



# Local Transport Plan 3

## Implementation Plan (Part B: Torbay)

March 2011

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# Section A

## Torbay and Devon Implementation Overview





## 1. Introduction

### 1.1. Role of the Implementation Plan

- 1.1.1. This publication is one of three documents that make up the 2011-2026 Local Transport Plan (LTP) for Devon and Torbay. The other two are the LTP Strategy and the LTP Technical Annex. The Implementation Plan outlines how schemes and other measures will be delivered to achieve the goals of the Strategy.
- 1.1.2. The Implementation Plan is split into two parts – one covering Devon and the other Torbay. A number of projects such as Devon Metro and the South Devon Link Road are being delivered jointly. The Implementation Plan will be reviewed each year and fully updated every five years to take account of this.
- 1.1.3. The LTP sets out proposals for significant levels of investment and it is important that we are able to ensure that the money is being spent effectively, delivering against the goals and that we are getting value for money. This will be done by setting up a monitoring framework that reviews progress against a number of indicators such as levels of bus usage, cycling and traffic.
- 1.1.4. The monitoring information will be used to review the delivery of the LTP at the end of each five-year period and, if required, modify the strategy and planned investment programme for the following period(s) alongside other factors such as funding availability, government policy and the deliverability of schemes.

## 2. Funding Context

- 2.1.1. At the end of October 2010 the Government announced significant changes to both the overall levels of funding for local transport and the way they are distributed to local authorities. It set out proposals to simplify the complex range of funding pots that local authorities had to submit bids to the Government for. At the same time however, the government also reduced the total amount of funding available as part of the overall spending cuts announced in the Comprehensive Spending Review.
- 2.1.2. Transport funding is split into two types – capital and revenue. Capital pays for assets that will last several years. This can range in size from a small extension of a footway to a major road scheme. Revenue funding covers most other expenditure from maintaining information on websites to concessionary fares and bus subsidies. This is explained in more detail below.

### 2.2. Capital - Major Schemes

- 2.2.1. Bids to the Government for transport schemes over £5m are known as major schemes. The Government has allocated a specific sum of money over four years that local authorities can bid for. It also announced details of two additional funding sources, the Regional Growth Fund and Tax Increment Financing, which, subject to further detail from the Government, may provide alternative funding options.
- 2.2.2. Devon and Torbay are currently bidding for the South Devon Link Road (Kingskerswell Bypass) (£125m). The Department for Transport has stated that the project will move into the 'development pool' - for projects that are under consideration for delivery in the next four years. The next stage is for both authorities to start work on the funding package that will underwrite the project under the new proposals for the scheme. New tenders for the design and build construction contract will also be required prior to making a best and final funding bid early in

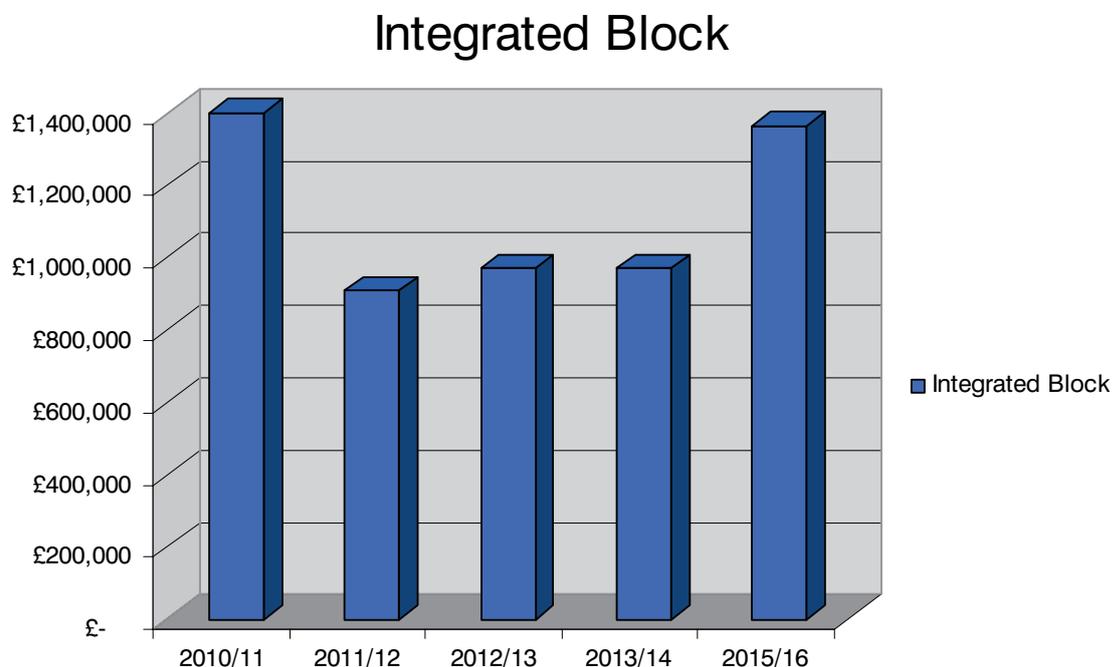
2012. If successful, construction would start on the scheme in summer 2012, with completion due in 2015. Devon and Torbay will be required to fund a substantial proportion of the costs from local sources in addition to the Government funding.

- 2.2.3. Not all major transport schemes in the area over £5m are funded directly by the Government through the major scheme bidding process. Some are delivered through local sources of funding including council corporate capital funding and developer contributions.

### 2.3. Capital - Smaller Schemes

- 2.3.1. Devon and Torbay have, in recent years, been successful in winning funding from various sources, many of which were specific funds set up by the Government for different purposes. These include Community Infrastructure Fund (CIF) awards for schemes in Exeter and Newton Abbot, the Big Lottery / Sustrans Connect 2 project in Newton Abbot, Living Streets in Torbay with the support of Sustrans, and the Cycle Exeter project from Cycle England. These were in addition to the basic core funding from the Government known as the 'Integrated Block'. More detail can be found in Table 2 below.

- 2.3.2. The Government announced its spending plans for the next four years in October 2010. It is not possible to accurately predict what the spending plans for a future Government will be beyond the election in 2015. They may increase or decrease subject to many factors including its priorities at the time and the state of the economy. Basic levels of funding for new transport schemes (the 'Integrated Block') for Devon and Torbay in the next four years are expected to fall by almost half compared to the last four – see Figure 1 below. This will be the same for all authorities across England.



**Figure 1: Indicative Integrated Block Capital Funding for Transport Schemes in Torbay 2010/11 to 2014/15\***

\* Excludes South Devon Link Road major scheme. Confirmed funding levels are subject to approval by Department for Transport

2.3.3. The Government has announced that many of the funding sources above will be combined into one Sustainable Transport Fund from 2011/12. This will be a combination of capital and revenue. The total capital funding across the country will be significantly less than that available in recent years. Local authorities such as Devon and Torbay will be able to bid for this funding in competition with other authorities across England. Further detail is expected in early 2011 but initial indications suggest that successful bidders will need to source match funding from other local sources including partners. More information on the fund can be found at: <http://www.dft.gov.uk/press/speechesstatements/statements/baker20101213>

## 2.4. Capital - Maintenance

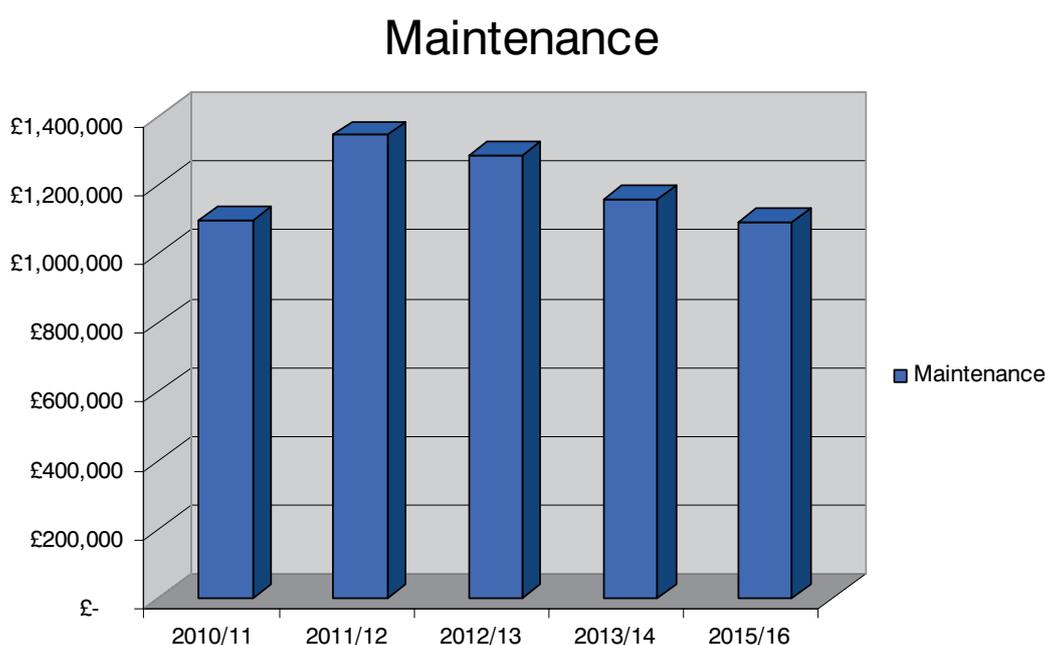
2.4.1. The Government provides an annual sum to local authorities to help maintain their assets such as roads, footways, cycleways, bridges, retaining walls, street lighting, traffic signals and other structures and equipment. It excludes running costs such as electricity for street lighting, small reactive repairs such as filling potholes and other maintenance such as clearing ditches or cutting roadside vegetation.



2.4.2. Levels of maintenance block funding for the first four years were announced in December 2010. Figure 2 below shows the anticipated levels of maintenance funding for the next four years, the last two of which are indicative. However costs for repairing roads and structures could increase over the next few years including the growing costs of oil used in resurfacing materials and other factors. The volume of work achievable with a given level of funding will therefore be smaller.

**Figure 2: Maintenance Block Allocations for Torbay Council £m (from Department of Transport)\***

\* Indicative allocations only

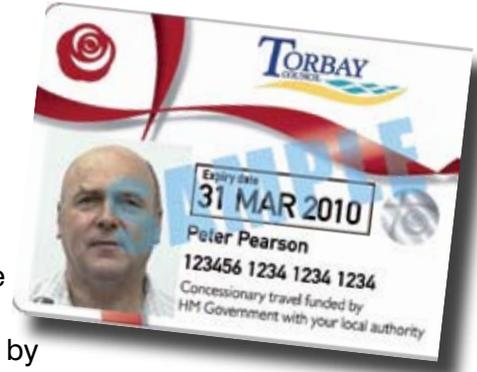


### 3. Devon-wide Schemes with Torbay

- 3.1.1. There are a number of schemes that provide benefits across Devon and that are expected to be implemented jointly with Torbay, and in some cases, Plymouth.

#### 3.2. Smartcards

- 3.2.1. Smartcards are a new form of payment for bus travel that reduces passenger boarding times and improves the convenience of bus travel for existing and potential users. They offer the potential for better value bus travel by opening up opportunities for more flexible ticket options that more accurately reflect users needs, for example the bulk purchase of travel over a period which is not based on travelling every day in the week. The benefits have been demonstrated by the Oyster card scheme in London and supported by respondents to the recent Future of Transport in Exeter consultation.



- 3.2.2. There is potential to expand the role of smartcards to benefit everyone in Devon and Torbay. In the longer term the one card could pay for on and off-street car parking as well as bus travel. There may be future opportunities to expand this to cover other local authority services such as libraries and sports centres, helping to reduce the number of different cards required.
- 3.2.3. Funding will be considered in the first five-year period, subject to a full business case, to support the costs of introducing the equipment required to use smartcards. This will be from a combination of funding sources including a bid for regional funding. The scheme will need to be delivered in partnership with bus operators and this will determine the timescale within which the project can be implemented.

#### 3.3. Bus Real-Time Information

- 3.3.1. Real time information for buses is a key part of a 21st century public transport system for Devon and Torbay. Existing and potential users expect to be able to manage their journey plans with up to date knowledge with information on disruptions and changes to services being particularly important. Rail users now make extensive use of the up to date information available on a minute-by-minute basis. A real time system for buses has been in place in Exeter for several years. There is now a need to expand the availability of real time information to the whole of Devon and Torbay and further improve the system in Exeter. The benefits are particularly significant for users in rural areas where services are less frequent, and a delay or cancellation of a service can cause major inconvenience to users without the knowledge to make alternative arrangements.
- 3.3.2. Real time information does not just benefit bus users. It is also an important tool to enable bus operators, particularly those with busy urban routes. The information provided enables the operators to know exactly where vehicles are drivers are and reschedule them in response to delays or congestion if required. The information can also be used to provide bus priority at traffic signals when services are running late. This is particularly important where there is little or no scope for segregated bus lanes.
- 3.3.3. A full business case will be developed to confirm the scope of the scheme. Delivery will require a partnership with bus operators. Devon, Torbay and Plymouth will work together to provide a comprehensive system across the three areas. Information displays will be provided at key locations such as rail stations, certain bus stops, hospitals and major employers. Mobile and internet technology will play a major role in getting information to users wherever they are.

### 3.4. Devon Metro

3.4.1. Devon Metro is an extensive plan to expand the role of railways serving Exeter and Torbay over the next fifteen years. Exeter is almost unique for its size in having eight railway stations within the city with four suburban lines feeding into it. The feedback from consultation indicates that rail has a major role to play in getting people into Exeter and Torbay, across Exeter itself and connecting with the national rail network for the rest of the UK. This is supported by data in the Evidence Base that shows significant increases in passenger numbers in recent years.



- 3.4.2. The Devon Metro concept brings together the network of lines feeding into Exeter from Barnstaple / Crediton and Okehampton (subject to confirmation of service provision), Torbay / Newton Abbot / Teignmouth / Dawlish, Exmouth and Honiton / Axminster. The key strength of the network is the ability to connect journeys across the city, for example from the Torbay line through to Digby and Sowton, serving the major employment location there. There is also growing demand to locations such as Barnstaple and Torbay for leisure and tourism as well as business needs.
- 3.4.3. There are two key elements to Devon Metro: additional stations at strategic locations to serve employment or housing growth and enhanced service levels and quality of rolling stock. The proposed additional stations within the fifteen year period of the plan are at Marsh Barton, Newcourt, Cranbrook and Edginswell (Torbay). A new station serving proposed growth east of Okehampton is anticipated in conjunction with the proposed new service by Dartmoor Railway between the town and Exeter. Longer term new stations will be considered for other locations including Monkerton (for Exeter Business Park and the planned growth in that location), Exmouth North and Cullompton. Monkerton and Exmouth North would require significant investment in additional track capacity on the Exmouth line.
- 3.4.4. Both the Greater Western and South Western franchises are due for renewal in the next few years. The Government has indicated that it expects to award longer franchise periods that will provide operators with greater flexibility of service provision. This will provide an opportunity for Devon to explore improvements to service patterns in conjunction with potential bidders. The Great Western Route Utilisation Strategy<sup>1</sup> produced by Network Rail supports the principle of increasing the service frequency on the Torbay – Exeter line to half hourly from 2016.
- 3.4.5. Design work on Cranbrook station has been accelerated to enable the development of the new settlement to progress. Construction is expected to start in 2012/13. The new station at Okehampton East is expected to be constructed in 2012 if the application by Dartmoor Railway to run services is successful. The station will be funded by Devon County Council.
- 3.4.6. Consultation on the overall Devon Metro concept was carried out through the Future of Transport in Exeter consultation in spring 2010 and received strong support. Rail was also a popular suggestion for further improvements in the wider LTP3 consultation. A full business case is being developed to justify the infrastructure investment from a number of sources including developer contributions and the Integrated Block. Additional track capacity at Cranbrook will be a significant cost and require a separate business case. Construction, if justified, may take place beyond the fifteen year period of the plan.



# Section B

## Torbay Implementation Plan





## 4. Introduction

4.1.1. The Torbay Implementation Plan sets out the transport schemes Torbay Council proposes to deliver in the area, in order to realise the strategy. These projects have been split into three five year plans, explained later in this section.

4.1.2. This chapter examines the levels of funding that Torbay Council expects it will receive for transport in the short term (first five year plan) and how much of this finance will be allocated to each scheme. Due to limited funds, schemes have been prioritised for funding based on deliverability, affordability and how they meet our goals set in the Strategy, having been widely consulted on across Torbay and Devon.



4.1.3. Detailed information on what the delivery of each identified scheme will actually mean in real terms for the residents of Torbay is included in this part of the document. The Plan also sets out the monitoring framework for Torbay, in order to scrutinise the outcomes achieved in transport terms. A series of indicators to measure how Torbay meet the National Goals, as well as delivering local aims and objectives as set out in the Place Strategy chapter of this document.

## 5. Funding Detail

### 5.1. Scheme Priority and Funding Allocation

5.1.1. Schemes have been identified that are most important to achieve Torbay’s objectives and broken down into foundation schemes and targeted capital interventions. These two types of scheme are then split into three five year time periods. It is clear though, that there is an ongoing need to make the best use of existing infrastructure and alternative sources of funding will need to be identified throughout the life of this Plan.

**Figure 3: Implementation Plan Five Year time frames**

Short Term	Medium Term	Long Term
2011/12 - 2015/16	2016/17 - 2020/21	2021/22 - 2025/26

5.1.2. Some schemes may be accelerated or delayed during the life of the Plan, depending on when funding can be secured, and how important they are to achieving Torbay’s goals.

5.1.3. A core group of ongoing foundation schemes will be implemented throughout all three time periods of the plan. These are low-cost, high value schemes that are important both to the community and to achieve the goals laid out in the strategy. These will be the first in line for funding within each allocation of funds for transport. The foundation schemes are shown in figure 4:

**Figure 4: Foundation Schemes**



5.1.4. Targeted Capital Interventions are more specific schemes that focus on a smaller geographical area and tend to be more high-cost, high value projects; these remain important to ensure the strategic aims of the plan are achieved, but their costs may not be covered entirely by the expected government funds and other sources of funding may be needed to ensure completion. Additionally there are many short term schemes



Improving public services - introduction of Route 67 in Torbay

identified, with few long term schemes currently listed. This is because it is difficult to identify projects that may be needed and feasible to deliver in the future. It is expected that new projects will be added to this list as the plan progresses. Figure 5 below illustrates the timeframe expected for the remainder of the schemes.

Figure 5: Targeted Capital Investments



## 5.2. Highway Maintenance

- 5.2.1. Torbay Council always ensures a high standard of management for its transport roads and footways. However funding for maintenance allocated to local authorities by the Department for Transport has been tightened in recent years and a combination of ageing infrastructure and tough economic times, will make maintaining the network to a suitable condition more challenging, as the third Local Transport Plan period unfolds. A vigorous monitoring and assessment process is in place to ensure problems with the network are identified and resolved, as outlined in the Asset Management Plan section for Torbay (Section 2 of the Strategy document).
- 5.2.2. Table 3 below shows the Highway Capital Maintenance funding provided by the Department for Transport, through the Local Transport Settlement.

**Table 3: Highway Capital Maintenance 2011/12 – 2015/16**

	2011/12	2012/13	2013/14	2015/16
	Final Allocation	Final Allocation	Indicative Allocation	Indicative Allocation
Highway & Structural Maintenance	£1,346,000	£1,288,000	£1,161,000	£1,094,000

### 5.2.3. Proposed schemes:

- Maintain a road network that is more resilient to extreme weather events
- Ensure a high standard of management of Torbay's transport assets, by implementing the Network Management Plan<sup>2</sup> and the Highway Maintenance Plan<sup>3</sup>.
- Continue an ongoing programme of replacement and upgrading of the basic highways infrastructure
- Improve the overall condition of the highway network by reducing the percentage of deficient carriageway, footway and street lighting facilities



## 5.3. Exceptional Maintenance Scheme Prioritisation

- 5.3.1. Torbay is particularly vulnerable to flooding from a number of different sources including main river flooding, open watercourse flooding and coastal flooding, all of which affect the public highway and rail network.
- 5.3.2. Within Torbay the main rivers and ordinary watercourses are under riparian ownership and therefore Torbay Council as highway authority is responsible for the operation and maintenance of the culverted sections under the public highway. In a number of locations, including Occombe Valley Road, Adelphi Road, Torquay Road and Barcombe Lane these culverts are

<sup>2</sup><http://www.torbay.gov.uk/trafficmanagement>

<sup>3</sup>[http://www.torbay.gov.uk/highway\\_maintenance\\_plan.pdf](http://www.torbay.gov.uk/highway_maintenance_plan.pdf)

old and in a poor structural condition. In Occombe Valley Road sections of the culvert have previously collapsed resulting in flooding to a number of properties. In order to reduce the risk of further collapses and flooding to properties it is proposed that a programme of remedial works be undertaken at these locations.

5.3.3. Because of Torbay’s largely linear development around the coast, the A379 and rail infrastructure between Torquay, Paignton and Goodrington sit within a few metres of the sea in places. As a result one exceptional storm event could potentially wipe out Torbay’s rail network and part of Torbay’s primary highway network linking the north and south internally. This would not just affect car and rail journeys, but all modes of transport including walking, cycling and public transport.



5.3.4. Around Torbay there are two coastal defences at Meadfoot and more importantly for highways Livermead, which act as highway retaining walls. Both of these walls have a history of being damaged during severe storm events resulting in repair works having to be undertaken. A recent inspection of these walls has identified further deterioration of the structure and some mid-term works to the network will be needed during this period to also ensure that the coast route remains in good condition. This includes repairs to the sea wall at Livermead after storm damage to the revetment (which helps dissipate wave energy). Voids in the main wall will also need filling with concrete and matching stonework. Failure to undertake these works will result in the loss of these coastal / highway walls and lead to the closure of the coastal road around Torbay.

## 6. Scheme Delivery Programme

- 6.1.1. Identified schemes will largely be funded through the Local Transport Settlement, which is money given to the Council by the Department for Transport.
- 6.1.2. The Local Transport Settlement includes two blocks of funding, the Highways Maintenance Block and the Integrated Transport Block. The Integrated Transport Block is provided by the Department for Transport to Local Authorities in order to enable them to deliver small transport improvements that help to meet the local authorities transport goals as shown in Table 4.

**Table 4: Integrated Transport Block 2011/12 – 2015/16**

	2011/12	2012/13	2013/14	2014/15	2015/16
	Final Allocation	Final Allocation	Indicative Allocation	Indicative Allocation	Not Allocated**
Financial award	£910,000	£971,000	£971,000	£1,365,000	£1,250,000

\*\* The 2016/17 funding levels are what Torbay Council hope to receive as a bare minimum, however there was no indication of the level of finance from the Department of Transport at the time of going to print.

6.1.3. Each transport authority's allocation is calculated through a needs based formula by the Department for Transport. Additionally local authorities are invited to bid for other funding from the Department of Transport. In December 2010 this included the Local Sustainable Transport Fund, Major Projects and Regional Growth Fund. It is possible that other funding will become available throughout the 15 year plan period.



- 6.1.4. The Local Sustainable Transport Fund is designed to support packages of transport interventions that support the economy, reduce carbon emissions, deliver cleaner environments, improve air quality, enhance safety and reduce congestion. It includes a mix of capital and revenue elements. Packages bidding for this money must be of low cost, high value measures, tailored to local needs. Only one successful bid per authority will be allowed, although more than one bid may be submitted.
- 6.1.5. Major Projects have their own separate pot of funding and require significant sums of investment. Torbay has jointly bid with Devon County Council as explained in the strategy and section 4 of the Implementation Plan, for the South Devon Link. This scheme was identified as the largest and most important investment required in the Bay.
- 6.1.6. The Regional Growth Fund is available to all authorities to bid for a share of £1.4 billion. Schemes eligible will be those that demonstrate the ability to unlock sustainable economic growth for their area.
- 6.1.7. Additionally it is possible for local authorities to obtain transport contributions from developers when new developments are built. This helps to ensure that new sites do not adversely impact upon the existing transport network. Section 106 agreements, together with the Community Infrastructure Levy, will collect a tariff related amount from a new development, which is then put towards part funding for area wide schemes. These are seen as vital not only to unlock economic growth, but also to ensure that Torbay can continue to provide a high quality transport network in a sustainable manner.
- 6.1.8. Taking all these types of funding together, an outline budget has been produced as shown in Table 5 to identify how the Local Transport Plan schemes will be financed.

<sup>4</sup><http://www.dft.gov.uk/pgr/regional/transportfund/>  
<sup>5</sup><http://www.dft.gov.uk/pgr/regional/ltp/major/>

<sup>6</sup><http://www.bis.gov.uk/policies/economic-development/regional-growth-fund>

**Table 5: Proposed Torbay Integrated Transport Block budget 2011/12 – 2015/16**

	Integrated Transport Block					Alternative or Additional Sources of Funding			
	Year 1 £'s	Year 2 £'s	Year 3 £'s	Year 4 £'s	Year 5 £'s	Local Sustain-able Transport Fund	Major Scheme	Regional Growth Fund	Developer Con- tributions
South Devon Link Road	-	-	-	-	-		✓		
Ferry Services	10,000	-	-	-	-	✓			✓
Fleet Street Re- development	-	300,000	300,000	300,000	300,000				
Transport Action Zones	200,000	-	200,000	-	200,000				
Hele Village Traffic Improvements	100,000	75,000	-	-	100,000				
Brixham Park & Ride	-	-	10,000	500,000	-				
Minor Congestion Relief	100,000	55,000	-	55,000	100,000				
Road Safety	80,000	80,000	80,000	80,000	80,000				
Traffic Management Systems	75,000	75,000	75,000	75,000	75,000				
Walking & Cycling	70,000	125,000	80,000	150,000	100,000	✓			✓
Public Transport Infrastructure	65,000	70,000	70,000	75,000	75,000	✓			✓
Integrated Transport Schemes	50,000	50,000	50,000	50,000	50,000				
Improving Rail Stations	50,000	20,000	-	-	50,000				
Bus Priority	30,000	30,000	30,000	30,000	30,000				✓
Smart Cards & Ticketing	30,000	15,000	10,000	5,000	-				
Highways Signage	20,000	20,000	20,000	20,000	20,000				

	Integrated Transport Block					Alternative or Additional Sources of Funding			
	Year 1 £'s	Year 2 £'s	Year 3 £'s	Year 4 £'s	Year 5 £'s	Local Sustain-able Transport Fund	Major Scheme	Regional Growth Fund	Developer Contributions
New Rail Station at Edginswell	10,000	20,000	-	-	-				✓
Infrastructure for the disabled	10,000	10,000	10,000	10,000	10,000				
Real-time Bus & Rail Information	5,000	15,000	25,000	15,000	60,000				✓
Coach Parking Bays	5,000	11,000	-	-	-				
Bus & Rail Integration	-	-	11,000	-	-				✓
Paignton Park & Ride	-	-	-	-	-				✓
Torquay Park & Ride	-	-	-	-	-	✓			✓
Windy Corner Junction Upgrade	-	-	-	-	-				
Western Corridor Transport Growth	-	-	-	-	-			✓	✓
Paignton Town Centre Improvements	-	-	-	-	-				✓
Electric Car Charging Points	-	-	-	-	-				
	910,000	971,000	971,000	1,365,000	1,250,000	3,500,000	£125,000,000		

## 7. Scheme Delivery Information

### 7.1. Introduction

- 7.1.1. The schemes referred to above, are now explored in more detail, identifying what each project will actually mean on the ground. This will give a flavour of the type of improvements that will be delivered over the next 15 years for transport in Torbay. Details included are primarily focused on the next five years. The list however is not exhaustive, and given the length of the plan period, new ways to provide transport improvements are likely to emerge.
- 7.1.2. Links to how each scheme relates to the place strategy goals, have been indicated using the symbols below:

-  Enabling development and economic growth
-  Enhancing Torbay's built and natural environment
-  Improving Safety & Health
-  Improving Accessibility
-  Making the big connections

### 7.2. Walking and Public Rights of Way

- 7.2.1. Walking is the most common form of travel – it usually forms the beginning and end of all journeys. Walking may only account for a small proportion of the distance or time spent travelling for any given trip; however it can often be the most difficult or frustrating part, particularly for vulnerable users. Making walking easier and a real alternative to other forms of transport for short trips will help to achieve the aim of encouraging people to make 'smarter choices' when travelling in Torbay.



- 7.2.2. Building in exercise to peoples everyday transport schedule will ensure that residents benefit from a healthier lifestyle and higher quality of life. Additionally an increase in walking trips over conventional trips made by the private car will ensure significant benefits for the local environment and reduce carbon emissions. Therefore walking will be encouraged as the primary mode of travel for short trips of under a mile in Torbay.
- 7.2.3. Working alongside the National Health Service schemes to promote increased exercise, such as 'Bay Walks', will continue, building on projects implemented during the last two Local Transport Plans.

7.2.4. Proposed schemes:

- Improvements to footpaths and walkways, especially where there are missing links and inadequate facilities
- Use the 'Manual for Streets'<sup>7</sup> principals to create high quality pavements and footpaths
- Maintain and improve the public rights of way network
- Continued improvement of safe walking routes to school
- Further pedestrianisation of shopping streets where practical
- Promotion of walking through travel plans and joint campaigns with health groups
- Increase awareness of the public rights of way network to both residents and visitors through a joint walking and cycling map for Torbay
- Improving signing of walking routes
- Create new links to the South West Coast path
- Provide crossing facilities on roads that adhere to pedestrian desire lines where practical
- Ensure all footpaths have adequate lighting

7.3. **Cycling** 

7.3.1. Like walking, encouraging more people to cycle will help achieve a more active and healthy community in Torbay. Cycling over the years has often become a hobby rather than a means of everyday transport, and although building on this enthusiasm for leisure cycling will continue to be encouraged and developed, ensuring that cycling can be seen as an everyday mode of travel for commuting and business use is seen as the real challenge in this Plan.



7.3.2. Torbay has made much progress in delivering cycle infrastructure and promoting the benefits of cycling during the last Local Transport Plan, where cycling use increased by over 50% over five years. Despite this, there is much progress to be made and this was best highlighted by the ratings Torbay residents gave to the provision of cycle facilities in the National Highways and Transport Public Satisfaction Survey 2010.

7.3.3. Key to the delivery of cycle improvements will be to look beyond Torbay's borders and deliver a National Cycle Network that links into the rest of Devon and the UK, now that the backbone of the Torbay network is completed.

7.3.4. Proposed schemes:

- Complete the National Cycle Network route between Paignton and Brixham
- Connect the National Cycle Network between Newton Abbot and Torquay in conjunction with Devon County Council and Sustrans

<sup>7</sup><http://www.dft.gov.uk/pgr/sustainable/manforstreets>

- Connect the National Cycle Network between Totnes and Paignton & Brixham
- Introduce new cycle lanes and paths where there are missing links between existing facilities
- Continued provision of 'advance stop lanes'. These will be installed at all new junctions built, and where junctions are upgraded.
- Develop, and regularly update a Torbay Cycle Map, showing existing cycle facilities and identify routes without any infrastructure that are quiet and easy to ride along.
- Continue the provision of Bikeability training to children in the last year of Primary School.
- Continue to provide secure, lit and covered cycle parking facilities in Town Centres and at other key service sites
- Pursue through the planning process the requirement for new developments to provide secure cycle parking; commercial developments will additionally need to provide shower facilities and lockers.

## 7.4. Public Bus Services

7.4.1. Delivering reliable, high quality bus services that meet the needs of residents and visitors alike will remain a key aim of this Plan. Torbay Council has a good track record of providing quality services at low cost that continue to be sustainable in the long term. A successful Kick-start bid enabled the 12A to be introduced in 2006, and this route has continued to grow without requiring additional public money. Further examples of this include eight subsidised services that have become financially viable and taken over by operators on a commercial basis. This has freed up investment to target other areas in Torbay that require bus services.



- 7.4.2. A particular focus of this Plan will be to encourage new users to public transport, mainly by switching from private car use. This will be achieved through various measures such as increasing frequencies of service, providing faster more direct routes, serving places where passengers want to travel to and using technology (such as Smart Cards and Real-Time Information systems) to provide reliable and up-to-date information on services.
- 7.4.3. Improving the quality and perception of bus services is also vital given the high cost of introducing High Quality Public Transport schemes and the limited opportunity to provide them in Torbay. Instead the Council are looking to learn from best practice elsewhere and introduce the affordable elements across the existing network, to modernise and improve it in Torbay. This will stimulate a continuing trend of increasing bus passenger use.
- 7.4.4. One existing route in Torbay stands out as having significant potential to be upgraded with facilities associated with High Quality Public Transport services. The key Brixham to Newton Abbot Bus route (Service 12) operates on a daytime frequency of every 10 minutes. The service operates in both Torbay and Devon County Council's administrative borders, so cross-boundary

working would be involved to develop the scheme. Given the flagship nature of this service, operated by Stagecoach, it is hoped that the current vehicles will be upgraded for new vehicles at the beginning of the third Local Transport Plan period. This will allow the opportunity for both councils to invest in other improvements to the route, such as the potential for real-time information displays, more comfortable seating and additional waiting facilities. More detail on the joint Real-Time Information can be found in section 3)

- 7.4.5. Public Bus Services are also a vital mode of transport for young people, who primarily use services to get to school, access leisure facilities and visit friends. It is essential that these services not only meet the needs of children, but also leaves a positive impression, to encourage them to continue using the bus once they become independent and able to drive. Torbay Council recognises this, and has introduced the NiteRider<sup>8</sup> scheme in the Bay, allowing 16 – 19 year olds discounted bus tickets between 18:00 and 22:30, seven days a week on the Stagecoach network in Torbay. This has proved to be very popular with young people. The BronzeRider<sup>9</sup> ticket allows school travel permits to be used seven days a week at any time except during the summer school holiday, on Stagecoach services, including cross-border journey travel.
- 7.4.6. Additionally the majority of school bus services have been incorporated into the public bus network. This helps young people get use to using public bus services and offers more flexible journey options, as a conventional bus service will operate more than just once a day in each direction in many cases. Where ever possible schemes to improve bus services for young people will be considered.
- 7.4.7. Proposed schemes:
- New public transport services will be provided, linking residential areas to town centres, where demand exists
  - All residential areas will have access to education and employment opportunities and healthcare within 45 minutes by public transport
  - Provide residential areas with adequate access to bus services before 9am and after 5pm, for example Great Parks and Shorton
  - Providing more weekend services on routes that are currently lacking in such services
  - Improve services to offer a minimum daytime service frequency of 30 minutes wherever possible throughout Torbay
  - Provide a higher frequency service between Totnes & Paignton
  - Improving bus stop infrastructure; in particular increasing the coverage of shelter at stops
  - Improving personal security at bus stops by installing lighting where appropriate
  - Install raised kerbs at stops as standard
  - Improve the information provided at bus stops, with more user friendly formats
  - Improve the quality of major bus interchanges
  - Invest in the Torbay bus fleet by working with operators to provide new vehicles, when the existing bus is still in operation after eight years.



<sup>8</sup><http://www.torbay.gov.uk/index/payp-index/payp-home/payp-activity/payp-niteridertickets.htm>  
<sup>9</sup><http://www.torbay.gov.uk/index/education/pupil-support/schooltravelsupport/buspasses.htm>

- Introduce facilities such as free Wi-Fi access onboard vehicles
- Provide more comfortable seating on services, especially long-distance services where passengers will remain onboard for significant amounts of time
- Provide 'next bus stop' information on buses

## 7.5. Bus Priority

7.5.1. Highway design and operation which improves bus service punctuality will be investigated during the Plan, including solutions to remove bus services from delays on the network. Bus priority is important to make bus travel more attractive and make best use of the transport infrastructure currently available.



7.5.2. Reliable bus services are often the most important aspect for passengers, both existing users and potential users. Bus priority will not just mean more reliable services, but faster services, as less time will need to be given in timetables to cope with potential delays.

7.5.3. Bus Priority doesn't always require new infrastructure and separate lanes, but can be delivered by the reduction of inconsiderate parking that obstructs and delays buses. Any delays caused by illegal parking will be reviewed to ensure that services are not delayed on their day to day journeys. The potential to purchase a 'camera car' to enforce illegal parking on bus clearways, loading bays and school gates will help to discourage illegal parking.

7.5.4. A separate bus priority report investigating the potential for bus priority measures throughout Torbay will be produced early on in the Plan period.

7.5.5. Proposed schemes:

- 'Bus boarders' installed where on street car parking makes it difficult for buses to pull into bus stops
- Review the layout of street furniture at stops in order to make boarding and alighting easier and faster
- Installing bus lanes, high occupancy vehicle lanes or no-car lanes in areas where the bus would be removed from traffic queues and where road space is sufficient not to have a detrimental effect on other road users
- Upgraded technology to provide buses an advantage at traffic signals. Types of technology include MOVA (Microprocessor Optimised Vehicle Actuation), Selective Vehicle Detection, Automatic Vehicle Location and Bus SCOOT (Split Cycle Offset Optimisation Technique). Some of these measures require no physical use of road space, but enable the signals to turn green when a bus approaches
- Pre-signals and bus advance areas enabling buses to get to the head of traffic queues at signals will be investigated
- Bus gates or rising bollards will be considered on suitable restricted links.

## 7.6. Park & Ride

### Brixham Park & Ride

7.6.1. Brixham has limited access into and out of the Town; it is served by the A3022 from Paignton and an unclassified road coming in from Kingswear. The lack of access by road is compounded by the scattered nature of car parks throughout the Town which are not easily accessible through the historic narrow streets of the fishing port.



Existing temporary park & ride site in Brixham

7.6.2. A temporary, seasonal facility has been provided on the A3022 over the two previous Local Transport Plan periods. It has been a long-term ambition to make this a permanent year-round service and it is anticipated that this will be delivered in the short-term.

7.6.3. Proposed schemes:

- Build a hard standing car park for 350 cars, together with a further 300 space overflow grass-crete surface
- Toilets and waiting facilities will be provided on site
- Information point for visitors offering travel and tourist information
- Investigate potential for cycle hire facilities to be available to allow those parking a choice of travel modes
- Work with Devon County Council, looking at the possibility of extending the Park & Ride services to Kingswear (for Dartmouth).
- Use the existing Service 12 to provide services every 10 minutes into Brixham

### Torquay Park & Ride

7.6.4. Providing a park and ride for Torquay, in order to reduce congestion on the strategic highway network is seen as an important step to deliver the Strategy section of this document. It is likely to be part of a Local Sustainable Transport Fund bid early on in the plan.

7.6.5. Currently there are three potential sites – one at Broomhill Way, Barton, one in the Edginswell area near to the proposed South Devon Link Road site, and the other at Gallows Gate between Shiphay and the Ring Road. Any of the sites would also provide access to Torbay Hospital as well as the town centre, helping to relieve parking problems in and around the hospital. Additional secure cycle parking would also be included in any scheme, to allow passengers to park and cycle in town and increase choice on the transport method they wish to use.

7.6.6. Proposed schemes:

- Provide a hard standing car park for up to 1,500 vehicles at one of the two proposed sites
- Toilets and waiting facilities will be provided on site
- Information points for visitors offering travel and tourist information
- Provide a dedicated and frequent Park & Ride bus service, with all the facilities associated with High Quality Public Transport services, that can be used by local residents to access the town centre
- Include bus priority measures to ensure a fast service to and from the town centre
- Investigate the potential to extend the service to the Willows Shopping Centre and Torbay Hospital

## Paignton Park & Ride

- 7.6.7. Providing a single Park & Ride facility in Paignton, to cover all incoming traffic, is problematic, given there are four main access routes. Nevertheless a feasibility study will be undertaken to assess the options available. This will be a medium to long term project depending on funding availability.
- 7.6.8. Proposed schemes:
- Investigate potential for a Park & Ride in Paignton
  - Include bus priority options to ensure a fast service to and from the town centre

## 7.7. Parking Enforcement

7.7.1. Decriminalised Parking Enforcement was introduced during the second Local Transport Plan. This in-house parking enforcement has successfully helped to combat delay on the transport network for all modes of transport. However some enforcement has become difficult to solve as it requires a significant amount of resources to prevent re-offending. Three areas in particular stand out. Parking outside schools on zigzag lines, parking in loading bays and parking on bus stops. These types of infringement pose serious safety issues to school children and public transport users, forcing them into the road or cross in front of parked vehicles. The most effective way to eliminate this kind of contravention is by using mobile camera enforcement.



- 7.7.2. Proposed schemes:
- Purchase a camera car to assist in the enforcement of illegal parking outside schools, in loading bays, where loading is banned and on bus clearways.

## 7.8. Real-Time Information

- 7.8.1. One of greatest frustration of bus users is not knowing when a scheduled bus will turn up if it is has been delayed. Real-Time Information helps to keep passengers informed about how long they will be waiting and whether there is any major disruption on the network. This ensures passengers can predict when they are likely to arrive at the end of their journey, or make alternative travel arrangements (such as switching routes or modes, when more than one is available) to reach their desired destination.
- 7.8.2. It is proposed the Real-Time information system for buses will be implemented in Torbay as part of a larger cross boundary scheme with neighbouring local authorities. This will provide displays at key bus stops or interchanges across the bus network.
- 7.8.3. Similarly for rail, information displays have been in operation at many stations across the country for some time now. In Torbay both Paignton and Torquay stations have real time information displays, (although at Torquay there is no facility on the down platform). A single

information point on the down platform recently provided real time information at Torre station. In conjunction with Network Rail and the train operating company Real-Time running information will be installed and information systems will be upgraded and provided on all platforms.

7.8.4. Proposed schemes:

- Invest in a Real-Time Information system, likely to be joint with both Devon County Council and Plymouth City Council in order to have a standard system in operation across Devon and allow for provision on cross-boundary bus routes
- Trial the installation of Real-Time Information displays at major bus interchanges in Torbay.
- Investigate the introduction of Real –Time Information along the Service 12 corridor between Brixham and Newton Abbot in conjunction with Devon County Council
- Provide a gradual scheme roll out up to 2026 at appropriate locations throughout Torbay
- Consider Variable Message Signing as an alternative to Real-Time Information displays at bus stops as a way to inform passengers of delays on the network
- Provide information displays at Torre Station and upgrade information at Paignton & Torquay Stations



Real-time time train information at Torre Station bus stop

7.9. Smart Cards 

7.9.1. These are seen to be a significant step forward in terms of reducing delays at bus stops and increasing accessibility for vulnerable groups. They also make transport easier to use, by providing a simple way to pay for transport across more than one mode of travel (e.g. bus, rail, ferry etc.). This enables improved travel options and makes alternatives to private car use more flexible.

7.9.2. Smart Cards also allow improvements to types of tickets offered. Encouraging transport operators to provide multi-operator and multi-modal tickets in Torbay is seen as a vital, as it is a recognised barrier to choice and flexibility when using public transport. Any schemes brokered by the Council would use Smart Card technology to maximise the benefits of any scheme

7.9.3. Proposed schemes:

- Implement a Smart Card scheme including back office operation in partnership with other South West authorities to maximise value for money and improve travel options regionally.
- Working with different public transport operators to deliver a Torbay wide ‘Day Ticket’ across all bus operators in Torbay
- Expand any ‘Day Ticket’ scheme to other modes of transport such as rail and ferries at a later date
- Long term aim of introducing season tickets covering all operators and modes of transport

## 7.10. Rail & Bus Integration



7.10.1. Making public transport easier for passengers to use a variety of modes to complete their journeys is essential as part of an efficient transport system. Key to this will be integrating bus services at rail stations, including a frequent service from rail stations to town centres and key residential areas.



7.10.2. Paignton Rail Station is currently located opposite the Bus Station. As a result integration between modes is currently very good. However better signage at stations on both modes would improve awareness of these facilities. Furthermore a project investigating upgrading the bus station facilities and relocate it on part of the rail station site is ongoing and is being led by the Torbay Development Agency. This may become part of a wider Paignton town centre improvement scheme discussed below in this document.

7.10.3. Proposed schemes:

- Improve the number of bus services between Torquay rail station and the town centre. There is potential to expand the 31 & 34 services to serve Torquay rail station, which in conjunction with the service 12 would offer a comprehensive frequency into town.
- Investigate Paignton bus station and rail station integration, providing a new high quality transport terminus
- Investigate the possibility of extending other bus services to rail stations in Torbay.

## 7.11. Improving Rail Services



7.11.1. Having good quality connections to the rest of the UK rail network is of vital importance to Torbay. Currently there are three direct trains to London and three direct trains to Birmingham on weekdays. The Council is very keen to see additional long distance services from Torbay to London Paddington on the Great Western route and between Torbay, Birmingham and the North on the Cross-Country route.

7.11.2. Demand for local services is also very strong. Currently the local service from Paignton to Exmouth via Exeter is only hourly during the majority of the day and uses two car trains. These are often very busy and extra capacity is desperately required. In order to reduce overcrowding and improve mainline connections at Newton Abbot, Torbay Council would like to see a half-hourly service between Paignton & Exeter and new rolling stock to offer increased capacity.

7.11.3. Torbay Council, Devon County Council and First Great Western envisage becoming a key part of the proposed Devon Metro scheme. This would achieve Torbay's aspirations for improving local services and would focus on the key Paignton to Exmouth services which currently run hourly.

7.11.4. Devon Metro is an extensive plan to expand the role of railways serving Exeter and Torbay over the next fifteen years. More details are given in section three.

7.11.5. Proposed schemes:

- Support improvements to mainline services to and from Torbay
- Support upgrading local services between Paignton and Exeter to a half hourly service (to be achieved by introducing the Devon Metro)
- Promote rail services to the residents of Torbay in conjunction with the rail franchise companies in order to continue growth in passenger numbers
- To support the creation of a Devon Metro scheme in order to improve local rail services for residents



**7.12. Improve Existing Rail Stations** ● ◻ ●

7.12.1. Maintaining and developing the existing railway stations in Torbay is essential to improving the railway experience. Torbay currently has three stations – Torre, Torquay and Paignton. Working in conjunction with Network Rail and the train operating company, Torbay Council has a vision to create high quality facilities at all the transport hubs, making them easy to use, informative and safe (as well as reducing the fear of crime)

7.12.2. Proposed schemes:

- Upgrade Paignton rail station (a life expired former goods shed) offering a modern and efficient public transport interchange by utilising space on Network Rail land to build a bus station on the up platform side. Pedestrian links to the town centre will also be improved. This is a Torbay Development Agency led project working in conjunction with Torbay Council, Network Rail, First Great Western and Stagecoach South West.
- Continue to improve the grade II listed Torquay station. The upside building has recently been refurbished, but currently has no railway function. It would be useful in the re-franchising process to move railway facilities to this side (as the downside platform serves only Paignton). Additional improvements to information displayed on the station forecourt, both in terms of rail electronic information displays and the possibility of installing real-time bus information and improved signage for bus journeys into Torquay town centre.
- At Torre, there are plans in the Mayoral Vision to redevelop the station area and upgrade the station (which was the original Torquay terminus). The station is adjacent to the main no.12 bus route (and the stops have real-time rail information displays), and serves the residential and hotel area of northern Torquay. Platform facilities are poor, with no level access to the up platform. Upgrading those facilities will be an important part of regenerating the surrounding area. This should form part of a renewed franchise. Like Torquay, there is also the potential for improved signage and real-time bus information on the station forecourt.



### 7.13. Edginswell Station

7.13.1. Either a stand alone project or part of the proposed Devon Metro Scheme detailed above, a new station has been identified as strategically important at Edginswell. This location is a focal point for development in the north of Torquay including a new business park, Torbay Hospital, the Willows Shopping Centre and the residential areas north of Torquay. There are also proposals to further develop the area with additional retail and residential development over the coming years. The proposed site at Scott's Bridge has excellent bus services and good bus stop facilities already in place. Seven bus routes serving various locations currently operate at this location, with fifteen buses per hour in each direction.

7.13.2. Proposed schemes:

- Build a Station in Edginswell at a site located next to Scott's Bridge.
- The station would be capable of taking trains of up to eight coaches in length but using selective door opening so that platforms could be only four coaches in length.

### 7.14. Transport Action Zones

7.14.1. Continuing the ongoing programme of transport action zones implemented in the previous two Local Transport Plans, Transport Action Zones aim to improve overall quality and safety of the urban environment. They are a demand management tool aimed at reducing the impact of transport to both local residents and all users of the highway.

7.14.2. In the short term, new zones are proposed at Hele and Coombe Pafford in Torquay and St Michaels in Paignton. Further locations will continue to have schemes implemented where necessary and when finance becomes available over the 15 years of the plan.

7.14.3. Proposed schemes:

- Continued implementation of Transport Action Zones when and where necessary
- Deliver the St Michaels Transport Action Zone
- Deliver the Hele & Coombe Pafford Transport Action Zone

### 7.15. Highway Infrastructure

7.15.1. Traffic management infrastructure, such as highway signage, traffic control systems and demand management tools will continue to see ongoing investment.

7.15.2. Highways signage is particularly important to ensure that visitors are able to move around and enjoy Torbay with ease, contributing to shorter journeys on the network by directing people along the most appropriate routes. However, the Council also aims to reduce highway clutter, to avoid overloading road users with information; hence new signage will only be put up if it is essential. Some areas in Torbay will have signage reduced slightly during the Plan period if it is deemed the 'information overload' occurs in particular locations.



- 7.15.3. Variable Message Signing has begun to be installed across Torbay in order to inform highway users of delays or problems on the network. It allows traffic to be directed onto other routes if there is a problem, in order to keep journey times to a minimum.
- 7.15.4. As part of the Council's 'demand management' policies aimed at managing traffic efficiently, the Council will continue to extend the Urban Traffic Control System in Torbay to provide a modern and efficient system of traffic management that minimises delay.
- 7.15.5. Proposed schemes:
- Reduce the amount of highway signage where practical in order to provide an efficient information system to road users
  - Expand Variable Message Signage
  - Continue to invest in traffic management technologies such as Urban Traffic Control

## 7.16. Road Safety

7.16.1. Road Safety is of paramount importance to both the Council and the residents it serves. Road safety issues are wide ranging and sometimes complex, but Torbay Council has a good record in improving road safety for all transport users. A mixture of education, encouragement, enforcement and engineering alongside evaluation will be used to further improve the safety of all road users.



Providing older driver training to Torbay residents

- 7.16.2. An evidence based approach to road safety education and engineering will be used in Torbay to identify and target investment where it is most needed. This will be led by the new Road Safety Plan<sup>10</sup>, to be produced during the early stages of the Local Transport Plan period. The new Road Safety Plan will reflect local road safety requirements, taking into account the most up-to-date Government recommendations, guidance, targets and strategy.
- 7.16.3. Torbay Council will also work closely with the National Health Service (NHS) and Westcountry Ambulance Service, sharing casualty data, to help to identify all casualties admitted to hospital as a result of road traffic collisions, but hasn't been reported to the police. This will help partners to recognise and evaluate previously unreported problems on the network and help to further reduce casualties using the most appropriate education or engineering measures. The cost to the NHS service as a result of a serious road traffic collision occurring can be considerable and by working with our partners we aim to contribute to reducing this cost.
- 7.16.4. As the Local Transport Plan specifically targets an increase in those using sustainable modes of travel, care will be taken to ensure pedestrians and cyclists do not in turn adversely affect their safety and health. Those walking and cycling during a journey can often be vulnerable to other road users, especially motor vehicles. However, to prevent this, targeted resources in training will allow additional education for pedestrians (particularly in a town centre environment) and cycle training for all ages.
- 7.16.5. Education and encouragement will also continue to form an important part of road safety training for children. Schemes such as Bikeability (offering cycle training to children in the

<sup>10</sup><http://www.torbay.gov.uk/index/transportandstreets/roadsafety.htm>

last year of primary school) and encouraging school children to become Junior Road Safety Officers (to help mentor their peers), will continue to make up a key part of Torbay's Road Safety programme.

7.16.6. In order to improve Road Safety for residents, new 20mph zones will continue to be implemented on quiet residential side streets and around schools where necessary. The aim is to make side roads with low levels of traffic and high numbers of vulnerable road users, set at a 20mph limit as standard across Torbay, similar to areas where this has already been trialled, for example Portsmouth.

7.16.7. Proposed schemes:

- Partnership working to promote road safety (for example joint campaigns with Devon & Cornwall Constabulary)
- Work with BikeSafe, to target better riding techniques to owners of powered two wheelers;
- Continue to deliver Bikeability training to 10 year olds at Primary School, to improve children's cycling confidence, ability and safety awareness
- Continue the ongoing programme of child pedestrian training
- Increase the number of people undertaking Senior Lifeskills
- Continue to support national campaigns such as "Be Safe Be Seen", teenage road safety and "Don't Drive Tired"
- Learn 2 Live<sup>11</sup> young driver education (17-24 year olds)
- Provide training for older drivers
- Continue to encourage safe motorcycling amongst users
- Continue to encourage the correct use of child seats in vehicles
- Promotion of walking buses, offering a safe and healthy environment for children to get to school
- Continued installation of advisory speed recognition signs
- Continued introduction of parking restrictions around schools
- Continue to undertake tyre safety and seat belt checks
- Implement Transport Action Zones
- Upgrade routes to school and School Crossing Patrol locations
- Recruit Junior Road Safety Officers in schools
- Install new signalised pedestrian crossings at key locations
- Implement new parking restrictions to remove dangerous parking
- Carry out a review to identify residential areas that are appropriate to implement 20mph speed limits

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<sup>11</sup>[www.learn-2-live.org.uk](http://www.learn-2-live.org.uk)

## 7.17. Western Corridor Improvements

7.17.1. The western corridor forms the ring road around Torbay and is made up of the A380 and A3022 and runs generally in a north south direction. It is situated to the west of Torbay and provides the one of two principal routes that serve Torbay. The western corridor already suffers from unreliable journey times and delays at peak times. As Torbay's coastline is to the east potential growth is most likely to occur to the west and will be served by the western corridor. Torbay Council is already carrying out improvements to the route through the Tweenaways Cross junction improvements and some junctions will be upgraded through developer funding. However, in order to support growth, traffic modelling (identified by the Torbay SATURN traffic model<sup>12</sup> and by the Atkins Parking and Transportation study carried out for the Mayor's Vision<sup>13</sup>) has shown that a number of further junctions need to be upgraded in conjunction with localised widening. Torbay Council will need to upgrade the western corridor in order to facilitate growth and will look to implement these improvements over the next five years through a mixture of funding sources.



Western Corridor traffic delays

7.17.2. Proposed schemes:

- Provide additional road capacity at junctions along the entire western corridor
- Dual the road in both directions where possible

## 7.18. Hele Village Traffic Improvements

7.18.1. Hele has long suffered from poor air quality in the area, due to the busy nature of the B3199, Hele Road and its situation in a narrow valley.

7.18.2. Hele Road forms an important part of the distributor road network in Torquay. It links the main road into Torquay (A3022) to the west with the A379 to the east around St Marychurch. It is a key route for a large part of traffic accessing residential areas to the north of Torquay and accessing surrounding industrial areas. As such the road is heavily trafficked, with a daily flow of around 18,000 vehicles per day.



Hele Road traffic

7.18.3. Hele Road is situated in a valley, with the road surrounded by high density housing. This, together with the high traffic flows, compounds the air quality problem in the area, as traffic emissions are not easily dispersed into the atmosphere.

7.18.4. Proposed schemes:

- Carry out measures laid out in the Torbay Air Quality Action Plan in order to reduce pollution relating from Transport in Hele

<sup>12</sup><http://www.torbay.gov.uk/index/transportandstreets/transportpolicy/transportplan/saturnmodel.htm>

<sup>13</sup>Torbay Parking and Transportation Study, Existing Situation Report, Final Draft, January 2010

## 7.19. Windy Corner Junction Improvements

7.19.1. Windy Corner is located at Galmpton to the south of Paignton, where the Torbay Ring Road (A3022) and the main road from Paignton (A379) merge to form one road to Brixham. It is the only A road to and from Brixham (population 19,000) and thus is the primary route for all traffic.



Windy Corner, Galmpton

7.19.2. As a result, particularly during the peak summer tourist season, traffic flow from Brixham is very heavy, with delays caused primarily for traffic leaving Brixham.

7.19.3. Proposed schemes:

- Provide additional lane capacity northbound at Windy Corner, in order to reduce conflicts between queuing traffic heading straight on towards Paignton and the traffic turning left towards the Ring Road.

## 7.20. A385 West of Paignton Improvements

7.20.1. If potential development goes ahead along the A385 corridor between Totnes and Paignton, then improvements will be needed for the transport system in this area. A mixture of highway capacity enhancements and sustainable transport improvements will be needed in order cater for an increase in residential population. A large proportion of this future scheme will need to be financed by developers in order to make building in the area practical.

7.20.2. Proposed schemes:

- Improved capacity at new highway junctions built
- Improved walking and cycling connections between both Paignton & Totnes
- Improved Public Transport between the new developments, Paignton, Totnes, and the wider Torbay and Devon area

## 7.21. Fleet Street Redevelopment

7.21.1. Fleet Street is the southern third of the main shopping thoroughfare in Torquay's town centre linking the Harbour to Union Street. The existing layout of Fleet Street was implemented in 1989 and included the pedestrianisation of the road and traffic restricted to buses and delivery vehicles.

7.21.2. The design consisted of concrete block paving for both the footway and traffic lane which are at the same level surface. When the original scheme was completed, public transport using Fleet Street consisted of small minibuses.



Fleet Street emergency repair work

However with rapidly increasing demand for public transport services and steadily increasing patronage, these minibuses have been phased out and replaced by a mixture of larger single-deck and double-deck vehicles. The design of the street is now life expired, in serious need of maintenance and unsuitable for the current mixed use of the street.

#### 7.21.3. Proposed schemes:

- Reconstruct Fleet Street replacing the 1989 designed block paving surface
- Remove street clutter to provide more space for pedestrians to use
- Create a two tone colour surface with tactile paving (to assist the blind or partially sighted) to make it clear where buses and delivery vehicles are to drive down and the area designated solely for pedestrian use, making it easier for pedestrians to recognise the vehicle running lane.
- Improved waiting facilities, including shelters, for passengers waiting for public transport
- Enhance the public realm of Fleet Street

### 7.22. Paignton Town Centre Improvements

7.22.1. A medium to long term vision in the Plan is to revitalise Paignton town centre. The current one-way layout in the town centre can be confusing to visitors and difficult to navigate particularly for buses and HGVs. Additionally the A3022 runs through the heart of the main shopping area northbound causing severe pedestrian congestion trying to cross from one half of Paignton to the other.

7.22.2. A new study and scheme, in partnership with the Torbay Development Agency, will be investigated during the second half of the Plan period to identify the most appropriate use of the town centre transport network and regenerate Paignton as a prime retail destination.

#### 7.22.3. Proposed schemes:

- Enhancing the pedestrian environment including additional pedestrianisation of some roads
- Improving bus access and priority around the town centre
- Simplifying the road network to ease traffic delay in and around the town centre

### 7.23. Minor Congestion Relief schemes

7.23.1. The Atkins Parking and Transportation study carried out for the Mayor's Vision<sup>14</sup> identified several junctions throughout Torbay that would soon become overcapacity through natural traffic growth, regardless of future development. These are small highway corridors or individual junctions that would cause increased delay on the network if it were allowed to continue without remedial action. Many of the cases highlighted can be solved by changes to junction layouts to increase capacity, changing the junction type or synchronising traffic control across more than one junction.



#### 7.23.2. Proposed schemes:

- Deliver minor congestion relief schemes across Torbay where necessary

<sup>14</sup>Torbay Parking and Transportation Study, Existing Situation Report, Final Draft, January 2010

## 7.24. Infrastructure for the Disabled

7.24.1. Torbay Council aims to provide high quality access for the disabled, taking into account the varied requirements of people with different disabilities. The Council's Equality & Inclusion Policy states that: "Everyone has the right to be included; everyone has the right to be treated fairly; and everyone has the right to equality of access." Torbay has an ongoing policy to ensure the highways infrastructure and information meet the needs of its users and this will continue throughout the life of the Third Local Transport Plan.

7.24.2. Proposed schemes

- Provide information in different formats that can be easily understood
- Provide specific training for public transport operators, particularly drivers, on how to serve learning disabled people and how to assist sight impaired customers
- Provide training for learning disabled people on how to use transport
- Provide level access to all areas
- Ensure sufficient space to manoeuvre wheelchairs, electric scooters or pushchairs
- Improving signing and information provision in formats that can be easily read by those who are sight impaired
- Continue to support Shopmobility services
- Continue to provide drop kerbs when requested by disabled residents where practical

## 7.25. Coach Parking Bays

7.25.1. Torbay attracts many coaches to the area, mainly from holiday coach tours and foreign student exchanges. Long term parking is available at various Council car parks and in particular Torquay Coach Station. However there is increasing demand for facilities in town centres to enable coaches to load and unload their passengers, given many long stay parking facilities are located out of town. Currently many coaches are illegally parking on bus stops, which in turn is causing delays and disruption to local bus services.

7.25.2. Proposed schemes:

- Provide additional dedicated coach loading bays in all three town centres to meet the demand from coach operators

## 7.26. Ferry Services

7.26.1. Waterborne services between Torquay and Brixham have the potential to offer the fastest way to travel between the two towns. This is due to the linear nature of the two Towns sitting opposite each other compared to the semi-circular landward route. Journey time by bus takes around 40 minutes at best and by car typically 30 minutes; a ferry service could offer a journey time of only 20 minutes, cutting public transport journey times in half, reducing carbon and improving the economy.



7.26.2. Although some services already exist, they only operate during the peak summer season and given the historic nature of the vessels in operation, the craft cannot operate in poor weather and do not meet modern standards for disabled access.

Bayfast ferry services trialled by Stagecoach in 2008

- 7.26.3. Existing harbour facilities need to be upgraded to improve boarding facilities which are currently substandard. Improved integration with other transport modes needs to be included to make travelling by water a practical alternative to driving.
- 7.26.4. There is great potential for encouraging year round ferry services, linking not just internal Towns in Torbay, but connecting to the rest of Devon to destinations such as Dartmouth, Teignmouth & Exmouth. This scheme may be subject of a Local Sustainable Transport Fund bid.
- 7.26.5. Proposed schemes:
- Improve landing facilities for passenger services in Torquay and Brixham harbours
  - Work with private operators to start year round ferry services to various destinations around Torbay and Devon
  - Improve links between ferry services and other modes of transport, such as walking, cycling and public transport

## 7.27. Travel Planning   +

7.27.1. Promoting the use of travel plans for employment, residential and educational establishments will continue. Torbay has successfully delivered School Travel Plans for all schools in the Bay. The next step will be to ensure fruitful implementation which will receive specific focus over the next few years.

7.27.2. Proposed schemes:

- Review existing School travel plans to keep their implementation up-to-date and relevant
- Continue to request Travel Plans for new developments to be set up as part of the condition in planning consents
- Continue to encourage existing employers to set up travel plans on a voluntary basis
- Investigate personalised travel planning with willing organisations



## 7.28. Alternative Fuels & Electric Car Charging Points   +

7.28.1. Vehicles that run on different types of fuels to those that are used today are likely to become more prevalent as the Third Local Transport Plan progresses towards 2026. As a result, the long term aim of this Transport Plan is to ensure Torbay is not left behind in any potential changes to the fuels vehicles run on and any new infrastructure needed to support this.

7.28.2. Currently hybrid and electric vehicles are the most popular alternatives to using petrol or diesel. Electric vehicles run on rechargeable batteries and therefore, like conventional fuels, their range is limited; but unlike conventional fuels there is a lack of places to re-fuel. The answer to this will be to provide electric car charging points, using sustainable forms of electricity. At first this will be encouraged at new developments, particularly residential, through the planning process, to ensure it easy to charge an electric car at home. If electric cars become popular, then charging points in other locations, such as car parks, will be investigated.

7.28.3. Proposed schemes:

- Encouraging the introduction of electric car charging points across Torbay
- Respond accordingly to any changes in the types of fuel used by transport

## 8. Monitoring the Delivery

### 8.1. Introduction to monitoring

- 8.1.1. Unlike previous Local Transport Plans, the Department for Transport will no longer assess the document and will not intervene in the way authorities review progress of delivery. As a result, a new approach to monitoring will be introduced in the third local transport plan which enables the progress of the key goals to be scrutinised against a basket of indicators. These indicator groupings will provide a better overview on how well the desired outcome is being delivered.
- 8.1.2. The basket of indicators selected has been drawn from the National Indicator set and existing local targets from previous plans. Only those deemed important and relevant to measuring success have been included.
- 8.1.3. Each of the five Strategy Objectives is outlined below, together with the indicators that will be used to monitor delivery and the expected outcome for Torbay.

### 8.2. Enabling Economic Growth and Development

**Figure 6: Enabling Economic Growth and Development Indicators**

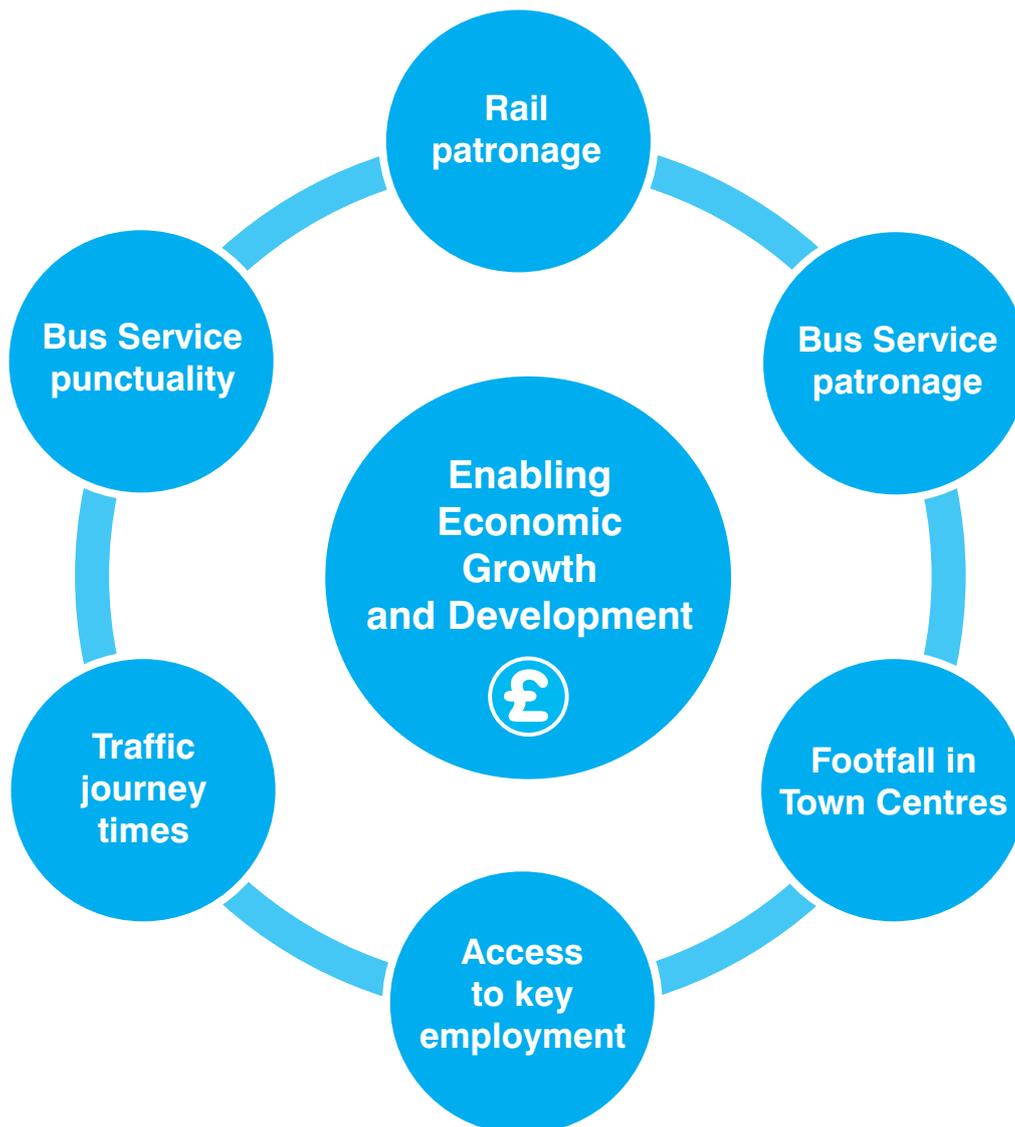


Table 6: Enabling Economic Growth and Development indicator details

Indicator	Aim	Source of data	Measures proposed to achieve indicator
Rail patronage	Increase the number of passengers using rail services in Torbay	Office of Rail Regulation – Station Usage Data	<ul style="list-style-type: none"> <li>■ Real-Time Information</li> <li>■ Smart Cards / Integrated Ticketing</li> <li>■ Rail &amp; Bus Integration</li> <li>■ Improving Rail Services</li> <li>■ Improve Existing Rail Stations</li> <li>■ Edginswell Station</li> </ul>
Bus service patronage	Increase the number of passengers using public bus services in Torbay	Council monitoring of bus company ticket data returns	<ul style="list-style-type: none"> <li>■ Public Bus Service Improvements</li> <li>■ Bus Priority</li> <li>■ Brixham P&amp;R</li> <li>■ Torquay P&amp;R</li> <li>■ Paignton P&amp;R</li> <li>■ Real-Time Information</li> <li>■ Smart Cards / Integrated Ticketing</li> <li>■ Rail &amp; Bus Integration</li> </ul>
Footfall in Town Centres	Maintain existing levels of footfall in the three town centres of Torbay	Council monitoring of pedestrians using the Town Centre	<ul style="list-style-type: none"> <li>■ Walking &amp; PROW Improvements</li> <li>■ Fleet Street</li> <li>■ Paignton Town Centre Improvements</li> </ul>
Access to key employment	Improve the number of areas able to access employment areas of over 500 employees within 30 minutes by walking, cycling and public transport	Council monitoring of journey times using Accession software	<ul style="list-style-type: none"> <li>■ Walking &amp; PROW improvements</li> <li>■ Cycling Improvements</li> <li>■ Public Bus Service Improvements</li> <li>■ Bus Priority</li> <li>■ Ferry Services</li> </ul>
Traffic journey times	Maintain the existing traffic journey times on primary routes into and around Torbay	Council monitoring of journey times	<ul style="list-style-type: none"> <li>■ Brixham P&amp;R</li> <li>■ Torquay P&amp;R</li> <li>■ Paignton P&amp;R</li> <li>■ Highway Signage</li> <li>■ Western Corridor Improvements</li> <li>■ Windy Corner Improvements</li> <li>■ Paignton Town Centre Improvements</li> <li>■ South Devon Link Road</li> <li>■ Minor Congestion Relief Schemes</li> </ul>

Indicator	Aim	Source of data	Measures proposed to achieve indicator
Bus service punctuality	Improve public bus service journey times on Torbay bus routes	Council monitoring of bus punctuality data	<ul style="list-style-type: none"> <li>■ Bus Priority</li> <li>■ Parking Enforcement</li> <li>■ Smart Cards / Integrated Ticketing</li> <li>■ Western Corridor Improvements</li> <li>■ Wind Corner Junction Improvements</li> <li>■ Paignton Town Centre Improvements</li> <li>■ Coach Parking Bays</li> </ul>

### 8.3. Enhancing Torbay’s built and natural environment

Figure 7: Enhancing Torbay’s built and natural environment indicators

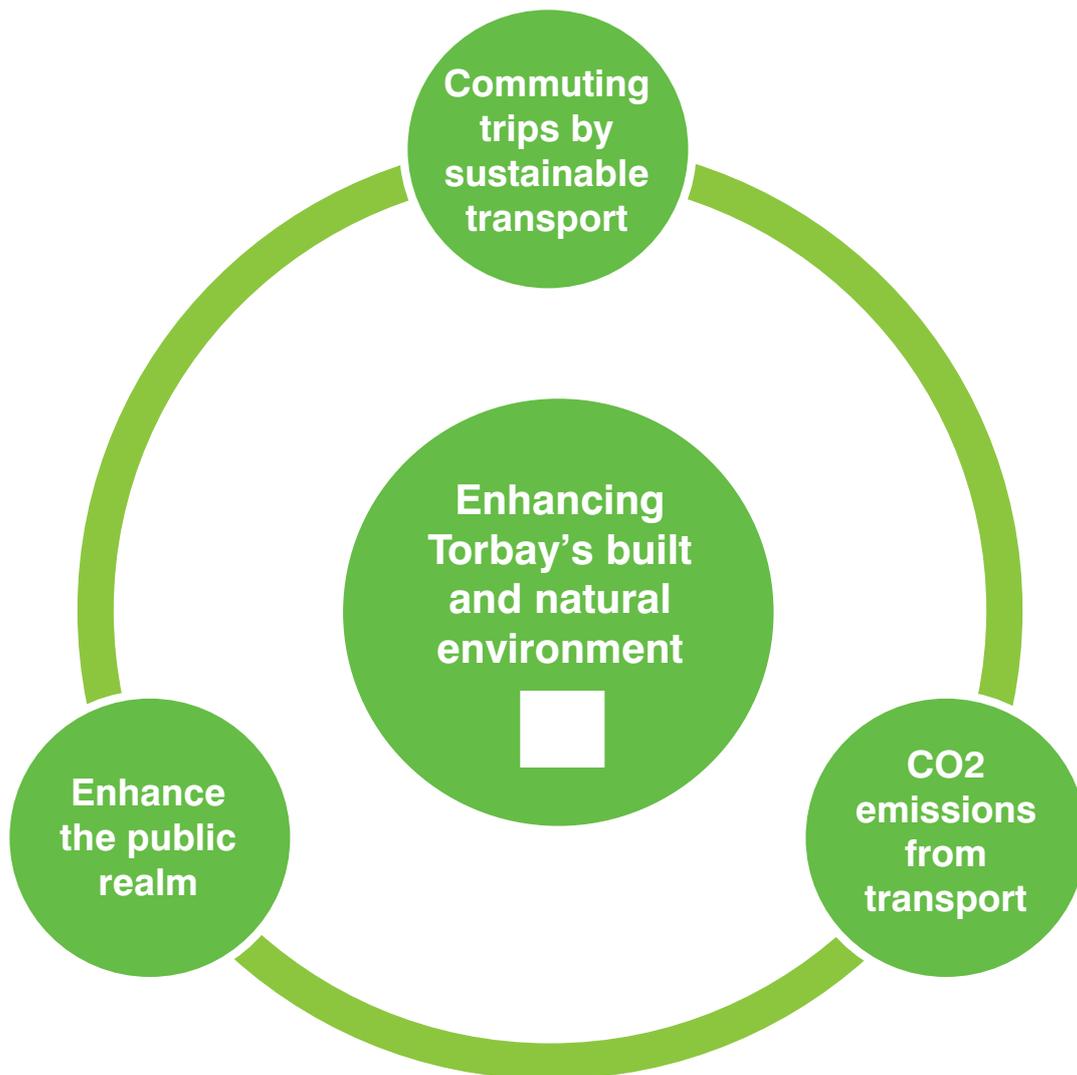
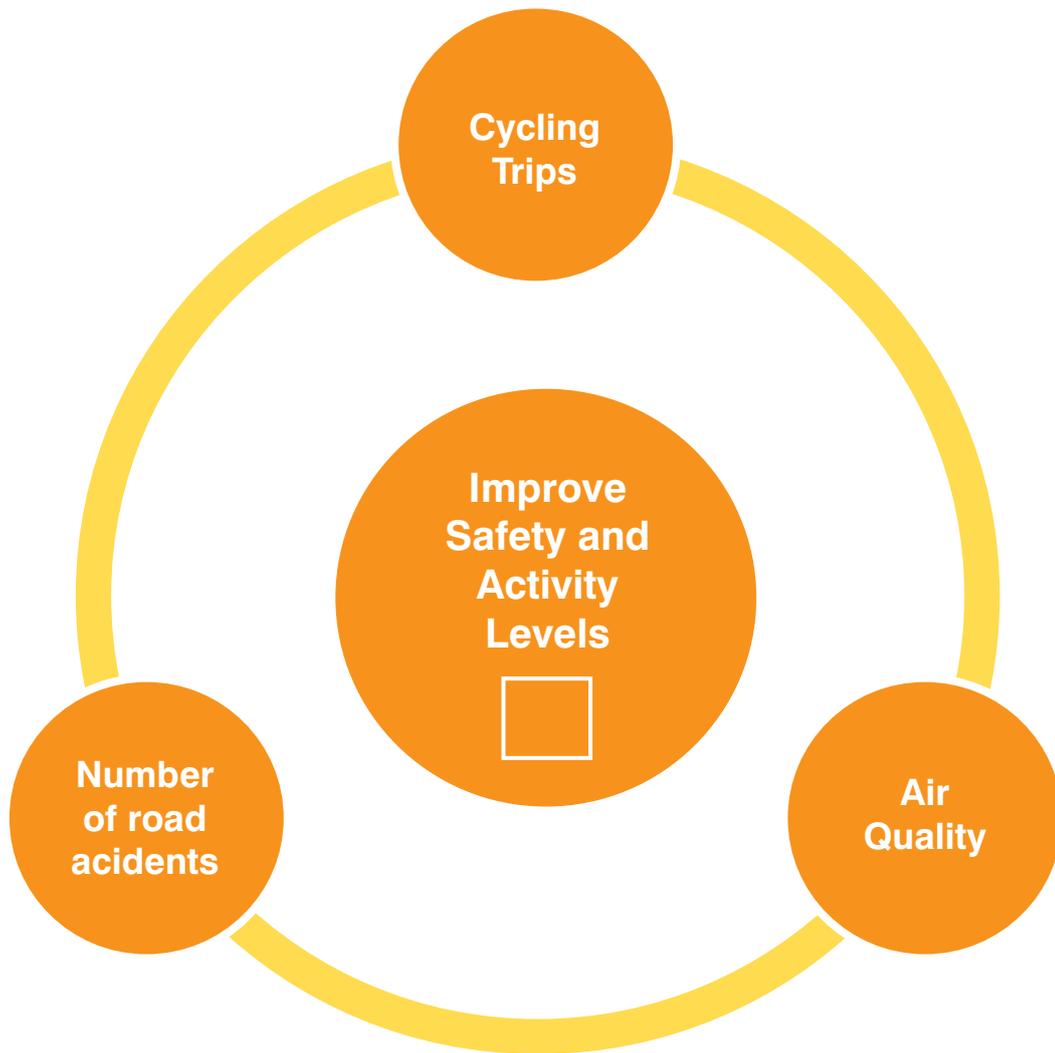


Table 7: Enhancing Torbay's built and natural environment indicator details

Indicator	Aim	Source of data	Measures proposed to achieve indicator
Commuting trips by sustainable transport	Increase the levels of residents commuting to work by walking, cycling, public transport and car sharing	Council monitoring – from the viewpoint residents questionnaire	<ul style="list-style-type: none"> <li>■ Walking &amp; PROW improvements</li> <li>■ Cycling improvements</li> <li>■ Public bus service improvements</li> <li>■ Real-time information</li> <li>■ Smart Cards / Integrated Ticketing</li> <li>■ Rail service improvements</li> <li>■ Edginswell Station</li> <li>■ Ferry Services</li> <li>■ Travel Planning</li> </ul>
Enhance the public realm	Improve the transport system to promote regeneration and development of the built environment	Council monitoring – from the viewpoint residents questionnaire	<ul style="list-style-type: none"> <li>■ Improve existing rail stations</li> <li>■ Transport Action Zones</li> <li>■ Fleet Street</li> <li>■ Paignton Town Centre</li> </ul>
CO2 emissions from transport	Reduce the per capita emissions emitted from transport in Torbay	Council monitoring based on data received from the Dept. of Energy & Climate Change	<ul style="list-style-type: none"> <li>■ Bus Priority</li> <li>■ Brixham P&amp;R</li> <li>■ Torquay P&amp;R</li> <li>■ Paignton P&amp;R</li> <li>■ Hele Village traffic improvements</li> <li>■ Alternative Fuels / Electric car charging points</li> <li>■ Travel Planning</li> </ul>

**Figure 8: Improve safety and activity indicators**



**Table 8: Improve safety and activity indicator details**

Indicator	Aim	Source of data	Measures proposed to achieve indicator
Cycling trips	Increase the number of residents and visitors cycling and walking in Torbay	Council monitoring – through cycle count surveys and footfall surveys in Town Centres	<ul style="list-style-type: none"> <li>■ Walking &amp; PROW improvements</li> <li>■ Cycling improvements</li> <li>■ Brixham P&amp;R</li> <li>■ Torquay P&amp;R</li> <li>■ Road Safety</li> <li>■ A385 West of Paignton improvements</li> <li>■ Ferry Services</li> </ul>

Air Quality	Improve air quality levels in Torbay, by reducing the number of Air Quality Management Areas declared	Council monitoring – through the number of official Air Quality Management Areas declared in Torbay	<ul style="list-style-type: none"> <li>■ Improve Public Bus Services</li> <li>■ Improve Rail Services</li> <li>■ Bus Priority</li> <li>■ Parking Enforcement</li> <li>■ Brixham P&amp;R</li> <li>■ Torquay P&amp;R</li> <li>■ Paignton P&amp;R</li> <li>■ Hele Village Traffic Improvements</li> <li>■ Paignton Town Centre Improvements</li> <li>■ Minor Congestion Relief Schemes</li> <li>■ Travel Planning</li> <li>■ Alternative Fuels / Electric Car Charging Points</li> </ul>
Number of road accidents	Maintain the current low levels (or reduce where possible) the number killed or seriously injured in accidents on the highway	Council monitoring – on the number of Killed or Seriously Injured (KSI)	<ul style="list-style-type: none"> <li>■ Road Safety</li> <li>■ Transport Action Zones</li> <li>■ Parking Enforcement</li> </ul>

### 8.5. Improve access to education, employment and services

Figure 9: Improving access indicators



Table 9: Improving access indicator details

Indicator	Aim	Source of data	Measures proposed to achieve indicator
Access to key employment	Improve the number of areas able to access employment centres of over 500 employees, within 30 minutes by walking, cycling and public transport	Council monitoring of journey times using Accession software	<ul style="list-style-type: none"> <li>■ Service Improvement</li> <li>■ Bus Priority</li> <li>■ Rail &amp; Bus Integration</li> <li>■ Rail Services</li> <li>■ Edginswell Station</li> <li>■ Ferry Services</li> </ul>
Access to education from deprived areas	Improve the number of areas able to access secondary education facilities within 30 minutes by walking, cycling and public transport	Council monitoring of journey times using Accession software	<ul style="list-style-type: none"> <li>■ Walking &amp; PROW improvements</li> <li>■ Cycling Improvements</li> <li>■ Public Bus Service Improvements</li> <li>■ Bus Priority</li> <li>■ Rail &amp; Bus Integration</li> <li>■ Rail Services</li> <li>■ Edginswell</li> </ul>
Access to 14-19 education	Improve the number of areas able to access 14-19 education facilities within 30 minutes by walking, cycling and public transport	Council monitoring of journey times using Accession software	<ul style="list-style-type: none"> <li>■ Walking &amp; PROW improvements</li> <li>■ Cycling Improvements</li> <li>■ Public Bus Service Improvements</li> <li>■ Bus Priority</li> <li>■ Rail &amp; Bus Integration</li> <li>■ Rail Services</li> <li>■ Edginswell Station</li> </ul>
Access to adult education	Improve the number of areas able to access adult and further education facilities within 45 minutes by walking, cycling and public transport	Council monitoring of journey times using Accession software	<ul style="list-style-type: none"> <li>■ Walking &amp; PROW improvements</li> <li>■ Cycling Improvements</li> <li>■ Public Bus Service Improvements</li> <li>■ Bus Priority</li> <li>■ Rail &amp; Bus Integration</li> <li>■ Rail Services</li> <li>■ Edginswell Station</li> </ul>
Access to healthcare	Improve the number of areas able to access Torbay Hospital within 30 minutes by walking, cycling and public transport	Council monitoring of journey times using Accession software	<ul style="list-style-type: none"> <li>■ Walking &amp; PROW improvements</li> <li>■ Cycling Improvements</li> <li>■ Public Bus Service Improvements</li> <li>■ Bus Priority</li> <li>■ Rail &amp; Bus Integration</li> <li>■ Rail Services</li> <li>■ Edginswell</li> </ul>

<p>Access to retail centres</p>	<p>Improve the number of areas able to access retail centres within 20 minutes by walking, cycling and public transport</p>	<p>Council monitoring of journey times using Accession software</p>	<ul style="list-style-type: none"> <li>■ Walking &amp; PROW improvements</li> <li>■ Cycling Improvements</li> <li>■ Public Bus Service Improvements</li> <li>■ Bus Priority</li> <li>■ Rail &amp; Bus Integration</li> <li>■ Ferry Services</li> <li>■ Infrastructure for the disabled</li> <li>■ Rail Services</li> <li>■ Edginswell Station</li> </ul>
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## 8.6. Making the big connections

Figure 10: Making the big connections indicators



Table 10: Making the big connections indicator details

Indicator	Aim	Source of data	Measures proposed to achieve indicator
Rail patronage	Increase the number of passengers using rail services in Torbay	Office of Rail Regulation – Station Usage Data	<ul style="list-style-type: none"> <li>■ Real-Time Information</li> <li>■ Smart Cards / Integrated Ticketing</li> <li>■ Rail &amp; Bus Integration</li> <li>■ Improving Rail Services</li> <li>■ Improve Existing Rail Stations</li> <li>■ Edginswell Station</li> </ul>
Cross-boundary cycle trips	Increase the number of residents and visitors cycling to and from Torbay	Council monitoring – through cycle count surveys on cross-border routes in and out of Torbay	<ul style="list-style-type: none"> <li>■ Cycling improvements</li> <li>■ A385 West of Paignton improvements</li> </ul>
Cross-boundary traffic journey times	Maintain the existing traffic journey times on cross-boundary routes into and out of Torbay	Council monitoring of journey times	<ul style="list-style-type: none"> <li>■ South Devon Link Road</li> <li>■ A385 West of Paignton improvements</li> </ul>
Cross-boundary public transport journey times	Improve public transport journey times on cross-boundary and inter-urban routes from Torbay	Council monitoring of journey times using Accession software	<ul style="list-style-type: none"> <li>■ Bus Priority</li> <li>■ Smart Cards / Integrated Ticketing</li> <li>■ South Devon Link Road</li> <li>■ A385 West of Paignton improvements</li> <li>■ Public Bus Service Improvements</li> <li>■ Rail Service Improvements</li> <li>■ Ferry Services</li> </ul>

## 9. Summary

- 9.1.1. The priorities identified for each scheme in this document are based on the current financial uncertainty around available funds and the extensive public and stakeholder consultation in Torbay and Devon. The national economic situation is unlikely in the short term to change significantly, hence it is anticipated that there will be little change in the current programme of delivery unless finances are even tighter than expected. This may change in the longer term, however, as the Local Transport Plan covers a fifteen year period, the picture may be different, both in terms of developments in transport and economically.
- 9.1.2. A provisional budget scenario has been included for 2011/12 – 2015/16, and this will be finalised once funds are known for certain each year. Speculating about future years at this time would not be robust enough to give a realistic spending scenario, however an updated budget report for transport in Torbay will be produced updating the situation periodically.
- 9.1.3. Each indicator used in the monitoring framework has outlined whether the Council is seeking to improve or reduce each specific measure. No precise targets have been set due the unpredictability of scheme deliverability, as this would create false expectation in how quickly the aims of the Council are achieved. The basket of indicators does allow a vigorous indication on how measures implemented are influencing intended outcomes; no longer will one target need to be achieved to show improvement, but several differing ones. In addition the monitoring framework links directly to the goals identified in the strategy, highlighting how each scheme proposed in the implementation will deliver both the goals and indicators.



