the LCWIP schemes should be continuously reviewed as part of a collaborative officer approach to monitor outcomes, including by the walking and cycling officer group.

In line with other transport plans, it is envisaged that the LCWIP will need to be updated approximately every four to five years to reflect progress made with implementation. LCWIPs may also be updated if there are significant changes in local circumstances, such as the publication of new policies or strategies, major new development sites, or new sources of funding.

APPENDIX A: Key Cost Assumptions

Overall assumptions

- Preliminaries allowance 35%
- Preparation 9%
- Supervision 5%
- Project Risk Allowance 44%
- Inflation and VAT: Excluded

Scheme assumptions

20mph limits scheme

Costs based on Bristol 20mph limits project. Bristol has a total road length of 1200km, with a total project cost of £2.77m. Torbay total road length is 529km. An additional allowance for inflation since the Bristol scheme delivery was also added.

Beaches (North) – section 1

3. Cost of new harbour bridge not included

5. Cost based on path through Princess Gardens, and not alongside the carriageway

9. £900k cost estimate for Rathmore Rd roundabout provided by Torbay Council

Beaches (North) – section 2

3. Does not include public realm improvements or junction re-alignment/land acquisition

Hospital Trail – section 1

1. No cost included for off-road cycle route to Newton Abbot

3-7. Assumes off road cycle provision rather than modal filters

9. Crossing cost not included as this is included in the Torquay Town Trail estimates.

Hospital Trail – section 2

1. £500k cost estimate of sloped cycle route to replace steps provided by Torbay Council

5. Cost assumes shared use path on Rathmore Rd and improvements to The Avenue/Rathmore Rd junction. Conversion of Rathmore Rd to 2-way and removal of The Kings Drive is NOT included

Beaches Trail (South) – section 2

8. Excludes alternative route through Hookhills

Beaches Trail (South) - section 3

1. Excludes lighting costs

2. Includes £2,3m cost for Americas Lane scheme, based on WSP estimate

3. Light touch signage measures only

Brixham walking improvements

H. Bridge costs not included – further feasibility work would be needed

I. Assume this will be delivered as part of the redevelopment of the site. Costs not included.

Zoo Trail

Includes £1.5-£2.0m for station square + £2m for the public realm scheme on Torbay Rd

Improvements on the walk/cycle routes are included and costed, but no costs for wider changes to the traffic network are included (e.g. 2-way operation on Hyde Rd)

Torquay walking improvements

D. Assume harbourside walking route will be delivered as part of redevelopment of the car park. No costs included.

Torquay Town Trail

7. Section delivered by new development. No costs included.

References

[i] Public Health England (2014), Everybody active, every day
[ii] Sport England, Active Lives Survey May 18/19
[iii] Source: https://uwe-repository.worktribe.com/output/875541
[iv] SQW (2015) Devon cycling and walking trails Economic impact analysis for Devon County Council
[v] Images and text sourced from the West of England Local Cycling and Walking Infrastructure Plan 2020-2036