

## **Cycle Paths: Implementation of Existing Programmes**

Report of the Head of Planning, Transportation and Environment

### **1. Summary**

This report is at the request of the Place Scrutiny Committee and details progress on the development/delivery of existing cycle programmes. It also provides an introduction to the emerging cycle strategy.

### **2. Introduction**

The Place Scrutiny Committee at its meeting held on 10 June 2014 received a report (SC/14/20) outlining performance across the organisation on the remit of this Committee to the end of the 2013/14 financial year.

The report provided a snapshot of progress of delivery towards all five *Backing Devon: Devon County Council's Strategic Plan 2011-2015* priorities and an exception report that concentrated on the three priorities that specifically fell under the remit of the Place Scrutiny Committee, as shown below.

- Removing barriers to growth,
- Help communities help themselves,
- Make the most of Devon's natural assets.

One of the exceptions related to Priority 5: "*Make the most of Devon's natural assets*" and in particular 5.7 "*We will have opened more cycle paths*", which was indicating "Amber".

The Committee was advised that a draft of the Cycling Strategy for consultation was being finalised as well as an overarching Transport Infrastructure Plan, which are being produced in response to the changes in the way funding is allocated to local authorities for transport infrastructure projects.

There was a question raised about progress on the cycle programme, particularly the Granite and Gears projects. Place Scrutiny Committee requested a report to this meeting on cycle paths and the implementation of existing programmes. This report takes the opportunity to also introduce the emerging cycle strategy, which has implications for the development and delivery of cycle schemes post 2014/15.

### **3. Delivery of Existing Cycle Programmes**

#### **Granite and Gears**

The Granite and Gears (G&G) cycling programme was a successful £4.372m bid through the Department for Transport's Cycling Ambition Fund (Linking Communities: Cycling in National Parks). The 2 year programme aims to create family friendly multi-use routes that would improve access to Dartmoor and create a network that people will want to visit for longer and make repeat visits in the future. The bid was primarily focused around improvements to three, high quality walking and cycling routes on the western and eastern sides of Dartmoor. These routes are the Wray Valley Trail between Bovey Tracey and Moretonhampstead; the Granite Way between Tavistock and Okehampton and the Drake's

Trail between Tavistock and Plymouth. The bid also included schemes that would improve Devon communities' connectivity to these routes as well as connections to the moor itself, namely improvements to the Pegasus Way (linking the Ruby Way at Cookworthy with the Granite Way), connections to Princetown from the Drake's Trail and a bridge over the A38, which connects Bovey Tracey towards Newton Abbot. Full details of the proposals are provided in the December 2013 Cabinet paper (PTE/13/104); however, a diagram is provided in Appendix I.

Appendix II details the current status of progress on the G&G projects. As is evident, a number of schemes are either complete, on site or about to commence construction this autumn. Planning and land negotiations have made a number of these schemes challenging to deliver to tight timescales; however a substantial programme of cycle route upgrades and improvements will be completed and grant funding spent by March 2015.

The terms of the programme include an additional local contribution of £3.0m, which includes £1.8m from DCC and £1.2m from 3<sup>rd</sup> parties, including Teignbridge District and West Devon Borough Councils. For the schemes that are rated 'Amber' and are at greater risk of delivery by March 2015, there is scope to roll these into the following financial year and funded through the match-funded local contributions, which are not time-constrained.

### **Other Countywide Cycle Schemes**

In addition to the Granite and Gears programme, the county council is also progressing design and, in some cases, delivering a number of other cycle routes and improvements across the County. These schemes are being funded using a combination of Local Transport Plan (LTP), Local Sustainable Transport Fund (LSTF), Section 106 developer contributions and DCC Corporate Capital borrowing funding sources.

A summary of progress on these schemes is included in Appendix III. As is evident, a number of cycle projects are being constructed this year. This includes completion of the Exe Estuary, cycle links in Newton Abbot and Exeter and works to some of the leisure trails including the Tarka Trail and Stop Line Way. However, the majority of the programme is focused on progressing land negotiations and design of cycle schemes so that the major barriers to delivery have been removed. Having 'shovel-ready' schemes ensures that DCC can be opportunistic when funding becomes available.

As section 4 explains, from 2015/16 onwards there will be reduced LTP funding and greater competition for funding of all transportation schemes through the Growth Deal process. Within Devon, decision-making on how Growth Deal funding is allocated to local authorities will sit with the Heart of the South West Local Enterprise Partnership (LEP) and 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.

## **4. Emerging Cycle Strategy**

From 2015/16, the level of Local Transport Plan integrated block funding will be cut by approximately half (from £6.159m to £3.601m). Instead, all non-maintenance transport capital funding from Government will be delivered through the Growth Deal process, which will be managed by the Local Enterprise Partnerships (LEPs). Local authorities will need to work closely with the LEPs who will decide how funding is allocated to local authorities to deliver transportation schemes across the country.

The Heart of the South West LEP consists of Devon County Council, Somerset County Council, Plymouth City Council and Torbay Council. There will be competition between

these authorities for funding but also across all modes of transportation and the LEP will need to be convinced that schemes represent good value for money and evidently align with the objectives as set out in their Strategic Economic Plan (SEP). There will be an increased emphasis in favour of schemes that deliver economic growth, are in a 'shovel-ready' state and can deliver a high benefit cost ratio (BCR). Local authorities will also need to match fund the LEP funding using developer contributions and/or Local Transport Plan funding.

There will be greater pressure on the reduced LTP funding, with DCC needing to prioritise forward design and/or match funding of infrastructure schemes which are likely to gain support from the LEP. It will therefore be increasingly difficult for local authorities to secure or make a strong case for smaller scale schemes and projects, including walking and cycling projects. The exception may be cycle schemes that relate well to major growth areas, can demonstrate good value for money and are able to evidence that they are critical in delivering housing and jobs or growth to the economy.

DCC will continue to be proactive in its pursuit of cycle infrastructure; however, it will need to be more 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 district council infrastructure delivery plans so that developer contributions (S106/CIL) can be secured.

The following aims and objectives have been proposed, which reflect the changing financial context and the pressures it will put on future funding of cycle schemes across the county:

- Showcase Exeter, Newton Abbot and Barnstaple as premier cycling towns.
- Invest in Devon's leisure routes and trails to secure transitional economic and health benefits in rural Devon.
- Influence the planning process to enable cycle aspirations in market and coastal towns to be delivered.

#### *Showcase Exeter, Newton Abbot and Barnstaple*

Experience from the Exeter Cycle Demonstration Town project has shown what can be achieved through creating a series of high quality cycle networks. Exeter, Newton Abbot and Barnstaple currently experience peak hour congestion and substantial growth pressures in these urban areas will require modal shift in order for growth aspirations to be managed effectively and sustainably. The schemes will link major strategic growth developments to key destinations, using direct, high quality paths and overcoming some of the safety concerns, which can present a barrier to cycling in our busy, urban areas.

#### *Secure transitional economic and health benefits in rural Devon*

Devon's extensive rural trail network, including the NCN routes and other branded, strategic routes have proven popular and enable a significant proportion of the population to enjoy Devon's outstanding natural environment in a healthy, active way. These routes have helped boost the rural economy and we propose to continue investing in the networks and completing routes where it represents good value for money.

### *Enable cycle aspirations in market and coastal towns*

For schemes that are unlikely to qualify for Growth Deal funding, there may be potential to secure funding through developer contributions (S106 and Community Infrastructure Levy). This will be challenging where district councils are enforcing CIL as there are significant demands on this funding - it may be difficult to justify less critical infrastructure against other local infrastructure priorities.

For other schemes not being promoted by the County Council, DCC will offer support to help communities develop their 'local aspiration map' and define cycle priorities in their areas. This is similar to the approach recently adopted within Public Rights of Way. Communities may need to find funding (e.g. through Neighbourhood Plans) or deliver these initiatives themselves.

There may also be scope to 'package up' cycle projects with other schemes (e.g. road and rail projects) to increase the chance of securing funding and delivery through the LEP process.

A copy of the draft strategy is included in Appendix IV. It is anticipated that proposals for the next stage of the Growth Deal up to 2021 will need to be submitted through the Heart of the South West LEP by November 2014.

With this in mind, the County Council is proposing to submit three bids, reflecting progress on designs (in 2014/15) for the following cycle infrastructure projects:

- Exeter East-West Cycle Routes
- Barnstaple town connections
- Rural Devon Economy strategic cycle routes

## **5. Consultations**

The cycle schemes described in Section 3 have been subject to consultation with local members and, where applicable, through the planning process. Some schemes are in the early design stages and will be subject to future consultation.

## **6. Financial Considerations**

Both the Granite and Gears and Local Transport Plan financial programmes have been approved by Cabinet and are monitored on a monthly basis. For the purpose of this report, there are no financial considerations to report.

## **7. Environmental Impact Considerations**

Individual schemes will have been subject to environmental surveys and mitigation (if appropriate) through the design and planning processes. Cycle schemes are aimed at encouraging people to seek more active, healthier pursuits and rely less on the private car for travel. The programme can therefore deliver slight carbon benefits.

## **8. Equality Considerations**

The Equality Act 2010 Public Sector Equality Duty requires decision makers to give due regard to the need to:

- eliminate discrimination, harassment, victimisation and any other prohibited conduct;

- advance equality by encouraging participation, removing disadvantage, taking account of disabilities and meeting people's needs; and
- foster good relations between people by tackling prejudice and promoting understanding.

Taking account of age, disability, race/ethnicity (includes Gypsies and Travellers), gender and gender identity, religion and belief, sexual orientation, pregnant women/new and breastfeeding mothers, marriage/civil partnership status in coming to a decision, a decision maker may also consider other relevant factors such as caring responsibilities, rural isolation or socio-economic disadvantage.

An Impact Assessment was carried out for the Granite and Gears programme (details contained within Cabinet report PTE/13/104) and an Equality Impact Needs Assessment was also produced for the Local Transport Plan 2011-2026.

## **9. Legal Considerations**

Individual legal agreements are made with relevant external funding bodies and developers as required.

Legal issues relating to individual schemes will be considered through the relevant Cabinet or HATOC report.

## **10. Risk Management Considerations**

Financial and project management systems are in place to manage programme management risks within and across financial years. Proposals for external funding are assessed for risks associated with match funding requirements and increases in scheme costs.

Risks associated with individual schemes are considered within the relevant Cabinet or HATOC reports.

## **11. Public Health Impact**

The programme has been designed to continue encouraging active travel and therefore improvements to public health. It supports economic growth including new housing and employment which are also important contributors to public health.

## **12. Conclusion**

The Granite and Gears programme is on track to deliver against the financial requirements of the bid with good progress on delivering a number of improvements to the multi-use trail network linking with Dartmoor. Members may wish to note progress with the other Countywide cycle schemes, which is predominantly focused on design and preparation of schemes for delivery through external funding, including developer contributions and the LEP Growth Deal process.

Dave Black  
Head of Planning, Transportation and Environment

## **Electoral Divisions: All**

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Local Government Act 1972: List of Background Papers

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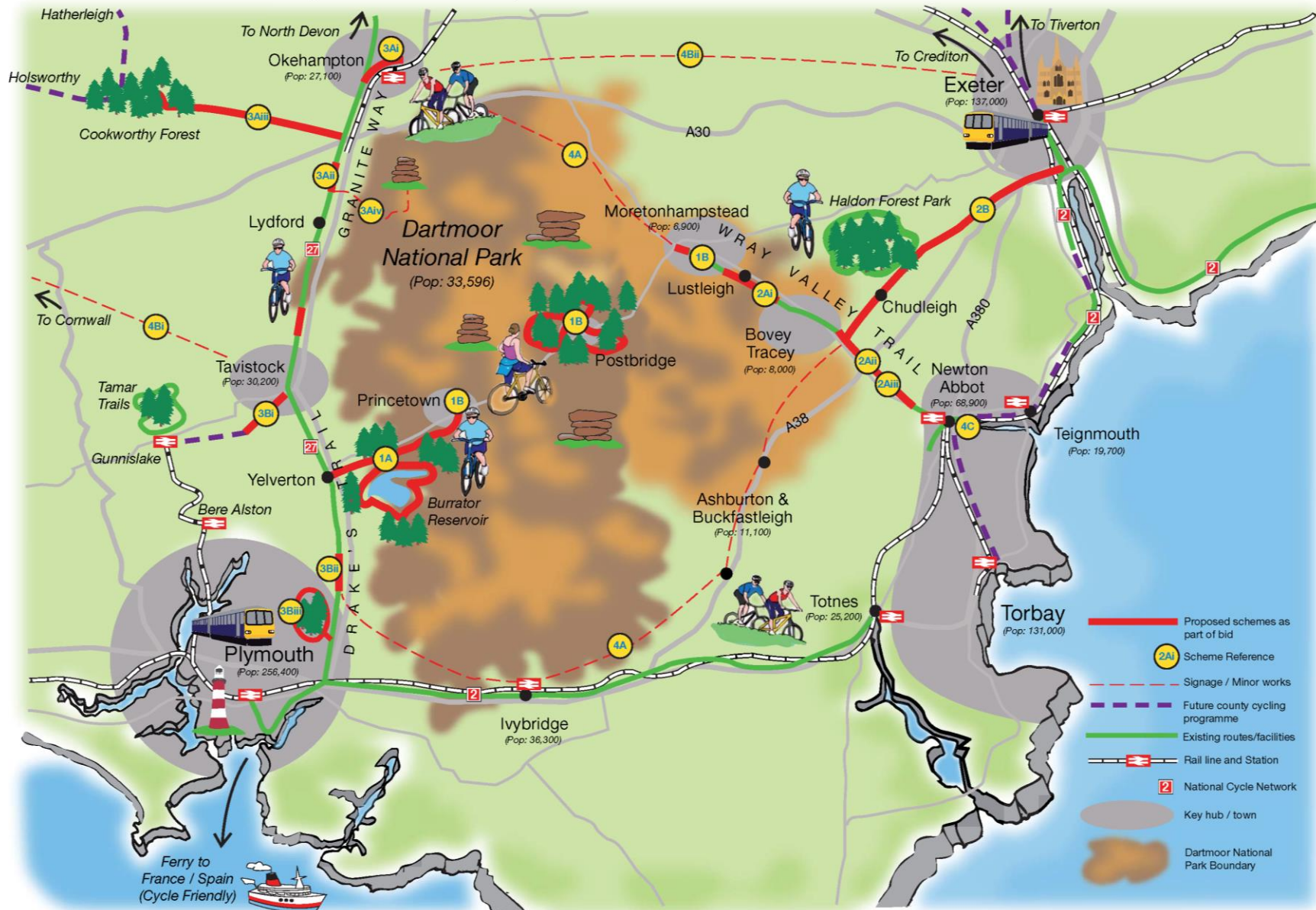
Tel No: (01392) 383000

Background Paper	Date	File Reference
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Nil

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A3: Plan of Dartmoor Project Area and Proposed Schemes



**Appendix II  
To PTE/14/62**

**Dartmoor: Granite and Gears - Project update**

<b>Ref (from Plan)</b>	<b>Scheme</b>	<b>Progress</b>	<b>Construction</b>	<b>Status</b>
1A	Princetown from Drakes Trail (inc. B3212 crossing)	Parapet options for four bridges have been completed and will be discussed with DNP. Need to ascertain whether planning is required for any improvement works on the bridges. Peekhill bridge progressing – SWW and Gas mains to be diverted. Bridge PQQ Issued - responses due back. Land still requires agreement.	September 2014 to Nov 2014	GREEN
1B	Wray Valley Trail: Steward Wood to Lustleigh	Contractor is lined up for one section of the route and due to start in October. One section is advanced in land agreements and expected to complete this Financial Year. Land agreements continue for other sections and will continue into next Financial Year, as programmed.	October 2014 – March 2015	AMBER
2A	Newton Abbot to Bovey Tracey	Planning permission has been received. Tender process to begin shortly for the canal section. Land adjacent to the proposed bridge progressing well with completion this Financial Year.	February 2014 – March 2015	GREEN
2Aii	A38 Bridge	Contract has been awarded for the bridge construction. Construction due to commence shortly, and completed by end May 2015, as programmed.	September 2014 – March 2015	GREEN
3Bii	Clearbrook Ramp	Currently under construction with completion anticipate this year.	July – Dec 2014	GREEN
3B	Grenofen Link	Works completed.	Complete	GREEN
N/A	Peter Tavy to Mary Tavy	Small scale improvements only to be taken forward (e.g. moving obstructions from route). Not considered a priority due to a suitable route already being available.	Sept 2014	GREEN
3Aii	Bridestowe Station	Works completed.	Complete	GREEN
3Ai	Okehampton Extension – Fatherford	Bridge: NPS are seeking to resolve land issues - some landowners have a high expectation of the value of the land. Path: High scheme estimate received. Looking at alternatives to scale back and make improvements that are necessary.	Nov 2014 – March 2015	AMBER
N/A	Meldon Viaduct	Works completed.	Complete	GREEN
3Aiii	Pegasus Way via Ruby Way	Some sections of route on track for completion in FY14/15. Planning application to be submitted for earth ramps, although risk of delivery this Financial Year.	Jan 2014 – March 2015	AMBER
1B	Accessibility Improvements	Liaison with Moretonhampstead, Princetown and Bovey Tracey continuing. Cycle parking is to be installed in Moretonhampstead as part of the 'Cycle Hub' project.	N/A	GREEN



Other Countywide Cycle Schemes - Project updates

Scheme	Progress	Construction
Newton Abbot to Torquay (via Kingskerswell)	<p>a) Decoy Industrial Estate to Aller junction segregated footway/cycleway delivered by Local Pinchpoint (LPPF) scheme – enabling works completed.</p> <p>b) Aller to Kingskerswell village design complete/land agreed. Consultation complete by end of August 2014.</p> <p>c) Cycle route to Torbay border – following 2<sup>nd</sup> phase of consultation, proposals to be taken to Cabinet in early 2015.</p>	a) Oct 2014 to Mar 2015
Newton Abbot routes	<p>a) East – West cycle route connecting Houghton Barton urban extension with schools, hospital, town centre and rail station. Greenaway Road to Coombeshead Road is being constructed in 2014/15. Design is underway on remaining sections – implementation dependent on developer contributions.</p> <p>b) Design in 2014/15 to develop link between ASDA, town centre and railway station, in conjunction with Queen Street enhancement.</p>	a) Oct 2014 – Dec 2014 (Greenway Road – Coombeshead Road only)
Barnstaple routes	<p>a) Design and land negotiations being progressed on bridges to link Roundswell and new developments with Seven Brethren, Park School and town centre.</p> <p>b) Design in progress on ped/cycle bridge over Taw linking Anchorwood to The Strand and links from Longbridge to Seven Brethren.</p> <p>c) Construction of improved crossing on Station Road to commence in 2015 subject to land.</p> <p>d) Roundswell ped/cycle bridge improving access across A39 to employment site has secured Growth Deal funding for delivery from 2015/16.</p>	
Tarka Trail	Design and land negotiations in progress to complete missing sections between Knowle & Willingcott and between Meeth & Hatherleigh. Works to commence in autumn 2014 on section North of Hatherleigh.	
Ruby Way (Hatherleigh-Bude)	Land negotiations and design progress including options to purchase and maintain Colesmill viaduct at Holsworthy.	
Exe Estuary	<p>a) Safety improvements in Lympstone due for completion in 14/15.</p> <p>b) Turf to Powderham scheduled for completion in 14/15 – options being considered for improved link to Starcross.</p> <p>c) Designs/land negotiations being progressed to link to Dawlish – subject of a Coastal Communities Fund bid (in partnership with Sustrans).</p> <p>d) Link to Woodbury due for implementation in 14/15.</p>	<p>a) works in 2014/15</p> <p>b) on site – completion of T-P due in 2014/15</p> <p>d) works due in 2014/15</p>
Teign Estuary	Designs being progressed between Passage House (Kingsteignton) to Bishopsteignton. Significant challenges with Bishopsteignton to Teignmouth. Options for Teignmouth to Dawlish are being discussed with local communities.	

Stop Line Way	<ul style="list-style-type: none"> <li>a) Axminster town centre route has been completed.</li> <li>b) Seaton to Colyford Phases 2 and 3 works are due in 14/15 subject to successful land negotiations.</li> <li>c) Community being supported to develop route in the Colyford area.</li> </ul>	b) works due in 2014/15
Sidford to Sidbury	Consultation completed and design/land negotiations in progress. Phase 1 expected start in 2015/16.	
Exeter routes	<ul style="list-style-type: none"> <li>a) East – West cycle routes between Monkerton and City Centre (E3) and Newcourt and City Centre (E4) design/land investigations are being progressed for future LEP funding bid.</li> <li>b) Liverpool Hill to Kinnerton Way (Exwick) design progressing towards CPO.</li> <li>c) Tollards Road/Topsham Road scheme being delivered.</li> <li>d) Signals improvements at Acorn junction being delivered in 2014/15.</li> <li>e) Loram Way to Marsh Barton, linked to SWE development – design progressing, including land negotiations.</li> </ul>	<ul style="list-style-type: none"> <li>c) complete Sept 2014</li> <li>d) works due in 2014/15</li> </ul>

DRAFT Devon County Council “Cycling and All Purpose Trail Network” Strategy  
August 2014

1. Introduction

- 1.1 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, road users, the transport sector and the public all have a role to play in making this happen.
- 1.2 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 makes a place more civilised as well as enable 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; it boosts the economic productivity of a healthy and satisfied workforce, and enables disadvantaged groups to gain access to skills and employment opportunities.
- 1.3 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, all-purpose 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.
- 1.4 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 £6.159m to £3.601m 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.
- 1.5 This “Cycling and All Purpose Trail Network” Strategy sets out how we will prioritise our plans and proposals for further 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.

## 2. Background

2.1 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.

### **Devon's Rural Cycle and Trail Network:**

Tarka Trail – Braunton to Meeth  
Coast 2 Coast – Ilfracombe to Plymouth  
Ruby Way – Hatherleigh to Bude  
Granite Way – Okehampton to Lydford  
Exe / Teign Estuary – Exmouth to Newton Abbot  
Wray Valley – Bovey Tracey to Moretonhampstead

2.2 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.

2.3 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 1), is a 26 mile trail running along both sides of the Estuary. This route currently records over 500,000 trips per year.

2.4 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. The showpiece is the Tour of Britain. 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.

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<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 as shown by the plan below. Sustrans developed the concept and coordinates the development of the National Cycle Network, working with Local Authorities and partner organisations to identify future routes and, in some cases, providing the funding to build extensions. The NCN routes can be viewed at <http://www.sustrans.org.uk/ncn/map/national-cycle-network>



**Figure 1: National Cycle Network coverage**

- 2.5 Devon has had significant success in encouraging increased cycling levels through its investment in rural cycle trails and within its major urban areas. The Cycle Exeter project, part of the Department for Transport’s 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.
- 2.6 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 against reducing risks for their safety. In the UK the trend for cycling casualties appears to be increasing, therefore it will be imperative to improve perceptions about safety as well as reduce cycling casualty rates. 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.
- 2.7 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.

### 3. Financial Constraints and Opportunities

- 3.1 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 competitions for the foreseeable future like the ones funding current schemes (LSTF, Granite and Gears etc).
- 3.2 Setting out our direction of travel 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 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.
- 3.3 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 look to lock in 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.

### 4. 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 large proportion of journeys - cyclists will be able to avoid congestion and benefit from a number of traffic-free cycle routes in the urban areas.

- 4.1 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 capacity into a highway network, which experience during peak periods. Exeter is developing a comprehensive network of routes which has benefited from the Council's ability to win significant amounts of external funding, i.e. through the Cycle Demonstration Town bid; DfT bids and successfully negotiating developer contributions.

4.2 In 2005, Exeter was named as one of the Department for Transport'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.

**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)

4.3 In the 2011 Census the modal share for travel to work by bicycle in Exeter was 6% and by foot 22%, this puts 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 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, our aim is to increase the journeys to work by bike to 12% by the next census, 2021.

**Cycle City Ambition Projects:**

Manchester  
Leeds  
Birmingham  
Bristol  
Newcastle  
Cambridge  
Oxford  
Norwich

4.4 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 have significant government funding for demonstration projects and we can learn from their experiences in order to ensure our economy does not suffer and slip behind others.

4.5 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.

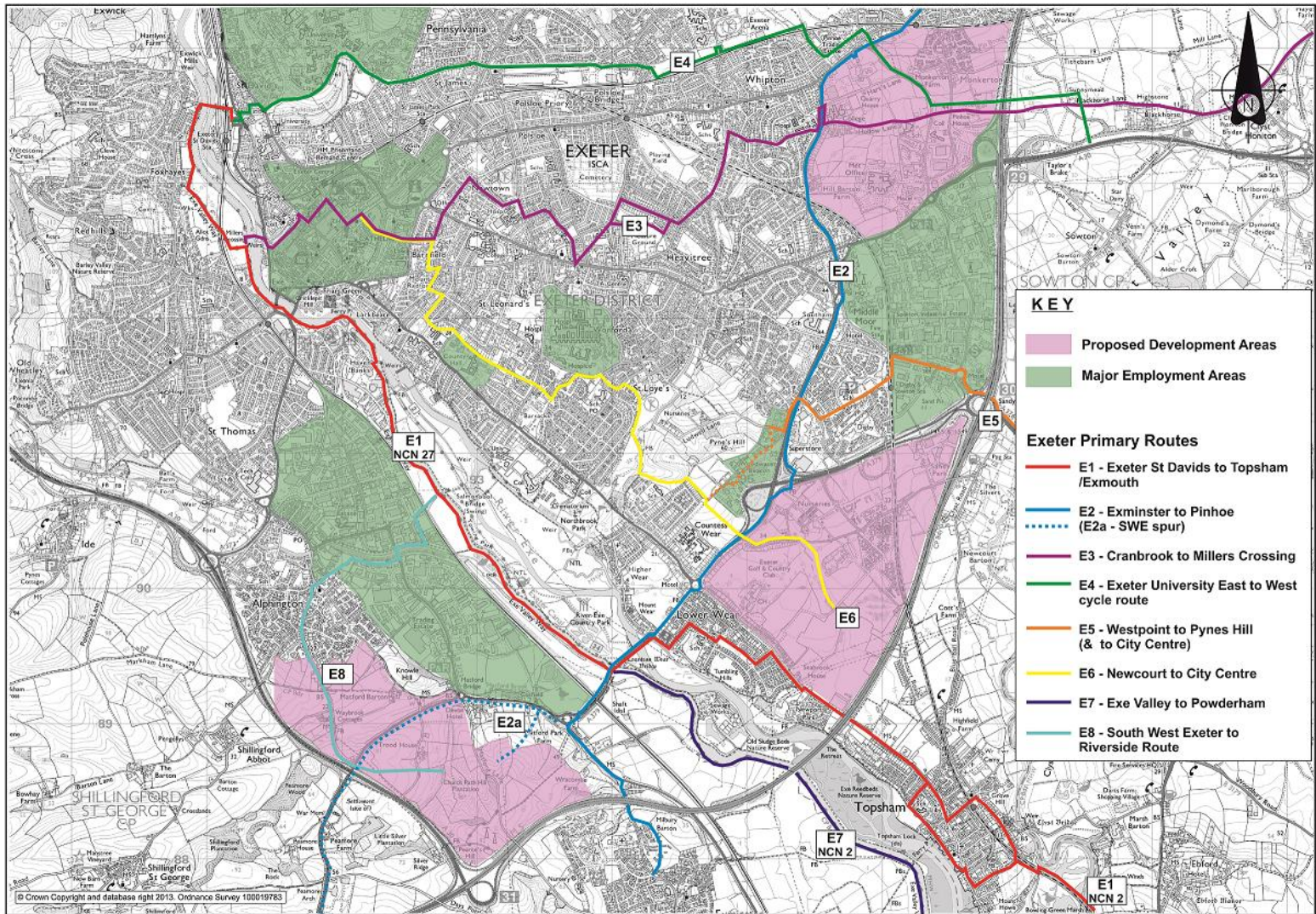


Figure 2: Exeter Cycle Map



4.6 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.

4.7 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

4.8 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

4.9 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.

4.10 A summary of the Exeter cycle schemes is provided in Table 1, which relates to the schemes in Figure 2.

	<b>Exeter Primary Routes</b>
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 ( & to City Centre)
E6	Newcourt to City Centre
E7	Exe Valley to Powderham
E8	South West Exeter to Riverside Routes

**Table 1: Exeter Cycle Schemes**

## **5. Newton Abbot and Barnstaple Networks**

5.1 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.

- 5.2 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 District 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.
- 5.3 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, the retail core of the town as well as links to the rail station and leisure routes.
- 5.4 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
- 5.5 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 the 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.
- 5.6 A summary of the Newton Abbot and Barnstaple cycle schemes is provided in Table 2.

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

**Table 2: Newton Abbot & Barnstaple Schemes**

## 6. 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.

- 6.1 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, they function as scenic and enjoyable commuter routes and also attract 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.
- 6.2 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 is well used by walkers, people with prams and wheelchair users.
- 6.3 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 & Teign Estuary, Coast 2 Coast, Ruby Way, Granite Way and Wray Valley Trail. This has included landmark bridges: Gem Bridge near Tavistock, Redhayes Bridge over the M5, the Town Quay Connect 2 bridge in Newton Abbot and several bridges in Dartmoor, delivered through the Granite and Gears programme.
- 6.4 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. Many of the routes pick up on the historic characteristics of Devon rural life and make use of historic rail lines - the historic quay near the Passage House on the Teign Estuary is another impressive setting for people to explore.
- 6.5 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 (Lypstone) 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.

- 6.6 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 3 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.

Scheme	Section
Tarka Trail	Braunton to Meeth
Teign Estuary	Dawlish to Kingsteignton
Ruby Way	Hatherleigh to Bude
Granite Way	Okehampton to Meeth
East Devon Coast	Feniton To Sidmouth
Drakes Trail	Tavistock to Trails Centre
Wray Valley	Steward Wood to Lustleigh

**Table 3 – Proposed Schemes Strategic Route Cycle Network**

- 6.7 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 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.
- 6.8 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.



Figure 3: Rural and Leisure Cycle and All Purpose Trails

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

## 7. 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 district council Local Plan infrastructure delivery plans so that developer contributions can be secured and new developments designed to create attractive walking and cycling environments.

- 7.1 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.
- 7.2 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. For off-site cycle network improvements, it is likely to require developer funding (S106 / CIL) to contribute towards design and delivery of the schemes.
- 7.3 Where district councils have adopted a Community Infrastructure Levy charging schedule, there are likely to be significant demands on this funding from other district and county council infrastructure priorities - it may therefore be difficult for district councils to agree to releasing funds for cycle schemes, which may be considered less critical infrastructure in the context of the Local Plan aspirations.
- 7.4 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).

- 7.5 Cycle schemes should look to achieve an overall 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
- 7.6 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<sup>2</sup>. Communities may need to find funding (e.g. through Neighbourhood Plans) or deliver these initiatives themselves.

## **8. Delivering the Strategy**

- 8.1 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 primarily included in future Infrastructure Delivery Plans, linked to the Local Plan process. During the planning process of 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.
- 8.2 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 will need to recognise the safety concerns around cycling and overcome these barriers through positive road safety campaigns and education programmes aimed at encouraging greater respect and tolerance of all road users.
- 8.3 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 timescales for all major transportation infrastructure schemes up to 2030. This will enable district councils to understand when local contributions may be required to support LEP grant funding (e.g. CIL) and also enable designers to get schemes to a 'shovel-ready' state. The ability to deliver a

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<sup>2</sup> See [http://www.devon.gov.uk/public\\_rights\\_of\\_way](http://www.devon.gov.uk/public_rights_of_way)

scheme, with design complete and planning and land secured will ensure that DCC can be opportunistic when funding becomes available.

- 8.4 Whether funding is secured through the Growth Deal or through developer contributions, the county council is likely to have a role in delivering the strategic cycle schemes.

## **9. Conclusion**

- 9.1 This “Cycling and All Purpose 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.
- 9.2 The county council will need to be more 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 district council infrastructure delivery plans so that developer contributions (S106 / CIL) can be secured.
- 9.3 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 transformational economic benefits for rural communities. We will also consult on future expansion opportunities.
- 9.4 The network will continue to be developed on the 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.
- 9.5 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.