

## 1 INTRODUCTION

### 1.1 Background

#### Status of the Scheme

1.1.1 The A380 through Kingskerswell, has experienced high traffic volumes for many years. These traffic volumes result in congestion and delay for road users and associated environmental problems for people in Kingskerswell. Devon County Council and Torbay Council are promoting an improvement of the A380 between Penn Inn, Newton Abbot and Kerswell Gardens, Torquay by construction of the A380 Kingskerswell Bypass.

1.1.2 The Kingskerswell Bypass would be a new 5.0km, two-lane dual carriageway (referred to herein as the Scheme). The location and alignment of the Scheme are shown on Figure 1.0.

1.1.3 The first route for a Kingskerswell Bypass was set down in the Devon County Development Plan of 1951 and ran parallel to the railway (Torquay Branch Line). In 1977 Devon County Council carried out public consultations on a number of bypass routes. Following this consultation the current route was adopted as the preferred route and the old Devon County Development Line was abandoned.

1.1.4 Further public consultation took place in 1987 when detailed scheme plans were presented, specifically relating to junction arrangements. In 1989, following representations from Devon County, the then Department of Transport agreed to make the A380 a Trunk Road upon completion of the bypass and in 1990 took over the promotion of the Scheme. In the Trunk Road Review of 1993 the scheme was placed in the National Priority 1 category. Design and development work continued with the Highways Agency promoting the scheme with the aim of publishing scheme Orders in 1995.

1.1.5 However, in the same year the Government published the paper 'Managing the Trunk Road Programme'. This led to the suspension of all work on the scheme, and it being dropped from the Government's Trunk Road Programme in 1996. Since 1998 Devon County Council and Torbay Council have been promoting the Scheme. It has been developed to enable a joint planning application to be considered by committees of the Authorities.

#### Changes in Transport Policies

1.1.6 The Integrated Transport White Paper (1998) set out the overall framework for the future development of transport provision within the UK. The national transport objectives set out are:

- **Environmental Impact:** to protect and enhance the built and natural environment;
- **Safety:** to improve safety for all travellers;
- **Economy:** to contribute to an efficient economy, and to support sustainable economic growth in appropriate locations;
- **Accessibility:** to promote accessibility to everyday facilities for all, especially those without a car; and
- **Integration:** to promote the integration of all forms of transport and land use planning, leading to a better, more efficient transport system.

1.1.7 In line with these new policies Devon County Council and Torbay Council commissioned the A380 Newton Abbot to Torquay Corridor Study in 1999 to investigate the transportation problems between the two towns. Within this context the specific objectives of the Scheme are to provide a safer, congestion free alternative route for through traffic, whilst achieving a substantial improvement in the

living conditions in Kingskerswell by ensuring a substantial reduction in the number of vehicles passing through it.

### **Status of the Environmental Statement**

- 1.1.8 This Environmental Statement is issued in accordance with the Town and Country Planning Regulations 1999 and EC Directive 85/337 as amended by Council Directive 97/11/EC and applied by Section 105(A) of the Highways Act 1980. This Environmental Statement has been prepared in accordance with Design Manual for Roads and Bridges (DMRB) published by the Department of Transport (The Stationery Office – August 1994 and updates).

### **Description of the Scheme**

- 1.1.9 The Scheme would be a 5km dual two - lane carriageway road between Penn Inn and the Torbay Ring Road at Kerswell Gardens. The Scheme alignment is illustrated on Figure 1.0. The Scheme commences on the Newton Abbot bypass north of the Penn Inn Roundabout. The new road would then proceed within the existing wide central reserve to a flyover at the Penn Inn Roundabout. It would then continue along the line of the existing road between Penn Inn and Aller. The junctions at Penn Inn and Aller would both be grade separated.
- 1.1.10 From Aller the Scheme swings west before proceeding in a southerly direction to the west of Kingskerswell and joining the Torbay Ring Road west of Kerswell Gardens.
- 1.1.11 The terminal junction of the bypass at the Torbay Ring Road would be a traffic signal controlled, at-grade junction. In addition an 800 metre length of the Torbay Ring Road would be up graded to a dual carriageway.

### **1.2 Promotion and Funding of the Scheme**

- 1.2.1 Devon County Council and Torbay Council are responsible for promoting the Scheme. Devon County Council's Executive Committee, at its meeting on the 27 June 2000, approved the Devon Local Transport Bid to Government for the Implementation Programme for 2001 – 2006. The Devon and Torbay Local Transport Plans included development work on the A380 Kingskerswell Bypass. The costs of the development work are met by a partnership agreement between Devon County Council and Torbay Council.
- 1.2.2 In the future, in order to progress the Scheme, a major scheme bid would be prepared as part of the Local Transport Plans.

### **1.3 Purpose of the Environmental Statement**

- 1.3.1 The environmental assessment of the Scheme (and production of an Environmental Statement) is a requirement under EC Directive 85/337/EEC as amended by Directive 97/11/EC and detailed in Section 105A of the Highways Act. Section 105A requires the Environmental Statement to include, at least:
- a) a description of the project (comprising information on the site, design and size of the project);
  - b) a description of the measures envisaged in order to avoid, reduce, and if possible, remedy significant adverse effects;
  - c) the data required to identify and assess the main effects which the project is likely to have on the environment;
  - d) an outline of the main alternatives studied and a reason for the final choice; and
  - e) a non-technical summary of the information mentioned in paragraphs (a) to (d).
- 1.3.2 The environmental assessment aims to identify the potential effects of the proposals, with the results contained in this Environmental Statement.

- 1.3.3 The main aims of the environmental assessment process are:
- To ensure full consideration of the likely environmental effects of the Scheme in a way that enables both the importance of the predicted effects and the scope for mitigating these to be properly evaluated; and

- 1.3.4 To allow the public, statutory agencies and other bodies an opportunity to comment on the proposals, taking account of their environmental concerns. The aim of this Environmental Statement is to:

- Provide details of the Scheme,
- Assess the main effects the Scheme is likely to have on the environment,
- Describe the measures that are proposed to mitigate any predicted adverse effects on the environment,
- To allow the public, decision makers and consultees an opportunity to express an opinion before the project is initiated.

## 1.4 Structure of the Environmental Statement

- 1.4.1 The Environmental Statement is divided into four main parts as follows:

- **Non-technical Summary:** comprises a brief summary of the Scheme and the principal findings of the environmental assessment in non-technical language;
- **Volume 1 (this Volume) – Scheme Information and Summary of assessment:** a document, which draws together all the relevant information about the Scheme. It is intended to provide the reader with an overview of the proposals and their environmental effects. Chapters 1-4 include information on the purpose of the Scheme, information on methods of construction and the alternatives that have been considered. Chapters 6-9 provide a summary of the environmental impact assessments that have been undertaken. Chapters 10-16 contain more detailed information on the assessments of the environmental topics and further information is presented in the Environmental Impact Table (EIT) at the back of the Volume;
- **Volume 2 – Detailed Assessment:** contains more detailed information on the assessments of the more extensive environmental topics. This information will be of particular interest to those who have read Volume 1 (Chapters 6-9) and seek further details on particular aspects of the Scheme. These chapters elaborate in particular on the existing baseline conditions and the methodology used for the surveys and impact assessments. For consistency, the chapter numbers for the environmental topics are the same for both Volumes 1 and 2;
- **Volume 3 – Figures:** contains all the figures associated with the Environmental Statement.

- 1.4.2 To assist with cross-referencing between Volume 1 and Volume 2, each of the Chapters within Volume 2 have been given the same Chapter numbers as those used within Volume 1. Hence, Volume 2 comprises Chapters 6 to 9.

## 1.5 Methodology for the Environmental Statement

- 1.5.1 The environmental assessment has followed guidance in The Department of Transport's DMRB Volume 11 Environmental Assessment which sets out the process for Environmental Assessment and outlines the methodologies for assessing the individual environmental topics listed below:

- Policies and Plans;
- Land Use and Agriculture;
- Cultural Heritage and Archaeology;
- Landscape and Visual Impacts;
- Ecology and Nature Conservation;

- Geology and Soils;
- Water Quality and Drainage;
- Noise and Vibration;
- Air Quality;
- Pedestrians, Cyclists, Equestrians and Community Effects;
- Vehicle Travellers; and
- Disruption due to Construction.

1.5.2 Since the publication of DMRB Volume 11 in June 1993, changes have been made to environmental legislation and there has also been considerable development within the disciplines of the methods to be used to carry out environmental assessments. As a consequence, methods have evolved and there have been some revisions to DMRB Volume 11.

1.5.3 This Environmental Assessment fully complies with the Government's current official guidance on Environmental Assessment for Road Schemes as set out in DMRB Volume 11. It has also, where appropriate, supplemented DMRB Volume 11 with additional assessments based on methodologies, which are fully explained in subsequent chapters.

1.5.4 In particular, the Department for Transport (DfT) developed, in consultation with statutory bodies such as English Nature and English Heritage, a new methodology for appraisal (for the ranking of competing transport schemes) to be used in multi-modal studies (*Guidance on the Methodology for Multi-Modal Studies, GOMMMS (Department for Environment, Transport and Regions (DETR), 2000)*). This methodology has subsequently been consolidated into the Department of Transport's 'Transport Analysis Guidance' Document (known as TAG). Whilst the methodology is not directly applicable to an Environmental Assessment for a specific scheme such as this, the opportunity has been taken to adopt the new methodology where appropriate. In particular the guidance as to how to present the 'value of a resource', 'the magnitude of an impact' on that resource and to assess the significance of the resulting 'effect' has been adopted where appropriate in the presentation of the DMRB Volume 11 analysis.

1.5.5 The environmental assessment stages are:

- Establish baseline (present day conditions);
- Identify mitigation measures proposed to reduce adverse environmental impacts; and
- Summarise the environmental effects still remaining after the mitigation process, and assess their significance.

1.5.6 Mitigation measures considered in the assessment include:

1. Those measures already incorporated into the design of the Scheme itself such as:
  - The alignment of the road;
  - Noise reduction measures; and
  - Drainage design to control pollution from road drainage.
2. Those measures which aim to minimise the impacts of construction, which would be undertaken during the construction phase:
  - Location of works compounds;
  - Measures to reduce the risk of pollution/nuisance; and
  - Additional measures to prevent harm to protected species and habitats.
3. Actions to be carried out after opening of the Scheme are also described, such as:

- Monitoring of actual noise levels;
- Monitoring wildlife habitats and species; and
- Landscape management.

1.5.7 Construction issues not addressed in Chapters 1 to 15 are described in Chapter 16.

1.5.8 In accordance with standard practice, the Environmental Statement assumes that the Scheme would be constructed. However, the A380 Kingskerswell Bypass will only be constructed if both Devon County Council and Torbay Council approve the Planning Application. The future of the Scheme will be dependent on its progress through the statutory process.

## 1.6 Structure of the Specialist Chapters

1.6.1 The in depth detailed assessments (refer to Volume 1 Chapters 10-16 and Volume 2) deal with the potential impacts/effects of the Scheme. Each of these (Chapters 6-9 in Volume 2) are set out in the same broad format for ease of comparison:

1. **Introduction / Methodology:** an introduction to the report, including cross references to other related chapters and the methods used during the surveys, or analysis of data. This section outlines the methods of assessment and the terms used for defining the significance of impacts. It gives the criteria used to determine the scale of the impact of the Scheme, the importance of the specific features, which would be affected, and how the scale and importance are combined to assess the significance of the effects of the Scheme.
2. **Baseline Conditions:** a description of the local area / Study Area and its features. It also describes any trends or changes over time, which would be expected if the Scheme were not built. To help identify the effects of the Scheme at various stages, where relevant, the report considers the following assessment years:
  - Existing Baseline: Year 2000
  - Scheme Opening: Year 2011
  - Scheme Design Year: Year 2026
3. **Mitigation and Detailed Development of the Scheme:** a summary of the features, which have been included in the development of the design of the Scheme. This section also includes mitigation measures which would be undertaken during construction of the Scheme; and also management and monitoring which would be undertaken during the Scheme operation to observe any longer term effects.
4. **Environmental Effects:** considers the effects on the environment if the Scheme were to go ahead. This section is divided into method, effects and the significance of these effects.
  - **Effects:** describes the effects of the Scheme on the environmental receptors discussed in the chapter. It is subdivided into Construction and Operation;
  - **Effects of Construction:** are all those effects which can be expected due to the building of the Scheme, including any effects of providing the mitigation which has been developed in the Scheme to date. It includes the temporary effects of the activities required to construct the Scheme;
  - **Effects of Operation:** covers the effects of the Scheme once it has been opened. Any differences in the effects at the day of opening compared to 15 years after opening are discussed. This is especially relevant to landscaping, ecology/biodiversity, noise and air quality;
  - **Significance:** describes the significance of those effects identified in the previous sections. Broadly, the greater degrees of change or effect and

the more important the feature affected, the greater the significance. Due to recent developments in the Environmental Assessment of road schemes, there is currently no consistent approach for scaling the significance of impacts. Various guidance and methodologies for describing significance have been used throughout the document, depending on which is the most appropriate and up-to-date for each specialist topic. Methods of assessing the significance are detailed within each relevant chapter.

5. **Summary:** provides a brief summary of the assessment.

## 1.7 Consultation

### **Statutory Consultees, Specialist Bodies, Businesses and other interest Groups**

- 1.7.1 Throughout the development of the Scheme consultation with Statutory consultees has been ongoing. Statutory Consultees who have been consulted are:

- English Nature
- Environment Agency
- English Heritage
- Department for Environment, Food and Rural Affairs (DEFRA)
- Countryside Agency
- Devon County Council
- Torbay Council
- Teignbridge District Council

- 1.7.2 Consultation with the Statutory Consultees had the aim of achieving the following:

- Inform key consultees of the Scheme;
- Identify and seek comment on the key issues which the environmental assessment would address; and
- Determine appropriate level of detail, which would be required to complete this stage of the assessment, taking cognisance of the scale of the development, the sensitivity of the receptors and the potential for impact to occur.

- 1.7.3 Statutory consultees, specialist bodies, businesses and other interest groups were consulted in the Spring of 2002 during the development of the Scheme. A full list of the organisations consulted is contained in the Devon County Council Executive Committee Report (Ref ED/02/146/HQ) and the Torbay Full Council Report Ref Strat/20/02.

- 1.7.4 Appendix 1 of this Volume lists the Statutory consultees, Specialist Bodies, businesses and other interest groups that responded.

### **Public Consultation**

- 1.7.5 A public exhibition, at which detailed plans of the proposed Scheme were shown, was held at Kingskerswell Village Hall between 28 February and 2 March 2002 and then again on 8 March 2002 and 9 March 2002 at the Central Church, Tor Hill Road, Torquay. Immediately prior to the opening of the exhibition to the public, a Council Member Preview was held at the Kingskerswell Village Hall on 27 February 2002, followed by a separate preview for invited landowners and householders with property adjacent to the Scheme.

- 1.7.6 Between Monday 11 March and 12 April 2002 a limited number of exhibition boards were available for inspection by the public at the offices of Teignbridge District Council at Forde House, Newton Abbot and the Connections Office of Torbay Council at the Civic Office, Castle Circus, Torquay. At the request of Teignbridge District

Council officers, an additional manned public exhibition was held at Forde House on the 27 March 2002.

- 1.7.7 The estimated total number of visitors to all the exhibitions was 1590.
- 1.7.8 A total of 62,040 explanatory leaflets and questionnaires were also made available to the public of which 4112 (6.7%) questionnaires were returned plus 32 individual letters. When considering return rates from the immediate vicinity of the proposals approximately 30% were received from Kingskerswell and just above 10% from the Buckland/Milber/Aller Park area of Newton Abbot.
- 1.7.9 On 2,625 (64%) of the questionnaires there were a total of 305 separate comments or suggestions raised, giving rise to a grand total of 5,516 comments or suggestions.
- 1.7.10 The number of comments/suggestions on various aspects of the proposal were predominantly independent of geographical location. It should be noted that 34% of those responding visited the exhibition and that the majority of returns, 83%, showed support for the bypass albeit that approximately 15% of these suggested detailed changes. Analysis of the returns from Kingskerswell and Milber/Aller Park only, showed a majority of 68% supporting the principle of a bypass with 28% opposed.
- 1.7.11 The 305 separate comments/suggestions included on the returned questionnaires were collated into 60 separate references under seven group headings: Alternative Strategies, Environmental Issues, Junctions, Routes, Non-car users, Value/Time and Other Matters. The analysis of the returned questionnaires was reported in the Devon County Council Executive Committee Report (Ref ED/02/146/HQ) and the Torbay Full Council Report (Ref Strat/20/02).
- 1.7.12 The recommended alterations to the Scheme following the public consultation were accepted by the Devon County Council Executive Committee on the 20 January 2004 (Report Ref ED/04/13/HQ) and the Torbay Executive on the 27 January 2004 (Report Ref ED/04/13/HQ (Minute 375.3)).