



A380 South Devon Link Road (Kingskerswell Bypass)

Public Inquiries

Proof of Evidence

Strategic Context

Volume 2: Text

by

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This Proof of Evidence is presented in the following documents:

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1 INTRODUCTION

1.1 PERSONAL BACKGROUND

1.1.1 My name is Ian Harrison and I am Director of Transport, Environment and Culture for Devon County Council. I appear at this Inquiry on behalf of Devon County Council and Torbay Council to explain the strategic transport and spatial planning context for the Scheme known as the A380 South Devon Link Road (Kingskerswell Bypass).

1.1.2 I am a Chartered Engineer holding a Bachelor of Science Degree in Civil Engineering and a Doctorate in Transport Planning. I am a member of the Institution of Civil Engineering, the Institute of Highways and Transportation and the Royal Town Planning Institute.

1.1.3 I have 35 years of experience in highways, transportation and spatial planning in local government; 17 years with Kent County Council and 18 years with Devon County Council. I have extensive experience in developing and assessing transport proposals and in the preparation of land use planning strategies.

1.1.4 In addition to my Devon County Council role, between 2001 and 2007 I chaired the South West Regional Assembly Transport Officer Group and acted as advisor to the Assembly's Member Planning and

Transportation Group. I am also a member of the South West Regional Development Agency's Infrastructure Advisory Group.

1.1.5 I have presented evidence at transport public enquiries, public examination of regional and local land use planning strategies and parliamentary select committees.

2 SCHEME DETAILS

2.1 BACKGROUND

2.1.1 The A380 South Devon Link Road (Kingskerswell Bypass), a 5.5km dual carriageway bypass located in South Devon, is promoted jointly by Devon County Council and Torbay Council (the Memorandum of Agreement between the two authorities is shown in Appendix 1, DCC/A/2). The Scheme is included in the Local Transport Plans (LTP's) of both Devon County Council and Torbay Council (**CD 3.9** and **CD 3.11** respectively) and received Conditional Planning Approval from both authorities in August 2005 (**CD 2.6** and **CD 2.8**). Since that date, a detailed topographical survey has been carried out in order to prepare the Side Roads Order (**CD 1.2**) and the Compulsory Purchase Order (**CD 1.1**), which were published in January 2008.

2.1.2 In transport policy terms, it is proposed to provide a dual two-lane road to give an appropriate level of service for existing users of the A380 corridor. It is not the intention of the scheme to encourage additional car use. The Scheme will play a critical role in improving sustainable transport opportunities for those living and working within the Torbay and Newton Abbot areas. The Scheme has been developed to address

the inadequacy of the existing road which results in the severe congestion experienced today.

2.1.3 The Scheme is identified in the Government's Regional Funding Allocations (RFA) Programme Response to Regions, dated July 2006 (**CD 3.1**). The Secretary of State for Transport included the South Devon Link Road as an Annex B scheme (**CD 3.1**), that is, a scheme that can be progressed so that it is ready to be added to the firm programme. Since July 2006, this Major Scheme has been identified as a priority by the South West Regional Assembly (SWRA) within its second round of Regional Funding Allocations.

2.1.4 The purpose of this proof is to explain the strategic case for the Scheme; firstly in addressing the significant congestion and the need to improve journey time reliability as covered by Dave Black (DCC/P/4) and secondly, in supporting and enabling the growth planned for the three Strategically Significant Cities and Towns (SSCT's); Exeter, Newton Abbot and Torbay. Twenty-one SSCT's have been identified in the Draft Regional Spatial Strategy (**CD 3.15**); these are defined as cities and towns that play a critical strategic role regionally or sub-regionally.

2.1.5 I will explain the strategic context in which the Scheme has been developed, starting with the strategic policy set at a national level through to the policy framework that exists at the local level. This commentary is structured along a timeline of the Scheme's development. This will assist in explaining how the original Scheme, known as the Kingskerswell Bypass which first appeared in the County Plan 1951/52, has developed into the Scheme now known as the A380 South Devon Link Road (Kingskerswell Bypass). The proposed Scheme will be capable of responding to a number of strategic transport and economic objectives as part of an integrated transport solution.

2.1.6 My evidence will demonstrate the importance of the Scheme to the strategic transport network for Devon. It will also indicate how the Scheme proposals will provide a 'backbone' necessary to support the three Growth Points of Exeter, Newton Abbot and Torbay. The Scheme is identified in the adopted statutory spatial plans for the area; the Devon Structure Plan (**CD 3.2**), Teignbridge Local Plan (**CD 3.5**) and Torbay Local Plan (**CD 3.8**). The need for improvement is also endorsed in the Regional Planning Guidance for the South West, RPG10 (**CD 3.4**), and supported through the area policies, as well as

those at a regional level including the emerging Regional Spatial Strategy for the South West (**CD 3.15**).

2.1.7 My evidence covers the following matters:

- The strategic context for the scheme and emerging policies;
- The development of the A380 South Devon Link Road as an integrated transport solution;
- The relationship between the Scheme proposals and relevant planning and other policies;
- The financial commitment put forward at a regional and local level;
- The role of the Scheme in promoting an integrated package of sustainable measures as part of the transport strategy for Devon.

3 NATIONAL POLICY

3.1 A NEW DEAL FOR TRANSPORT: BETTER FOR EVERYONE. THE GOVERNMENT'S WHITE PAPER ON THE FUTURE OF TRANSPORT, 1998 (CD 4.37)

3.1.1 The Government's White Paper, published in July 1998 (CD 4.37), set out a new approach to transport policy, moving away from the 'predict and provide' method of dealing with traffic growth. In particular it highlighted the need to integrate transport with other aspects of Government policy. A New Deal for Transport sets a policy framework to deliver:

- *"Improved reliability for journeys in all modes helping to support business and economic growth;*
- *Improved links with international markets;*
- *Support for regeneration and the viability of urban and rural areas;*
- *More efficient use of the transport system, and;*
- *Promotion of more sustainable UK transport industries." (CD 4.37, page 17).*

3.1.2 The proposed Scheme has been developed within this context. Its ultimate benefit will be to improve journey reliability for all modes and support economic development, which is constrained by the current congestion on the A380. The delivery of the Scheme will provide a more resilient transport corridor capable of meeting current travel demand and creating the conditions that will enable the economic growth necessary to stimulate regeneration in Torbay and Newton Abbot.

3.1.3 Having established the overall policy context, the White Paper recognises that:

“...parts of the trunk road are under considerable stress...” (CD 4.37, page 55).

and in order to address associated problems of congestion and safety, states that:

“...all decisions on road investment will be taken in the context of our integrated transport policy.” (CD 4.37, page 55).

3.1.4 Although the A380 between Newton Abbot and Torquay is not a trunk road (though Government had, until 1985, intended to trunk the A380), it is accurate to state that it is under stress. The Scheme has therefore been developed within this context.

3.2 MANAGING OUR ROADS, 2003 (CD 4.39)

3.2.1 In order to address congestion and to enable better transport choices a long term view on the level of investment is needed. To help achieve the Government's vision for transport and to deliver the key objectives, the White Paper, Managing Our Roads, 2003 (**CD 4.39**) discusses the challenges facing transport over the next twenty to thirty years. These challenges include balancing the need and aspiration to travel with economic and environmental issues by making best use of the current infrastructure and investing in infrastructure where additional capacity can have the most benefit.

“...it is clear, as recommended in almost all the studies that additional road capacity needs to be part of the solution, in reducing both congestion and the

environmental consequences of congestion.” (CD 4.39, Foreword)

3.3 NEW APPROACH TO TRANSPORT APPRAISAL (TRANSPORT ANALYSIS GUIDANCE WEBSITE, CD 4.45)

3.3.1 In order to inform transport investment decisions and pursuant to the White Paper, the Government introduced a ‘new approach’ to appraising transport schemes (NATA). Transport appraisal is carried out to provide input to efficient policy development and resource allocation across Government.

3.3.2 This focused transport decisions on the following criteria:

- Environment – protecting and enhancing the built and natural environment;
- Safety – improving safety for all road users;
- Economy – supporting substantial economic activity in appropriate locations and getting good value for money;
- Accessibility – improving access to everyday facilities for those without a car and reducing community severance;

- Integration – ensuring that all decisions are taken in the context of an integrated transport policy.

3.3.3 The Scheme proposals therefore have been developed to meet the primary need to reduce the impact on the environment and achieve a balance of sustainable transport objectives. Furthermore, the Scheme provides a transport solution that integrates with land use planning and supports the housing and employment growth required in the Torbay and Newton Abbot areas.

3.3.4 In order to fully understand the problems of the A380 corridor and in line with the Government's White Paper, Devon County Council and Torbay Council commissioned a full corridor study of the A380 in 2000, carried out by Halcrow Fox (**CDs 5.21 – 5.24**). This study examined existing and potential usage of all modes of transport before concluding that a dual two lane bypass to the western side of Kingskerswell was the preferred solution. The study concluded that a bypass should be only one element of a package, which should include short, medium and long term measures over the period of 2001-2016. These measures are designed to encourage people to move from car travel to

other forms of transport, to improve public transport, to provide traffic restraint in sensitive areas and to improve safety.

3.3.5 The short and medium term measures are explained fully in Paul Ewing's evidence (DCC/P/1).

3.4 FUTURE OF TRANSPORT – A NETWORK FOR 2030, GOVERNMENT WHITE PAPER, 2004 (CD 4.40)

3.4.1 The Future of Transport (**CD 4.40**) highlights the challenges faced for transport policy makers. The paper recognises the changing pattern of people's travel; for example, where people once lived and worked in the same settlement, a growing trend is for people to commute significant distances to travel to work. Extending mobility and providing infrastructure that allows people to travel to employment, goods and services are important for an inclusive society. The White Paper summarises this by highlighting that a lack of investment in transport infrastructure brings added challenges. It is critical to apply a strategic long term view in making transport investment:

“...these challenges are compounded by decades of under-investment. Transport requires long term planning.

We need to anticipate and manage the pressures that we will face over the next 20 to 30 years” (CD 4.40, paragraph 5)

3.4.2 The Scheme will assist in delivering the Government goal of:

“a road network that provides a more reliable and freer-flowing system for motorists, other road users and businesses, where travellers can make informed choices about how and when they travel, and so minimise the adverse impact of road traffic on the environment and other people.” (CD 4.40, Summary, paragraph 6).

3.4.3 The paper also states that forward planning for transport decisions must focus on promoting safety, developing schemes that target investment in road capacity where it is most needed, providing value for money and enabling better transport choice for users of all modes:

“Looking ahead 30 years we need to be in a position where:

- *we continue to improve safety;*

- *we identify, fund, and deliver promptly additional road capacity where this is justified – balancing the needs of motorists and other road users with wider concerns about the impact on the environment, including the landscape;*
- *we get ever greater performance out of the road network through improved management;*
- *we facilitate smarter individual choices about the trips we need to make, giving people alternatives to using their car, particularly for short journeys.” (CD 4.40, paragraph 3.5).*

3.4.4 At the heart of the White Paper’s strategy is the Government’s commitment to four priorities which are shared between central and local government:

1. Delivering accessibility;
2. Tackling traffic congestion;
3. Improving air quality, and;
4. Improving safety on the roads.

3.4.5 Achieving these shared priorities has been a key aim of both the current Devon and Torbay Local Transport Plans (**CD 3.9** and **CD 3.11**). The Scheme will achieve key outcomes in relation to all four of the shared priorities as explained below and follows the White Paper requirement that:

“transport decisions should not be addressed in isolation”

(CD 4.40, paragraph 9.1)

3.4.6 **Delivering Accessibility:** The Scheme would give Torbay and parts of South Devon significantly improved accessibility, not only in relation to markets and services outside the sub-region but also within the Torbay / South Devon area. In addition to access to employment and tourism, the Scheme would improve accessibility to health facilities (especially to and from Torbay Hospital), schools and South Devon College, shops, civic amenity sites, leisure and entertainment facilities.

3.4.7 **Tackling Congestion:** Congestion between Torquay and Newton Abbot acts as a critical constraint on the main artery into and out of Torbay. The Scheme would free up the congested main route and enable the heavy traffic movements to flow freely. This would in turn enable buses to run more effectively and keep to timetables and avoid

the serious delays they currently experience, which in turn would promote increased accessibility by public transport within the sub-region. The Devon Local Transport Plan has a target to deliver 90% of bus services running on time by 2012/13 (**CD 3.9**, page 108); currently just 49% of bus services running along the A380 run on time, which is unacceptable. This is unlikely to be rectified without the implementation of the Scheme.

3.4.8 Improving Air quality: The A380 through Kingskerswell has been designated by Teignbridge District Council as an Air Quality Management Area (AQMA), as a consequence of the high level of traffic related emissions. The Scheme would lead to an improvement in air quality through Kingskerswell and would also reduce the severance of the local community and enhance the quality of life for the community living alongside the existing A380 main road. Also, the communities currently affected by through traffic rat-running (to avoid the A380) would experience similar air quality benefits and a reduction in the problems of community severance. Specifically, the construction of the Scheme would result in an enhancement of the air quality through Kingskerswell.

3.4.9 **Improving Road Safety:** There is a road safety issue caused by the existing substandard A380 major traffic route carrying heavy volumes of traffic through Kingskerswell village and the impact of ‘rat-run’ traffic through the southern parts of Newton Abbot and northern parts of Torquay. The Scheme would significantly improve the road safety situation in these areas.

3.4.10 The proposed Scheme is closely linked to wider spatial planning objectives for the area. The criteria used for making a transport decision should be:

“Clearly linked to other decisions, such as the location of new housing and of new employment sites; Integrated between different forms of transport; Informed by the best possible evidence; and Prioritised and targeted to where investment will have the greatest benefit.” (CD 4.40, paragraph 9.1)

3.4.11 The benefits offered by the scheme clearly address these points.

3.5 PLANNING POLICY GUIDANCE NOTE 13: TRANSPORT (PPG13), 2001 (CD 4.14)

3.5.1 PPG13 (CD 4.14) seeks to integrate planning and transport at the national, regional, county and local levels. The emphasis is upon more suitable forms of development involving reducing the need to travel, but also acknowledging that sustainable development has to recognise and allow for the associated transport infrastructure that is needed to support such development.

3.5.2 The design of the proposed Scheme takes account of PPG13. The assessment of the Scheme concludes that there will be positive benefits for walking, cycling and public transport, as well as improving accessibility to jobs, shopping, leisure facilities and services by sustainable modes. The Scheme forms part of an integrated transport solution as described in paragraph 3.3.4.

3.5.3 PPG13 also acknowledges that sustainable development has to recognise and allow for the associated transport infrastructure that is needed to support such development. Annex C of PPG 13 deals with mitigating the impact of new transport infrastructure. This states:

“Care must be taken to avoid or minimise the environmental impact of any new transport infrastructure projects, or improvements to existing infrastructure; this includes the impacts which may be caused during construction.” (CD 4.14, Annex C).

3.6 PLANNING POLICY STATEMENT 1: DELIVERING SUSTAINABLE DEVELOPMENT (PPS1), 2005 (CD 4.20)

3.6.1 Planning Policy Statement 1 (PPS1) sets out the Government’s overarching planning policies on the delivery of sustainable development through the planning system. It highlights the need for planning authorities to take an approach based on integrating the five aims of sustainable development, economic development, social exclusion, environmental protection and prudent use of resources.

3.6.2 The Scheme has been developed to take account of the following points:

- *“making suitable land available for development in line with economic, social and environmental objectives to improve people’s quality of life;*

- *Contributing to sustainable economic growth;*
- *Protecting and where possible enhancing the natural and historic environment and the quality and character of the countryside and existing successful communities, and;*
- *Ensuring that development supports existing communities and contributes to the creation of safe, sustainable, liveable and mixed communities with good access to jobs and key services for all members of the community.” (CD 4.20, paragraph 5)*

4 REGIONAL AND LOCAL POLICY

4.1 REGIONAL PLANNING GUIDANCE FOR THE SOUTH WEST (RPG10), 2001 (CD 3.4)

4.1.1 Underlining the principal need for the Scheme is RPG10 (**CD 3.4**) which is the adopted land use and transportation strategy for the region. RPG10 provides the strategic framework for the statutory development plan, which includes the adopted Devon Structure Plan (**CD 3.2**), Torbay Local Plan (**CD 3.8**) and Teignbridge Local Plan (**CD 3.5**), and contains the sub-regional objectives that provide the policy basis for planning infrastructure.

4.1.2 RPG identifies four sub-regions in the South West; the central sub-region comprises of Eastern Devon and Somerset. Within the sub-regions there are eleven Principal Urban Areas (PUAs); these are urban areas offering the best opportunities for accommodating the majority of development in the most sustainable way. The central sub-region contains three PUAs; Taunton, Exeter and Torbay.

4.1.3 One of the four aims of the RPG is to “*improve the prosperity of the South West*” (**CD 3.4**, Paragraph 5.1), and in order to do so the guidance makes it clear that it will be important to build on and improve the region’s competitiveness, economic strengths and opportunities.

Through Policy EC1 (Economic Development) local authorities, the South West Regional Development Agency, local economic partnerships and other agencies are encouraged to support the sustainable development of the regional economy by:

- *“positively promoting and encouraging new economic activity in the areas where it can bring the greatest economic and social benefits and make the greatest contribution to reducing regional disparities in prosperity;*
- *accommodating continued economic development in sustainable locations in the more prosperous north and east of the region and seeking to develop beneficial economic linkages between these areas and areas to the west whose economies have performed less well;*
- *ensuring that the region’s unique environmental and cultural assets are maintained, enhanced and utilised to attract and develop business activity; developing the skills and abilities of the region’s people by improving access to training, education and employment opportunities.” (CD 3.4, paragraph 5.5)*

4.1.4 The Scheme is vital to ensuring that the economic performance of the Torbay / Newton Abbot area is strengthened and can continue to attract economic development in order to reduce the disparities in the region.

4.2 THE SUB-REGIONAL STRATEGY, POLICY SS3 OF RPG10 (CD 3.4)

4.2.1 RPG 10 includes a sub-regional policy, Policy SS3, which develops key objectives for the planning of development and infrastructure investment in the region. For the central sub-region (including Taunton, Exeter and Torbay) the following objectives apply:

- *“raise the economic performance of the sub-region;*
- *encourage sustainable growth at Exeter and Taunton and economic diversification at Torbay;*
- *improve transport and economic links within and through the sub-region and with neighbouring areas;*
- *focus housing, employment, retail and social facilities in sustainable locations to reduce social exclusion and rural need;*

- *conserve and enhance important environmental assets.” (CD 3.4, page 22)*

4.2.2 Specifically RPG10 recognises the congestion issues at Kingskerswell and puts forward the need to consider a bypass to address the congestion:

“Integrated transport packages should be developed to address problems of congestion at Kingskerswell, including the possibility of a bypass and to increase accessibility to Torbay and assist regeneration.” (CD 3.4, paragraph 3.47)

4.2.3 Furthermore Policy SS16: Torbay, states that:

“Local authorities, developers, infrastructure and transport providers and other agencies should work together to achieve the following for Torbay:

- *investment in new strategic facilities for the tourist industry;*

- *support for economic restructuring through regeneration in town centre's and at key focal points;*
- *promoting the high quality development and redevelopment of land to attract inward investment;*
- *improvement in transport linkages to reduce peripherality;*
- *balanced level of housing provision consistent with the area's economic objectives.” (CD 3.4, paragraph 3.4.8)*

4.2.4 The South Devon Link Road (SDLR) is vital to supporting the above objectives. Without the Scheme there is limited opportunity to achieve these important goals for the area.

4.3 THE REGIONAL TRANSPORT STRATEGY (RTS), SECTION 8 OF RPG10 (CD 3.4)

4.3.1 The Scheme will deliver key outcomes for the Newton Abbot / Torbay area that are relevant to 3 of the 5 objectives of the RTS, which are:

- *“to secure improved accessibility to work, shopping, leisure and services by public transport, walking and cycling;*
- *to create a modern, efficient and integrated transport system that will meet the demands of a dynamic regional economy, help overcome regional peripherality and meet all travel needs;*
- *to ensure the safe use of the regional transport network and its associated facilities.” (CD 3.4, paragraph 8.5)*

4.3.2 Policy TRAN2: Strategic Inter-Urban and Inter-Regional Networks, requires local authorities to:

“optimise the use of existing infrastructure for all modes”
and “support selective infrastructure proposals to improve the safety and operational efficiency of the road network, reduce congestion and achieve environmental improvements.” (CD 3.4, page 87)

4.3.3 Policy TRAN4: Transport Infrastructure Investment Priorities, establishes the improvements of these linkages as an investment priority for Local Authorities:

“Development plans, LTP policies, operators and agencies should deliver the investment detailed in the following table in accordance with the following priorities, subject to successful feasibility testing, satisfaction of statutory processes and availability of finance:

- *Sustainable transport systems in and around the PUAs that both enable the management of congestion and release the potential for development.*
- *Inter-urban transport networks, infrastructure to reduce peripherality and to aid economic growth and regeneration in areas of special need and measures to improve national and international linkages in order to achieve economic, efficient, safe and integrated accessibility for people and freight.” (CD 3.4, page 88)*

4.4 DEVON STRUCTURE PLAN, 2001 TO 2016 (CD 3.2)

4.4.1 The Devon Structure Plan (DSP) 2001 to 2016 – ‘Devon to 2016’ (adopted October 2004) (**CD 3.2**) is the current Structure Plan for the whole of Devon, including Plymouth, Torbay and Dartmoor National Park, but excluding Exmoor National Park. DSP policies are ‘saved’ policies until the Regional Spatial Strategy is adopted. The letters from Government Office South West (**CD 3.19**) show that these policies have not yet lapsed.

4.4.2 The DSP notes that Torbay’s existing infrastructure has come under pressure and that there is a need for improvements to its transport linkages to reduce peripherality.

“The scope for future development at this PUA is however affected by significant landscape, topographical and other constraints, and the area’s existing infrastructure has come under increasing pressure.” (**CD 3.2**, paragraph 3.60)

4.4.3 It will be necessary to relieve this pressure to achieve a number of strategic economic objectives for the Torbay PUA which are to:

“...secure investment in new strategic facilities for the tourist industry and providing support for economic restructuring through regeneration.” (CD 3.2, paragraph 3.61)

4.4.4 The spatial planning framework contained in RPG10 and the Devon Structure Plan recognises the need to promote improvements in transport linkages to reduce peripherality.

4.4.5 Policy ST13, dealing with the Torbay PUA, states that priority should be given to a development strategy that takes advantage of the opportunities resulting from the proposed SDLR (referred to as Kingskerswell Bypass):

“enhancing the strategic transport routes to other parts of Devon, the Region, the rest of the UK and Europe, taking advantage of the opportunities resulting from the proposed Kingskerswell Bypass.” (CD 3.2, Policy ST13)

4.4.6 The Devon Structure Plan identifies the need for infrastructure investment in the strategic network in Proposal TR17 (CD 3.2, page 102) and specifically puts forward the Kingskerswell Bypass, as the

Scheme is known in the document, as one of the major schemes programmed to commence by 2011. TR17 is a saved policy of the DSP.

- 4.4.7 The Scheme is viewed as being able to make an important contribution to the effective delivery of sustainable development in the Newton Abbot area in the period to 2016:

“The delivery of major new transport infrastructure in the Newton Abbot area (including the Kingskerswell Bypass) as provided for in Proposal TR17 will make an important contribution to the effective delivery of sustainable new development in the town in the period to 2016.” (CD 3.2, paragraph 3.63)

- 4.4.8 The DSP provision for Torbay is 4,300 dwellings (290 dwellings per annum) over the period 2001-2016. In response to the Government Sustainable Communities agenda, Torbay has now committed itself to a significantly increased rate of growth at 500 dwellings pa to 2026. The Secretary of State proposed changes (**CD 3.15**) have increased this provision to 15,000 (750 p/a). Existing traffic volumes between Torbay and the national road network are therefore going to increase

beyond the DSP based levels, which strengthens and further increases the traffic case for the Scheme.

- 4.4.9 The DSP also makes provision for significant new housing in the Newton Abbot area – 3,100 new dwellings out of a total of 7,500 for Teignbridge as a whole over the period 2001-2016. This additional pressure on the sub-regional transport network requires major investment, as put forward in the proposed Scheme.

4.5 TORBAY LOCAL PLAN (CD 3.8)

- 4.5.1 The Torbay Local Plan (**CD 3.8**) adopted in 2004, sets out a framework for providing for the needs of the community in the context of Torbay's PUA status, without harming the environment and notes that:

“there is an urgent need to respond to Torbay's serious economic problems.” (**CD 3.8**, paragraph 2.26)

- 4.5.2 It goes on to identify a number of key provisions that are necessary for the economic delivery, including provision of new employment sites and new tourism facilities:

“There is a need to improve road and rail access to the national route network, including overcoming the congestion bottleneck through Kingskerswell, to the north west of Torquay.” (CD 3.4, paragraph 2.29)

4.5.3 The plan describes the importance of the A380 corridor which provides a key strategic link into Torbay and recognises that there is a need to provide a bypass in order to reduce congestion and improve accessibility into Torbay from the wider transport network:

“The A380 through Kingskerswell is the most important external communication link into Torbay with a daily average flow of 33,000 vehicles. There has been a long established need to seek improvements to the highway network in order to reduce traffic congestion, mitigate the impact of this traffic on local residents and improve the accessibility of Torbay to the regional and national networks. The development of a bypass is considered vital to the economic future of Torbay. Whilst outside Torbay’s boundaries the safety and environmental benefits for Kingskerswell of removing the heavy volume of traffic on

the existing road is also an important consideration.” (CD

3.4, paragraph 15.100)

4.5.4 Proposal T21 in the Torbay Local Plan safeguards the southernmost part of the land required for the A380 South Devon Link Road (referred to in the Local Plan as the A380 Kingskerswell Bypass) which lies within Torbay (the remainder being located within Teignbridge District of Devon). The explanation to the Local Plan proposal refers to the work of consultants which shows that the building of a new road to bypass Kingskerswell is:

“the only practicable way of improving access to Torbay for long distance traffic and local public transport, as well as reducing air pollution problems in this corridor.” (CD

3.4, paragraph 15.101)

4.6 TEIGNBRIDGE LOCAL PLAN 1989 – 2001 (CD 3.5)

4.6.1 The Teignbridge Local Plan 1989 – 2001 (**CD 3.5**) still sets the current policy structure, although Local Plans are in the process of being superseded by Local Development Frameworks (LDFs). The Local

Plan applies to the whole of Teignbridge (outside the Dartmoor National Park) until the LDF core strategy is adopted, likely to be in 2012.

4.6.2 The Teignbridge Local Plan (TLP) recognises the importance of the A380 through Kingskerswell and states that:

“The Newton Abbot / Torbay area requires good links to the national network in order to fulfil the role of these towns as Sub-Regional Centres. The regional and national importance of the A380 has now been recognised by the Secretary of State who has announced its proposed trunking and improvement.” (Appendix 2, DCC/A/2)

4.6.3 Proposal T1 (**CD 3.5**, page 62) of the adopted TLP proposes a number of schemes for construction and/or improvement within the plan period, subject to availability of resources. The SDLR (Kingskerswell Bypass) is identified as one of the four key schemes. This proposal has been saved by the Secretary of State as policy until adoption of the LDF Core Strategy (**CD 3.5A**).

4.7 REGIONAL FUNDING ALLOCATION 1 – THE REGIONAL FUNDING ALLOCATION COMMITMENT (CD 3.1)

4.7.1 In 2004, Government announced that it was to seek advice from the Regions on the formulation of programmes delivered to the Regions for economic development, housing and transport. The transport programmes cover major schemes (over £5 million) delivered by local transport authorities and schemes on the regional trunk road network. As part of this process, a ten-year RFA transport budget (around £90million pa for the South West Region) to 2015/16 has been set up to prioritise transport schemes and indicate provisional phasing and associated costs. The advice given to ministers by the South West Region, in January 2006, allocated proposed transport schemes for funding from the Regional Funding Allocations (RFA) to one of three tables (**CD 3.1**):

- Table 1 included schemes where the region had concluded that there was a strong case for inclusion within an RFA programme to 2016;
- Table 2 included schemes which required further work and/or further analysis in relation to profiling of the programme, that could potentially be added to the RFA programme (subject to

environmental impact, affordability, deliverability and statutory procedures);

- Table 3 included a number of additional schemes which were not yet accepted into the programme.

4.7.2 The SDLR was included within the RFA (**CD 3.1**, Table 2) with an indication of phasing for construction over three years from 2010/11 to 2012/13.

4.7.3 In response to the Regional Funding Allocation advice from the South West Region, the Secretary of State for Transport recognised that the issues identified from the South West Region:

“met the aim of showing related priorities can be drawn together to form a coherent strategic vision for improving transport performance in the region.” (CD 3.1).

4.7.4 The Scheme, which was identified as the South Devon Link Road (Kingskerswell Bypass), was placed by ministers in Annex B, which was the list of schemes that could be progressed and moved to start construction in the years from 2009/10 to 2015/16 (**CD 3.1**). The

Regional Assembly's Regional Transport Board subsequently confirmed its continued support for the Scheme at its meeting on 29th November 2007.

4.7.5 The evidence so far has explained the strategic case describing how the Scheme evolved from the identification of a bypass to address congestion to an integrated transport package known as the South Devon Link Road. This is demonstrable through the development of the Scheme in consistency with Government Policy and advancing its objectives through the emerging policy framework at a national, regional and local level.

4.8 DRAFT REGIONAL SPATIAL STRATEGY (CD 3.3)

4.8.1 The draft Regional Spatial Strategy (dRSS) (**CD 3.3**) was approved in the region in March 2006, and submitted to Government on 24 April 2006. The Examination in Public (EIP) was held in summer 2006 to discuss and test the dRSS. The Independent Panel report was published in 2007 (**CD 3.14**). The EIP panel states that:

“the panel supports measures to improve the highway connectivity of Torbay to Newton Abbott [sic] as it

considers that its enhancement is a vital ingredient in the quest for economic regeneration.” (CD 3.14, section 4.5.4)

- 4.8.2 Following consultation on the EIP Panel’s report, the Secretary of State’s published proposed changes to the dRSS in 2008 (**CD 3.15**). These proposed changes include the designation of Newton Abbot as an additional SSCT. A number of representations were made to the Secretary of State and after considering these the final Regional Spatial Strategy (RSS) is scheduled to be published in the Summer of 2009.
- 4.8.3 The RSS will replace RPG10 and provide a strategy up to 2026. The RSS is a statutory ‘spatial’ document which will set the overall level of growth for each district over a 20 year period, 2006-2026, including housing numbers, employment land, strategic transport schemes and a sustainable development framework, covering areas such as landscape designations and policies aimed at reducing the environmental impact of development.
- 4.8.4 The Government is placing a great emphasis on the role of the Regions in spatial and transport planning, in order to deliver on both the Government’s and the Region’s priorities. These include promoting social inclusion, neighbourhood renewal and regional prosperity. A

strong and effective strategic transport network is seen by both Government and the Region as a key component in achieving these priorities.

4.8.5 The dRSS proposes redefining the current definition of the eleven Principal Urban Areas (PUAs) in the South West as defined in the current Regional Planning Guidance (RPG10), with twenty-one Strategically Significant City or Towns (SSCT's). Torbay is currently a PUA, forming the centre of the South Devon Sub-region in RPG10, and it is proposed to have status of an SSCT in the RSS.

4.8.6 The dRSS is one tier of the development plan for both Torbay and Teignbridge, the other being their separate Local Development Frameworks (LDFs). The RSS will also cover the broad links between land use planning and aspects such as health care, education, crime and climate change, as well as with transportation. It includes the Regional Transport Strategy (RTS) and will link very closely with several other regional strategies and processes, including:

- Regional Housing Strategy
- Regional Economic Strategy

- Regional Funding Allocations

4.8.7 The dRSS is fully aligned with the Regional Economic Strategy (CD 3.13) and the Operational Plan for the Economic Regional Development Framework (ERDF) Programme; together the strategies provide an integrated approach to economic development and regeneration in the South West. The dRSS clearly establishes a spatial prioritisation for economic activity, recognising the need to ‘stimulate’ economic activity in the western part of the peninsula and ‘realise the potential’ of the centre and north of the region, focusing on the role of the SSCTs, which includes Torbay.

4.8.8 There is clear evidence that much of the potential for sustained future economic growth is concentrated in the region’s cities and larger towns. The challenge is to ensure that growth strategies for these places achieve wider benefits, including linking successful areas with less successful ones, and connecting cities and towns with their surrounding areas (so that more people can contribute to, and benefit from, the region’s economic prosperity).

4.8.9 The dRSS states that:

“To maintain the role and function of Newton Abbot, it is important that transport links to other nearby towns are enhanced, and public transport links to Torbay are improved.” (CD 3.3, paragraph 4.2.56)

4.8.10 Policy SR19 of the dRSS states that:

“Newton Abbot is the primary focal point for development in Teignbridge District and should continue to develop its role as a sustainable community through the provision for job growth in the Newton Abbot Travel to Work Area for about 6,500 jobs (35 to 50 hectares of employment land in total) and an average housing provision of about 200 dwellings per annum at Newton Abbot over the plan period.” (CD 3.3, page 75)

4.8.11 It is also stated in the sub-regional strategy section that:

“Key infrastructure required will be identified through the implementation plan and will include Improvements to the

Torbay / Newton Abbot corridor". (**CD 3.3**, paragraph
4.4.17)

4.8.12 The dRSS proposed changes (**CD 3.15**) indicate that there is a need to stimulate economic development in Torbay, and makes provision for about 11,700 new jobs over the plan period (between 500-600 new jobs pa) within the Torbay Travel to Work Area. The Torbay Employment Land Review (Appendix 3, DCC/A/2) indicates that it is possible to achieve about 6,000 new jobs in Torbay under its 'core forecast' between 2005 and 2016.

4.8.13 Much of the Torbay and South Devon Sub-Region in the dRSS overlaps with the Exeter Sub-Region to the north. This is reinforced by the fact that the principal main road and rail routes to and from Torbay and South Devon connect with Exeter and the housing market areas of Torbay and Exeter overlap. The economic pull of Exeter is considerable and its buoyancy contrasts with the relative economic difficulties experienced in Torbay and, to a lesser extent, other parts of South Devon.

4.9 DRAFT REGIONAL TRANSPORT STRATEGY (3.3)

4.9.1 The draft Regional Transport Strategy (dRTS) (**CD 3.3**) forms part of the emerging dRSS. The opening paragraph of the dRTS (5.1.1) states:

“The Spatial Strategy ...will mean growth and change will be planned strategically, realising potential and enabling some of the region’s deeper seated problems to be addressed by guiding development and investment to places where it can have best effect.”

and...

“Proper planning of transport...will assist the achievement of the Spatial Strategy and its three main strategy emphases.” (CD 3.3, paragraph 5.1.1)

4.9.2 The A380 from Exeter to Torbay is identified as one of eight strategically significant road routes in the South West where the:

“upkeep and management is essential to the efficient functioning and movement of goods across the region.” (CD 3.3, paragraph 5.5.2)

4.9.3 With regard to the strategically significant road routes, Policy TR10 which states that:

“a corridor management approach will be adopted to make the best use of the network to facilitate modal shift, reduce traffic impact on the built and natural environment and improve the quality of life of communities, seeking to improve air quality, and reduce accidents, severance and the impact of noise” (CD 3.3, Policy TR10, page 123)

4.9.4 A corridor management approach seeks to make the best use of transport network within a transport corridor. It requires local authorities to:

“working with the rail and bus industries to encourage modal shift and also to develop proposals to reduce the long distance traffic on the built and natural environment and improve quality of life of communities, seeking to improve air quality, and to reduce accidents, severance and the impact of noise.” (CD 3.3, Policy TR 10, page 123)

4.9.5 The dRTS stresses the importance of connectivity:

“If the economic potential of the region is to be fully realised, it will be essential to ensure that the reliability and resilience of the strategic links between the region and the rest of the UK (and wider markets) are improved.” (CD 3.3, paragraph 5.3.3).

4.9.6 Other key themes in the dRTS are its emphasis on concentrating transport investment at the main urban areas which are designated as SSCTs, such as Torbay, mitigating and reducing harmful environmental impacts and developing sustainable modes of travel, including public transport, especially in congested corridors.

4.9.7 The Scheme would support the dRTS in its main strategic emphasis of stimulating economic activity by addressing the transportation needs of one of the region’s SSCTs, in improving the quality of the bus services in one of the region’s most congested corridors and in achieving the objectives of RSS policy TR10.

4.9.8 The dRTS recognises that:

“Congestion and unreliable journey times can prejudice the success of the regional economy whilst the growth of the private transport and reduction in public transport can leave some sections of the population marginalised.” (CD 3.3, paragraph 5.1.2).

4.9.9 The Scheme has been designed to provide the efficient movement of traffic on the A380 corridor and to improve the journey time reliability of the bus service.

4.9.10 The need to deliver better transport to the SSCT's such as Exeter, Newton Abbot and Torbay has a wider and economic and social benefit to the region, to which considerable importance is attached. The dRSS states that:

“The future economic success of the region is to a large extent reliant upon the SSCT's functioning more efficiently and effectively as places where people and businesses benefit from well-planned urban environments and transport systems.” (CD 3.3, paragraph 5.2.2)

4.9.11 The Newton Abbot and Torbay areas' reliance for strategic access on the corridor will mean that a more efficient transport network would enable the areas to meet their economic potential, improve accessibility for employment opportunities and create an attractive public transport system, because congestion and delays on the corridor currently limit the potential for improving bus services. The dRSS attaches importance to ensuring that investment is placed in infrastructure to improve connectivity and sustain the economy:

“Looking ahead to 2026, it is important that successful work to sustain the regional economy is continued, and that the momentum is maintained in those areas that require intervention to stimulate economic development and support community regeneration. Further investment will be necessary to improve the infrastructure of the region and to reduce the impacts of poor connectivity between places in the region and with London.” (CD 3.15, paragraph 2.3.3)

4.9.12 For these reasons, the Scheme is the most significant single element in an integrated strategy for the Newton Abbot / Torbay area.

4.10 GROWTH POINTS

4.10.1 In reference to a growing housing need nationally, Government has designated a number of New Growth Points. At these locations, which were the subject of bids by the relevant local authorities, Government has made finance available to help accelerate the delivery of housing and employment. In Devon, Exeter, Torbay and Plymouth were designated as Growth Points in 2006 and Teignbridge in 2008. The designation of Torbay as a New Growth Point (NGP) has committed Torbay to delivering increased housing compared with existing Structure Plan levels, with an estimated 10,000 additional homes over the 20 year period to 2026. Similarly Teignbridge is committed to delivering an additional 8,600 new homes over the same period. In Torbay's NGP bid to the Government, the need for improved transport was explicit (Appendix 4, DCC/A/2). Torbay and South Devon's connectivity issues can be summarised as follows:

- Torbay's peripherality has serious economic implications – there is a need for a level playing field in the economy to allow Torbay to compete with other Principal Urban Areas (PUAs) and resorts;
- The SDLR is the last link in the chain; there has been considerable investment in connections to the north and south of

Kingskerswell, and there would be no need for any further road schemes directly as a result of the SDLR; such schemes being planned are primarily in response to local issues in Torquay and Paignton and are required in any event;

- Inter-city rail connections to Torbay are limited, apart from summer Saturdays. The SDLR would improve connections to Newton Abbot Railway Station, which offers a significantly greater number of direct inter-city services than Torbay;
- There is a realisation that the benefits of the improvements to bus services between Torbay and the north are hindered by delays to buses caught up in the congestion in Kingskerswell. The SDLR would make bus services significantly more attractive;
- Cycling through the Kingskerswell corridor has increased two fold since 2004, but the numbers are still low and are unlikely to increase significantly in real terms until the SDLR is completed;
- Lower volumes of traffic following completion of the SDLR would facilitate better pedestrian movement from one side of Kingskerswell to the other.

4.11 DEVON LOCAL TRANSPORT PLAN 2006-2011 (CD 3.9 AND TORBAY LOCAL TRANSPORT PLAN 2006-2011 (CD 3.11))

4.11.1 The Devon Local Transport Plan (DLTP) 2006-2011 covers the entire administrative county area of Devon and reflects Government's priorities for transport including the four shared priorities set out in this evidence at paragraph 3.4.4.

4.11.2 The Scheme is identified as a key element of delivering the Newton Abbot Transport Strategy. The A380 is highlighted as a key element of Devon's Strategic Road Network.

4.11.3 The Devon and Torbay LTP's have an identical section explaining the SDLR scheme. They explain that the purpose of the Scheme is to:

- Reduce traffic congestion on the A380;
- Radically improve access to and from Torbay;
- Support the economic regeneration of South Devon and Torbay;
- Enhance bus services between Newton Abbot, Torquay, Paignton and Brixham;
- Improve the quality of life for the residents of Kingskerswell, and;

- Reduce the volumes of traffic which currently use unsuitable alternative routes.

4.11.4 The Torbay Local Transport Plan (TLTP) sets out a sustainable transport framework for the period 2006-2011, for transport access to Torbay's homes, jobs and other facilities. The TLTP notes that the SDLR falls within a separate scheme category, Major Transport Schemes, and notes that each strategic transport authority is permitted to progress at least one such scheme (defined as costing more than £5 million).

4.11.5 The LTP's of both authorities explain the relationship of the Scheme to the RFA and the Devon Structure Plan. They summarise the process of route selection, including the original 34 route corridor options, and set out the main elements of the interim strategy, which have been explained earlier.

4.11.6 The successful delivery of the LTP objectives is measured using indicators to assess the following shared priorities and has been described at paragraph 3.4.6 – 3.4.9 of this proof.

4.12 REGIONAL FUNDING ALLOCATION 2 – SDLR

4.12.1 The second round of RFA was launched by Government in July 2008. Views were sought from the Region on public spending decisions 2009/10 to 2018/19, including elements of transport, economic development, housing, regeneration and skills. The aims of the RFA are to:

- Deliver regional economic, spatial & housing strategies;
- Demonstrate an integrated approach to investment, showing how the region can add value to the process;
- Facilitate wide stakeholder engagement and close liaison with local authorities, and;
- To be based on a clear evidence base, be realistic and demonstrate Value for Money.

4.12.2 In the advice from the South West Region (South West Regional Funding Advice 2009-2019) the Scheme was identified as a priority for investment (Appendix 5, DCC/A/2).

5 SETTING THE SCHEME IN THE CONTEXT OF EMERGING NATIONAL AND LOCAL POLICY

5.1 THE EDDINGTON TRANSPORT STUDY, 2006

5.1.1 The Eddington Transport Study, undertaken in 2006 for the Department for Transport (DfT) and HM Treasury, reviewed the long-term links between transport and the UK's economic productivity, growth and stability. The report clearly states that there are strong links between a high performing transport system and economic prosperity. Whilst the report warned that not all transport projects would deliver economic growth benefits, it summarised the economic theory and mechanisms:

“A good transport network is important in sustaining economic success in modern economies. The transport network secures connectivity between different parts of a country, as well as to the rest of the world: linking people to jobs; delivering products to markets; underpinning supply chains and logistics; and supporting domestic and international trade. The quality of infrastructure, and how comprehensive the transport network is, will influence the role transport plays and its contribution to the functioning

of a successful economy.” (Extract from Eddington Study,
Volume 1, paragraph 1.1, page 3, Appendix 6, DCC/A/2)

5.1.2 Providing the A380 South Devon Link Road will widen the economic sphere of influence of labour markets and, importantly, increase the number of visitors (and associated spend) to the region. Furthermore, Eddington identified the types of project that would be expected in general to generate the highest economic returns (though these returns are by no means certain). Such projects would address specific transport problems associated with:

- Congested urban networks;
- International gateways with surface access, and;
- Inter-urban corridors between major conurbations.

5.1.3 The Scheme is an example of a project that addresses specific problems associated with an inter-urban corridor between the major conurbations of Exeter and Torbay. In particular the Eddington report makes the point that:

“Interventions targeted on the worst problems and bottlenecks caused by competing demands on the transport systems, such as surface access links and corridors close to major urban areas are likely to offer some of the highest returns.” (Extract from Eddington Study, Volume 3, page 121, Appendix 6, DCC/A/2)

5.1.4 Eddington places emphasis on the efficiency of investing to solve particular problems such as bottlenecks. The scheme will alleviate congestion on the existing route allowing better connectivity which will provide economic benefits.

5.1.5 The Eddington Study provided a basis for the 2007 publication by the DfT, Delivering a Sustainable Transport System (DaSTS) (**CD 4.42**). One of the clear enduring goals which aligns directly with the objectives of the proposed South Devon Link Road is:

“To support national economic competitiveness and growth, by delivering reliable and efficient transport networks.” (**CD 4.42**, Executive Summary, paragraph 4, page 7)

5.2 DELIVERING A SUSTAINABLE TRANSPORT SYSTEM, 2008 (CD 4.42)

5.2.1 Delivering a Sustainable Transport System (DaSTS) reflects the influence of the Eddington Report on the role of transport in economics along with the Stern Review focusing on the role of transport in addressing climate change. DaSTS outlines five goals for transport, focusing on the challenge of delivering strong economic growth while at the same time reducing greenhouse gas emissions.

5.2.2 The performance of the UK's transport networks will be crucial to enabling sustained productivity and economic competitiveness that generate real cost savings. Therefore improvements to journey time reliability will provide a general benefit to the accessibility of the South Devon towns and Exeter, one of the SSCT's in the South West region.

5.2.3 The five goals for transport are:

- to **support** national **economic** competitiveness and **growth**, by delivering reliable and efficient transport networks;
- to reduce transport's emissions of carbon dioxide and other greenhouse gases, with the desired outcome of **tackling climate change**;

- to **contribute to better safety, security and health** and longer life-expectancy by reducing the risk of death, injury or illness arising from transport and by promoting travel modes that are beneficial to health;
- to **promote greater equality of opportunity** for all citizens, with the desired outcome of achieving a fairer society;
- to **improve quality of life** for transport users and non-transport users, and to promote a **healthy natural environment**.(CD 4.42 paragraph 1.5)

5.2.4 Each of these goals requires a balanced approach to providing transport solutions; the proposed scheme fits across all five of the goals and therefore aligns with emerging transport policy.

5.2.5 The paper continues to discuss the importance of transport to the economy and in particular it discusses journey reliability. The Scheme will considerably improve journey reliability for all trips, including business, leisure and commuting.

“Reliability is important to all transport users – for business and freight as much as for commuters and for leisure journeys. Indeed, for business, improving journey reliability will generally have more economic benefit through reducing lost productive time than minor improvements in average journey times, although the potential for reducing journey times may be more significant on some routes.”

(CD 4.42, paragraph 1.9)

5.3 NEW APPROACH TO TRANSPORT APPRAISAL REFRESH, 2009

5.3.1 The Eddington Study and Stern Review prompted the DfT to launch a review of the New Approach to Appraisal (NATA) in 2007. This was partly to address issues emerging after ten years of using NATA, and partly to adapt NATA to the new DaSTS policy goals, particularly the challenges of balancing economic growth with the environmental and social impacts of policies or interventions.

5.3.2 NATA makes considerable use of cost-benefit analysis and, where possible, attributes monetary valuations to impacts so that they can be compared to costs on Government budgets. The value for money

process is enhanced by introducing a new 'Very High' category. This will cover schemes offering returns greater than four times their costs, helping the Government to better differentiate and prioritise between the very best schemes.

5.4 DEVON'S WIDER ROLE AND A JOINT VISION TOWARDS LOCAL TRANSPORT PLAN 3 (LTP3)

5.4.1 The Scheme is a key strategic network link and provides a 'backbone' of infrastructure to support the wider Devon Transport Strategy. This focuses on addressing sustainable transport goals, reducing journey times, promoting quality of life through increased accessibility to employment, goods and services, and through providing real modal choice.

5.4.2 The DfT have recently consulted on their draft guidance for LTP3 which will replace the current LTP2 when it expires in 2011. The guidance focuses on the role of transport as a facilitator to deliver sustainable communities, economic growth and address climate change issues. The guidance also promotes joint working recognising that travel is not restricted by an authority's boundaries, and that people travel across boundaries to access education, jobs, services, goods and for leisure.

“Good transport is a vital factor in building sustainable local communities. It contributes to the achievement of stronger and safer communities, healthier children and young people, equality and social inclusion, sustainability and better local economies [3]. Where transport fails, these aspirations are put at risk.” (Extract from Consultation on LTP3 Guidance, Chapter 1, section 1.2, paragraph 5, page 5, Appendix 7, DCC/A/2).

5.4.3 As Devon County Council and Torbay Council look ahead to developing LTP3, it has been recognised that there is a real benefit in working jointly to achieve a sustainable transport system for residents of Devon and Torbay which provides them with real choices and the economic growth required. The LTP3 guidance notes the importance of transport to people’s lives. The proposed Scheme provides a very real example of delivering a transport solution that has wider benefits for Torbay and the South Devon Area.

6 FUNDING

6.1.1 There is agreement between Devon County Council and Torbay Council on the funding mechanism for the two authorities' contributions to the Approved Scheme Cost.

6.1.2 The funding profile for the Quantified Cost Estimate, which is given in Table 1, is based upon the Department funding 90% of the gross cost (i.e. a local contribution of 10% is required). This 10% contribution would be shared between the two Authorities.

6.1.3 The total requested from the DfT is £108.77 million, which is 90% of the Quantified Cost Estimate. This includes an amount for Eligible Preparation Costs of £1.00 million, which is 50% of the Eligible Preparation Costs at Full Approval.

DfT Requested Contribution	£108.77 million
Devon County Council Contribution	£6.05 million
Torbay Council Contribution	£6.04 million

Table 1: Funding Package One

6.1.4 It is reasonable to conclude that all the necessary resources to implement the Scheme are likely to be available at the requisite time.

7 OBJECTIONS

7.1 RESPONSE TO OBJECTORS NO. 54 AND NO. 59

7.1.1 Objections have been raised that the Compulsory Purchase Orders are premature, prior to the securing of funds. This section provides a response to these objections.

7.1.2 The Regional Funding Allocation procedure was established by the Department of Transport (DfT) to enable Major Schemes to be progressed outside the Local Transport Plan allocations.

7.1.3 The first element of this process was for the Regional Assembly to prioritise their funding allocation in line with the level of expenditure available to them. This was carried out in 2006 and received approval from the Secretary of State. This process clearly identified that the South Devon Link Road was eligible for funding through the DfT's Major Scheme Bid programme.

7.1.4 Since this time, there have been updates and a refresh of the Regional Assembly's priorities and the South Devon Link Road scheme has continued to remain a priority. The Scheme is within the overall funding envelope for the region.

7.1.5 In addition to discussions with the Regional Assembly, Devon County Council have been involved in numerous discussions with the DfT. They have visited the scheme and there are regular project meetings to allow the DfT to understand the importance of the scheme to the Region, how it fulfils national policy and to provide them with confidence on its deliverability. The DfT are fully aware of the progress Devon County Council are making on the Scheme and the progress made in progressing the scheme through a Public Inquiry. This includes obtaining the necessary Compulsory Purchase Orders. This process is essential to ensure the deliverability of the scheme and provide the DfT confidence that the scheme can be delivered within the timescale established by the Regional Assembly. At no time during these discussions have the DfT ever suggested that funding for the Scheme would not be available and there has been considerable encouragement from the DfT to progress the scheme within the existing programme.

7.1.6 In summary, the Scheme has therefore been approved by the Regional Assembly and has a funding programme, which has been approved by the Secretary of State. The DfT continually monitor the progress of the Scheme and are aware of the CPO procedures taking place in parallel

with the progression of the Major Scheme Bid process. There is nothing in this procedure which would suggest the funding is not available. Therefore, there is a good likelihood that the funds will be available once the scheme has all the necessary CPO orders in place.

8 CONCLUSION

8.1.1 The SDLR is based on integrated strategic planning working at a number of levels. This Scheme has not only assessed existing economic, planning, sustainability and transportation issues, but has anticipated and addressed needs and solutions over the dRSS time frame (i.e. it is a long-term strategic approach rather than a short-term 'fix'). In connection with, firstly, the emerging LDFs, secondly the joint sub-regional work as input to the emerging RSS, and thirdly the SDLR scheme itself, a number of technical studies have been completed which point to:

- (a) The need to address Torbay's significant and serious connectivity, economic and regeneration challenges;
- (b) The importance and relevance of the New Growth Points Initiative to Torbay, as expressed through the emerging RSS and LDFs, which will also reflect Torbay's Community Plan;
- (c) The key role of the SDLR in achieving these strategic objectives, which are shared by Torbay and its neighbouring councils.

- 8.1.2 The case for a new road to bypass Kingskerswell has a strong strategic background. This is based on the need to address the high levels of congestion that a strategically important, but substandard, road is required to cope with. This congestion does not only constrain journey times, but is viewed as a major constraint by bus operators in terms of providing a reliable service and therefore a barrier to achieving and attracting people to using bus services. The bypass would free up the limited road space for bus services and cycling.
- 8.1.3 The scheme is part of an integrated strategy for the corridor most recently set out in the Devon Local Transport Plan 2006 -2011 (**CD 3.9**).
- 8.1.4 There is a direct relationship between transport strategy for Torbay and Newton Abbot and the management of the strategic sub-regional area with Exeter. The proposals are related to the management of the corridor as a whole, including the areas which the A380 passes through and directly serves and the rural areas for which it is the principal means of access to jobs and services in the main public transport spine.

8.1.5 The SDLR will enable the ‘freeing up’ of important road space between Newton Abbot and Torbay for public transport priority and improved dedicated cycle ways. This will enable Devon and Torbay to further improve the quality of bus services linking Torbay with Newton Abbot and further field.

8.1.6 The following national transport and sustainable development objectives provide a strategic context for the SDLR Scheme. The Scheme fully complies with all of these strategies.

- The strategies of the South West Regional Assembly (SWRA) and the Regional Development Agency (RDA), including the emerging Regional Spatial Strategy (RSS), the Regional Transport Strategy (RTS) and the Regional Economic Strategy (RES);
- The South Devon sub-regional strategies, including the Devon Structure Plan (DSP) and the Devon Local Transport Plan (DLTP);
- Teignbridge’s strategic agenda, as expressed in its adopted Teignbridge Local Plan (TLP);

- Torbay's strategic agenda, as expressed in its vision statement, LTP and Local Plan.

8.1.7 Several key themes permeate the SDLR's Strategic Case. These are the key issues of connectivity (including congestion and journey time reliability), the economy, deprivation and regeneration, and the importance of counter-balancing environmental considerations.

8.1.8 A key strategic message of this evidence is that the Scheme would provide a 'backbone' to achieving a wide range of national and regional objectives, and in particular helping to bring about a sustainable future for Torbay and South Devon.

9 GLOSSARY

9.1.1 The following list defines abbreviations used in this report.

AQMA	Air Quality Management Area
DaSTS	Delivering a Sustainable Transport System
DCC	Devon County Council
DfT	Department for Transport
DLTP	Devon Local Transport Plan
dRSS	Draft Regional Spatial Strategy
dRTS	Draft Regional Transport Strategy
DSP	Devon Structure Plan
EIP	Examination In Public
ERDF	Economic Regional Development Framework
LTP	Local Transport Plan
NATA	New Approach to Appraisal
NGP	New Growth Point
PPS	Planning Policy Statement
PPG	Planning Policy Guidance
PUA	Principal Urban Area (usually an urban area in excess of 50,000 population).
RDA	Regional Development Agency
RES	Regional Economic Strategy
RFA	Regional Funding Allocation
RPG	Regional Planning Guidance

RSS	Regional Spatial Strategy
SDLR	A380 South Devon Link Road
SSCT	Strategically Significant Cities and Towns
SWRA	South West Regional Assembly
TAG	Transport Analysis Guidance
TC	Torbay Council
TDC	Teignbridge District Council
TLP	Teignbridge Local Plan
TLTP	Torbay Local Transport Plan

