

# Transport Infrastructure Plan Delivering Growth to 2030

March 2015



# Contents

Introduction	3
Background	3
Policy Context	4
Devon	
Heart of the South West LEP	
Strategic Connectivity	5
A30/A303	
Exeter St David's Station	
Honiton Passing Loop	
Intermodal Freight Terminal	
M5 (Junction 29) to A38/A380	
North Devon Link (Portmore to Tiverton)	
Voss Farm Access to Langage	
Strategic Rural and Leisure Long Distance Cycle Trail Network	
Infrastructure by Area	7
Exeter and East Devon Growth Point	
Barnstaple and Bideford Area	
Newton Abbot Area	
Plymouth Area	
Tiverton and Cullompton Area	
Rest of County	

# Introduction

Devon County Council has an important role in developing transportation strategies to shape the future growth of the county. By working with district authorities, developers and members of the public it ensures that future development is provided for and managed in a way that takes full account of its social, economic and environmental needs.

This Infrastructure Plan sets out planned investment in transport infrastructure across Devon covering the period 2014 to 2030. It complements the Local Transport Plan 2011-2026 which sets out the transport strategy for the county and the detailed infrastructure delivery plans relating to district council Local Plan development.

The key purpose of this document is to set out planned delivery of infrastructure over the next sixteen years, concentrating on those schemes that

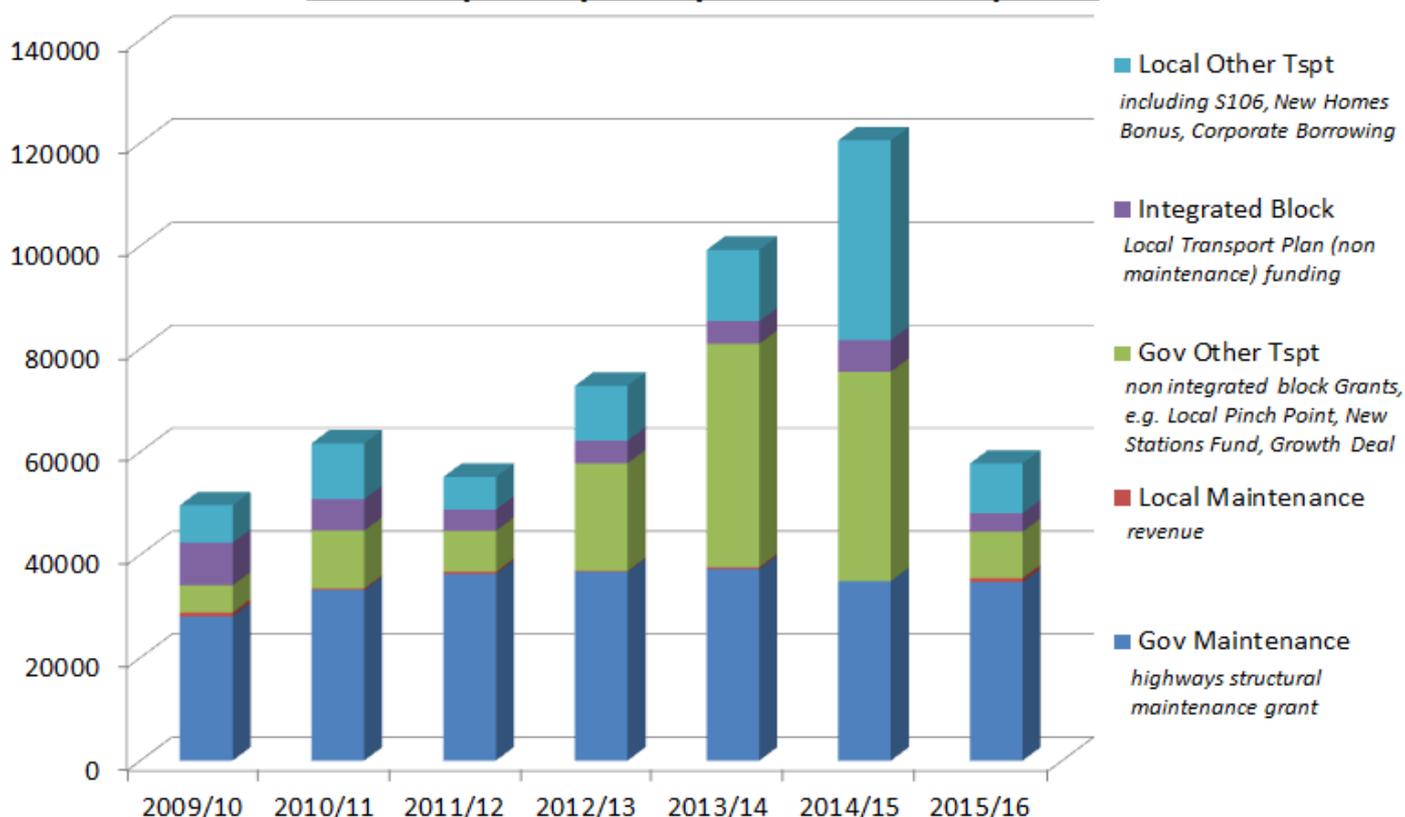
deliver economic growth. This plan will guide the focus and prioritisation of resources within the authority and provide longer term clarity on the county's transport infrastructure delivery. There will be other schemes related to local planning applications that aren't included. It is expected that this document will be updated periodically to ensure the strategy is up to date and reflects current policy and funding direction.

The approach to funding transport infrastructure has changed substantially over the last couple of years, with the aim of enabling greater local decision making. These changes, along with substantially reduced budgets have significant implications for the delivery of transport schemes, and this will be discussed in the document.

# Background

The financial landscape for funding transport infrastructure has changed following a significant reduction in the level of flexible funding available

**DCC Transport Capital Expenditure Sources (£,000)**



to local authorities. The Local Transport Plan Integrated Block has been almost halved to help fund Growth Deals, which is the Government’s new process of funding infrastructure across the country. Indications from the DfT suggest that all non-maintenance capital funding will for the foreseeable future be delivered through this process. The figure on the previous page shows the change in Devon County Council Capital Funding sources for local transport. Responsibility for allocating funds through Growth Deals for major transport and pinch point schemes has been devolved to Local Enterprise Partnerships (LEPs). The purpose of the change is to enable decision making on transport schemes to be made at a local level with influence from the business community. Local Transport Boards (LTBs) manage this process on behalf of LEPs, and local authorities are required to present potential schemes to the board and bid for a share of the money allocated to the relevant LEP<sup>1</sup>.

The way in which developer contributions are secured has also altered, moving from individual negotiation of financial sums through section 106 agreements to a Community Infrastructure Levy (CIL) in some districts. CIL is an agreed fixed rate generally applied to new development in a district based on floor area, and rates have not been secured at the levels previously envisaged, so there will be less money available for infrastructure through development. This brings a challenge for local authorities in working with districts to ensure that development is supported by investment in the transport system.

In order to successfully bid through Growth Deals authorities will need to contribute approximately 30% of the scheme cost as match funding. This means there will be increased pressure on the remaining reduced integrated block funding (also being used for forward design of schemes). It will also place competing demands on CIL and will require local planning authorities to work closely

with the county to identify when and where match funding is needed.

These elements contribute to a difficult financial landscape regarding delivery of new transport infrastructure. The authority will need to look ahead, preparing schemes despite uncertainties in order to ensure new or enhanced transport infrastructure continues to be delivered across the county.

New funding initiatives and opportunities are likely to be created by changes in Government policy in the period to 2030. In order to be responsive to these changes, the Transport Infrastructure Plan will be a ‘living document’ and will be updated periodically.

## Policy Context

The policy context sets the scene for the Transport Infrastructure Plan and has shaped those schemes included within the proposed programme.

### Devon

#### County Strategic Plan

The Infrastructure plan supports the priorities of the authority, as set out in the County Strategic Plan ([www.devon.gov.uk/bettertogether](http://www.devon.gov.uk/bettertogether)). *Better Together Devon 2014 – 2020* reflects the changing expectations of Devon’s citizens and communities in the significantly reduced financial landscape for local authorities. The strategic plan sets out how Devon will be resilient, healthy, prosperous, well connected and safe. Relating to transport, this involves:

- Planning for growth and promoting investment in Devon;
- Maintaining essential roads and supporting a wide range of travel options;
- Working together to develop and maintain cycle paths and public rights of way; and,

<sup>1</sup> More detail on LTB membership can be found at [www.heartofswlep.co.uk/ltb-membership](http://www.heartofswlep.co.uk/ltb-membership)

- Maintaining key roads to a safe standard and promoting cycle ways and footpaths.

Devon and Torbay Local Transport Plan

The *Devon and Torbay Local Transport Plan 3 2011 – 2026* ([www.devon.gov.uk/ltp3](http://www.devon.gov.uk/ltp3)) sets out the transport strategy for the two authorities and aims to deliver a transport system that meets economic, environmental and social challenges. It provides a sustainable framework for transport and access to jobs, goods and services people need such as schools, health centres and shops. Planning ahead is a major focus for the plan, particularly in terms of the infrastructure to support future growth.

Local Plans

District authorities must prepare Local Plans which set out planning policies in a local authority area.

Plans are reviewed by independent Planning Inspectors at an examination before documents are adopted. Local Plans in Devon (see relevant district websites) are at varying stages of completion, as indicated in the table below.

District	Local Plan Stage*
East Devon	Draft: undergoing examination
Exeter	Adopted
Mid Devon	Adopted and under review
South Hams and West Devon	Adopted and under review
Teignbridge	Adopted
Torridge and North Devon	Draft: Pre-submission

\*November 2014

**Heart of the South West LEP**

The Heart of the South West LEP Strategic Economic Plan ([www.heartofswlep.co.uk](http://www.heartofswlep.co.uk)) sets out the economic priorities for the area. The vision is to ‘transform the reputation and positioning of our area nationally and globally by 2030’. The document sets out challenges that need to be

overcome and priorities for action, and has three core interdependent aims:

- Creating the conditions for growth
  - Infrastructure and services to underpin growth (transport infrastructure, broadband and mobile connectivity, skills infrastructure)
- Maximising Productivity and Employment
  - Stimulating jobs and growth across the whole economy to benefit ALL sectors (including tourism, agriculture and food and drink)
- Capitalising on our Distinctive Assets
  - Utilising our distinctive assets to create higher value growth and better jobs (transformational opportunities, strengthening research, development and innovation, environmental assets)

**Strategic Connectivity**

Connecting the county to key markets in London and the rest of the UK is vital to supporting business growth and investment, and to support the tourism market. The schemes included below are considered to be strategic connections for Devon.

**A30/A303**

The A30/A303 provides a second strategic route into the South West. Devon County Council, supported by Somerset County Council has worked with the Highways Agency to help develop improvement options.

Estimated cost: £220m  
 Funding source: Highways Agency / DfT

**Exeter St David’s Station**

St David’s station marks a key arrival point into the capital of Devon. The scheme is part of a masterplan intended to meet growth challenges and build on recent improvement works.

Estimated cost: £10m  
Funding source: Network Rail

**Honiton Passing Loop**

A passing loop on the Waterloo Line alongside additional signalling infrastructure would provide opportunities for faster trains into London and more frequent trains to Cranbrook, Honiton and Axminster. The scheme would also provide some resilience in times of extreme weather.

Estimated cost: £20m  
Funding source: Network Rail / GD3 / S106

**Intermodal Freight Terminal (IMFT)**

To facilitate the transfer of freight from rail to road at a site with convenient access to the strategic road network and to rail routes, which are

compatible with key rail freight market movements.

Estimated cost: £10m  
Funding source: Grant

**M5 (Junction 29) to A38/A380**

Highway improvements to facilitate growth and prevent bottlenecks, including junction schemes and managed motorway.

Estimated cost: £50m  
Funding source: Highways Agency / DfT

**North Devon Link Road**

The North Devon Link Road is the key strategic link between Northern Devon and the M5. Improvements to the route (including Borners Bridge) will ensure it continues to function as a safe and convenient gateway to northern Devon.

Estimated cost: £50m  
Funding source: GD3 / DfT / DCC

**Voss Farm Access to Langage**

New junction at Voss Farm on A38 to provide an

*M5 Junction 29 Improvements 2013*



alternative access to Langage Business Park removing trips from Deep Lane Junction.

Estimated cost: £30m

Funding source: Highways Agency / Developer

**Strategic Rural and Leisure Long Distance Cycle Trail Network**

Completion of existing routes:

- Link to Drakes Trail – Tavistock to Tamar Trails
- Tarka Trail – Knowle to Willingcott & Meeth to Hatherleigh
- Ruby Way – Hatherleigh to Bude
- Pegasus Way – Dartmoor to Cookworthy Forest
- East Devon Coast – Feniton to Sidmouth
- Stop Line Way – Seaton to Colyton
- Wray Valley – Steward Wood to Lustleigh

New route:

- Teign Estuary – Dawlish to Kingsteignton

Estimated cost: £20m

Funding source: DfT / S106 / CIL / GD2/3



Cranbrook Rail Station access road 2014

## Infrastructure by Area

This section lists transport infrastructure which has been identified as necessary to deliver economic growth across the County. Organised into growth areas, it outlines estimated delivery timescales as well as likely funding mechanisms and the level of funding certainty.

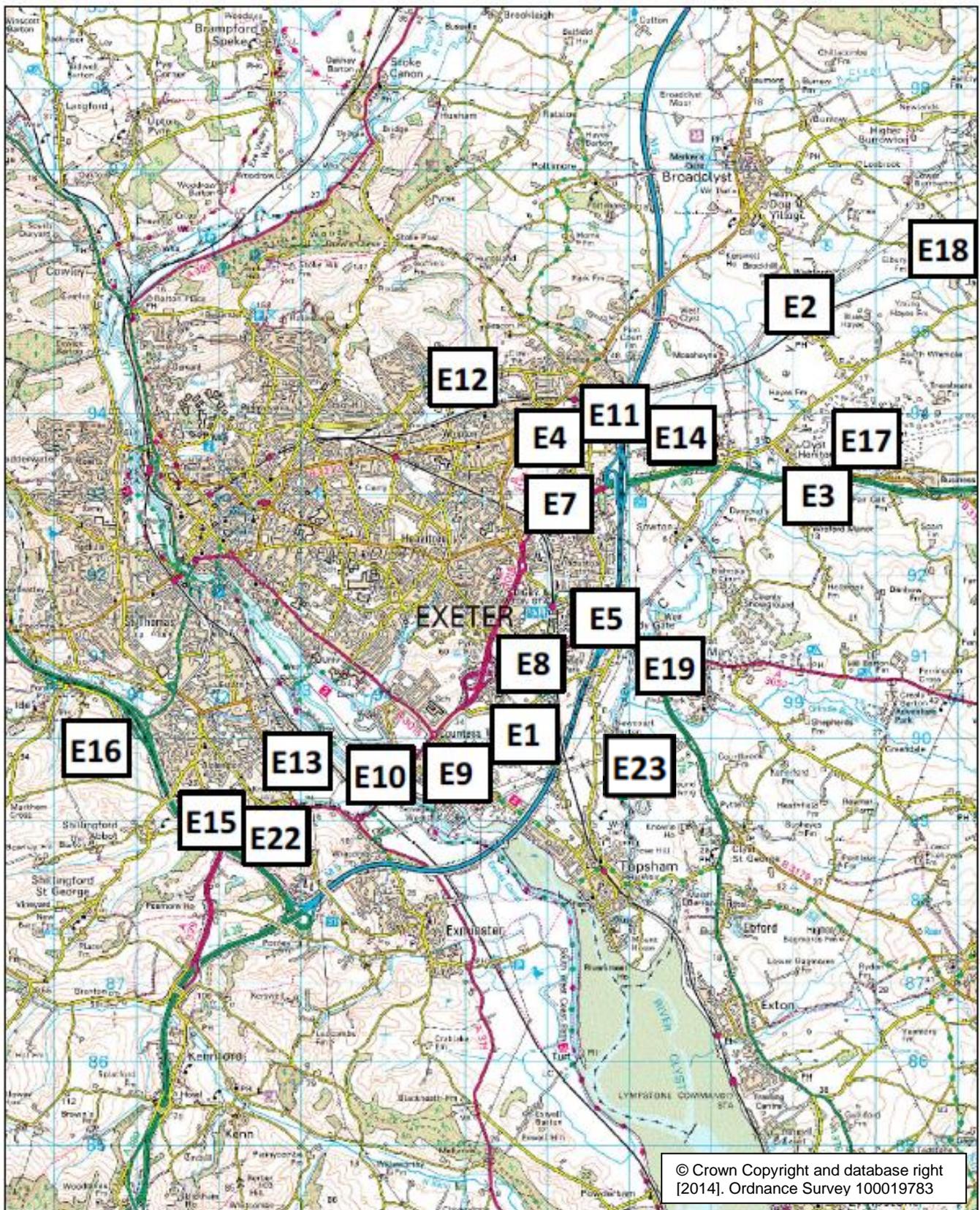
The table below sets out the funding streams and associated abbreviation for the following tables.

Abbreviation	Funding
CIL	Community Infrastructure Levy
DCC	Devon County Council capital
DfT	Department for Transport
GD1	Growth Deal 1: 2015/16 (schemes approved)
GD2	Growth Deal 2: 2016/17 to 2020/21
GD3	Growth Deal 3: 2020/21 onwards
HAPPF	Highways Agency Pinch Point Fund
HRL	Habitats Regulation Levy
IDA	Infrastructure Development Account
LPPF	Local Pinch Point Fund
LTB	Local Transport Board
LTP	Local Transport Plan
LPSA	Local Public Service Agreement
LSTF	Local Sustainable Transport Fund
NHB	New Homes Bonus
NSF	New Stations Fund
NSIP	National Station Improvement Programme
S106	Section 106 - developer contribution
TC	Torbay Council
TDC	Teignbridge District Council
RGF	Regional Growth Fund

The table below clarifies the level of funding certainty for each scheme in the following tables.

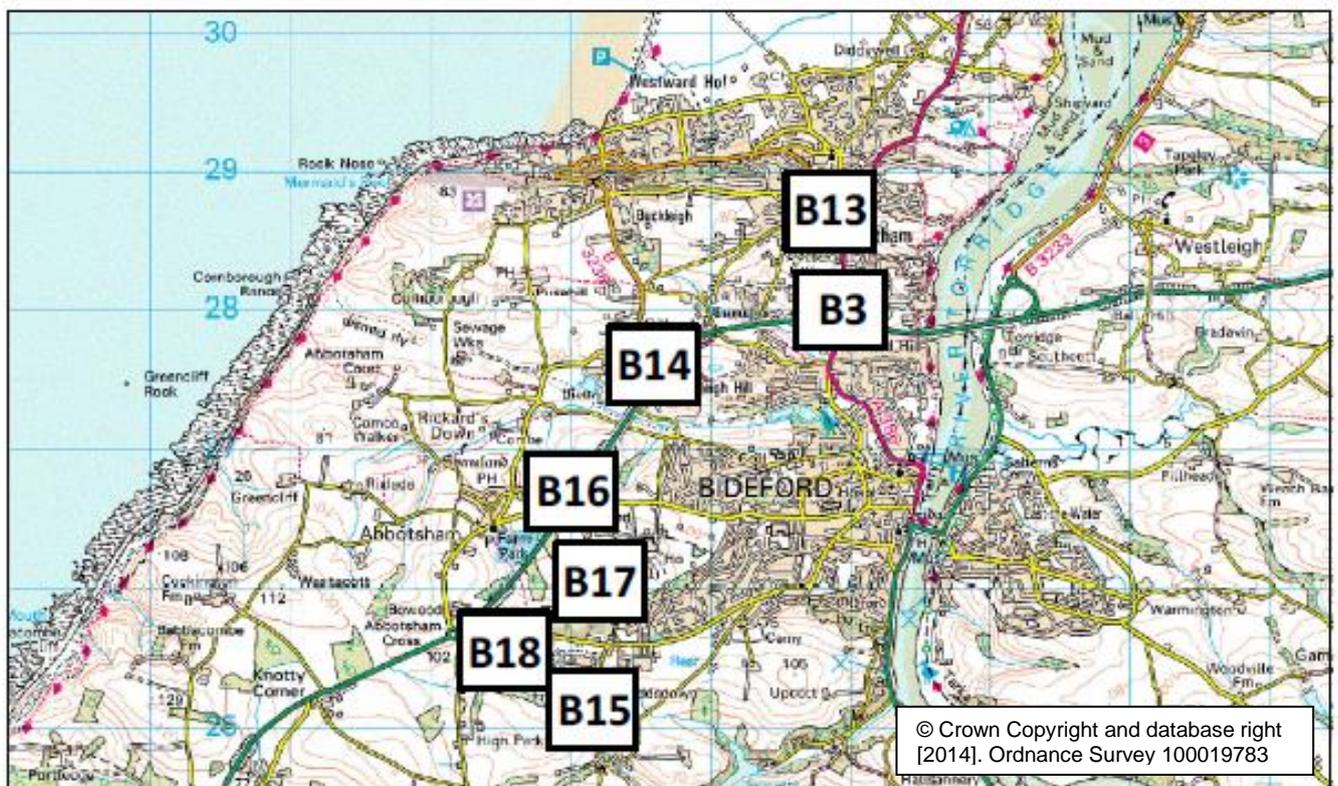
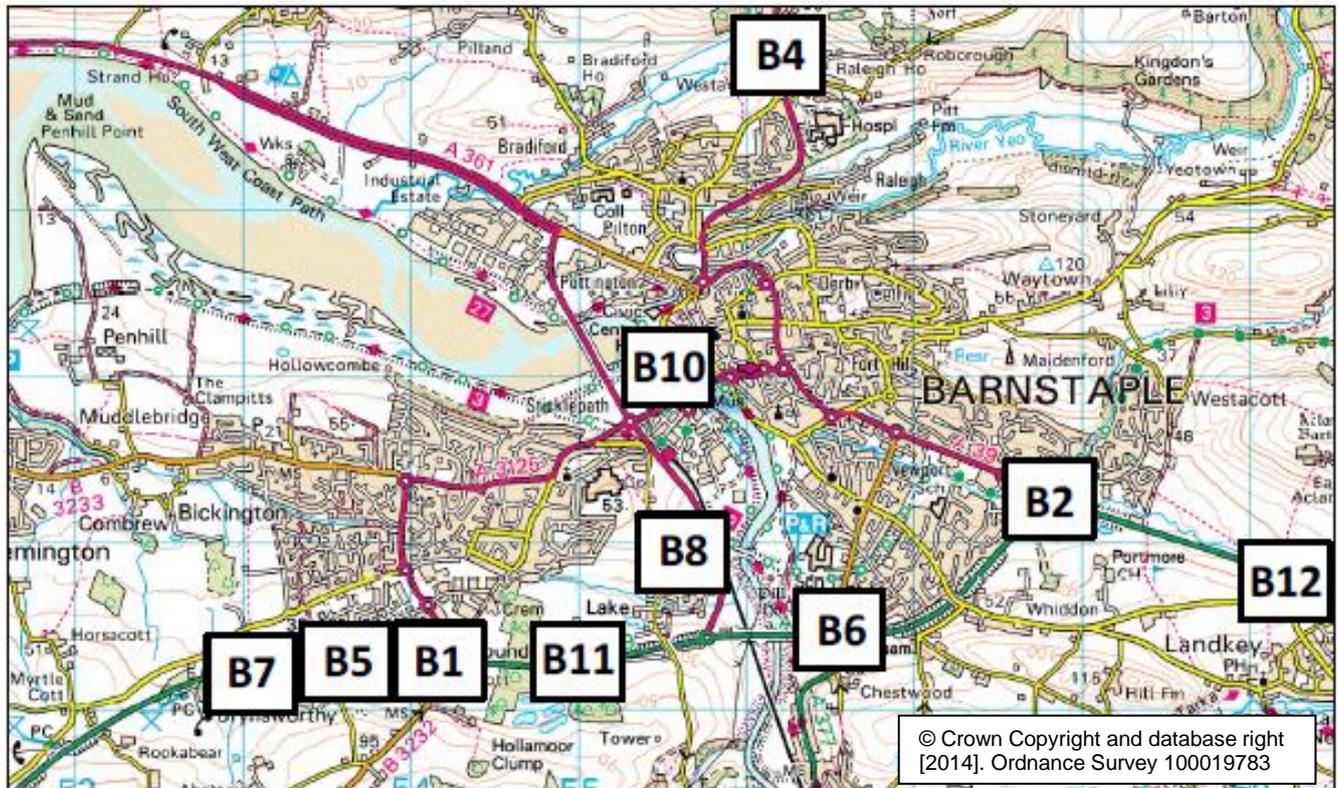
	Level of funding certainty
	Funding is fully secured / agreed
	Funding is partially or not yet secured / agreed

### Exeter and East Devon Growth Point



Code	Scheme Name	Location	Description	Estimated Cost	Funding mechanism	Delivery Period
E1	Newcourt Rail Station	Exeter	New railway station on Exmouth to Exeter line	£2.0m	NSF, S106	Dec 2014
E2	Cranbrook Rail Station	Cranbrook	New rail station, Car Park and associated access	£4.6m	S106, LTP, LPSA	March 2015
E3	B3184 Airport Access Road	West End	Widen road to improve gateway to the airport	£1.5m	RGF	March 2015
E4	Phase 1 Tithebarn Link Road	Exeter	Cumberland Way to Tithebarn Bridge	£3.4m	LPPF, RGF	March 2015
E5	M5 J30 SB off-slip	West End	M5 J30 improvements to widen southbound off-slip	£900k	HAPPF	March 2015
E6	North Exeter Park & Ride	North of Exeter	New P&R / P&C site north of Exeter	TBC	LSTF	2015/16
E7	Moor Lane Improvement	Exeter	Widening works to increase capacity Honiton Road westbound	£900k	S106	2015/16
E8	A379 Sandy Park access	Exeter	New all movements junction onto the A379 (i.e Newcourt east of railway)	£2.5m	GD1, LTP, CIL	2016
E9	Topsham Road Bus Priority	Exeter	Public Transport priority on Topsham Road, supporting Newcourt allocation	£500K	S106	2016
E10	Bridge Road	Exeter	Widening of Bridge Road to two lanes plus ped / cycle improvements	£11m	GD1, RGF, LTP, S106	2016
E11	Phase 1a Tithebarn Link Road	West End	Pedestrian / cycleway alongside existing bridge	£1.5m	GD2	2016/17
E12	Exhibition Way Link Road	Exeter	Link Road to help minimise vehicular impacts at double mini roundabouts and other constrained local routes	£2m	S106, GD2	2016/17
E13	Marsh Barton Rail Station	Exeter	New rail station	£4.5m	LTP, S106, CIL, GD1	2017
E14	Phase 2 Tithebarn Link Road	West End	Phase 2 Tithebarn Link Road. Tithebarn Bridge to Blackhorse	£6m	S106, GD2	2018
E15	SW Exeter Footbridge	SW Exeter	Footbridge over A379 incorporating level access to ensure suitability for wheelchairs, cyclists and parents with prams	£2m	S106, GD2	2018
E16	Ide Park and Ride	Exeter	New park and ride on Alphington corridor plus bus priority measures	£6m	CIL, GD3	
E17	Airport Forecourt	West End	Improvements to airport entrance	TBC		
E18	Crannaford Crossing	Cranbrook	Upgrade of rail crossing to full-barrier	£5.1m	S106	
E19	Clyst St Mary roundabout	East Devon	Alterations/ Improvements to roundabout (A3052/ A376 junction)	£1m	S106, CIL	
E20	Cranbrook to City Centre bus priority	Growth point area	Bus priority measures including signal upgrades, dedicated bus lanes and bus only access	Delivered by developer / S106		
E21	Exeter Strategic Cycle Routes	Exeter	Improvements to strategic cycling and walking routes in Exeter connecting major growth areas	£10m	GD2&3	
E22	A379 improvements	SW Exeter	SW Exeter junction improvements	£4m	S106, CIL, GD2	
E23	Clyst Valley Way	West End	Multi-use trail linking Exe Estuary to 'Broadclyst to Killerton' trails	£2m	HRL, S106	

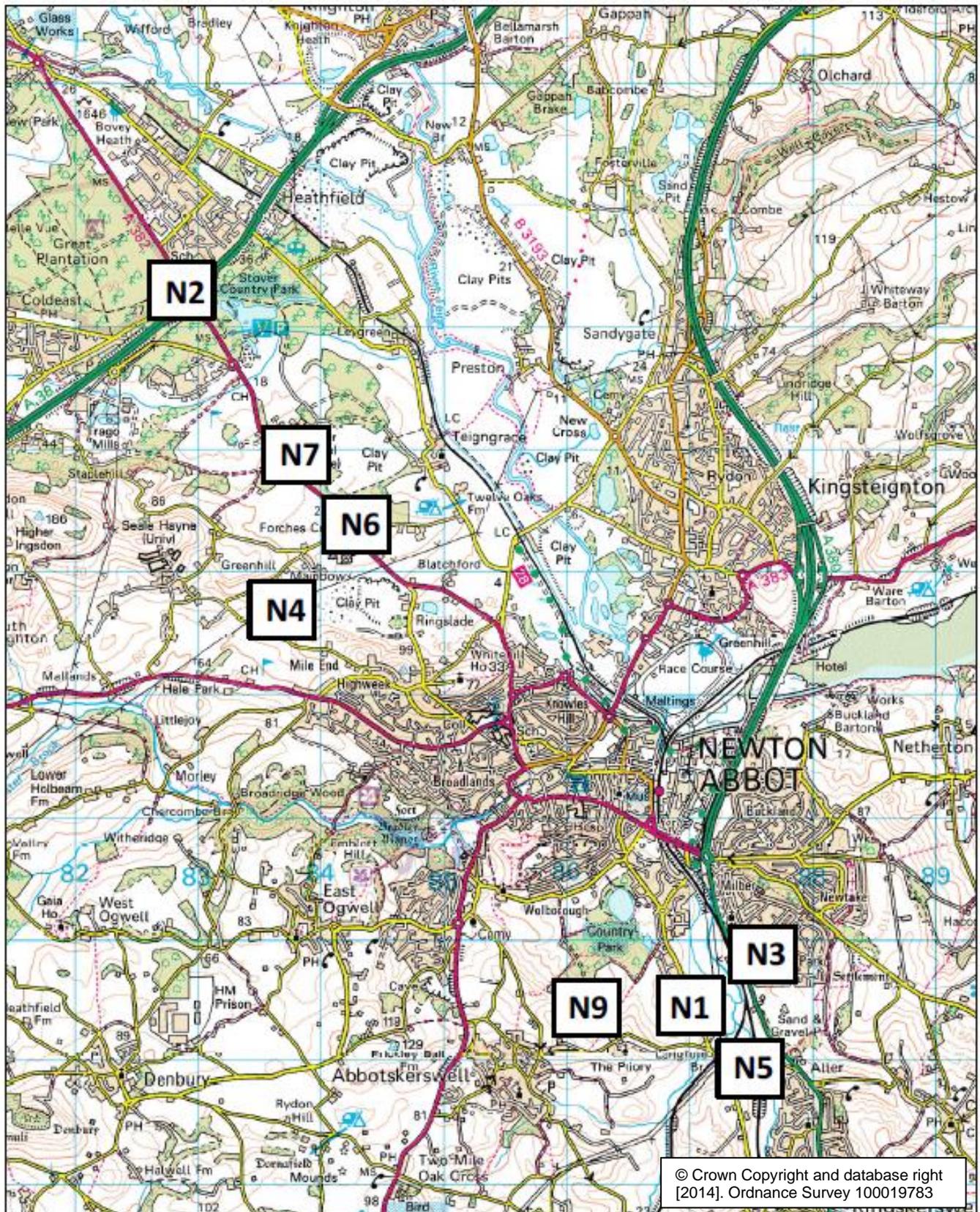
### Barnstaple and Bideford Area



Code	Scheme Name	Location	Description	Estimated Cost	Funding mechanism	Delivery Period
B1	Roundswell Roundabout Improvement	Barnstaple	A39 Roundswell Roundabout Improvement	£1.6m	LPPF, LTP	June 2014 = COMPLETED
B2	Portmore Roundabout	Barnstaple	A361 Portmore Roundabout Improvement	£3m	S106, GD1	2015/16
B3	Heywood Road roundabout	Bideford	Capacity improvement on A39/A386 Heywood Road roundabout	£1.2m	S106, GD1	2015/16
B4	Hospital junction improvement	Barnstaple	Junction improvement to allow access and mitigate development impacts	£1m	S106	2015/16
B5	Roundswell Ped / Cycle Bridge	Barnstaple	Linkage to new industrial / employment site	£2.6m	S106, GD1	2015/16
B6	A361 Bishops Tawton Roundabout	Barnstaple	A361 Bishops Tawton (Rumsam) Roundabout Improvement	£750k	S106	2020
B7	A39 junction	Barnstaple	A39 additional junction and Tews Lane link	£4m	S106	
B8	Larkbeare Bridges	Barnstaple	Larkbeare Bridges and access routes for cycle / pedestrian route	£2m	S106, GD2	
B9	Park & Change	Area wide	P&C at Roundswell, Whiddon Valley, Pottington & Braunton / Wrafton	£2m	S106, CIL, GD2/3	
B10	Anchorwood to Strand Bridge	Barnstaple	Anchorwood to Strand pedestrian & cycle bridge	£4m	S106, GD2/3	
B11	A39 widening	Barnstaple	Safeguarding of land and construction of additional lane alongside A39 between Roundswell Roundabout and Lake Roundabout	£4m	TBC	
B12	A361 Landkey Junction Improvement	Barnstaple	Redesign junction	£2.5m	S106	
B13	Junction Improvements	Northam	Improvement to junction of A386 and B3236	£800k	S106	
B14	Junction Improvements	Northam	Upgrade of junction of B3236 Buckleigh Road and A39	£2m	S106	
B15	Clovelly Road Caddsdawn link	Bideford	Highway link suitable for use by buses and a shared use foot / cycleway	To be delivered by developer		
B16	A39 / Abbotsham junction	Bideford	Improvement to the A39/Abbotsham Road junction	To be delivered by developer		
B17	Abbotsham Road Clovelly Road link	Bideford	Highway suitable for use by buses and a shared use foot / cycleway	To be delivered by developer		
B18	Winsford access junction	Bideford	Creation of a new junction on Clovelly Road for access into the West Bideford development site (Winsford)	To be delivered by developer		

\* Emerging individual schemes for A39/A361 will be added to this table following completion of the North Devon Link Road (see p.6) feasibility study work and prioritisation of schemes

## Newton Abbot Area

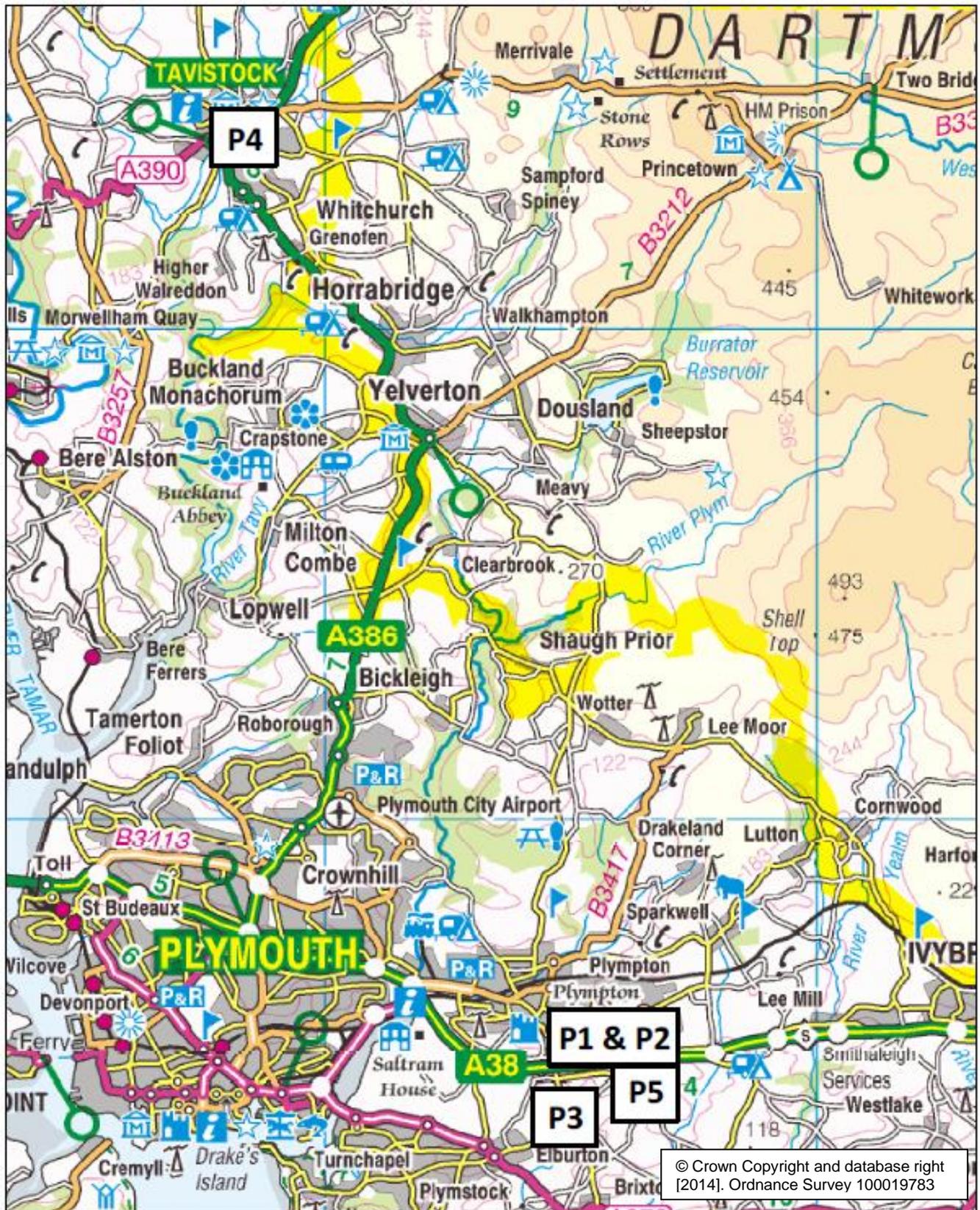


Code	Scheme Name	Location	Description	Estimated Cost	Funding mechanism	Delivery Period
N1	Decoy-Aller (Phase 1)	Newton Abbot	Decoy-Aller Access (Phase 1); Capacity improvements for access to Decoy industrial estate	£1.9m	LPPF, LTP, TDC	March 2015
N2	Drumbridges roundabout	Drumbridges	Drumbridges Roundabout improvements	£5.5m	HAPPF	March 2015
N3	South Devon Link Road	Newton Abbot	5.5km bypass of Kingskerswell on A380 (Newton Abbot to Torbay)	£110m	DCC, DfT, TC, S106	2015
N4	NA1 Link Road	Newton Abbot	In development 'Link Road' from A382 (Forches Cross) - A383 (Seale Hayne)	£5.2m	S106, GD2	2018/19
N5	Decoy-Aller (Phase 2)	Newton Abbot	Decoy-Aller to Langford Bridge improvement	£3m	S106, GD3	
N6	Park and Change	Newton Abbot	P&C facilities at Forches Cross – part of A382 package	£600k	S106, CIL, GD2	2019
N7	A382 corridor improvements	Newton Abbot	Improvements to A382, including widening / junction works to improve traffic flow, causeway & routes via Jetty Marsh and segregated cycle and pedestrian routes	£13.5m	S106, LTP, GD2	2019/20
N8	Newton Abbot Strategic Cycle Routes	Newton Abbot	Improvements to strategic cycling and walking routes in Newton Abbot connecting major growth areas (including Brunel Bridge link to stn)	£6m	S106, GD2	
N9	NA3 Southern Avenue access	Newton Abbot	Site access and links to site from Kingskerswell Road to A381	To be delivered by developer		

Aller Railway Tunnel 2014



### Plymouth Area

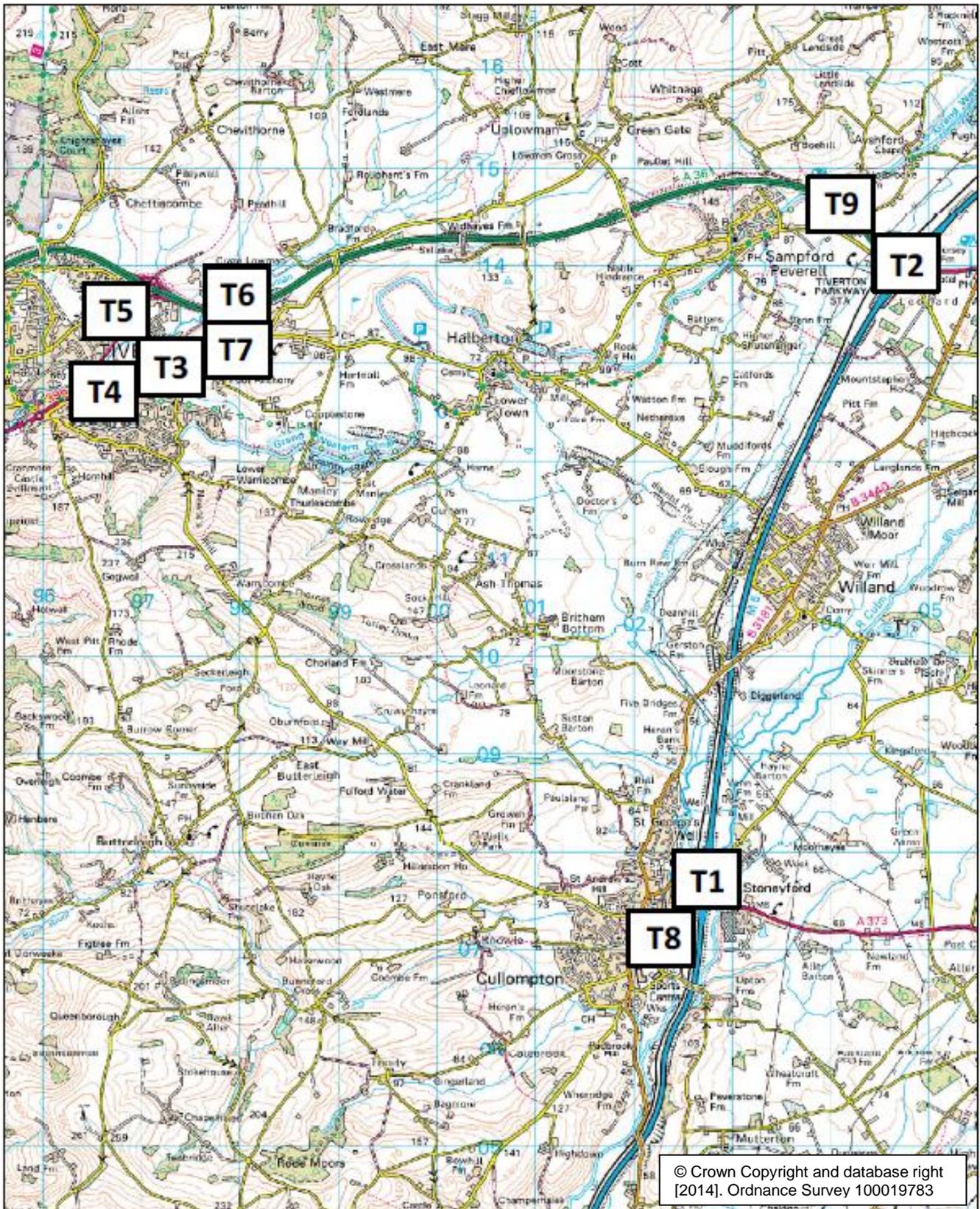


Code	Scheme Name	Location	Description	Estimated Cost	Funding mechanism	Delivery Period
P1	Deep Lane phase 1	Sherford	Deep Lane Junction Northbound	£3m	S106, GD1	2015-17
P2	Deep Lane phase 2	Sherford	Deep Lane Junction Southbound	£8m	S106, GD3	2017-20
P3	Sherford Park and Ride	Sherford	Park and Ride	£3m	S106, GD3	2017-20
P4	Tavistock Package	Tavistock	Reinstatement of railway line between Tavistock and Bere Alston including Park and Change and cycle link to Tamar Trail Centre	£33m	S106, GD2	
P5	Ped / Cycle Bridge	Sherford / Langage	Pedestrian / cycle bridge over A38 connecting strategic sites	£5m	TBC	

*Gem Bridge (near Tavistock) Pedestrian / Cycleway 2013*



## Tiverton and Cullompton Area



Code	Scheme Name	Location	Description	Estimated Cost	Funding mechanism	Delivery Period
T1	J28	Cullompton	Improvement to M5 J28 to provide signals to accommodate development to 2026	£1.3m	S106, IDA, LTP	March 2015
T2	J27	Tiverton	Widening of southbound offslip to 3 lanes and signalisation of both off slips	£2.5m	HAPPF	March 2015
T3	Blundell's Road	Tiverton	Public realm / traffic calming improvements to Blundell's Rd to discourage through traffic	£2m	S106	2015
T4	Blundell's Rd / Heathcoat way roundabout	Tiverton	Improvements to increase capacity	£130k	S106	2016
T5	Lowman Way / Heathcoat way roundabout	Tiverton	Improvements to increase capacity	£420k	S106	2016
T6	Tiverton EUE	Tiverton	Access to new development off A361	£15m	S106, GD2	2018
T7	Tiverton EUE phase 2	Tiverton	Secondary access from Tiverton EUE to Heathcoat Way	£10m	TBC	
T8	Cullompton Eastern Relief Road	Cullompton	Town centre relief road	£8m	TBC	
T9	Sampford Peverell junction	A361	West facing slips to remove u turns at J27 and through traffic from Sampford Peverell and Halberton	£3m	TBC	

*\* Emerging individual schemes for A39/A361 will be added to this table following completion of the North Devon Link Road (see p.6) feasibility study work and prioritisation of schemes*

*M5 Junction 28 northbound off-slip 2013*



## Rest of County

Code	Scheme Name	Location	Description	Estimated Cost	Funding mechanism	Delivery Period
<b>East Devon</b>						
RC1	Axminster Relief Road	Axminster	Axminster relief road	£15.5m	S106, CIL	
RC2	Avocet Line Improvements	Exmouth	Extension of platforms along the Avocet Line	£1m	S106, rail industry bid	
RC3	Dinan Way	Exmouth	Completion of Dinan Way to the A376	£8.5m	S106, CIL, GD3	
RC4	Public Transport Interchange	Exmouth	Improved walking / cycling links to town centre, revised entrance to rationalised bus station	£2m	S106, NSIP, LSTF, LTP, LTB	2015/16
RC5	Turks Head Junction	Honiton	Improvement to Turks Head junction	£200k	S106, CIL	2015/16
<b>North Devon</b>						
RC6	B3230 Corridor Improvements	Ilfracombe	Upgrade to an A road, including improvements at the Two Potts and Lynton Cross junctions	£1.4m	S106	
RC7	Western Access Route	South Molton	New link road connecting expanded Pathfields employment site to B3226	£2m	S106	
<b>Teignbridge</b>						
RC8	Splatford Split junction	Splatford	A38 / A380 Road Improvements at Splatford Split: To improve traffic flow and safety at this strategic junction	£5.5m	HAPPF	March 2015
RC9	Mamhead to Starcross	Dawlish	Improvements to mitigate impacts of growth on A379	£3m	CIL	
<b>Torridge</b>						
RC10	Agri-Business centre access	Holsworthy	Pedestrian / cycle route and junction improvements to provide safe access	£900k	NHB, LTP	2014
<b>West Devon</b>						
RC11	Exeter Rd – Crediton Rd Link	Okehampton	New road link between Exeter Road and Crediton Road	£3m	S106, GD2	2017 / 2018
RC12	Access Road	Okehampton	Town centre second access road	£8m	TBC	

*Holsworthy Agri-Business Centre Access 2014*



DRAFT



# Cycling and Multi-Use Trail Network Strategy

March 2015



# Contents

Introduction .....	3
Background.....	3
Financial Constraints and Opportunities .....	5
The Exeter Cycle Network .....	6
Newton Abbot and Barnstaple Networks.....	8
The Rural and Leisure Cycle Trail Network.....	9
Market and Coastal Town Networks .....	11
Delivering the Strategy .....	12
Conclusion .....	12

DRAFT

## Introduction

Increasing the uptake of cycling is a key Government aspiration; there is a wish to make it easier and safer for people who already cycle as well as encouraging far more people to take it up. Businesses, local government, Local Enterprise Partnerships (LEPs), developers, landowners, road users, the transport sector and the public all have a role to play in making this happen.

Investing in cycling extends the travel options available to people for journeys to work, school, business and shopping purposes. Our walking and cycle network supports our economy and enables people to enjoy being active for leisure and sport. Cycling supports the local economy in urban and rural areas; supports local businesses and property values by reducing vehicular traffic and congestion; it boosts the economic productivity of a healthy and satisfied workforce, and enables disadvantaged groups to gain access to training and employment opportunities.

Devon is a beautiful county and has a global appeal for its high quality coastal and countryside environment. Exeter is the major economic hub for the county and has proven resilient through the recession, with continued growth in houses and jobs and more planned for the future. Devon's stable and successful economy and good quality of life makes the county an attractive place to live, work and invest. Cycling, multi-use trails and public open space are seen as an intrinsic part of the solution for a modern growing economy. There is a growing demand for a network of segregated high quality cycle paths and trails for use by a variety of users and for a variety of purposes including work, education and leisure trips.

One of the greatest challenges facing the County Council is the significant cuts to the Local Transport Plan integrated block funding, which will be reduced from £6.2m to £3.6m in 2015/16. Instead, Government department capital funding will be delivered through the Growth Deal process, which will be managed by the Local Enterprise

Partnerships (LEPs). The LEP's interpretation of Government policies on economic growth will influence what future cycle schemes the County Council prioritises. Responding to this new agenda and the different financial challenges ahead is the driver for DCC producing a Cycle Strategy.

This "Cycling and Multi-use Trail Network" Strategy sets out how we will prioritise our plans and proposals for developing the cycle and leisure route network against changing and challenging financial circumstances. We will develop a segregated, high quality multi-use network of routes and trails that provide access for all and promote healthy, active lifestyles in Devon.

## Background

Devon's walking and cycling network offers the opportunity for all to be active and enjoy the outdoors, whether this is walkers, cyclists, wheelchair users or horse riders. Devon's population is ageing, which presents challenges, and healthy living and obesity has become one of the UK's major public health issues with the numbers of people who are obese doubling in the UK within the last 25 years.

Walking and cycling can contribute to physical and mental health and wellbeing among the older population by providing an active means of independent mobility. Improved access can help people better connect with their communities and engage in social activities.

Devon is recognised nationally as a prime location for walking and cycling holidays and breaks. It has a number of branded trails providing for a variety of non-motorised users. The Exe Estuary, part of Route 2 of the National Cycle Network<sup>1</sup> (see Figure

<sup>1</sup> The National Cycle Network (NCN) is a series of traffic-free lanes and quiet on-road routes that connect to every major city and passes within a mile of 55 per cent of UK homes. There are a number of NCN routes in Devon. Sustrans developed the concept and coordinates the development of the NCN, working with Local Authorities and partner organisations to identify future routes and, in some cases, providing the funding to build extensions. NCN routes can be viewed at [www.sustrans.org.uk/ncn/map/national-cycle-network](http://www.sustrans.org.uk/ncn/map/national-cycle-network)



Figure 1: National Cycle Network Coverage (as of 2014)

1), is a 26 mile trail running along both sides of the Estuary. This route currently records over 500,000 trips per year. The Tarka Trail (part of NCN 27) has an estimated 1 million users per annum.

In addition, numerous cycle events take place across the County, showcasing Dartmoor, the coast and the outstanding countryside of the county. These attract thousands of competitors both local and national as well as thousands of supporters from Devon, which contributes to the local economy. The showpiece is the Tour of Britain which according to an independent report brought an additional £6m spend to the county in 2014. In the last three years Devon has hosted this event, which has highlighted Devon’s impressive natural environment and inspired and created excitement around cycling. We are keen to maintain that momentum and build on the rising national profile of cycling in order to inspire people to cycle more.

Devon has had significant success in encouraging increased cycling levels through its investment in rural cycle trails and within its major urban areas.

**Missing Links in Devon’s Rural Cycle and Trail Network:**

**NCN 2: South Devon Way and Links** incorporating:

- Exe Estuary Trail – Dawlish town centre extension
- Teign Estuary Trail – Dawlish to Newton Abbot
- Wray Valley – Bovey Tracey to Moretonhampstead and on road to Okehampton
- Stop Line Way – Seaton to Colyton

**NCN 3: West Country Way** incorporating:

- Ruby Way – Hatherleigh to Bude

**NCN 27: Devon Coast to Coast** Ilfracombe to Plymouth incorporating:

- Tarka Trail – Hatherleigh to Meeth and Knowle to Willingcott
- Granite Way – Okehampton to Lydford

The Cycle Exeter project, part of the Department for Transport's (DfT) Cycle Demonstration Towns initiative, demonstrated the potential for a comprehensive approach to cycle provision; a strong, well signed network of infrastructure linking to schools and employment, complemented by measures to influence behaviour and promote cycling in schools and businesses has helped raise the overall profile of cycling in the city. This resulted in a 40% increase in daily cycling rates. Recognising the transport sector's impact on health, investing in cycling and trails makes sense on many levels. It is nevertheless a challenge to balance aspirations to get more people walking and cycling whilst reducing risks to their safety. We will endeavour to address this through continued evidence gathering, adherence to design standards, investigating campaigns on tolerance and awareness raising as well as cycle training. The emerging Road Safety Strategy will provide more detail on this.

In the next twenty years Devon will increase its housing supply substantially, which will include the completion of two new towns, Cranbrook and Sherford. Cranbrook is part of the East Devon and Exeter growth point and, along with SkyPark and Science Park will contribute to the overall 20,000 new homes and 25,000 new jobs being created in the area. Sherford, North of Plymouth will help to deliver up to 7,500 new homes in the long term and 5,000 new jobs. In addition, there will be significant expansion of Barnstaple, Newton Abbot, Tiverton and other market towns to provide new homes and jobs.

## Financial Constraints and Opportunities

This strategy is being developed at a time of significantly reduced budgets. The level of flexible funding paid direct to local authorities through the Local Transport Plan Integrated Block has been cut by almost half, effective from 2015/16 to help fund the Growth Deals. The DfT has indicated that all other non-maintenance transport capital funding

from Government will be delivered through the Growth Deal process. It is very unlikely that there will be more 'one-off' Government funded bid led competitions for the foreseeable future like the ones funding current schemes (LSTF, Granite and Gears etc).

Setting out our direction for cycling investment enables us to respond efficiently to changing circumstances in funding. We recognise that there are local aspirations to improve the walking, cycling and horse-riding connections in and between towns and villages which may not fall under the priorities highlighted. We will develop a process for communities to enable them to bring forward schemes and improvements using alternative models for delivery.

The approach outlined above requires maximising any opportunities presented in new developments and funding opportunities. Where we can be innovative in our design process for a highway scheme we will seek to achieve improvements for cycling. Devon will continue to be proactive and this strategy enables us to continue targeting funding in order to have 'shovel ready' schemes. Devon's future transport budget will comprise of successful bids to the Local Economic Partnership (LEP) Local Transport Board, Local Transport Plan capital, other DfT Bids as they are announced and through Developer section 106 monies and Community Infrastructure Levy.



# The Exeter Cycle Network

## Aim 1: Showcase Exeter, Newton Abbot and Barnstaple as premier cycling towns

to provide a healthy, more efficient alternative to travelling by car for a proportion of journeys – cyclists will be able to avoid congestion and benefit from a number of traffic-free cycle routes in the urban areas.

Exeter is the economic hub of Devon and is where the payback in investing in cycling, walking and leisure routes is multiple. There are clear opportunities for switching car trips to foot and bicycle with limited opportunities to build vehicular capacity into the highway network, which experiences congestion not only during peak periods but throughout the day particularly on key arterial routes. A comprehensive network of walking and cycling routes is developing in Exeter which has benefited from the Council’s ability to win significant amounts of external funding, i.e. through the Cycle Demonstration Town (CDT) bid; DfT bids and successfully negotiated developer contributions.

In 2005, Exeter was named as one of the DfT’s six Cycling Demonstration Towns and saw some significant achievements. This success story in Exeter has demonstrated over a very short timescale the potential for cycling to help encourage a healthier, more active lifestyle and minimise car use, particularly for short distance trips.

In the 2011 Census the modal share for travel to work by bicycle in Exeter was 6% and by foot 22%, placing Exeter in the top quartile nationally for cycling cities. Recent survey data relating to two of

Exeter’s busy corridors show around 40% of trips

### Cycle Exeter CDT achievements:

- 44km of cycle routes constructed
- 40% increase in average daily cycle trips
- Cycle training rolled out to 1000s of children and adults
- 22% of secondary school children regularly cycling (national average is 3%)
- 15% of primary school children regularly walking, scooting or cycling (1% nationally)
- 6% of employees cycling to work
- Decrease in rate and actual number of overall cycle casualties in the city
- National Transport Award for Cycling Improvements (2010)

are less than 5 kilometres. This shows significant potential to increase walking and cycling levels in Exeter. Cambridge, traditionally a cycle-friendly place, tops the league for bike commuting, with almost 30% of workers choosing two wheels, followed by Oxford (17%) and it is the economic and cultural attributes of these cities that we aspire to be like. However, in the medium term, our aim is to be within the top 10 cities with the highest percentage of people cycling to work by increasing the percentage of journeys to work by bike to 12% by the next census in 2021.

We aim to build on our success through the Cycle Demonstration Town project to create a culture change in cycling so that Exeter is recognised as a leading cycling city. We need to expand the existing high quality network and provide segregated routes to the major development areas. We are conscious that other cities (outlined in the table below) have significant government

### Cycle City Ambition Projects:

Birmingham	Bristol	Cambridge
Leeds	Manchester	Newcastle
Norwich	Oxford	

funding for cycle city ambition projects and we can learn from their experiences in order to ensure our economy does not suffer and slip behind others.

The planning process will be integral to this and the County Council will continue to work with the Local Planning Authority linking to their Parks and Open Spaces Plan as well as ensure that cycle routes and infrastructure are included in future Infrastructure Delivery Plans, linked to the Local Plan process. This will enable developer contributions to be secured but also strengthen the highway authority's influence over the design of new developments to be more walking and cycle-friendly.

Collaborative working to date between Sustrans, Devon County Council and Exeter City Council officers has helped develop a hierarchy of cycle routes across the city. Figure 2 identifies the main

primary routes into the city, which will provide fast efficient connections by foot and bicycle linking the major new growth areas with key employment, retail, education and leisure destinations.

Primary segregated routes will:

- Link between employment and main residential areas and the city centre
- Be fast and direct
- Be high quality and separated from cars – either off road or on quiet roads
- Offer uninterrupted paths, or minimal stops where possible
- Use clear, high quality signs

Secondary Routes will:

- Use key corridors to connect into the primary routes and link major destinations including major employment sites and schools, colleges and the university
- Use clear, high quality signage

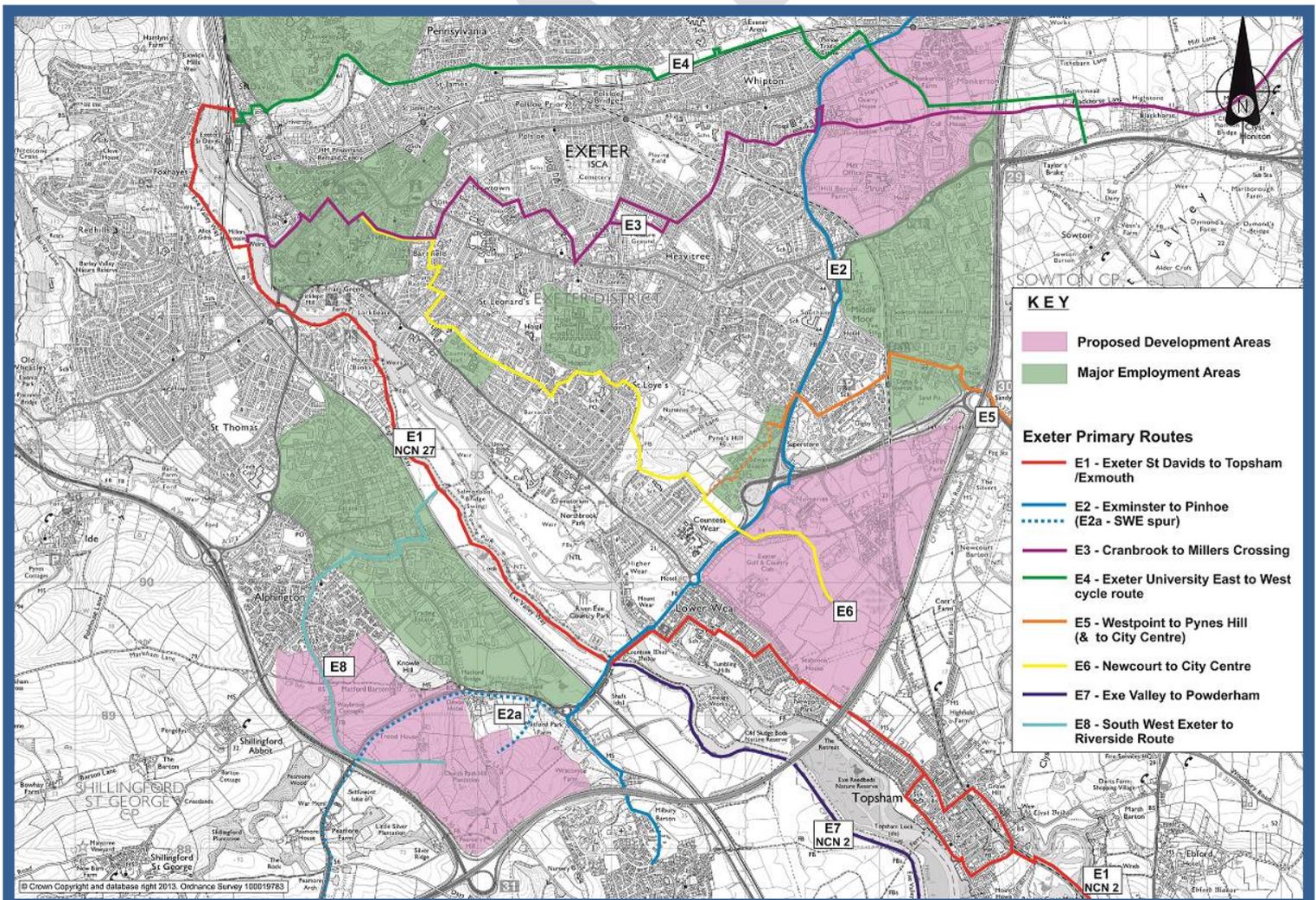


Figure 2: Exeter Cycle Map

These routes will contribute to delivering continued growth in the city and help maintain Exeter’s reputation as a vibrant and prosperous place to live and work. It will achieve mode shift by offering people safe, convenient and, in some cases, quicker journey times compared to travel by car. Implementing these schemes using high quality engineering design solutions will help strengthen Exeter as one of the UK’s premier cycling cities.

A summary of the Exeter cycle schemes is provided in the table below, which relates to the schemes in Figure 2.

Exeter Cycle Schemes	
E1	Exeter St David’s to City Centre and on to Topsham/Exmouth
E2	Exminster to Pinhoe (E2a – SWE spur)
E3	Cranbrook to City Centre & Millers Crossing
E4	Cranbrook to Exeter University (East to West Cycle Route)
E5	Westpoint to Pynes Hill (and to City Centre)
E6	Newcourt to City Centre
E7	Exe Valley to Powderham
E8	South West Exeter to Riverside Routes

## Newton Abbot and Barnstaple Networks

Significant growth is also planned in some of our larger Market Towns such as Barnstaple and Newton Abbot. This section of the strategy focuses on plans to invest further in cycling in Barnstaple and Newton Abbot. Outside of Exeter, these are our largest towns with the most significant levels of growth planned over the next 20 years.

Barnstaple (population 31,000) is planned to have around 3400 new homes and over 50 hectares employment land over the next twenty years. It is the sub regional centre of North Devon, home to North Devon College, North Devon Hospital, North Devon Council, business and industrial parks. We will focus on providing connections from

Barnstaple Town Centre to urban developments west of the River and Railway at Anchorwood, Roundswell and Larkbear. These will link to and enhance the Tarka Trail.

Newton Abbot (population 22, 581) is planned to have 4230 new homes and new jobs in urban extensions to the west and south of the town. It has a vibrant economy with a mix of industries based on minerals, manufacturing and service. We will focus on the development of an East to West Cycle route connecting the large new development to the west to the schools, employment sites and the retail core of the town, as well as links to the rail station and leisure routes.

Our aim for Barnstaple and Newton Abbot would be to develop proportionate cycle and trail networks. Like Exeter, this would draw upon some of the lessons learnt through the Cycle Demonstration Towns project in terms of design standards and focusing on linking the major residential development sites to the retail, employment and education destinations. Cycle routes would be planned to:

- Link directly to the new development locations
- Meet the need to develop the transport options and active travel for a greater population
- Make the most of the opportunity to encourage sustainable transport behaviour

Funding to develop the network in these towns will be secured through the planning process (i.e. developer contributions) and taking advantage of opportunities through Local Transport Board Growth Deal bids. Our ability to be successful in leveraging in funding for future schemes is more likely where we can deliver sustainable, walking and cycling transport links that could potentially reduce trips made by car from major growth areas to schools and job destinations.

A summary of the Newton Abbot and Barnstaple cycle schemes is provided in the table below.

<b>Barnstaple / Newton Abbot Schemes</b>	
<b>NAB1</b>	East-West cycle route: Houghton Barton to Train Station (via town centre)
<b>NAB2</b>	ASDA to Train Station (via town centre)
<b>NAB3</b>	Wolborough to Town Centre
<b>BAR1</b>	Roundswell A39 Ped / Cycle Bridge
<b>BAR2</b>	Anchorwood to the Strand Bridge
<b>BAR3</b>	Larkbear to town centre

## The Rural and Leisure Cycle Trail Network

### **Aim 2: Invest in Devon’s leisure routes and trails**

to secure transitional economic and health benefits in rural Devon by increasing peoples’ access to Devon’s impressive countryside and heritage, and providing linkages with rural towns and villages.

Tourism is an important part of the Devon economy and the rural cycle and trail network is a dynamic asset, fulfilling a number of roles. The network provides connections between villages and towns and helps to provide access to the county’s stunning natural environment. In some cases, it functions as scenic and enjoyable commuter routes and also attracts people to spend their free time exploring the coast and countryside. They can also be capable of transforming local economies, bringing people into towns and villages to boost the local economy.

Furthermore, they can be used by a variety of users, which demonstrates the wider benefits of the multi-use trail in terms of health and economy to all people living and working in Devon. For example, in addition to cyclists the Exe Estuary Trail is well used by walkers, people with prams and wheelchair users.

There has been significant investment in the rural network by Devon County Council, aided by our ability to win competitive funding bids and deliver schemes on the ground over the past three years. This has helped to fund schemes on our branded strategic routes including: Tarka Trail, Exe Estuary Trail & Teign Estuary Trail, Devon Coast to Coast, Ruby Way, Granite Way, Drakes Trail and Wray Valley Trail. This has included landmark bridges: Gem Bridge near Tavistock, Redhayes Bridge over the M5, the Town Quay bridge in Newton Abbot and several bridges in Dartmoor, delivered through the Granite and Gears programme.

Many of these trails have outstanding public realm attributes and provide access to Devon’s rich countryside and heritage. The recently completed Gem Bridge on the Drake’s Trail just south of Tavistock is a spectacular scheme, replacing an old viaduct.

To date, our approach has been to develop and deliver strategic branded cycle routes; this has delivered economic benefits which are tangible by observing the activity along the routes with cafes (e.g. Fremington), cycle facilities (Torrington), accommodation and public houses (Lymptone) all thriving. This has raised expectations and there are other communities keen to see development of new links, some in areas of Devon where the rural economy is struggling.

We will continue our proactive approach by developing a prospectus for the completion of the existing routes which are indicated on the schematic map (See table below and Figure 3). This will objectively establish the deliverability in terms of design and land ownership, the benefits for links to schools, employment, economic benefits and forecasts about usage levels to establish value for money.

The timing of the delivery will rely on the availability of funding opportunities set by the Government. As section 3 illustrates, there will be significant pressure on Local Transport Plan funding and it is likely to be challenging to secure

**Proposed Schemes – Strategic Cycle Network**

Route	Section
Devon Coast to Coast (NCN27) and links to it	Tarka Trail <ul style="list-style-type: none"> <li>Knowle to Willingcott</li> <li>Meeth to Hatherleigh</li> </ul> Tavistock to Tamar Trails Centre
South Devon Way (NCN2) and links to it	Teign Estuary Trail <ul style="list-style-type: none"> <li>Dawlish to Kingsteignton</li> </ul> Stop Line Way <ul style="list-style-type: none"> <li>Seaton to Colyton</li> </ul> Wray Valley Trail <ul style="list-style-type: none"> <li>Steward Wood to Lustleigh</li> </ul> Feniton to Sidmouth
West County Way (NCN3) and links to it	Ruby Way <ul style="list-style-type: none"> <li>Hatherleigh to Bude</li> </ul> Pegasus Way <ul style="list-style-type: none"> <li>Dartmoor to Cookworthy Forest (connects Granite Way and Ruby Way)</li> </ul>

funding through the LEP process, hence the need to demonstrate value for money. Nevertheless, the County Council will work to secure funding via a range of sources including the Growth Deal and developer contributions (S106 / CIL). This could be supplemented with possible bids direct to the Department for Transport (DfT) should separate grant funding opportunities arise. To achieve this, we will continue to work with stakeholders including landowners to remove barriers and enable us to be ready to deliver the remaining sections of routes.

As our work to complete the existing network progresses, we will consult on future potential extensions of the network. This will initially be undertaken in conjunction with the roll forward of the Local Plan process, working closely with the Local Planning Authorities.

Complementary to the delivery of infrastructure is the continued promotion of the network. There

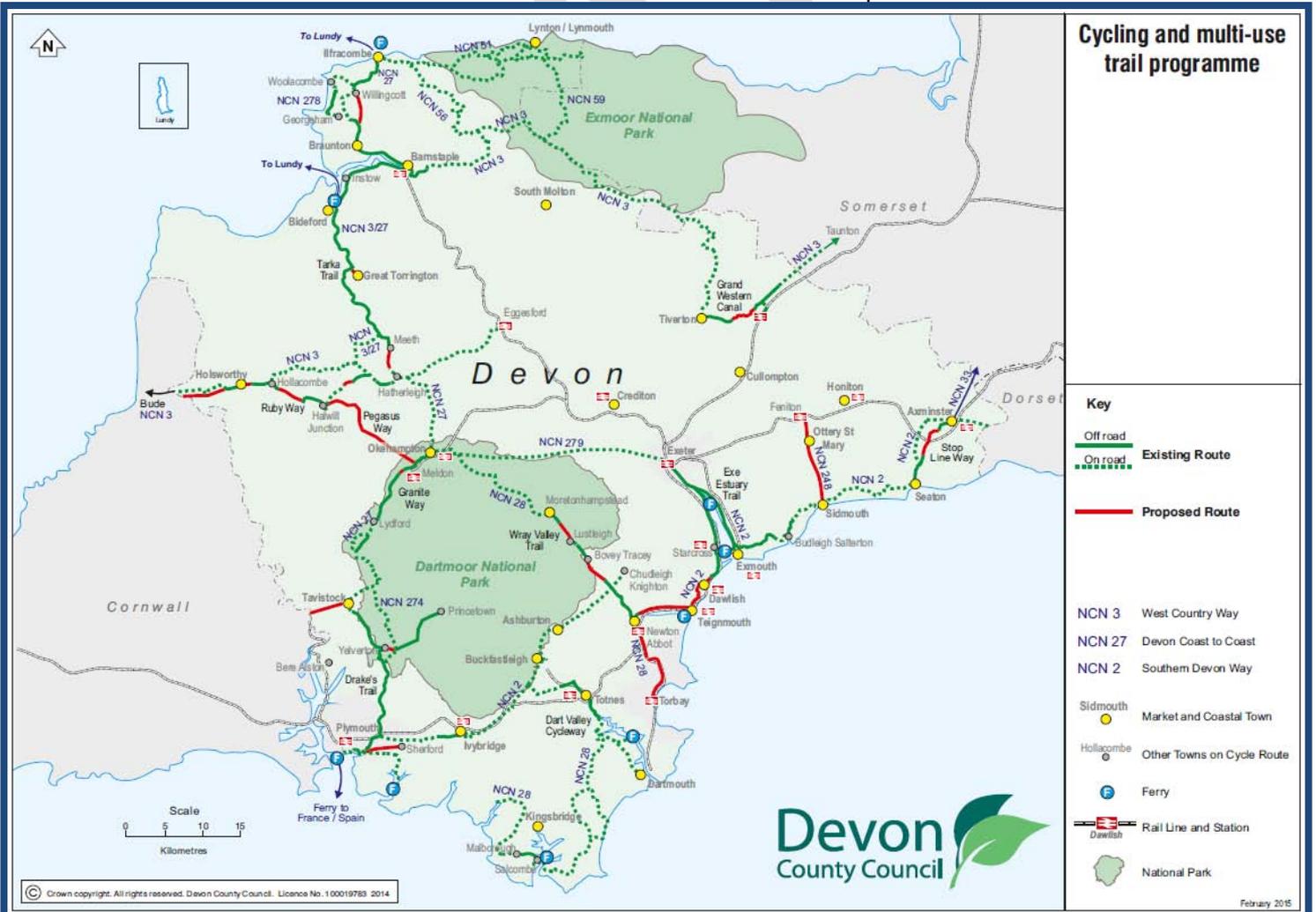


Figure 3: Rural and Leisure Cycle Trails

will be reduced revenue funding to deliver this in the future and we will be reliant on support from local communities and volunteers to promote these assets through the internet, developing town guides and through publicity at local events. It is also key that the networks are accessible to all people, are well signed and well maintained, subject to funding in times of severe budget constraints.

## Market and Coastal Town Networks

### **Aim 3: Influencing the planning process to enable delivery of cycle aspirations in market and coastal towns**

to ensure that cycle schemes are included in Local Plan infrastructure delivery plans so that developer contributions can be secured and new developments designed to create attractive walking and cycling environments.

A number of our Market and Coastal towns will also experience housing and employment growth over the next twenty years. The level of competition for funding both across authorities and across modes means that there is little scope for local cycle schemes to secure funding through the Growth Deal process. Schemes may however be packaged up with other Growth Deal schemes where it can be demonstrated that it unlocks significant levels of growth.

In general, cycle routes will be included in Infrastructure Delivery Plans linked to the Local Plan process and will be developed in conjunction with the Local Planning Authority. The County Council, in its highway authority role, will need to influence planning decisions and secure on-site delivery of quality walking and cycling routes to ensure that sustainable alternatives to the private

car are attractive to new residents. Off-site cycle network improvements are likely to require developer funding (S106 / CIL) to contribute towards design and delivery of the schemes.

Where local planning authorities have adopted a Community Infrastructure Levy charging schedule, there are likely to be significant demands on this funding from other district, borough, city and county council infrastructure priorities - it may therefore be difficult for local planning authorities to agree to release funds for cycle schemes, which may be considered less critical infrastructure in the context of the Local Plan aspirations.

The National Planning Policy Framework (NPPF) enables local people and their accountable councils to produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities. From our day to day contact with communities it is clear that schemes will continue to be identified locally by the community and it is important that these are considered, recorded and encouraged. With pressures on funding, local communities should identify their walking and cycling needs through inputting to the Local Plan processes but also including proposals in their neighbourhood plans. This could ultimately secure funding (for instance through their share of the CIL allocation).

Cycle schemes should achieve an aspiration to improve walking and cycling opportunities by meeting some or all of the following objectives:

- support housing and employment growth
- completing links or provide a valuable connection to a route
- addressing safety concerns
- increasing opportunities for leisure and providing access for all

Schemes that can also provide match funding and have a good prospect of being delivered (e.g. have land ownership agreements in place) will also increase the likelihood of delivery. We will put in place guidance to help communities to develop their own 'local aspirational maps' to help define priorities in their local areas. This is currently a

practice adopted within DCC for delivery of Public Rights Of Way improvements. Communities may need to find funding (e.g. through Neighbourhood Plans) or deliver these initiatives themselves.

## Delivering the Strategy

The planning process will be integral to the delivery of the strategy and the County Council will continue to work with local planning authorities to ensure that routes and infrastructure are included in future Infrastructure Delivery Plans, linked to the Local Plan process. During the planning process for new developments, DCC will need to negotiate with developers and local planning authorities to secure contributions towards cycle schemes. We will also need to influence the detailed design and layout of new developments to ensure that more walking and cycle-friendly developments are developed, which encourage more sustainable travel.

DCC will continue to be proactive and innovative in its design, learning from best practice and sharing experiences with planners, engineers, safety auditors and using its expertise to influence decision-makers at the DfT and LEP. We recognise the safety concerns around cycling and will strive to overcome these barriers through positive road safety campaigns and education programmes aimed at encouraging greater respect and tolerance of all road users.

There will need to be a prioritisation of schemes, with a focus on schemes which are likely to gain support from the LEP. The prioritisation will need to consider how projects will help deliver economic growth and represent good value for money. DCC is also producing an overarching Transport Infrastructure Plan, which will set out all major transportation infrastructure schemes up to 2030. This will enable local planning authorities to understand when and where local contributions (e.g. CIL) may be required to support LEP grant funding and also enable designers to get schemes

to a 'shovel-ready' state. The ability to deliver a scheme, with design complete and planning and land secured will ensure that DCC can be opportunistic when funding becomes available.

Whether funding is secured through the Growth Deal or through other contributions, the County Council is likely to have a key role in delivering the strategic cycle schemes.

## Conclusion

This "Cycling and Multi-use Trail Network" strategy builds upon our existing strong ethos in developing a high quality network of urban and rural routes. Funding sources are reducing and becoming more challenging so we need to be clear on our objectives and outcomes. This strategy explains that these are focused on economic growth, health, leisure, access for all and providing sustainable options for travel.

The County Council will need to be targeted and selective about which projects it invests its design resources in. The lack of funding directly available to the County Council means that it will need to identify a range of funding sources that will help deliver the county's strategic priorities. This will include preparing bids through the LEP Growth Deal and ensuring that cycle schemes are included in Local Plan infrastructure delivery plans so that developer contributions (£106 / CIL) can be secured.

There is still considerable work to do to complete our existing rural network so we need to focus on this. Our experience has demonstrated the benefits of a high quality walking and cycling network, providing access to an outstanding natural environment. Our strategy is aimed at completing this network to deliver economic benefits for rural communities. We will also consult on future expansion opportunities.

The network will continue to be developed in key urban growth areas of Exeter, Barnstaple and Newton Abbot. This will focus on delivering high quality segregated routes, linking the main growth

areas to key employment, retail, education and leisure destinations and building on alternative routes to the main trafficked corridors.

In other Market and Coastal Towns, the network will be developed in conjunction with the Local Planning Authority. This will be linked to Local Plans, neighbourhood plans and funded by new development. We recognise communities will have aspirations to develop their own local routes. We will provide guidance to enable communities to achieve this.

DRAFT