

# **Strategic Environmental Assessment Statement: Devon Local Transport Plan 2006-2011**

## **Summary**

This statement is the final major report of the Strategic Environmental Assessment (SEA) of the Devon Local Transport Plan (DLTP) 2006-2011. The SEA of the DLTP 2006-2011 began in 2004 and the stages of the SEA process were aligned with the appropriate stages in the plan's preparation. The purpose of the SEA Statement is to explain how consultation comments on the SEA Scoping and Environmental Reports and the Provisional DLTP 2006-2011 have been addressed by Devon County Council, summarise why the DLTP 2006-2011 was chosen over other alternatives, how environmental considerations have been integrated into the plan, and how the plan will be monitored.

Devon County Council has considered all of the consultation comments from the Consultation Bodies and the public. The majority of responses from the Consultation Bodies have been addressed, although a lack of available data and time limited the improvement of historic environment and biodiversity indicators and baseline information in the SEA Environmental Report. In reference to comments from the public, Devon County Council rose to the challenge and addressed many of the public's main environmental concerns in the preparation of the Provisional DLTP 2006-2011. Quiet lanes were the only suggestion left out of the Provisional DLTP 2006-2011, as the Local Transport Plan team determined that the lack of convincing evidence in support of the benefits of Quiet Lanes made it difficult to justify them as a priority.

Devon County Council has not chosen the best option for the DLTP 2006-2011, in terms of providing a high level of protection for the environment, according to the findings presented in the SEA Environmental Report. The option selected, Option D (Provisional DLTP 2006-2011 and the Kingskerswell Bypass), scored the second lowest out of four alternatives. However, Devon County Council chose Option D, as the benefits to the economy of Torbay and quality of life in Kingskerswell will be greater than the environmental costs. Despite this choice, the majority of significant environmental effects have been addressed during the preparation of the final version of the plan, or mitigation measures put in place. The final DLTP 2006-2011 has been genuinely influenced and modified as a result of interaction between the Policy Integration Officer and Local Transport Plan team.

A general monitoring programme has been devised that will measure the performance of the DLTP 2006-2011 in relation to the SEA Objectives, aiming to identify unforeseen adverse environmental effects, as the plan has either been modified to avoid significant environmental effects or mitigation measures established. The Policy Integration Officer will also observe and report on the implementation of mitigation measures.

## 1. Introduction

The Strategic Environmental Assessment (SEA) Statement is the final major reporting mechanism of the SEA process for the Devon Local Transport Plan (DLTP) 2006-2011. Article 9 (1) of the SEA Directive states that:

“...when a plan or programme is adopted, the [environmental] authorities...[and] the public...are informed and the following items [shall be] made available...(b) a statement summarising how environmental considerations have been integrated into the plan or programme...[including] the reasons for choosing the plan or programme as adopted, in light of other reasonable alternatives dealt with, and (c) the measures decided concerning monitoring.”

The structure of this SEA Statement is as follows:

1. **Introduction:** a recap of the SEA process for the DLTP 2006-2011.
2. **Consultation:** how comments from Consultation Bodies and the public on the SEA Scoping and Environmental Reports and the Provisional DLTP 2006-2011 have been addressed by Devon County Council.
3. **The Devon Local Transport Plan 2006-2011:** why the option was selected over other reasonable alternatives and how Devon County Council has taken the significant environmental effects of the option into consideration during the final preparation of the plan.
4. **Monitoring:** the measures taken to monitor the potentially significant environmental effects and unforeseen adverse effects of the DLTP 2006-2011, and suggestions for appropriate remedial action.

Prior to its preparation, the DLTP 2006-2011 was identified as a plan subject to the requirements of European Directive 2001/42/EC “*on the assessment of the effects of certain plans and programmes on the environment*”, known as the SEA Directive. The objective of the Directive is specified in Article 1:

“...to provide for a high level of protection of the environment and to contribute to the integration of environmental considerations into the preparation and adoption of plans and programmes with a view to promoting sustainable development...”

The SEA of the DLTP 2006-2011 was carried out ‘in house’ but not within Devon County Council’s Transportation Planning team. The responsible officer had an environmental assessment background, rather than being a transport planner, which ensured that the SEA was an impartial process. The benefit of carrying out the SEA internally was significant and allowed the SEA process to continuously inform and modify the preparation of the DLTP 2006-2011.

The SEA of the DLTP 2006-2011 began in 2004, guided by *A Draft Practical Guide to the Strategic Environmental Assessment Directive (2004)* published by the Office of the Deputy Prime Minister (ODPM). However, this guidance was replaced by *A Practical Guide to the Strategic Environmental Assessment Directive* in 2005, which differs from the draft guide. Table 1, below, outlines the SEA process for the DLTP 2006-2011(Stages A-C reflect the 2004 guidance, whereas Stages D-E reflect the 2005 guidance). Stages A-E are now completed and this SEA Statement is the final written component of the process, apart from future monitoring reports.

**Table 1. Stages in the SEA Process for the Devon Local Transport Plan 2006-2011**

<b>SEA Stages and Tasks</b>	<b>Purpose</b>
<b><i>Stage A: Setting the context and establishing the baseline</i></b>	
Identifying other relevant plans, programmes and environmental protection objectives	To document how the plan/programme is affected by outside factors and suggest ideas for how any constraints can be addressed. Help to identify SEA objectives.
Collecting baseline information	To provide an evidence base for environmental problems, effects prediction and monitoring. Also help in the development of SEA objectives.
Identifying environmental problems	To help focus the SEA and streamline the subsequent stages including baseline information analysis, setting of the SEA objectives, prediction of effects and monitoring .
Developing SEA objectives	To provide a means by which the environmental performance of the plan or programme can be assessed.
<b><i>Stage B: Deciding the scope of SEA and developing strategic alternatives</i></b>	
Testing the plan or programme objectives against the SEA objectives	To ensure that the overall objectives of the plan or programme are in accordance with the SEA objectives and provide a suitable framework for developing options.

<b>SEA Stages and Tasks</b>	<b>Purpose</b>
Appraising strategic alternatives	To assist in the development and refinement of the strategic alternatives by identifying potential environmental impacts of alternatives for achieving the plan or programme objectives.
Consulting on the scope of SEA	To ensure the SEA covers the key environmental issues.
<b><i>Stage C: Assessing the effects of the plan or programme</i></b>	
Predicting the effects of the plan or programme, including alternatives	To predict the significant environmental effects of the plan or programme and its alternatives.
Evaluating the effects of the plan or programme, including alternatives	To evaluate the predicted effects of the plan or programme and its alternatives and assist in the refinement of the plan or programme.
Mitigating adverse effects	To ensure all potential mitigation measures are considered and as a result residual effects are identified.
Proposing measures to monitor the environmental effects of plan or programme implementation	To detail the means by which the environmental performance of the plan or programme can be assessed.
Preparing the Environmental Report	To provide a detailed account of the SEA process, including the findings of the environmental assessment and how it influenced the development of the draft plan or programme, in a format suitable for public consultation and decision-makers.
<b><i>Stage D: Consulting on the draft plan or programme and the Environmental Report</i></b>	
Consulting the public and Consultation Bodies on the draft plan or programme and the Environmental Report	To give the public and the Consultation Bodies an opportunity to express their opinions on the findings of the Environmental Report and to use it as a reference point in

<b>SEA Stages and Tasks</b>	<b>Purpose</b>
	commenting on the plan or programme. To gather more information through the opinions and concerns of the public.
Assessing significant changes	To ensure that the environmental implications of any significant changes to the draft plan or programme at this stage are assessed and taken into account.
Making decisions and providing information	To provide information on how the Environment Report and consultees' opinions were taken into account in deciding the final form of the plan or programme to be adopted.
<b><i>Stage E: Monitoring the significant effects of implementing the plan or programme on the environment</i></b>	
Developing aims and methods for monitoring	To track the environmental effects of the plan or programme to show whether they are as predicted; to help identify adverse effects.
Responding to adverse effects	To prepare for appropriate responses where adverse effects are identified.

The stages of the SEA process were aligned with the appropriate stages in the DLTP 2006-2011 preparation, so that environmental considerations were integrated effectively into the preparation and adoption of the plan. The relationship between the two can be seen below:

**SEA**

**2004** Setting the context, establishing the baseline, deciding the scope of the SEA and identifying strategic alternatives, resulting in the publication of a Scoping Report.

Consultation with the Consultation Bodies on the scope of the SEA.

**DLTP 2006-2011**

Public consultation on the key issues and priorities for the DLTP 2006-2011.

Preparation of the Provisional DLTP 2006-2011.

## **SEA**

**2005** Assessing the effects of the Provisional DLTP 2006-2011 and strategic alternatives, resulting in the publication of an Environmental Report.

Consultation with the public and Consultation Bodies on the Environmental Report and Provisional DLTP 2006-2011.

**2006** Informing the preparation of the final DLTP 2006-2011, resulting in the publication of a SEA Statement.

**2006-2011** Monitoring and responding to the significant environmental effects of implementing the DLTP 2006-2011.

## **DLTP 2006-2011**

Preparation, publication and submission of the Provisional DLTP 2006-2011 to the Department for Transport.

Preparation of the final DLTP 2006-2011.

Preparation, publication and submission of the final DLTP 2006-2011 to the Department for Transport.

Implementation of the DLTP 2006-2011 and publication of its performance in future progress reports.

The published reports referred to above can be accessed via Devon County Council's website (transport planning section) and are currently available at the following web addresses:

### **SEA Scoping and Environmental Reports:**

[http://www.devon.gov.uk/index/transport/devon\\_local\\_transport\\_plan/environmental\\_assessment.htm](http://www.devon.gov.uk/index/transport/devon_local_transport_plan/environmental_assessment.htm)

### **Provisional DLTP 2006-2011:**

[http://www.devon.gov.uk/index/transport/devon\\_local\\_transport\\_plan/ltp-provisional-2006-2011.htm](http://www.devon.gov.uk/index/transport/devon_local_transport_plan/ltp-provisional-2006-2011.htm)

## 2. Consultation

The consultation requirements under the SEA Directive are outlined in the ODPM's *A Practical Guide to the Strategic Environmental Assessment Directive* (2005) and are as follows:

<u>Steps in the SEA</u>	<u>Consultation requirements</u>
Determination if a plan or programme requires an SEA	Consult Consultation Bodies if screening is required. Information made available to the public.
Decision on scope and level of detail of the assessment	Consult Consultation Bodies.
Environmental report and draft plan or programme	Information made available to the public. Consult Consultation Bodies. Consult the public.
During preparation of plan or programme	Take account of Environmental Report and opinions expressed (and produce statement).
Adopted plan or programme; statement and measures concerning monitoring	Information made available to Consultation Bodies. Information made available to the public.

It was clear from the outset that a Strategic Environmental Assessment would be required for the Local Transport Plan, as it was included on an indicative list of plans and programmes subject to the SEA Directive in the ODPM's draft guidance (2004). Therefore, the screening process was not necessary.

**Consultation on the SEA Scoping Report:** the Consultation Bodies (The Countryside Agency, English Heritage, English Nature and the Environment Agency) were asked to comment on the scope and level of detail of the SEA in 2004. English Nature and English Heritage responded with specific comments, The Countryside Agency provided a generic response to SEAs for Local Transport Plans, and the Environment Agency stated that they would not be able to provide individual responses to local transport authorities on their SEAs. Appendix 1 lists the comments from English Nature, English Heritage and The Countryside Agency on the SEA Scoping Report (in full) and also how Devon County Council addressed those comments during the preparation of the SEA Environmental Report. The following points summarise the specific consultation comments and Devon County Council's response:

- **English Nature and English Heritage raised concern about Objectives B<sup>1</sup>, C<sup>2</sup> and D<sup>3</sup> in the SEA Scoping Report and considered them to be economic rather than environmental objectives.**

Devon County Council's response: Annex 1 of the SEA Directive includes the words 'population', 'material assets' and 'human health' as factors to consider when assessing the effects of a plan or programme, as well as factors such as 'biodiversity' and 'climatic factors'. Devon County Council interpreted this to mean that the SEA should assess impacts on both human wellbeing and the natural environment. Therefore, Objectives B, C and D were used throughout the SEA process. However, the inclusion of three objectives, out of a total of thirteen, that relate to economic sustainability and social deprivation will be considered in an internal evaluation of the DLTP 2006-2011 SEA process, to ensure that they do not bias the balance of any future assessment.

- **English Nature commented that Objective C needs to be revisited as brownfield sites are often richer in biodiversity than greenfield sites.**

Devon County Council's response: the point has been noted, although this advice conflicts with planning guidance from the ODPM to prioritise the use of brownfield sites for new development. Devon County Council encourages English Nature to raise their concern with the ODPM.

- **English Heritage suggested that Objective E<sup>4</sup> required re-wording to become 'Protect and enhance the nationally and locally important cultural heritage of Devon and their settings, and recognise its importance as an economic asset and contributor to local distinctiveness.'**

Devon County Council's response: the re-wording of the objective would have created a rather verbose and overly-long objective. Therefore, the objective was not re-worded, although the phrase 'cultural heritage' was interpreted to mean 'nationally and locally important cultural heritage of Devon and their settings' throughout the remainder of SEA.

- **English Nature and English Heritage suggested alternative indicators to those proposed in the SEA Scoping Report. For example, English Nature recommended the adoption of Accessible Natural Greenspace Standards as indicators and English Heritage suggested indicators such as 'improving access to historic assets' and 'the perceived problem area of the visual impact of vehicles and transport infrastructure'.**

Devon County Council's response: unfortunately, none of the alternative indicators were utilised as they are not currently monitored and resources are not available to collect data for numerous new indicators, some of which require the acquisition of qualitative information.

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<sup>1</sup> Encourage regional and sub-regional centres as vibrant places to live and work and support the regeneration and economy of coastal and market towns.

<sup>2</sup> Support the revitalization of deprived areas and regenerate brownfield sites and disused buildings as a preference to developing new land.

<sup>3</sup> Stimulate the creation of employment opportunities and expand prospects for sustainable economic development.

<sup>4</sup> Protect and enhance the cultural heritage of Devon and recognise its importance as an economic asset.

English Heritage themselves acknowledged 'that there is a lack of consistently monitored data for the historic environment'.

- **English Heritage identified that the historic environment baseline information was too descriptive and did not provide a quantifiable point from which to measure the effects of policies. They advised that baseline data should include all designated historic assets, non-designated features of local historic interest, the character of the wider landscape and townscape and the potential for unrecorded archaeological interest.**

Devon County Council's response: data on the number of listed buildings (including those at risk), conservation areas, scheduled ancient monuments (including those at risk) and historic parks and gardens in Devon was added to the Environmental Report. Devon's wider landscape character zones were displayed on a map in both the Scoping and Environmental Reports. However, several sources of baseline data suggested by English Heritage were not investigated as time limitations did not permit such research.

#### **Consultation on the Provisional DLTP 2006-2011 and SEA Environmental Report:**

ODPM guidance on SEA suggests that **public consultation** on the SEA Environmental Report and draft plan (i.e. the Provisional DLTP 2006-2011) take place simultaneously. However, it was determined that wide public consultation (on-street interviews, panel hearings, publication of a consultation document, online questionnaire and focus groups for Town Council Clerks) on the DLTP 2006-2011 would be most influential prior to the preparation of the Provisional DLTP 2006-2011 during 2004, so that public comment shaped the plan from the outset, rather than retrospectively. Therefore, when the SEA Environmental Report and Provisional DLTP 2006-2011 were published simultaneously on the Devon County Council website in 2005, no public responses were received, as presumably the public felt they had already informed the plan's content in 2004. Lack of public comment on the SEA Environmental Report, however, is not ideal, and ways to encourage future public comment will be considered in an internal evaluation of the DLTP 2006-2011 SEA process.

Despite the lack of public response to the SEA Environmental Report, comments relating to environmental concerns (listed in full in Appendix 2) were received as a result of the extensive public consultation to inform the preparation of the Provisional DLTP 2006-2011, conducted in 2004. Table 2, overleaf, summarises the comments listed in Appendix 2 and also orders them in relation to how frequently they were raised by consultees:

**Table 2. Summary of the Public’s Environmental Concerns Prior to the Preparation of the Provisional DLTP 2006-2011**

Environmental Concerns	Total Number of Comments
Road safety and speeding in villages	10
Rights of Way and National Cycle Network: expand, maintain and address discontinuities	9
Promote innovative car-free solutions	7
Summer congestion	6
Introduce Quiet Lanes	6
Declutter and use appropriate signage	5
Lessen the impact of heavy goods vehicles	5
The need for a sustainable transport education campaign	4
Expand rail links	4
Create zones for different users: pedestrians, cyclists and horses	3
Improve safety on cycle routes	3
Air quality	2
Regeneration of the public realm	2
Improve bus facilities	2
Sherford new community transport solutions	1
Congestion charging	1
Improve public transport interchanges	1
The need for greener fuels	1
Utilise freight as a mode of transport and delivery	1

The preparation of the Provisional DLTP 2006-2011 was influenced by all of the environmental concerns highlighted in Table 2. The ways in which the most significant environmental concerns (those mentioned by four or more consultees) have been addressed by Devon County Council are explained in detail here:

**Road safety and speeding in villages:** road safety is a priority in the DLTP 2006-2011 and one of its seven objectives is ‘Making roads safer’. The *Towns, Villages and Rural Communities Programme* will address child pedestrian and cycling safety concerns via the implementation of school travel plans. Furthermore, the *Casualty Reduction and Route Management Programme* is designed to reduce casualties on roads in Devon and improve the safety of key routes.

**Rights of Way and the National Cycle Network (expand, maintain and address discontinuities):** these are also priorities in the DLTP 2006-2011 and one of its seven objectives is 'Improving recreation, leisure and tourism'. The *Sustainable Tourism, Recreation and Leisure Programme* will expand the National Cycle Network by creating new routes along the Exe, Axe and Teign estuaries; increase the number of Rights of Way by creating paths in the proposed Tamar World Heritage Site, strategic long distance walking and riding routes, and also community circuits; contribute towards the maintenance of Rights of Way and the National Cycle Network by improving safety (e.g. where routes interconnect with 'A' roads). The *Newton Abbot Area Programme* will contribute towards eliminating two National Cycle Network discontinuities.

**Promote innovative car-free solutions:** unfortunately, Devon County Council's most innovative car-free solution, an optically-guided system for buses in Exeter, failed to gain pump-priming funding in the first round of bids from the Transport Innovation Fund. However, a revised bid is currently being prepared for the second round. Measures in the *Sustainable Tourism, Recreation and Leisure Programme* will improve the Jurassic Coast bus service and create a National Cycle Network route along the Exe Estuary, which both encourage end-to-end car-free travel. The *Exeter Sub-Region Programme* will promote Exeter as a 'Low Floor City' (all buses in the city will have low floor access in the near future), which will make people aware that travel around Exeter can be car-free for everyone, regardless of their mobility restrictions. The *Plymouth Sub-Region Programme* will contribute towards a new feasibility study for the proposed Drake Rail Line, which could potentially provide another car-free solution for travel from Tavistock to Plymouth. Finally, the *Barnstaple and Newton Abbot Area Programmes* are both dominated by schemes to link employment/residential areas and the town centres by new cycle routes, hence reducing the need to travel by car.

**Summer congestion:** congestion is a priority in the DLTP 2006-2011 and one of its seven objectives is 'Tackling traffic congestion'. However, it should be noted that summer congestion problems are particularly challenging to manage as the summer holiday season is compressed into a couple of months, and it is likely that the current volume of summer tourists overwhelms Devon's environmental capacity. Some measures in the *Sustainable Tourism, Recreation and Leisure Programme*, such as improvements to the Jurassic Coast bus service, the Exe Estuary cycle route and community walking circuits may reduce the impact of summer congestion. The *Kingskerswell Bypass (Major Scheme in the DLTP 2006-2011)* and measures in the *Newton Abbot Area Programme* to discourage car use along the Kingskerswell corridor may lessen the impact of summer congestion in the village of Kingskerswell. The *Plymouth Sub-Region Programme* will contribute towards a new feasibility study for the proposed Drake Rail Line, which could potentially reduce summer congestion between Tavistock and Plymouth in the future. Finally, the *Exeter Sub-Region Programme* will

make numerous traffic efficiency improvements such as the remodelling of Junction 30 of the M5.

**Introduce Quiet Lanes:** this suggestion was also made by The Countryside Agency in response to the Provisional DLTP 2006-2011. Quiet Lanes are minor rural roads which are appropriate for shared use by walkers, cyclists, horse riders and motorised users (a Countryside Agency Initiative supported of the Department for Transport). However, the Local Transport Plan team identified that an evaluation of the Quiet Lanes National Demonstration Projects, described in a Department for Transport Traffic Advisory Leaflet 3/04<sup>5</sup>, does not provide conclusive evidence that Quiet Lanes are effective. It states that ‘...with community involvement alone it is unlikely to significantly reduce speeds or the number of vehicles...a more interventionist approach will be needed, such as the implementation of traffic calming measures.’ Therefore, the lack of convincing evidence in support of the benefits of Quiet Lanes has made it difficult to justify them as a priority within the DLTP 2006-2011.

Despite this, it is evident that the concept of Quiet Lanes is supported by the Areas of Outstanding Natural Beauty and The Countryside Agency, and so they should be re-considered by Devon County Council in the future.

**Declutter and use appropriate signage:** the quality of the public realm is a priority in the DLTP 2006-2011 and one of the seven objectives is ‘Improving public spaces’. Measures in the *Towns, Villages and Rural Communities Programme* will improve the quality of public spaces and the public realm in market and coastal towns such as Exmouth. There is also a specific scheme to improve the quality of the streetscape and highway fabric in Totnes so that it matches the surrounding historic built environment.

**Lessen the impact of heavy goods vehicles:** the DLTP 2006-2011 has adopted three measures in relation to the distribution of freight, originating from four Freight Quality Partnerships which helped develop an understanding of local freight distribution issues: to develop the regional freight network through road signing and lorry routing; work towards sustainable patterns of freight distribution in accordance with Devon Structure Plan policy TR15; continue to support the implementation and review of the Freight Quality Partnership Action Plans.

**The need for a sustainable transport education campaign:** a Bus Information Strategy is included in the DLTP 2006-2011 (supported by funds on an annual basis), which will ensure that new bus schemes are promoted. Travelwise is a national campaign to encourage sustainable travel and Devon County Council employs a Travelwise Officer to promote the campaign in Devon. Furthermore, Devon County Council will continue to support the

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<sup>5</sup> Traffic Advisory Leaflet 3/04 ‘Quiet Lanes’ (June 2004). Department for Transport.

sustainable travel message by working with schools, employers and individuals to develop travel plans, and also continue to contribute funds to Traveline South West (a public transport information service).

**Expand rail links:** in accordance with Department for Transport guidance, rail services are supported in limited ways by the DLTP 2006-2011. The *Plymouth Sub-Region Programme* will contribute to track and signalling improvements on the Tamar Valley line between Plymouth and Bere Alston, and also contribute to a new feasibility study for the proposed Drake Rail Line. The *Exeter Sub-Region Programme* will contribute to a variety of station forecourt and accessibility improvements. Finally, the new community at Cranbrook will have its own railway station, although this will be funded entirely by the developer.

**The Consultation Bodies** (The Countryside Agency, English Heritage, English Nature and the Environment Agency) and other appropriate environmental organisations (listed in Appendix 3) were consulted on the SEA Environmental Report and Provisional DLTP 2006-2011 in 2005. They were specifically asked to comment on the assessment of four potential options for the DLTP 2006-2011 (no plan, continuation of the DLTP 2001-2006, Provisional DLTP 2006-2011 without the Kingskerswell Bypass, Provisional DLTP 2006-2011 with the Kingskerswell Bypass) described in the SEA Environmental Report. The Countryside Agency and English Heritage responded with specific comments, English Nature did not respond, the Environment Agency provided a generic Local Transport Plan Checklist to use when conducting a SEA, and finally, none of the environmental organisations listed in Appendix 3 responded. Appendix 4 lists the comments from The Countryside Agency and English Heritage on the SEA Environmental Report and the Provisional DLTP 2006-2011, and also how Devon County Council has addressed those comments during the preparation of the final DLTP 2006-2011. The following points summarise the specific consultation comments and Devon County Council's response:

- **The Countryside Agency noted that although the Provisional DLTP 2006-2011 recognises the importance of walking and cycling, the full benefits will not be realised until roads are reclaimed for these users (i.e. via the introduction of Quiet Lanes).**

*Devon County Council's response:* the Local Transport Plan team identified that an evaluation of the Quiet Lanes National Demonstration Projects, described in a Department for Transport Traffic Advisory Leaflet 3/04<sup>6</sup>, does not provide conclusive evidence that Quiet Lanes are effective. It states that '...with community involvement alone it is unlikely to significantly reduce speeds or the number of vehicles...a more interventionist approach will be needed, such as the implementation of traffic calming

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<sup>6</sup> Traffic Advisory Leaflet 3/04 'Quiet Lanes' (June 2004). Department for Transport.

measures.' Therefore, the lack of convincing evidence in support of the benefits of Quiet Lanes has made it difficult to justify them as a priority within the DLTP 2006-2011.

- **The Countryside Agency identified that greater understanding of travel patterns between rural settlements, market towns and the principal urban areas is required in the DLTP 2006-2011.**

*Devon County Council's response:* firstly, the sub-regional studies for the Regional Spatial Strategy will provide some relevant evidence. Secondly, accessibility planning (carried out by the Local Transport team using Accession software) has affected the development of the final DLTP 2006-2011. It identified locations with poor accessibility to vital services such as hospitals and centres of employment and specific targets are being set for priority areas in the final DLTP 2006-2011.

- **The Countryside Agency aired serious concern about the impact of improvements to rural roads on the character of the countryside.**

*Devon County Council's response:* a member of the Local Transport Plan team stated that the need to preserve the character of rural roads is always taken into account during maintenance and new road construction works. Devon County Council has published guidance in its booklet 'The Management of Roadside Verges in Devon': "The County Council assesses all types of highway maintenance and improvement works in accordance with its Environmental Audit Procedures. This includes the programme's impact on waste, noise and air quality as well as the historic and natural environments and takes into account the Biodiversity Action Plan."

- **English Heritage questioned whether their initial advice on cultural heritage indicators had been taken on board and how the indicator for Objective E<sup>7</sup> will be measured. They also re-iterated their initial advice: to acknowledge historic settings and locally-valued assets in the baseline information on the historic environment.**

*Devon County Council's response:* unfortunately, it was not possible to utilise the indicators suggested by English Heritage in their comments on the SEA Scoping Report due to a lack of consistently monitored data for the historic environment. The indicator for Objective E and its qualitative method of assessment have been replaced (see Appendix 7). Data and information on historic settings and locally-valued assets is not easily accessible and time limitations have not permitted research to update the baseline information on the historic environment.

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<sup>7</sup> Protect and enhance the cultural heritage of Devon and recognise its importance as an economic asset.

- **English Heritage commented that the penultimate paragraph on p. A28 (Part A) of the Environmental Report states that the aim will be to preserve this inheritance ‘...where possible’ and this appears to be at odds with the aim of SEA (as described in Article 1 of the Directive) to ‘provide for a high level of protection of the environment’.**

*Devon County Council's response:* this comment is noted and the phrase ‘...where possible’, in relation to the protection of the historic environment, should not have appeared in the SEA Environmental Report. However, in reality there will be instances when the historic environment is affected by the implementation of the DLTP 2006-2011. To avoid adverse impacts on the natural and built environment, Devon County Council carries out an environmental audit on all transport schemes, although only conservation areas and designated historic buildings and monuments are well-protected by the current process. A review of the environmental audit process is currently taking place and a higher level of protection for locally important and non-designated cultural heritage and local distinctiveness is being developed.

- **English Heritage suggested that the assessment appears to view cultural heritage narrowly and on the whole in terms of cultural significance. This appears to play down the environmental aspects of the historic assets and the impacts that road infrastructure can have on these aspects.**

*Devon County Council's response:* this comment is noted and will be considered in an internal evaluation of the DLTP 2006-2011 SEA process. However, the phrase ‘cultural heritage’ was interpreted to mean ‘nationally and locally important cultural heritage of Devon and their settings’ throughout the preparation of the SEA Environmental Report, as a direct result of comments made by English Heritage on the SEA Scoping Report.

In conclusion, Devon County Council has considered all of the consultation comments from the Consultation Bodies and the public. On the whole, responses from the Consultation Bodies have been addressed, although a lack of available data and time limited the improvement of historic environment and biodiversity indicators and baseline information in the SEA Environmental Report. Furthermore, English Nature and English Heritage are right to question the inclusion of numerous socio-economic SEA objectives, and Devon County Council needs to re-evaluate whether or not its SEA objectives are balanced. In reference to comments from the public, Devon County Council rose to the challenge and addressed many of the public’s main environmental concerns in the preparation of the Provisional DLTP 2006-2011. Quiet lanes were the only suggestion left out of the Provisional DLTP 2006-2011, as the Local Transport Plan team determined that enough convincing evidence does not exist in support of the benefit of Quiet Lanes.

### 3. The Devon Local Transport Plan 2006-2011

The SEA Environmental Report assessed four strategic alternatives as potential options for the DLTP 2006-2011:

- A. **The “No Plan” Option:** included the proposals for Devon set out in the Devon Structure Plan 2001 to 2016 (a strategic planning framework for the development and use of land) and assumed that essential maintenance and other services will continue, but without the guidance of the Local Transport Plan.
- B. **Continuation of the Existing Local Transport Plan:** also included the proposals for Devon set out in the Devon Structure Plan 2001 to 2016.
- C. **The Provisional DLTP 2006-2011 “without major schemes”:** included the objectives set out in the Government/ Local Government Authorities ‘Shared Priorities for Transport’ and also other specific Devon priorities identified through the DLTP Panel Hearings.
- D. **The Provisional DLTP 2006-2011 “with major schemes”:** included the objectives set out in the Government/ Local Government Authorities ‘Shared Priorities for Transport’, other specific Devon priorities identified through the DLTP Panel Hearings and the Kingskerswell Bypass.

In summary, the SEA Environmental Report found that Option C, the Provisional DLTP 2006-2011 “without major schemes”, had the most positive effect on the SEA Objectives<sup>8</sup>, followed by Option B, D and finally A. The option chosen as the DLTP 2006-2011 was option D, the Provisional DLTP 2006-2011 “with major schemes” (the Kingskerswell Bypass), as “it was considered that the accessibility and economic benefits to Torbay together with the benefits to the local community outweighed the mixed and minor adverse environmental impacts highlighted in the SEA Environmental Report”. The use of the term ‘chosen’ is perhaps inappropriate, as Devon County Council and Torbay Council have been committed to building the Kingskerwell Bypass for some years and so it is an illusion that any element of choice existed.

However, despite the pre-determined choice of options, the Local Transport Plan team have rigorously addressed the significant environmental effects of Option D, identified in the SEA Environmental Report, whilst preparing the final DLTP 2006-2011. All members of the Local Transport Plan team were provided with sections of the SEA Environmental Report relevant to their programmes. The transport planners and Policy Integration Officer discussed the findings, and programmes were modified where possible, or mitigation measures established, with the exception of the Kingskerswell Bypass Major Scheme, which has separate mitigation

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<sup>8</sup> The SEA Objectives can be found on page A15 in Part A of the SEA Environmental Report

measures developed as part of its Environmental Impact Assessment. Furthermore, the Policy Integration Officer attended DLTP programme development meetings to keep abreast with changes to the Provisional DLTP 2006-2011, and as a result re-assessed the Plymouth Sub-Region Programme (see Appendix 5) and elements of the Towns, Villages and Rural Communities Programme (see Appendix 6). A full explanation of the interaction between the preparation of the final DLTP 2006-2011 and the findings of the SEA Environmental Report is documented below, by considering each programme's significant environmental effects (in italics) and Devon County Council's response in turn:

### **Highway Structural Maintenance**

- *The programme contributes to noise pollution. **Mitigation measure:** the use of low noise surfacing.*

**Devon County Council response:** Devon incorporates new materials with good noise attenuation properties into resurfacing schemes whenever possible. Low noise surfacing extends to 31% of principal roads and progress is on track to meet the target of 40% by 2007.

- *Natural resources will be depleted by the programme. **Mitigation measure:** the use of recycled/secondary materials.*

**Devon County Council response:** recycled/secondary materials are used whenever this is feasible in terms of economics and practicality. Devon County Council works with local suppliers and its contractors to maximise the use of recycled materials. It has recently developed a site for the storage and recycling of road planings into "foamix" macadam. The aim is to reduce haulage distances and provide a high utility value end use for the recycled planings.

- *Water and soil quality may be affected by road drainage. **Mitigation measure:** the use of SuDS (Sustainable Drainage Schemes).*

**Devon County Council response:** we will ensure that sustainable drainage principles and guidance are taken into account in the design of road schemes and new developments incorporating new road construction.

- *Environment enhancement opportunity: the programme has the potential to reduce road kills and it is requested that measures are incorporated where appropriate to protect Devon's biodiversity.*

**Devon County Council response:** wherever practicable, measures to prevent harm to wild animals are incorporated into new road design and maintenance renewal works. For

example, ramps to enable hedgehogs to escape from the chambers below cattle grids are provided.

- *The programme contributes to light pollution. **Mitigation measure:** the use of high cut-off lanterns.*

**Devon County Council response:** when new street lighting is provided or existing street lighting replaced, cut-off lanterns are used to reduce the “sky-glow” effects and achieve darker night skies.

## **Bridge Assessment and Strengthening**

*Environment enhancement opportunity: the design of schemes should encourage cycling and walking opportunities and also recognise the role of bridges in relation to cultural heritage and landscape value.*

**Devon County Council response:** as part of the established procedures for all bridge strengthening and replacement projects, environmental, heritage and social considerations are taken into account through an extensive consultation and audit process. These include discussions with all stakeholders including District and Parish councils, landowners, English Heritage, and the Environment Agency. In addition, all schemes are subject to both environmental and safety audit at an early stage in order to identify key sustainability, cultural and safety issues. The following examples illustrate this approach:

1. **Bideford Longbridge:** as part of proposals to strengthen the historical Grade 1 listed structure, the County Council is promoting an option where segregated facilities for both pedestrians and cyclists will be incorporated, whilst enhancing the appearance of the medieval arch structure and fabric of the original bridge. Close cooperation with English Heritage has been a key feature on this project in all aspects of preserving and enhancing key architectural and cultural features of the structure.
2. **Exeter Canal Bridges:** following detailed assessments of these structures, proposals are being developed to strengthen and refurbish rather than to replace, thus reducing the environmental impact and traffic disruption. Proposals also include adding a new pedestrian/cycleway to the existing bridge and relocating a Toucan crossing to improve facilities and safety for existing and future users, as part of the Exe Estuary National Cycle Network development project.

All replacement bridges over rivers are reviewed to determine their influence regarding land drainage and flooding issues, where necessary in conjunction with the Environment Agency. Accordingly, works are sensitively planned to avoid adverse environmental effects to fish stocks and wildlife. On the bridge strengthening project at Iddesleigh Bridge, timber parapets have been specified (using material from sustainable sources) as part of efforts to enhance

the overall appearance of the bridge within its surrounding landscape. Following detailed consultations with English Heritage colleagues, parapets strengthening works on the recently completed Frog Street Bridge in Exeter were designed to compliment the adjacent historical Exe Bridge remains and listed retaining walls approaching the bridge, through the sympathetic use of colour and natural granite stone copings.

### **Casualty Reduction and Route Management**

- *Environment enhancement opportunity: whilst a route management strategy's prime consideration is the reduction of traffic collisions, it also has the potential to reduce the number of wild animal road kills. The Environment Agency asserts that road kills are probably the greatest issue for otter conservation in the South West.*

**Devon County Council's response:** we take the issue of fauna safety seriously and will continue to take it into consideration when devising route management strategies. If one of our schemes severs a known otter or badger route, tunnels are built. Wolves eyes and signs are installed if a scheme severs a deer migration route e.g. on the A38 in the Haldon/Telegraph Hill and on the A361 in the South Molton area. It should be noted that these fauna safety schemes came about when Devon County Council was provided with data on deer deaths and car accidents, and if more data were available it would be acted on.

- *Environment enhancement opportunity: whilst a route management strategy's prime consideration is the reduction of traffic collisions, it also has the potential to consider the issue of drainage of pollutants into receiving water course along routes.*

**Devon County Council's response:** route management strategies assist in the reduction of pollutants into water courses as they aim to reduce accidents which often result in oil spills.

### **Exeter Sub-Region**

*The programme will expand the Sowton Park and Ride site and build a new Park and Ride site to the west of Exeter, both of which may encourage longer distance commuting into Exeter as a workplace, and result in increased greenhouse gas emissions. The expansion of the Sowton site may encourage people to use it as a free car park rather than use public transport to access the area, resulting in increased car use and greenhouse gas emissions. The new site to the west of the city will result in land-take, which may be a greenfield site. In relation to other schemes in the Exeter Sub-Region Programme, Park and Ride expansion may compromise efforts to improve rural to urban bus services and cycling and walking opportunities. **Mitigation measures:** implement measures to discourage the use of Sowton as a free car park, conduct further research on the travel behaviour of Exeter's Park and Ride*

*users, locate the new park and ride site to the west of Exeter outside the city boundaries and preferably on a current bus route.*

**Devon County Council response:** SEA comments relating to the Park and Ride issue were debated at an Environment Directorate Management Board meeting on 30 November 2005 but no change to the planned expansion of Park and Ride sites in Exeter resulted from the discussion. The SEA comments were considered rather speculative and not grounded in research. Therefore, further debate on the Park and Ride issue was requested following perusal of research conducted in 2005 on the origin of Exeter Park and Ride users. The main finding of the aforementioned research was that the majority of people do not travel long distances to use Exeter's Park and Ride sites, but on average between 6 and 15 miles. Therefore, the Local Transport Plan team have agreed to conduct more research at a key location within a 15 mile radius of Exeter (Exmouth was suggested) to determine why Park and Ride users are not utilising end-to-end public transport.

The problem of Exeter's Park and Ride sites, particularly in relation to the expansion of the Sowton site, being used as free car parks had already been identified by the Local Transport Plan team. Mitigation measures currently being considered include a warning and clamping initiative, and charging for use of the car park rather than the Park and Ride bus. A further mitigation measure is also in place: Devon County Council have negotiated with the bus operator to increase the capacity of the Exeter to Sidmouth bus service (Number 52), in order to improve end-to-end public transport provision, and so use of Sowton Park and Ride becomes a less attractive option.

The new Park and Ride site to the west of Exeter is in its design stage at present and comments raised in the SEA Environmental Report have been taken into consideration. The site will be located outside the urban area and will not increase urban car use, although there is a possibility that the rural bus services X9 and X10 may be affected by the new Park and Ride route. Further debate will be required when the exact location of the Park and Ride site is confirmed.

### **Plymouth Sub-Region**

Firstly, it should be noted that the Plymouth Sub-Region Programme evident in the Provisional DLTP 2006-2011 has been modified to the extent that a new environmental assessment was required. Appendix 5 is an environmental assessment of the final DLTP 2006-2011 Plymouth Sub-Region Programme and replaces pages B164-172 in Part B of the SEA Environmental Report. The significant environmental effects identified in Appendix 5 do not alter the overall outcomes of the SEA Environmental Report.

- *The positive outcomes of the programme's environmental assessment were partially based on the assumption that improvements to public transport facilities, services and*

*information will encourage car users to make a modal shift and travel by bus or rail. However, the programme does not include promotion of the various public transport improvements, which is required in order to persuade the public to leave their car behind and travel by bus or rail. **Mitigation measure:** promotion of public transport improvements should be part of each individual scheme.*

**Devon County Council Response:** a Bus Information Strategy is included in the DLTP 2006-2011 (supported by funds on an annual basis), which will ensure that new bus improvements in the Plymouth Sub-Region are widely-promoted in both the local community and to visitors. Travelwise is a national campaign to encourage sustainable travel and Devon County Council employs a Travelwise Officer to promote the campaign in Devon. Furthermore, Devon County Council will continue to support the sustainable travel message by working with schools, employers and individuals to develop travel plans, and also continue to contribute funds to Traveline South West (a public transport information service).

- *The assessment of cumulative effects identified that the use of ITS (Intelligent Transport Systems) may negate the benefits gained from public transport improvements in the Plymouth Sub-Region Programme. For example, if ITS identified alternative routes into Plymouth on days when congestion was a problem, the road capacity would effectively be increased, deterring people from leaving their car at home and using public transport. Traffic and its associated problems, such as noise pollution and poor air quality, would be re-distributed. Furthermore, the effectiveness of travel plans in particular, would be undermined. **Mitigation measures:** use ITS to alleviate traffic problems such as accidents and road works, rather than regularly suggesting alternative routes to avoid congestion. Monitor the implementation of the Plymouth Sub-Region ITS Strategy to determine if noise pollution and air quality problems are being re-distributed or increased as a result of the strategy.*

**Devon County Council's response:** The Devon ITS Strategy is currently in draft form and will be reviewed in the light of these concerns. However, the Plymouth Sub-Region is affected by Plymouth City Council's ITS Strategy, rather than Devon County Council's strategy. Plymouth City Council are currently formulating an ITS Strategy in liaison with Devon County Council. The Devon County Council Local Transport Team will be advising that ITS is used for the following purposes: to divert traffic (along accepted transport corridors) as a result of major incidents and road works, to suggest alternative modes of travel such as Park and Ride (especially when there is traffic congestion), to inform road users when city centre car parks are full and advise them to use Park and Ride, to give green travel messages such as encouraging car sharing. It is standard practice to monitor the implementation of such a strategy.

## **Barnstaple and Bideford Area**

*The assessment of cumulative effects identified that the use of ITS (Intelligent Transport Systems) may compromise efforts to “lock in” the benefits of the Barnstaple Western Bypass through demand management measures. For example, if ITS informed road users about congestion in Barnstaple, drivers may be tempted to drive through the town centre on days when congestion is not reported. Furthermore, if ITS informed road users about the number of spaces available in Barnstaple’s car parks, drivers may be tempted to drive into the town centre and park, rather than using the proposed Park and Change site. Both of these examples would defeat the object of the bypass: to permanently reduce traffic flows through the town centre in order to improve air quality and the public realm. The effectiveness of travel plans and development of cycling and walking routes, also in the Barnstaple and Bideford Area Programme, could be undermined by an inappropriate ITS Strategy. **Mitigation measures:** use ITS to direct drivers around the bypass or to Park and Change sites, rather than informing them about town centre congestion and car parks.*

**Devon County Council’s response:** The Devon ITS Strategy is currently in draft form and will be reviewed in the light of these concerns. When the strategy is finalised, the effects of its implementation will be reviewed regularly, and action taken if necessary. However, the Local Transport Team have confirmed that ITS will be used for the following purposes: to divert traffic (along accepted transport corridors) as a result of major incidents and road works, to suggest alternative modes of travel such as Park and Ride (especially when there is traffic congestion), to inform road users when city centre car parks are full and advise them to use Park and Ride, to give green travel messages such as encouraging car sharing.

## **Newton Abbot Area**

*There were no significant environmental effects in relation to this programme.*

## **Towns, Villages and Rural Communities**

Firstly, it should be noted that the original assessment of the Towns, Villages and Rural Communities Programme in the SEA Environmental Report was inadequate, and additional elements of the programme have been assessed. Appendix 6 is an environmental assessment of three additional elements which make up a substantial part of the Towns, Villages and Rural Communities Programme. The significant environmental effects identified in Appendix 6 do not alter the overall outcomes of the SEA Environmental Report.

- *Accessibility improvements such as the installation of bus shelters and road crossings may increase the amount of street clutter, which damages the setting of cultural heritage and depletes the character and local distinctiveness of towns, villages and rural communities. **Mitigation measure:** a revised environmental audit process for transport schemes, which takes the technical scope of SEA into account, would have the potential to help limit the impact of street furniture and embrace the need for sympathetic design.*

**Devon County Council response:** there is a culture amongst the Local Transport Plan team of looking at the whole of the public realm when designing and implementing transport schemes. Devon County Council aims to decrease street clutter when implementing new schemes. For example, when the 40m.p.h speed restriction was established across Dartmoor, Devon County Council was able to remove 40% of signage on the moor. Revenue funds have been allocated to Local Service Officers in Devon to reduce street clutter and improve the quality of the public realm along a route.

The environmental audit process is carried out by an independent team and assesses the environmental impacts of individual transport schemes. An environmental audit has to be completed before a transport scheme can be presented to Devon County Council's Executive Committee for consideration. There is also an arbitration process which balances differences of opinion between the engineering and environmental audit teams. The suggestion to revise the environmental audit process for transport schemes, so that it takes the technical scope of SEA into account, is being negotiated at present between the Policy Integration Officer and the environmental audit team.

- *The programme includes a proposal to build a link road between the Lords Meadow industrial area and the A377 in Crediton. This is predicted to have numerous potentially significant adverse environmental effects: the introduction of noise, light and visual pollution to a tranquil greenfield site, the destruction of biodiversity and erosion of the local area's natural capital. Furthermore, the location of the proposed link road is on a flood plain, which will potentially elevate its flood risk vulnerability. The cumulative effects assessment also identified that building a road to improve Crediton's congestion-linked air quality problem sends the wrong message to road users, and therefore undermines measures which encourage walking, cycling and public transport use.*

**Devon County Council response:** the Crediton link road is simply a proposal at present as the cost, design and impacts on air quality and the environment are being investigated. No funds have been allocated for this scheme as part of the DLTP 2006-2011. The findings presented in Appendix 6 will contribute to the investigation of the proposal.

### **Sustainable Tourism, Recreation and Leisure**

- *The programme develops the National Cycle Network and Rights of Way, both of which are generally beneficial in relation to the environment. However, cyclists and walkers often use private cars to get to and from paths. **Mitigation measure:** the problem can be addressed within the programme by encouraging car-free end-to-end transport solutions.*

**Devon County Council response:** the Exe estuary cycle route connects two major population centres (Exeter and Exmouth) so the public can cycle from their houses to the

cycle route and use public transport (rail and bus) for their return journey if they choose. Access to the cycle path for communities en-route will require attention in the longer term and Sustrans advise 7 links per km in an urban area and at least 1 link per km in a rural area. Funds have also been allocated in the programme to improve and promote access to Rights of Way via the use of public transport, particularly the rural bus network. Furthermore, the programme will develop community walking circuits, encouraging a car-free solution to leisure, within the following areas: the finest landscapes, urban fringe, coastal and market towns and regeneration areas.

- *It is likely that increased numbers of walkers and cyclists will lead to some measure of disturbance of flora and fauna and their habitats. **Mitigation measures:** provision of information en route about the flora, fauna and their habitats will ensure that cyclists and walkers better appreciate their impact on biodiversity, and so they are less likely to have an adverse effect. Furthermore, effective design principles will control the impact of new cycle routes on their surroundings.*

**Devon County Council response:** as an example, Devon County Council is already working with the RSPB, English Nature and the Environment Agency, as part of the Environmental Impact Assessment process, to ensure that the Exe estuary cycle route does not have any adverse impact on the bird life specifically, as the Exe estuary is a SSSI, Ramsar Site and Special Protection Area (amongst other designations). The cycle path will be built behind a bund in particular locations so that feeding birds are not disturbed. Information boards about the Exe estuary's biodiversity will also be positioned along the cycle route.

### **Kingskerswell Bypass**

The significant environmental effects identified below were debated at a Devon County Council Environment Directorate Management Board meeting on 30 November 2005. The SEA comments were considered rather speculative and not grounded in research. Therefore, further debate on the Kingskerswell bypass occurred following perusal of the A380 Newton Abbot to Torbay Corridor Study (2000)<sup>9</sup> and the Economic Impact Study for the Kingskerswell Bypass (2002), and as a result, the Local Transport Plan has recognised the need to further investigate the impact of the bypass at a strategic level, and devise mitigation measures such as increased demand management measures in Newton Abbot. It was acknowledged that the Environmental Impact Assessment of the Kingskerswell Bypass conducted in 2003/2004 only focused on the Kingskerswell corridor and the SEA of the DLTP 2006-2011 only briefly considered the bypass as one programme in relation to many others.

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<sup>9</sup> A link is provided to a summary of the study in the Devon County Council Executive Committee Report 27 June 2000 (available on the Devon County Council website).

- *The bypass may encourage longer distance commuting by car to Exeter from Torbay, as it will improve car journey times between Torbay and Newton Abbot, which would increase greenhouse gas emissions. **Mitigation measures:** increase demand management measures in Exeter such as congestion charging, expansion of parking permit zones, and charging for private and non-residential parking. Improve the frequency and reliability of public transport services between Exeter and Torbay.*

**Devon County Council response:** an increase in total vehicle km is predicted as a result of the bypass. Local air quality for the residents of Kingskerswell will improve but generally there will be an 18% increase in CO<sub>2</sub> emissions in the area by 2011. However, the predicted economic benefits for Torbay identified in the Economic Impact Study for the Kingskerswell Bypass (2002) and eradication of the Kingskerswell Air Quality Management Area outweigh the environmental costs. In terms of increasing demand management measures in Exeter, Devon County Council and Exeter City Council are working in partnership on various initiatives, including the improvement and expansion of the residents parking scheme (permit-only zones) and a review of on and off street parking to ensure that car parking allocation and pricing regimes give preference to short term parking (according to location). Furthermore, the council's revised Transport Innovation Fund bid, to develop an optically-guided system for buses in Exeter, proposes the introduction of a private non-residential parking charging regime. It is also planned to investigate the possibility of introducing road pricing within a cordon around the city centre should the targets for congestion not be met.

- *The bypass improves access to Newton Abbot from Torbay and Kingskerswell, which may place increased pressure on the parking regime in Newton Abbot and in turn have a negative effect on air quality and the public realm. **Mitigation measures:** increase demand management measures in Newton Abbot. Improve the frequency and reliability of public transport services between Torbay, Kingskerswell and Newton Abbot.*

**Devon County Council response:** a retail study of Torbay and Newton Abbot is almost ready for publication and is likely to indicate that Torbay and Newton Abbot residents shop in their respective towns, rather than travelling further a field. However, there is great potential for demand management in Newton Abbot, especially as it will be experiencing significant new mixed development in the near future. An updated traffic model for the Newton Abbot area still requires validation at present, but this will assist in the identification of appropriate demand management measures.

- *The bypass has the potential to undermine alternatives to the car, as it will improve car journey times between Torbay and Newton Abbot, reducing the value of school and employer travel plans in the area. **Mitigation measures:** provide a bus priority lane on*

*the bypass and through Kingskerswell on the A380. Promote the on-road cycle lane along the length of the A380 between Penn Inn roundabout and Kerswell Gardens.*

**Devon County Council response:** A scheme for bus priority through the village of Kingskerswell is included in the Newton Abbot Area Programme in the DLTP 2006-2011. There is also a suite of measures (originating from the A380 Newton Abbot to Torbay Corridor Study) that will require implementation as the bypass is being built to control traffic in the wider region. These measures are not detailed in the DLTP 2006-2011 as they will be funded by the DLTP 2011-16. However, the purpose of the bypass is to improve access to Torbay in order to encourage economic regeneration, and so an increase in traffic is desirable.

- *The bypass will increase noise and light pollution, increase the number of road kills, deplete natural resources, and runoff from the highway may affect water and soil quality.*  
**Mitigation measures:** *use low noise surfaces, high cut-off lanterns, recycled and secondary materials, and SuDS (Sustainable Drainage Schemes) when building the bypass. Install tunnels for wild animals and monitor road kills.*

**Devon County Council response:** the Environmental Impact Assessment for the Kingskerswell Bypass has outlined extensive mitigation measures that will be required in order to minimise the impact of the bypass on the environment. They include the use of excavated material, minimum lighting using white lighting and cut-off luminaries, discharge of highway drainage via interceptors and attenuation ponds, and the installation of badger and otter tunnels.

- *The bypass will increase the threat of greenfield sites being opened up for development to the west of Kingskerswell.*

**Devon County Council response:** in a spatial planning sense, Newton Abbot and Torbay are distinctly separate entities and this is the continued aim for the future.

In conclusion, Devon County Council has not chosen the best option for the DLTP 2006-2011 in terms of providing a high level of protection for the environment, according to the findings presented in the SEA Environmental Report. The option selected, Option D (Provisional DLTP 2006-2011 and the Kingskerswell Bypass), scored the second lowest out of four alternatives. Devon County Council justified the selection of Option D by claiming that the benefits to the economy of Torbay and quality of life in Kingskerswell will be greater than the environmental costs. Despite this choice, the majority of the significant environmental effects have been addressed during the preparation of the final version of the plan, or mitigation measures put in place. Mitigation measures are only as good as their implementation and so the Policy Integration Officer will monitor process (explained in detail in Section 4). The final DLTP 2006-

2011 has been genuinely influenced and modified as a result of interaction between the Policy Integration Officer and the Local Transport Plan team. The only potentially significant environmental effects left unaddressed are those not identified in relation to the Kingskerswell Bypass. The Environmental Impact Assessment only focused on the Kingskerswell corridor and this SEA only took a cursory glance at the bypass as it was one programme amongst many others. **It is recommended that a separate SEA for the Kingskerswell Bypass is conducted, despite the fact that Devon County Council is committed to the scheme, specifically in order to devise appropriate mitigation measures at a strategic rather than project level.**

## 4. Monitoring

Article 10 of the SEA Directive states the following in reference to monitoring requirements:

- '1. Member States shall **monitor the significant environmental effects of the implementation of plans and programmes** in order, *inter alia*, to identify at an early stage unforeseen adverse effects, and to be able to undertake appropriate remedial action.
2. In order to comply with paragraph 1, **existing monitoring arrangements may be used if appropriate**, with a view to avoiding duplication of monitoring.'

The significant environmental effects of the option chosen as the DLTP 2006-2011 have been listed in Section 3 above, and it is clear that the majority will either be avoided, because the DLTP 2006-2011 has been modified in the light of comments in the SEA Environmental Report, or mitigation measures are in place. Therefore, a general monitoring programme has been devised (see Appendix 7) that will measure the performance of the DLTP 2006-2011 in relation to the SEA objectives, aiming to identify unforeseen adverse environmental effects. Appendix 7 lists the SEA objectives and indicators, describes the baseline and predicts how it is likely to change over the period 2006-2011. It should be noted that the indicators in Appendix 7 differ considerably from those used in the SEA Environmental Report. They aim to indicate a causal relationship between the implementation of the DLTP 2006-2011 and its affect on the environment. The Policy Integration Officer will interpret results from the monitoring programme on a regular basis, particularly looking for any unpredicted adverse changes to the baseline. It is not appropriate to outline possible remedial measures for unforeseen adverse effects, as the details of the effects are unknown. However, the production of future SEA monitoring reports is the vehicle by which any unforeseen adverse environmental effects can be identified and then addressed.

The Policy Integration Officer will also observe and report on the implementation of mitigation measures outlined in Section 3, which will address the significant environmental effects of DLTP 2006-2011. The ways in which the Policy Integration Officer will monitor the implementation of the mitigation measures are explained below:

- **Highway Structural Maintenance:** prior to writing future SEA monitoring reports, the use of low noise surfacing, recycled/secondary materials, SuDS (Sustainable Drainage Schemes), high cut-off lanterns and road kill reduction measures in the previous year's maintenance programme will be discussed.
- **Bridge Assessment and Strengthening:** prior to writing future SEA monitoring reports, cycling and walking opportunities and consideration of cultural heritage and landscape value in the design of schemes will be discussed.
- **Casualty Reduction and Route Management:** it was identified in Section 3 that the provision of more road kill data would allow further mitigation measures to be developed. Therefore, one of the indicators in the SEA monitoring programme is 'Number of otter and

barn owl road kills in Devon' (data on total numbers and hotspots will be identified on a regular basis), allowing for the development of further mitigation measures.

- **Exeter Sub-Region:** the Policy Integration Officer will check that measures have been put in place to discourage the use of Sowton as a free car park, encourage further research on travel behaviour of Exeter's Park and Ride users, and monitor the development of the new park and ride site to the west of Exeter.
- **Plymouth Sub-Region and Barnstaple and Bideford Area:** the Policy Integration Officer will monitor the development of Devon's draft ITS Strategy and check that ITS is not used to increase road capacity in order to relieve congestion. Furthermore, the partnership between Plymouth City Council and Devon County Council, in relation to developing an ITS Strategy for Plymouth and its sub-region, will be observed.
- **Towns, Villages and Rural Communities:** it was identified in Section 3 that Devon County Council's environmental audit process could be revised to embrace the technical scope of SEA (particularly the SEA objectives outlined in the Environmental Report). The Policy Integration Officer is already working in partnership with the environmental audit team to achieve this goal. Furthermore, the Policy Integration Officer will check that comments in Appendix 6 on the proposed Crediton link road are fed into the investigation of the proposal.
- **Sustainable Tourism, Recreation and Leisure:** no follow-up is required as the programme itself addresses the significant environmental effects identified in Section 3.
- **Kingskerswell Bypass:** the Policy Integration Officer will observe the development of demand management measures in Exeter and check that further consideration is given to the strategic impact of the Kingskerswell bypass on the wider environment, beyond the Kingskerswell corridor. In relation to the DLTP 2011-2016, assuming that the Kingskerswell bypass is in the process of being built, the Policy Integration Officer will encourage the development of demand management measures for Newton Abbot and monitor the implementation of a suite of multimodal measures to control traffic in the Kingskerswell area.



# **Appendix 1**

## **Strategic Environmental Assessment Statement Devon Local Transport Plan 2006-2011**

<b>Consultation Body</b>	<b>Comments on the SEA Scoping Report</b> <i>(N.B. The page numbers referred to below relate to the SEA Scoping Report)</i>	<b>How the comments have been addressed by Devon County Council in the SEA Environmental Report</b> <i>(N.B. The page numbers referred to below relate to the SEA Environmental Report)</i>
<b>English Nature</b>	<p>p.11 <i>Technical Scope</i></p> <p>The description of 'Material Assets' should also include use of resources in construction and maintenance proposals in the Provisional DLTP 2006-2011. This could then lead to an objective on resource management and indicator related to amount of recycled material used.</p>	<p>Part A, p.A8</p> <ul style="list-style-type: none"> <li>• 'Materials and energy use' has been added to the description of 'Material Assets'.</li> <li>• Devon County Council is already committed to 'building on the current use of recycled materials in highway maintenance operations to achieve maximum utility value from reclaimed and secondary aggregates', as stated in the Provisional DLTP 2006-2011.</li> </ul>
<b>English Nature</b>	<p>p.16 <i>SEA Objectives</i></p> <p>Concern over the wording of Objectives B, C and D, which read as economic rather than environmental objectives, although the indicators are more environmental than the objectives.</p>	<p>Part A, p. A15</p> <p>The objectives have not been re-worded as Strategic Environmental Assessment considers both human well-being and the natural environment.</p>
<b>English Nature</b>	<p>p.16 <i>SEA Objectives</i></p> <p>Objective C: brownfield sites are often richer in biodiversity than some greenfield sites which have been intensively farmed.</p>	<p>This point has not been addressed as it conflicts with government planning guidance on the use of brownfield sites for new development.</p>
<b>English Nature</b>	<p>p.17 <i>Summary of Indicators</i></p> <p>Aim to share a common set of indicators in the future by using the Indicators Database on <a href="http://www.indevon.org.uk">www.indevon.org.uk</a></p>	<p>This is an action for the future and not functional at present. Further communication is required between Devon County Council and English Nature.</p>
<b>English Nature</b>	<p>p.20 <i>Indicator for Objective K</i></p> <p>Recommend the use of two PSA targets as indicators (on SSSIs and farmland birds). More precise figures for the scope of this plan can be produced for Devon County Council by English Nature.</p>	<p>Part A, p. A21</p> <p>The recommended indicators have not been utilised as they are not related closely enough to the specific environmental impact of transport.</p>
<b>English Nature</b>	<p>p.20 <i>Indicator for Objective J</i></p> <p>Recommend the adoption of Accessible Natural Greenspace Standards as indicators e.g provision of accessible greenspace less than 300m from home.</p>	<p>Part A, p. A21</p> <p>The recommended indicators have not been utilised as a data source for Devon is not currently available.</p>

<b>Consultation Body</b>	<b>Comments on the SEA Scoping Report</b> <i>(N.B. The page numbers referred to below relate to the SEA Scoping Report)</i>	<b>How the comments have been addressed by Devon County Council in the SEA Environmental Report</b> <i>(N.B. The page numbers referred to below relate to the SEA Environmental Report)</i>
<b>English Nature</b>	p.24 <i>Biodiversity Baseline Description</i> Appendix of protected species missing.	Appendices, p. App27-29 Appendix of protected species added.
<b>English Nature</b>	p.39 <i>Recognised Environmental Problems and Opportunities</i> Difficult to separate problems and opportunities for biodiversity. Add fragmentation of wildlife sites as a problem and wildlife corridors as an opportunity.	This point is noted but the section was only for inclusion in the Scoping Report and does not appear in the Environmental Report.
<b>English Nature</b>	p.41 <i>Examining the Alternatives</i> <ul style="list-style-type: none"> <li>• The description of the four 'Options' under these very high-level priorities do not appear to assist in the development of the current appraisal, but they may be useful later.</li> <li>• The differing uses of 'bottom-up' and 'top-down' methods is appropriate.</li> </ul>	<ul style="list-style-type: none"> <li>• The precise meaning of the first comment is unclear.</li> <li>• It is useful to get confirmation that appropriate methods have been selected.</li> </ul>
<b>English Nature</b>	p.44 <i>Overall Presentation of Options Appraisal</i> <ul style="list-style-type: none"> <li>• The wording in this section makes it seem as though the SEA is merely a post-justification process for a decision already made.</li> <li>• In addition to the four strategic options, other alternatives should be considered at a more detailed level, following this sequential approach: avoiding impacts, reducing impacts, compensating for remaining impacts, seeking opportunities for enhancement.</li> </ul>	<ul style="list-style-type: none"> <li>• This section and such wording do not appear in the Environmental Report.</li> <li>• It is accepted that 'other alternatives' could have been considered. It may have been more beneficial to study more options, but in less detail. However, the SEA of four options was considered adequate. SEA is a strategic level assessment and should not become involved in the fine detail of individual schemes. The suggested sequential approach appears to be more appropriate to use when looking at an individual scheme in more detail.</li> </ul>

<b>Consultation Body</b>	<b>Comments on the SEA Scoping Report</b> <i>(N.B. The page numbers referred to below relate to the SEA Scoping Report)</i>	<b>How the comments have been addressed by Devon County Council in the SEA Environmental Report</b> <i>(N.B. The page numbers referred to below relate to the SEA Environmental Report)</i>
<b>The Countryside Agency</b>	<ul style="list-style-type: none"> <li>• No specific response.</li> <li>• They provided a link to datasets that describe aspects of rural areas which could be used as indicators.</li> <li>• A link to good practise in landscape character assessment was specified.</li> <li>• AONB management plans are a resource that can be accessed online.</li> <li>• Potential impacts of rights of way are available via a website.</li> <li>• The Annual State of the Countryside Report is useful for baseline information.</li> </ul>	
<b>English Heritage</b>	<p><i>p.16 SEA Objectives</i></p> <p>Objectives B and D conflict with the environmental objectives and put too much emphasis on the economic argument.</p>	<p>Part A, p. A15</p> <p>The objectives have not been reworded as Strategic Environmental Assessment considers both human well-being and the natural environment.</p>
<b>English Heritage</b>	<p><i>p.16 Objective E</i></p> <ul style="list-style-type: none"> <li>• A modification to the wording of this objective was suggested to 'Protect and enhance the <i>nationally and locally important</i> cultural heritage of Devon <i>and their settings</i>, and recognise its importance as an economic asset <i>and contributor to local distinctiveness.</i>'</li> <li>• An additional indicator on improving access to historic assets was also suggested.</li> </ul>	<p>Part A, p. A15</p> <ul style="list-style-type: none"> <li>• The wording of Objective E has not been modified, as it would have made the objective rather verbose and overly-long. However, the phrase 'cultural heritage' was interpreted to mean 'nationally and locally important cultural heritage of Devon and their settings' throughout the remainder of SEA.</li> <li>• No additional indicator was added as acquisition of such data would be difficult.</li> </ul>

<b>Consultation Body</b>	<b>Comments on the SEA Scoping Report</b> <i>(N.B. The page numbers referred to below relate to the SEA Scoping Report)</i>	<b>How the comments have been addressed by Devon County Council in the SEA Environmental Report</b> <i>(N.B. The page numbers referred to below relate to the SEA Environmental Report)</i>
<b>English Heritage</b>	<p>p.18 <i>Indicators for Objective E</i></p> <ul style="list-style-type: none"> <li>• It is recognised that there is a lack of consistently monitored data for the historic environment.</li> <li>• A wide range of indicators should be included to create an accurate picture of baseline conditions, which consider the extent, size and quality of historic assets.</li> <li>• In relation to the impact on the character and appearance of a conservation area, it would be best identified through an up-to-date conservation area appraisal.</li> <li>• In relation to the townscape, possible indicators could include the number and extent of street audits conducted and improvement works implemented as part of decluttering the streetscape.</li> <li>• An indicator on the perceived problem area of the visual impact of vehicles and transport infrastructure could be included (refer to English Heritage's 'Save our Streets' campaign).</li> </ul>	<p>Part A, p.A18</p> <ul style="list-style-type: none"> <li>• Generic quantitative indicators from the Scoping Report have been removed and replaced by a qualitative indicator requiring assessment of the 'positive and negative effects on cultural heritage...with particular emphasis on their setting'. However, it is yet to be determined how this indicator can be applied in reality.</li> <li>• It is not possible to utilise the indicators suggested by English Heritage due to a lack of consistently monitored data for the historic environment.</li> <li>• Devon County Council already has an environmental audit system which is applied unanimously to all transport schemes. However, only cultural heritage in conservation areas and designated historic buildings, monuments etc are well-protected by the current environmental audit process.</li> </ul>
<b>English Heritage</b>	<p>p.25 <i>Baseline Description of the Historic Environment</i></p> <ul style="list-style-type: none"> <li>• Baseline data, which can be acquired from Devon County Council Historic Environment Record or English Heritage Data Management Unit, should include all designated historic assets, non-designated features of local historic interest, the character of the wider landscape and townscape and the potential for unrecorded archaeological interest.</li> <li>• The information is too descriptive and does not provide a quantifiable point from which to measure the effects of the policies. Use data from 'Heritage Counts: State of the Historic Environment 2004'.</li> </ul>	<ul style="list-style-type: none"> <li>• Part A, p. A27 The number of known sites of historic and archaeological importance have been inserted, but not non-designated local features. The wider landscape is considered on p. A29-32, but unrecorded archaeological potential is not identified, for obvious reasons.</li> </ul>

<b>Consultation Body</b>	<b>Comments on the SEA Scoping Report</b> <i>(N.B. The page numbers referred to below relate to the SEA Scoping Report)</i>	<b>How the comments have been addressed by Devon County Council in the SEA Environmental Report</b> <i>(N.B. The page numbers referred to below relate to the SEA Environmental Report)</i>
	<ul style="list-style-type: none"> <li>• Listed buildings at risk from the 'Buildings at Risk Register' (2004) should be identified, although it should be noted that the register does not monitor Grade II listed buildings (92% of listed buildings nationally) yet.</li> <li>• The number of archaeological sites of interest should be identified, using the number of scheduled ancient monuments as the dataset, although locally important sites will only be recorded in Devon County Council's Historic Environment Records (formerly Sites and Monuments Records).</li> <li>• Townscape character could be considered but a data source is not clear, possibly conservation appraisals for Conservation Areas.</li> <li>• Investigate the current state of Devon's Historic Landscape Characterisation.</li> </ul>	<ul style="list-style-type: none"> <li>• Part A, p. A28 An extra sentence has been added on listed buildings and scheduled ancient monuments at risk.</li> <li>• Part A, p. A18 Data on listed buildings, conservation areas, scheduled ancient monuments and historic parks and gardens in Devon is listed under Indicator E on cultural heritage.</li> <li>• Several sources of baseline data suggested by English Heritage have not been investigated as time limitations have not permitted such research.</li> </ul>
<b>English Heritage</b>	<i>General Guidelines for SEA of Local Transport Plans</i> <ul style="list-style-type: none"> <li>• It should be emphasised that it is not enough to consider the impact on designated sites, but also the wider setting, as increased noise levels and visual intrusion can have a detrimental effect on the wider landscape.</li> <li>• All programmes, major schemes and other elements of the Provisional DLTP 2006-2011 should be appraised in relation to their potential impact on the historic environment.</li> <li>• Designated and non-designated historic assets should be considered, and their setting. Also urban and historic landscapes.</li> <li>• If land take is involved in a proposal, the potential impacts on unrecorded archaeological sites should be considered.</li> </ul>	<ul style="list-style-type: none"> <li>• The general guidelines have been taken into consideration during the preparation of the Environmental Report.</li> <li>• The phrase 'cultural heritage' was interpreted to mean 'nationally and locally important cultural heritage of Devon and their settings' throughout the SEA process.</li> <li>• All programmes and major schemes in the Provisional DLTP 2006-2011 were appraised in relation to their potential impact on the historic environment.</li> </ul>

<b>Consultation Body</b>	<b>Comments on the SEA Scoping Report</b> <i>(N.B. The page numbers referred to below relate to the SEA Scoping Report)</i>	<b>How the comments have been addressed by Devon County Council in the SEA Environmental Report</b> <i>(N.B. The page numbers referred to below relate to the SEA Environmental Report)</i>
	<ul style="list-style-type: none"> <li>• The reuse of existing structures for the reinstatement of public transport or introduction of new transport proposals is encouraged. However, the design and implementation of the scheme must identify and retain historic features and structures.</li> <li>• Be aware that traffic calming and management schemes can adversely affect the character and appearance of historic features/areas.</li> <li>• Local Transport Plans should incorporate this design principle: respect and seek to enhance the character, appearance and local distinctiveness of urban and rural areas (examples specified).</li> </ul>	<ul style="list-style-type: none"> <li>• Devon County Council already has an environmental audit system which is applied unanimously to all transport schemes.</li> <li>• The point that traffic calming and management schemes can adversely affect the character and appearance of historic features was made in the assessment of the Towns, Villages and Rural Communities Programme (Part B, p. B188).</li> </ul>
<b>Environment Agency</b>	As confirmed by a telephone conversation in February 2005, the Environment Agency is not able to provide individual responses to local transport authorities on their SEAs as a result of limited resources.	



## **Appendix 2**

### **Strategic Environmental Assessment Statement Devon Local Transport Plan 2006-2011**

**Public Consultation on the Provisional Devon Local Transport Plan 2006-2011**  
(Conducted March – December 2004)

**Comments relating to Environmental Concerns**

	AONB Blackdown Hills	AONB Tamar Valley	AONB North Devon	AONB South Devon	AONB East Devon	Jurassic Coast	Total
Rights of Way and National Cycle Network: expand, maintain and address discontinuities	X	X	X	X	X		5
Quiet Lanes	X	X	X	X	X		5
Summer congestion		X	X	X	X		4
Declutter and use appropriate signage	X				X	X	3
Promote innovative car-free solutions		X				X	2
Road safety and speeding in villages	X	X	X	X		X	5
Expand rail links		X					1
Lessen impact of HGVs	X		X	X		X	4
Create zones for different users: pedestrians, cyclists and horses	X	X					2
Sustainable transport education campaign	X						1

	Exmoor National Park	Dartmoor National Park	South Hams District Council	Exeter City Council	Exmouth Town Council	Total
Rights of Way and National Cycle Network: expand, maintain and address discontinuities		X				1
Summer congestion			X		X	2
Air quality				X		1
Promote innovative car-free solutions		X	X			2
Road safety and speeding in villages	X					1
Declutter and use appropriate signage		X				1
Regeneration of the public realm				X	X	2
Sherford new community transport solutions			X			1
Sustainable transport education campaign	X			X		2
Congestion charging				X		1
Expand rail links				X		1

	Tamar Valley	Great Torrridge	Wessex Trains	Cycle Users	Bus Users	Transport 2000	Total
Rights of Way and National Cycle Network: expand, maintain and address discontinuities	X	X		X			3
Promote innovative car-free solutions	X						1
Expand rail links	X		X				2
Improve public transport interchanges		X					1
Improve safety on cycle routes				X			2
Greener fuels						X	1
Road safety and speeding in villages						X	1
Utilise freight as a mode of transport and delivery						X	1
Lessen impact of HGVs	X						1
Sustainable transport education campaign	X						1
Improve bus facilities					X		1

	SW Tourism	British Horse Society	Clyst Vale Community School	Devon Public Health Network	Police	MORI	Total
Quiet Lanes		X					1
Promote innovative car- free solutions	X					X	2
Declutter and use appropriate signage		X					1
Improve bus facilities			X				1
Improve safety on cycle routes			X				1
Create zones for different users: pedestrians, cyclists and horses		X					1
Road safety and speeding in villages			X		X	X	3
Air quality				X			1



## **Appendix 3**

### **Strategic Environmental Assessment Statement Devon Local Transport Plan 2006-2011**

**List of Environmental Organisations consulted on the:  
Devon Local Transport Plan 2006-2011  
Strategic Environmental Assessment Environmental Report**

Campaign for the Protection of Rural England (Devon)

Devon Conservation Forum

Devon Wildlife Trust

Forestry Commission (South West England)

National Trust (Devon and Cornwall)

Open Spaces Society

Our South West

RSPB (South West England)

Sustainable Futures

## **Appendix 4**

### **Strategic Environmental Assessment Statement Devon Local Transport Plan 2006-2011**

<b>Consultation Body</b>	<b>Comments on the SEA Environmental Report</b> <i>(N.B. The page numbers referred to below relate to the SEA Environmental Report)</i>	<b>How the comments have been addressed by Devon County Council</b>
<b>The Countryside Agency</b>	The Provisional DLTP 2006-2011 recognises the importance of walking and cycling but the full benefits will not be realised until roads are reclaimed for these users. The Countryside Agency has looked at methods of achieving this aim in rural areas via the introduction of quiet lanes.	The Local Transport Plan team member responsible for the <i>Towns, Villages and Rural Communities Programme</i> identified that an evaluation of the Quiet Lanes National Demonstration Projects, described in a Department for Transport Traffic Advisory Leaflet 3/04 <sup>1</sup> , does not provide conclusive evidence that quiet lanes are effective. It states that '...with community involvement alone it is unlikely to significantly reduce speeds or the number of vehicles...a more interventionist approach will be needed, such as the implementation of traffic calming measures.' The lack of convincing evidence in support of the benefits of green lanes has made it difficult to justify them as a priority.
<b>The Countryside Agency</b>	Greater evidence of the understanding of travel patterns between rural settlements, market towns and the principal urban areas is required in the Provisional DLTP 2006-2011. Rural roads are facing greater traffic increases than urban networks.	As mentioned by The Countryside Agency in their comments, the sub-regional studies for the Regional Spatial Strategy will provide evidence. Furthermore, accessibility planning has affected the development of the final DLTP 2006-2011: it has identified locations with poor accessibility to vital services such as hospitals and centres of employment. Specific targets will be set for these priority areas during the course of the DLTP 2006-2011.
<b>The Countryside Agency</b>	<ul style="list-style-type: none"> <li>• Serious concern about the impact of improvements to rural roads on the character of the countryside. More reference should be made to ensuring that locally distinctive features are retained during the maintenance of principal and non-principal roads.</li> </ul>	<ul style="list-style-type: none"> <li>• The Local Transport Plan team member responsible for highway maintenance has provided the following response: 'The need to preserve the character of rural roads is always taken into account during maintenance and new road construction works. Devon County Council has published guidance in its booklet 'The Management of Roadside Verges in Devon', to quote from this: "The County</li> </ul>

<sup>1</sup> Traffic Advisory Leaflet 3/04 'Quiet Lanes' (June 2004). Department for Transport.

<b>Consultation Body</b>	<b>Comments on the SEA Environmental Report</b> <i>(N.B. The page numbers referred to below relate to the SEA Environmental Report)</i>	<b>How the comments have been addressed by Devon County Council</b>
	<ul style="list-style-type: none"> <li>The SEA does not assess the impact of highway maintenance on the character of the countryside.</li> </ul>	<p>Council assesses all types of highway maintenance works in accordance with its Environmental Audit Procedures. This includes the programme's impact on waste, noise and air quality as well as the historic and natural environments and takes into account the Biodiversity Action Plan."</p> <ul style="list-style-type: none"> <li>The SEA did fail to assess the impact of highway maintenance on the character of the countryside.</li> </ul>
<b>English Heritage</b>	<p><i>Format and Structure</i></p> <ul style="list-style-type: none"> <li>The report appears overly long.</li> <li>Section A5 in (Part A) 'Options and Assessment Methodology' is difficult to navigate.</li> </ul>	<p>These comments have been noted and will be included in an internal evaluation of the SEA process of the DLTP 2006-2011.</p>
<b>English Heritage</b>	<p><i>Indicators</i></p> <ul style="list-style-type: none"> <li>Has our initial advice been taken on board?</li> <li>How will the indicator for Objective E on p.A18 (Part A) be measured?</li> <li>The table entitled 'Cultural Heritage of Devon' (Part A, p.A18) only lists the statutory side of the historic environment. As stated in our initial comment, historic settings and locally-valued assets should also be acknowledged.</li> </ul>	<ul style="list-style-type: none"> <li>It is not possible to utilise the indicators suggested by English Heritage in their comments on the SEA Scoping Report due to a lack of consistently monitored data for the historic environment.</li> <li>The indicator for Objective E and its qualitative method of assessment have been replaced (see Appendix 4).</li> <li>Whilst the comments on the table are noted, data and information on historic settings and locally-valued assets is not easily accessible and time limitations have not permitted such research.</li> </ul>

<b>Consultation Body</b>	<b>Comments on the SEA Environmental Report</b> <i>(N.B. The page numbers referred to below relate to the SEA Environmental Report)</i>	<b>How the comments have been addressed by Devon County Council</b>
<b>English Heritage</b>	<p><i>Baseline Description</i></p> <p>The penultimate paragraph on p.A28 (Part A) states that the aim will be to preserve this inheritance ‘...where possible’ and this appears to be at odds with the aim of SEA (as described in Article 1 of the Directive) to ‘provide for a high level of protection of the environment’. Devon’s historic environment is a finite and irreplaceable asset and so LTP policies should be modified if they threaten it, or adverse outcomes mitigated against to ensure the asset is protected.</p>	<p>This comment is noted and the phrase ‘...where possible’, in relation to the protection of the historic environment, should not have appeared in the SEA. However, in reality there will be instances when the historic environment is affected by the implementation of the DLTP 2006-2011. Devon County Council already has an environmental audit system which is applied unanimously to all transport schemes. However, only cultural heritage in conservation areas and designated historic buildings, monuments etc are well-protected by the current system. A review of the environmental audit process is currently taking place and a higher level of protection for locally important and non-designated cultural heritage and local distinctiveness is being developed.</p>
<b>English Heritage</b>	<p><i>Assessment of the Options</i></p> <ul style="list-style-type: none"> <li>The assessment appears to view cultural heritage narrowly and on the whole in terms of cultural significance. This appears to play down the environmental aspects of the historic assets and the impacts that road infrastructure can have on these aspects. For example, the physical impacts of highway infrastructure are underplayed in Phase 1 of the Assessment (Part B, p.B1).</li> </ul>	<ul style="list-style-type: none"> <li>This comment is noted and the SEA needs to be improved in this area in the future. However, cultural heritage and its setting were considered throughout the preparation of the SEA Environmental Report as a direct result of comments made by English Heritage on the SEA Scoping Report.</li> </ul>
<b>Environment Agency</b>	<p>The Environment Agency did not provide feedback on the DLTP 2006-2011 or SEA Environmental Report, but have prepared a useful checklist on environmental issues relevant to Local Transport Plans.</p>	

## **Appendix 5**

### **Strategic Environmental Assessment Statement Devon Local Transport Plan 2006-2011**

# SEA of the Plymouth Sub-Region Programme in Devon's final Local Transport Plan 2006-2011

## 1. Introduction:

The programme for the Plymouth sub-region has been assessed by predicting how it will perform against the SEA objectives listed below:

- A. Reduce emissions of greenhouse gases.
- B. Encourage regional and sub-regional centres as vibrant places to live and work and support the regeneration and economy of coastal and market towns.
- C. Support the revitalization of deprived areas and regenerate brownfield sites and disused buildings as a preference to using new land.
- D. Stimulate the creation of employment opportunities and expand prospects for sustainable economic development.
- E. Protect and enhance the cultural heritage of Devon and recognise its importance as an economic asset.
- F. Improve accessibility to vital services for all sectors of the population.
- G. Reduce air pollution and ensure the continuation of the improvement of air quality.
- H. Mitigate the impact of noise and light pollution on the population of Devon.
- I. Maintain tranquillity and recognise landscape character and distinctiveness – not only in environmentally designated areas.
- J. Support the continued improvement of the public realm and promote the enjoyment of open spaces.
- K. Sustain and enhance the extent and distinctive character of Devon's biodiversity and geological features in line with Biodiversity Action Plan targets.
- L. Manage and mitigate flood risk within Devon.
- M. Protect and preserve the quality of river and coastal environments.

A sliding scale has been used to predict the environmental performance of the Plymouth sub-region programme:

A very positive effect on the objective	++
A positive effect on the objective	+
An uncertain effect on the objective	?
A negative effect on the objective	-
A very negative effect on the objective	--

## 2. An Assessment of the Environmental Effects of the Plymouth Sub-Region Programme

1. Bus facilities improvements (A386, A379 and X38 Stagecoach service), particularly safe access to bus stops.		
SEA Objective	Positive Effects	Negative Effects
<b>A</b>	+ Encourages use of public transport and so has the potential to reduce the number of vehicles on the road and hence reduce greenhouse gas emissions.	
<b>B</b>	+ Improves the potential for more inclusive access to the sub-region's centres, which may make them more attractive as prospective work hubs.	
<b>C</b>		
<b>D</b>		
<b>E</b>	+ Improves the potential for more inclusive access to the cultural heritage of the sub-region.	
<b>F</b>	+ Improves the potential for more inclusive access to the sub-region's vital services, such as health facilities.	
<b>G</b>	+ Encourages use of public transport and so has the potential to reduce the number of vehicles on the road and hence improve air quality.	
<b>H</b>		
<b>I</b>		? Additional facilities may erode the aesthetic value and local distinctiveness of the landscape.
<b>J</b>	+ Improves the potential for more inclusive access to open spaces. ++ Improves safety and public transport facilities in the public realm.	
<b>K</b>	+ Encourages the use of public transport and so has the potential to reduce the number of vehicles on the road and hence possibly reduce the number of road kills.	- Possible loss of verges and associated flora and fauna.
<b>L</b>		
<b>M</b>		

*2. Tavistock bus station improvements.*

<b>SEA Objective</b>	<b>Positive Effects</b>	<b>Negative Effects</b>
<b>A</b>	+ Improves the general experience of bus travel and encourages wider use of public transport. This has the potential to reduce the number of vehicles on the road and hence reduce greenhouse gas emissions.	
<b>B</b>	+ Improvement of public amenities supports the regeneration of market towns.	
<b>C</b>		
<b>D</b>		
<b>E</b>		
<b>F</b>		
<b>G</b>	+ Improves the general experience of bus travel and encourages wider use of public transport. This has the potential to reduce the number of vehicles on the road and hence improve air quality.	
<b>H</b>		
<b>I</b>		
<b>J</b>	++ Improves the public realm of the bus station. + Encourages Tavistock's dual gateway role: promoting access to open space (Dartmoor) and urban centres (Plymouth).	
<b>K</b>		
<b>L</b>		
<b>M</b>		

3. Contribute towards railway track and signalling improvements between Plymouth and Bere Alston.

<b>SEA Objective</b>	<b>Positive Effects</b>	<b>Negative Effects</b>
<b>A</b>	+ Encourages use of public transport as modifications to the track and signals will increase the frequency of the service. This has the potential to reduce the number of vehicles on the road and hence reduce greenhouse gas emissions. In the long term, such modifications will allow the development of the Drake Line, which has even further potential to reduce car use and greenhouse gas emissions.	
<b>B</b>	+ Improved accessibility to Plymouth makes it more attractive as a prospective work hub.	
<b>C</b>		
<b>D</b>		
<b>E</b>	+ Improved frequency of service will enhance access to several cultural heritage sites within relatively close proximity to the railway line.	
<b>F</b>	+ Improved frequency of service will enhance access to vital services.	
<b>G</b>	+ Improved frequency of service will encourage use of public transport. This has the potential to reduce the number of vehicles on the road and hence improve air quality, particularly in Plymouth where several AQMAS exist.	
<b>H</b>		? Noise pollution may increase as a result of the improved frequency of service between Plymouth and Bere Alston.
<b>I</b>	+ Improved frequency of service may ensure the economic viability of the service. The branch line contributes to the local distinctiveness of the landscape.	? Noise pollution may increase as a result of the improved frequency of service and so the tranquillity of the landscape may be eroded.
<b>J</b>	+ Improved frequency of service will enhance access to open spaces.	
<b>K</b>		
<b>L</b>		
<b>M</b>		

<i>4. Static bus stop information improvements for all services in the travel to work area.</i>		
<b>SEA Objectives</b>	<b>Positive Effects</b>	<b>Negative Effects</b>
<b>A</b>	+ Improves the public's experience of bus travel and increases their confidence in services. This has the potential to encourage wider use of public transport, reduce the number of vehicles on the road and hence reduce greenhouse gas emissions.	
<b>B</b>	+ Improves the public's experience of bus travel and increases their confidence in services. As improvements are in the travel to work area, Plymouth may become more attractive as a prospective work hub for those without access to a car.	
<b>C</b>		
<b>D</b>		
<b>E</b>		
<b>F</b>		
<b>G</b>	+ Improves the public's experience of bus travel and increases their confidence in services. This has the potential to encourage wider use of public transport, reduce the number of vehicles on the road and so hence improve air quality, particularly in Plymouth where several AQMAs exist.	
<b>H</b>		
<b>I</b>		? Static bus stop information may erode the aesthetic value and local distinctiveness of the landscape.
<b>J</b>	++ Improves public transport facilities in the public realm.	
<b>K</b>		
<b>L</b>		
<b>M</b>		

*5. Real time passenger information at major locations for travel to Plymouth.*

<b>SEA Objectives</b>	<b>Positive Effects</b>	<b>Negative Effects</b>
<b>A</b>	+ Improves the public's confidence in bus services. This has the potential to encourage wider use of public transport, reduce the number of vehicles on the road and hence reduce greenhouse gas emissions.	
<b>B</b>	+ Improves the public's confidence in bus services to and from Plymouth, making it more attractive as a prospective work hub, particularly for those without access to a car.	
<b>C</b>		
<b>D</b>		
<b>E</b>		
<b>F</b>		
<b>G</b>	+ Improves the public's confidence in bus services. This has the potential to encourage wider use of public transport, reduce the number of vehicles on the road and hence improve air quality, particularly in Plymouth where several AQMAs exist.	
<b>H</b>		
<b>I</b>		
<b>J</b>	++ Improves public transport facilities in the public realm.	
<b>K</b>		
<b>L</b>		
<b>M</b>		

6. Employer, school and personalised travel plans.

SEA Objectives	Positive Effects	Negative Effects
<b>A</b>	++ Encourages people to use public transport/walk/cycle rather than use their car to get to work, school and for personal use. This has the potential to reduce greenhouse gas emissions.	
<b>B</b>		
<b>C</b>		
<b>D</b>		
<b>E</b>	+ People are more likely to be exposed to cultural heritage when walking or cycling than when travelling in a car.	
<b>F</b>	+ Personalised travel plans may highlight access to vital services.	
<b>G</b>	++ Encourages less car use and hence improves air quality, particularly at peak times e.g. reducing school run traffic has a beneficial effect; there is at least 25% less traffic during peak periods during school holidays.	
<b>H</b>	? Reduces the number of cars on the road and hence reduces congestion and noise pollution.	
<b>I</b>		
<b>J</b>	++ Reduces the number of cars on the road and hence improves the quality of the public realm. Walking and cycling encourages greater exposure to the public realm and increases opportunities for its enjoyment.	
<b>K</b>	+ Walking and cycling encourages greater exposure to flora and fauna, which can encourage a greater desire to sustain and enhance Devon's biodiversity.	
<b>L</b>		
<b>M</b>		

<i>7. ITS strategy development for travel into Plymouth.</i>		
<b>SEA Objectives</b>	<b>Positive Effects</b>	<b>Negative Effects</b>
<b>A</b>	+ Potential to reduce greenhouse gas emissions if cars are directed to Park and Ride facilities, as part of the ITS strategy, rather than into the city centre.	- ITS may increase road capacity into Plymouth by identifying alternative routes. Greenhouse gas emissions will increase if the newly identified road capacity encourages greater car use.
<b>B</b>		
<b>C</b>	+ ITS encourages better use of existing road capacity and reduces the need for new roads to be built.	
<b>D</b>		
<b>E</b>		
<b>F</b>		
<b>G</b>	+ Potential to improve air quality if cars are directed to Park and Ride facilities, as part of the ITS strategy, rather than into the city centre.	? The control of traffic using ITS may re-distribute air quality problems over a wider area.
<b>H</b>	? Potential to reduce noise pollution if cars are directed to Park and Ride facilities, as part of the ITS strategy, rather than into the city centre.	- The control of traffic using ITS may re-distribute noise pollution over a wider area.
<b>I</b>		
<b>J</b>	+ An ITS strategy designed to inform drivers about car parking/congestion and control traffic when accidents/road works occur, will improve the quality of the public realm.	- Road safety in the public realm can be compromised by a redistribution of traffic caused by implementation of an ITS strategy.
<b>K</b>	+ ITS encourages better use of existing road capacity and reduces the need for new roads to be built. Road building inevitably has an adverse effect on biodiversity.	
<b>L</b>		
<b>M</b>		

### 3. Significant Negative Environmental Effects Identified in Section 2

<b>Increased noise pollution and erosion of tranquillity resulting from an improvement in the frequency of rail service between Plymouth and Bere Alston</b>	
<b>Spatial area</b>	The Plymouth to Bere Alston rail line and environs; although the impact of noise pollution will vary according to wind direction.
<b>Sensitivity of area</b>	High – Area of Outstanding Natural Beauty, Cornwall and West Devon Mining Landscape World Heritage Site Bid, Tamar-Tavy Estuary.
<b>Which groups are affected?</b>	Those populations (human and natural) in close proximity to the railway line and the general tranquillity of the landscape.
<b>Magnitude</b>	There is already a service on this line and it is unlikely that the slightly improved frequency of service will have an impact on the magnitude of the effect.
<b>Probability</b>	High
<b>Duration</b>	Long term
<b>Frequency</b>	Infrequent
<b>Reversibility</b>	No, as long as the rail service continues to run a more frequent service.
<b>Overall significance</b>	There is already a service on this line and it is unlikely that the slightly improved frequency of service will have a significant adverse effect on the environs of the line. The use of rail for commuters, residents and visitors alike is more sustainable than travel by car, especially if the rail service is well-patronised by customers, and a more frequent service will encourage this.

<b>Increased road capacity and redistribution of traffic resulting from ITS</b>	
<b>Spatial area</b>	Existing road network, particularly adjacent to the busiest road corridors, and a wider area due to the redistribution of traffic.
<b>Sensitivity of area</b>	Varies, but moderate to high near vulnerable communities.
<b>Which groups are affected?</b>	Pedestrians and cyclists. Those populations (human and natural) in close proximity to the existing road network.
<b>Magnitude</b>	Varies depending on locale, but the effect is likely to be moderate.
<b>Probability</b>	Medium to High
<b>Duration</b>	Short term
<b>Frequency</b>	Frequent
<b>Reversibility</b>	No, because the investment in technology is unlikely to be reversed.
<b>Overall significance</b>	The implementation of an ITS strategy for travel into Plymouth may increase road capacity by identifying alternative routes. Areas which have previously not been badly affected by congestion may become increasingly susceptible to the environmental impacts of traffic. Furthermore, greenhouse gas emissions will increase if the newly identified road capacity encourages greater car use.

**4. An Assessment of the Cumulative Effects of the Schemes which make up the Plymouth Sub-Region Programme.**  
Schemes 1-7, identified fully in Section 2, are assessed against each other in the table below:

1								
2	Complementary measures: encourage the use of public transport and benefit the natural environment, public realm and accessibility.							
3	Complementary public transport measures which serve different populations and improve accessibility to the sub-regional centres, open spaces and cultural heritage.	Complementary public transport measures which serve different populations and benefit the natural and human environment.						
4	Complementary measures: encourage the use of public transport and benefit the natural environment, public realm and accessibility.	Complementary measures: encourage the use of public transport and benefit the natural environment and public realm.	Complementary public transport measures which serve different populations and benefit the natural and human environment.					
5	Complementary public transport measures which improve public confidence in bus services and potentially benefit the natural environment and public realm.	Improvement of bus facilities and information will increase public confidence and encourage greater patronage, which benefits the natural environment and public realm.	Improvement of bus transport measures which improve frequency and confidence in services, benefiting the natural environment, public realm and accessibility.	Complementary public transport measures which improve confidence in bus services and facilities, benefiting the natural environment, public realm and accessibility.				
6	Improvement of bus facilities will increase the attractiveness of end-to-end public transport advocated in travel plans.	Improvement of bus facilities will increase the attractiveness of end-to-end public transport advocated in travel plans.	Improvement of bus and rail facilities will increase the attractiveness of end-to-end public transport advocated in travel plans.	Improvement of bus information will increase the attractiveness of end-to-end public transport advocated in travel plans.				
7	Measures to encourage use of public transport may be undermined if the ITS strategy increases road capacity into Plymouth.	Measures to encourage use of public transport may be undermined if the ITS strategy increases road capacity into Plymouth.	Measures to encourage use of public transport may be undermined if the ITS strategy increases road capacity into Plymouth.	Measures to encourage use of public transport may be undermined if the ITS strategy increases road capacity into Plymouth.	Measures to encourage use of public transport may be undermined if the ITS strategy increases road capacity into Plymouth.	Measures to encourage use of public transport may be undermined if the ITS strategy increases road capacity into Plymouth.	Travel plans encouraging use of public transport may be undermined if the ITS strategy increases road capacity into Plymouth.	
								7

**Key :**  
■ Positive effect  
■ Uncertain effect  
■ Negative effect

## **5. Summary of Environmental Effects and Proposed Mitigation Measures**

On the whole, this assessment has found that the Plymouth Sub-Region Programme will have a positive effect on the SEA objectives identified in the introduction (Section 1). One should note that this finding is partially based on the assumption that improvements to public transport facilities, services and information will encourage car users to make a modal shift and travel by bus or rail. One has to question how the public will know about the improved bus facilities, Tavistock bus station improvements, railway track and signaling improvements between Plymouth and Bere Alston, static bus stop information improvements and real time information at major locations for travel to Plymouth. **It is advised that promotion of the improvements should be part of the individual schemes.**

However, two significant negative environmental effects were identified in the assessment:

- i. Increased noise pollution and erosion of tranquillity resulting from an improvement in the frequency of rail service between Plymouth and Bere Alston.
- ii. Increased road capacity and redistribution of traffic resulting from ITS.

It was determined that an increased frequency of service on the Plymouth to Bere Alston rail line was unlikely to have an overall significant effect on noise pollution. Any slight increase in noise pollution is mitigated by the fact that more people will be encouraged to travel by train, a more sustainable alternative to the car. In comparison, the increased road capacity and redistribution of traffic resulting from ITS may have an overall significant effect. Most importantly, the assessment of cumulative effects identified that the ITS strategy may compromise the public transport measures in the Plymouth Sub-Region Programme. If an ITS strategy identified alternative routes into Plymouth, the road capacity may effectively be increased and this would deter people from leaving their car at home and traveling into Plymouth on public transport. The effectiveness of travel plans, in particular, would be undermined. **Therefore, an ITS strategy should focus on alleviating traffic problems such as accidents and road works, rather than regularly suggesting alternative routes in order to avoid congestion.** One could argue that suggesting alternative routes is simply using the current road capacity, but on the other hand, limited peak time congestion is a form of traffic constraint. **It is advised that implementation of an ITS strategy should be reviewed regularly and research undertaken to determine if noise pollution and air quality problems are being re-distributed or increased as a result of the strategy.**

## **Appendix 6**

### **Strategic Environmental Assessment Statement Devon Local Transport Plan 2006-2011**

# SEA of Additions to the Towns, Villages and Rural Communities Programme in Devon's final Local Transport Plan 2006-2011

## 1. Introduction:

Elements of the Towns, Villages and Rural Communities Programme have been assessed by predicting how they will perform against the SEA objectives listed below:

- A. Reduce emissions of greenhouse gases.
- B. Encourage regional and sub-regional centres as vibrant places to live and work and support the regeneration and economy of coastal and market towns.
- C. Support the revitalization of deprived areas and regenerate brownfield sites and disused buildings as a preference to using new land.
- D. Stimulate the creation of employment opportunities and expand prospects for sustainable economic development.
- E. Protect and enhance the cultural heritage of Devon and recognise its importance as an economic asset.
- F. Improve accessibility to vital services for all sectors of the population.
- G. Reduce air pollution and ensure the continuation of the improvement of air quality.
- H. Mitigate the impact of noise and light pollution on the population of Devon.
- I. Maintain tranquillity and recognise landscape character and distinctiveness – not only in environmentally designated areas.
- J. Support the continued improvement of the public realm and promote the enjoyment of open spaces.
- K. Sustain and enhance the extent and distinctive character of Devon's biodiversity and geological features in line with Biodiversity Action Plan targets.
- L. Manage and mitigate flood risk within Devon.
- M. Protect and preserve the quality of river and coastal environments.

A sliding scale has been used to predict the environmental performance of the Towns, Villages and Rural Communities programme:

A very positive effect on the objective	++
A positive effect on the objective	+
An uncertain effect on the objective	?
A negative effect on the objective	-
A very negative effect on the objective	--

## 2. An Assessment of the Environmental Effects of Additions to the Towns, Villages and Rural Communities Programme

<i>1. Improving the quality of public spaces, particularly the street scene, in market and coastal towns</i>		
<b>SEA Objective</b>	<b>Positive Effects</b>	<b>Negative Effects</b>
<b>A</b>		
<b>B</b>	<b>++</b> Street scene improvements are likely to make town centres more vibrant places to live and work, hence supporting economic regeneration.	
<b>C</b>		
<b>D</b>		
<b>E</b>	<b>+</b> Improving the quality of the public realm enhances the setting for cultural heritage in town centres.	
<b>F</b>		
<b>G</b>	<b>+</b> Pedestrianisation of public spaces deters car use and has the potential to improve air quality in town centres.	
<b>H</b>	<b>+</b> Pedestrianisation of public spaces reduces noise pollution.	
<b>I</b>	<b>+</b> Improving the quality of public spaces has the potential to reassert the local distinctiveness of market and coastal towns.	
<b>J</b>	<b>++</b> The scheme and this objective share the same wording.	
<b>K</b>		
<b>L</b>		
<b>M</b>		

<i>2. Improving air quality in Crediton: traffic management measures in the High Street</i>		
<b>SEA Objective</b>	<b>Positive Effects</b>	<b>Negative Effects</b>
<b>A</b>		
<b>B</b>	+ Improved air quality benefits the public realm and may support the economic regeneration of Crediton's town centre.	
<b>C</b>		
<b>D</b>		
<b>E</b>	+ Improving air quality contributes towards the protection of the physical condition of historic buildings in town centres.	
<b>F</b>		
<b>G</b>	++ The traffic management measures are designed to improve congestion problems and thus reduce pollutants below exceedence levels in the AQMA.	
<b>H</b>		
<b>I</b>		
<b>J</b>	+ Clean air improves the quality of the public realm and encourages people to spend time in the town centre.	
<b>K</b>		
<b>L</b>		
<b>M</b>		

*3. Improving air quality in Crediton: a proposal to build a link road between the Lords Meadow industrial area and the A377, bypassing Exeter Road*

<b>SEA Objective</b>	<b>Positive Effects</b>	<b>Negative Effects</b>
<b>A</b>		
<b>B</b>		
<b>C</b>		
<b>D</b>	+ The proposed link road will improve accessibility to the industrial area and potentially stimulate employment opportunities.	
<b>E</b>		
<b>F</b>		
<b>G</b>	++ The link road is designed to remove traffic (especially that bound for the industrial area) from Exeter Road and may reduce pollutants below exceedence levels in the AQMA.	
<b>H</b>		- - Noise and light pollution will be re-distributed from Exeter Road to the environs of the proposed link road, a Greenfield site.
<b>I</b>		- - Tranquillity of the environs of the proposed link road will be eroded, possibly severely.
<b>J</b>		
<b>K</b>		- - Building the proposed link road will result in the destruction of flora and fauna. Road kills are likely to increase as the link road crosses open green space. It will also have an adverse impact on the surrounding natural environment as a result of the noise and light pollution.
<b>L</b>		? The proposed link road is located on a flood plain. The Environment Agency does not advocate new development on flood plains. The link road will be at risk from flood events, which are predicted to increase in their frequency and magnitude as a result of climate change. However, Devon County Council is currently investigating possible mitigation measures in relation to the flood risk.
<b>M</b>		? The quality of the river environment may be compromised by the proximity proposed link road.

**4. Tackling congestion in Totnes and improving the public realm**

<b>SEA Objectives</b>	<b>Positive Effects</b>	<b>Negative Effects</b>
<b>A</b>		
<b>B</b>		
<b>C</b>		
<b>D</b>		
<b>E</b>	+ Improving the quality of the streetscape and highway fabric may enhance the setting of Totnes' historic built environment.	
<b>F</b>		
<b>G</b>	+ It is likely that measures to reduce congestion will improve air quality.	
<b>H</b>		
<b>I</b>	+ Improving the quality of the streetscape and highway fabric may enhance the local distinctiveness of Totnes' historic built environment.	
<b>J</b>	++ Improving the quality of the streetscape and highway fabric contributes directly to continued improvement of the public realm.	
<b>K</b>		
<b>L</b>		
<b>M</b>		

### 3. Significant Negative Environmental Effects Identified in the Assessment of the Additions to the Towns, Villages and Rural Communities Programme

<b>Redistribution of noise and light pollution from Exeter Road to the environs of the proposed link road and erosion of tranquillity</b>	
<b>Spatial area</b>	Environs of the proposed link road, although the impact of noise pollution will vary according to wind direction.
<b>Sensitivity of area</b>	Moderate – greenfield site
<b>Which groups are affected?</b>	Those populations (human and natural) living within the environs of the proposed link road and the general tranquillity of the landscape.
<b>Magnitude</b>	Unknown
<b>Probability</b>	High
<b>Duration</b>	Long term
<b>Frequency</b>	Varies according to time of day and day of the week.
<b>Reversibility</b>	No, as traffic will constantly use the road once built.
<b>Overall significance</b>	This is a significant negative effect as the environs of the proposed link road is currently greenfield and relatively tranquil. The impact of noise pollution will diminish during the night but limited light pollution will occur. The link road is primarily designed to stop traffic bound for the industrial area from driving along Exeter Road and Crediton High Street. Therefore, it can be expected that a proportion of the traffic using the link road will be HGVs, which create more noise pollution than cars.

<b>Adverse impacts on biodiversity in the environs of the proposed link road</b>	
<b>Spatial area</b>	Environs of the proposed link road and possibly a wider area if the link road crosses wildlife corridors.
<b>Sensitivity of area</b>	Moderate – greenfield site
<b>Which groups are affected?</b>	Flora and fauna inhabiting the environs of the proposed link road and fauna using the area for feeding/breeding/roosting.
<b>Magnitude</b>	Unknown – the significance of the biodiversity in this area is not known. However, on a local scale the magnitude of the impact is high, as loss of biodiversity erodes the area's natural capital.
<b>Probability</b>	High
<b>Duration</b>	Variable
<b>Frequency</b>	Variable
<b>Reversibility</b>	No, once biodiversity is lost it is not easily recovered. The biodiversity value of restored or replacement habitats is rarely equal to that of the original.
<b>Overall significance</b>	On a local level, the loss of biodiversity will be significant. However, at a national scale, it is unknown if the area contains priority habitats or protected species.

<b>Elevated flood risk in relation to the proposed link road</b>	
<b>Spatial area</b>	Environs of the proposed link road
<b>Sensitivity of area</b>	High- the area is a flood plain
<b>Which groups are affected?</b>	Users of the link road, those responsible for maintaining the safety and condition of the link road, taxpayers
<b>Magnitude</b>	Unknown – the flood risk has not been quantified in this assessment.
<b>Probability</b>	High – the area is a flood plain
<b>Duration</b>	Variable
<b>Frequency</b>	Variable, although the frequency is likely to increase as a result of climate change.
<b>Reversibility</b>	No, the area will always be a flood plain, although it is possible that mitigation measures may reduce the flood risk.
<b>Overall significance</b>	The location of the proposed link road on a flood plain will elevate its flood risk vulnerability, although it is possible that mitigation measures may reduce the risk. Furthermore, climate change will increase the magnitude and frequency of flood events in Devon in the future. The Environment Agency does not advocate new development on flood plains. Devon County Council has a Climate Change Strategy which advises we should adopt the concept of 'climate change proofing' but building a road on a flood plain is in direct conflict with this advice.

#### **4. Cumulative Effects Assessment of the Additions to the Towns, Villages and Rural Communities Programme**

The original Cumulative Effects Assessment of the Towns, Villages and Rural Communities Programme can be found in the SEA Environmental Report (July 2005). This assessment did not identify any negative cumulative effects. The additions to the Towns, Villages and Rural Communities Programme have a mixed impact on the rest of the Programme. Improving the quality of public spaces in market and coastal towns should complement mobility and cycle parking improvements in town centres. However, it is possible that specific improvements to the quality of the highway fabric and streetscape may conflict with road safety improvements. Improving air quality in Crediton High Street may result in more continuous and faster traffic flows, which may raise road safety issues in the future, although it does complement public realm improvements. The Crediton link road proposal obviously complements the Crediton High Street measures, however, building new roads to improve air quality problems caused by congestion sends the wrong message to motor vehicle users and therefore undermines measures which encourage walking, cycling and public transport use.

#### **5. Summary of Environmental Effects and Proposed Mitigation Measures**

On the whole, this assessment has found that the additions to the Towns, Villages and Rural Communities Programme will have a positive effect on the SEA objectives, although one should note the potential conflicts identified in the cumulative effects assessment. However, the proposal to build a link road between the Lords Meadow industrial area and the A377 in Crediton is predicted to have numerous potentially significant negative environmental effects: introduce noise, light and visual pollution to a tranquil greenfield area, destroy biodiversity and erode the local area's natural capital. The most significant negative effect relates to the location of the proposed link road on a flood plain, which will potentially elevate its flood risk vulnerability. Furthermore, the cumulative effects assessment identified that building new roads to improve air quality problems caused by congestion sends the wrong message to motor vehicle users and therefore undermines measures which encourage walking, cycling and public transport use. **Therefore, further assessment of the potentially significant negative environmental effects is required, in order to determine whether or not the benefit to air quality in Crediton gained by building the proposed link road is outweighed by other environmental costs.**



## **Appendix 7**

### **Strategic Environmental Assessment Statement Devon Local Transport Plan 2006-2011**

## SEA Monitoring Programme – Devon Local Transport Plan 2006-2011

Objective	Indicator	Baseline	Predicted change 2006-2011	Data Source
Reduce emissions of greenhouse gases	Devon's CO <sub>2</sub> emissions by source (domestic, commercial and industrial, road transport, land use change).	Devon's road transport CO <sub>2</sub> emissions for 2003 were 2,078.2 kilo tonnes. This represents 29% of Devon's total CO <sub>2</sub> emissions.	It is unlikely that Devon's CO <sub>2</sub> emissions from road transport will decrease, as traffic growth in Devon continually increased during the 1990s and rose by 2.7% in 2002-03 <sup>1</sup> , which was above the national average of 0.8%.	The data originates from DEFRA, but was presented in Devon County Council's Local Development Framework Briefing Paper on Climate Change (January 2005). Contact the Climate Change Officer (Spatial Planning, Environment Directorate) for data.
Encourage regional and sub-regional centres as vibrant places to live and work and support the regeneration and economy of coastal and market towns	Percentage of residents in Exeter, Newton Abbot and Exmouth who consider there has been an improvement in the quality of their local urban environment.	42.9% (year ending 31/03/2004).	Performance target with the Local Public Service Agreement 2005-2008: 52.9%	Data is collected for the Local Public Service Agreements on a quarterly basis and available in Sparnet.

<sup>1</sup> Data published by Devon County Council in 'Devon on the Move: Road Transport and Casualty Statistics for Devon 2004'

Objective	Indicator	Baseline	Predicted change 2006-2011	Data Source
Support the revitalization of deprived areas and regenerate brownfield sites and disused buildings as a preference to using new land	Percentage of people in receipt of Jobseekers Allowance within 20 and 40 minutes of work by public transport.	Within 20 minutes: 80.7% (2004) Within 40 minutes: 93% (2004)	It is probable that an increase in the percentages may occur, resulting from measures designed to deliver accessibility in the Local Transport Plan.	The indicator is a Department for Transport <i>Core Accessibility Indicator</i> for Local Transport Plans. Data will be calculated for 2004, 2005, 2007 and 2010. Available on the Department for Transport website <sup>2</sup> at present.
Stimulate the creation of employment opportunities and expand prospects for sustainable economic development	(i) Number of employer travel plans.  (ii) Percentage of people of working age (16-74) within 20 and 40 minutes of work by public transport.	(i) 51 (2004/05)  (ii) Within 20 minutes: 74.4% (2004) Within 40 minutes: 90.7% (2004)	(i) An increase is expected as employers travel plans are part of the Exeter and Plymouth Sub-Region, and Bideford, Barnstaple and Newton Abbot Area Programmes in the Local Transport Plan.  (ii) It is probable that an increase in the percentages may occur, resulting from measures designed to deliver accessibility and tackle traffic congestion in the Local Transport Plan.	(i) Contact the Employers Travel Plan Officer (Spatial Planning, Environment Directorate) for data in the future.  (ii) The indicator is a Department for Transport <i>Core Accessibility Indicator</i> for Local Transport Plans. Data will be calculated for 2004, 2005, 2007 and 2010. Available on the Department for Transport website <sup>3</sup> at present.

<sup>2</sup>[http://www.dft.gov.uk/stellent/groups/dft\\_localtrans/documents/page/dft\\_localtrans\\_611000.xls](http://www.dft.gov.uk/stellent/groups/dft_localtrans/documents/page/dft_localtrans/documents/page/dft_localtrans_611000.xls) The data required is in the columns entitled 'Work Risk PT % within 20 within LTA' and 'Work Risk PT % within 40 within LTA'

<sup>3</sup>[http://www.dft.gov.uk/stellent/groups/dft\\_localtrans/documents/page/dft\\_localtrans\\_611000.xls](http://www.dft.gov.uk/stellent/groups/dft_localtrans/documents/page/dft_localtrans_611000.xls) The data required is in the columns entitled 'Work ALL PT % within 20 within LTA' and 'Work ALL PT % within 40 within LTA'

Objective	Indicator	Baseline	Predicted change 2006-2011	Data Source
<p>Protect and enhance the cultural heritage of Devon and recognise its importance as an economic asset</p>	<p>Number of environmental audits carried out in relation to the number of transport schemes in the DLTP 2006-2011.</p> <p><b>N.B.</b> When carrying out an environmental audit of a transport scheme, the following questions should be answered:</p> <ol style="list-style-type: none"> <li>1. Has consultation with Devon County Council's Human Environment team taken place?</li> <li>2. Have all identified Human Environment features of value or potential been protected, either by scheme redesign or other means?</li> <li>3. For sites/features where preservation is not possible, has an agreed scheme of mitigation been developed and commissioned?</li> </ol>	<p>N/A</p>	<p>Target: 100% of transport schemes in the DLTP 2006-2011 should have an environmental audit carried out prior to their implementation.</p>	<p>Devon County Council's Local Transport Plan team will need to provide the Historic Environment team with data for the indicator. The Historic Environment team will then be able to investigate Questions 1-3. The indicator originated from the County Archaeologist (Development, Countryside and Heritage, Environment Directorate).</p>

Objective	Indicator	Baseline	Predicted change 2006-2011	Data Source
<p>Improve accessibility to vital services for all sectors of the population</p>	<p>(i) Percentage of households without access to a car within 30 and 60 minutes of a hospital by public transport.</p> <p>(ii) The number of population with access to a town centre by a daily public, community or voluntary transport service.</p>	<p>(i) Within 30 minutes: 32.8% (2004)</p> <p>Within 30 minutes: 74.5% (2004)</p> <p>(ii) 47, 000</p>	<p>(i) It is probable that an increase in the percentages may occur, resulting from measures designed to deliver accessibility in the Local Transport Plan.</p> <p>(ii) Local Transport Plan target: to be determined</p>	<p>(i) The indicator is a Department for Transport <i>Core Accessibility Indicator</i> for Local Transport Plans. Data will be calculated for 2004, 2005, 2007 and 2010. Available on the Department for Transport website<sup>4</sup> at present.</p> <p>(ii) The data is being collected by the Transportation team (Spatial Planning, Environment Directorate) to measure the Local Transport Plan's performance.</p>

<sup>4</sup>[http://www.dft.gov.uk/stellent/groups/dft\\_localtrans/documents/page/dft\\_localtrans\\_611000.xls](http://www.dft.gov.uk/stellent/groups/dft_localtrans/documents/page/dft_localtrans_611000.xls) The data required is in the columns entitled 'Hospital Risk PT % within 30 within LTA' and 'Hospital Risk PT % within 60 within LTA'

Objective	Indicator	Baseline	Predicted change 2006-2011	Data Source
Reduce air pollution and ensure the continuation of the improvement of air quality	<p>(i) Number of Air Quality Management Areas.</p> <p>(ii) Percentage of Devon's population exposed to high concentrations of key transport-related pollutants.</p>	<p>(i) 11 Air Quality Management Areas (January, 2006): Exeter (5), A38 Dean Prior, Teignmouth, Newton Abbot, Dawlish, Kingskerswell, Crediton</p> <p>(ii) 4.1% (2004/05)</p>	<p>(i) Local Transport Plan target: Reduce pollutants to below exceedence levels in all of Exeter's Air Quality Management Areas and Crediton's High Street by 2010.</p> <p>(ii) It is probable that a decrease in the percentage will occur, resulting from measures designed to improve air quality in the Local Transport Plan.</p>	<p>(i) The Air Quality Management Archive<sup>5</sup>, or alternatively, the data is being collected by the Transportation team (Spatial Planning, Environment Directorate) to measure the Local Transport Plan's performance.</p> <p>(ii) The data is collected by the University of Exeter and can be obtained from the County Scientific Officer (Network Management, Environment Directorate).</p>
Mitigate the impact of noise and light pollution on the population of Devon	<p>(i) Percentage of principle road network covered by low noise surfaces, such as Stone Mastic Asphalt.</p> <p>(ii) Total number of full cut lanterns installed in lighting stock.</p>	<p>(i) 8.2% (2001/02) 31% (2004/05)</p> <p>(ii) 18477 (March 2005), which is 26% of the total lighting stock</p>	<p>(i) Devon County Council target: 40% by 2007.</p> <p>(ii) It is probable that an increase in the percentage will occur, as full cut lanterns are used when new street lighting is provided or existing street lighting replaced.</p>	<p>Contact the Principal Engineer (Engineering and Transport, Environment Directorate) or the Transport Asset Manager (Environment Directorate) for data.</p>

<sup>5</sup> <http://www.airquality.co.uk/archive/laqm/laqm.php>

<b>Objective</b>	<b>Indicator</b>	<b>Baseline</b>	<b>Predicted change 2006-2011</b>	<b>Data Source</b>
<p>Maintain tranquility and recognise landscape character and distinctiveness – not only in environmentally designated areas</p>	<p>(i) 5 year traffic growth compared to (ii) Devon's tranquil areas</p>	<p>Example: 10% + traffic growth has occurred on the A3124 from Bideford to Moretonhampstead and A3072 from Holsworthy towards Exeter from 1998-2003. These routes cut across tranquil areas, as mapped by the Campaign to Protect Rural England in the 1990s.</p>	<p>Continued erosion of Devon's tranquil areas is expected.</p>	<p>The 5 year traffic growth can be found in 'Devon on the Move: Road Transport and Casualty Statistics for Devon 2004' published by Devon County Council. This report is being updated at present (January 2005). Devon County Council is updating the 1990s tranquillity map during 2006. Contact the Principal Planner (Development, Countryside and Heritage, Environment Directorate) for information.</p>

Objective	Indicator	Baseline	Predicted change 2006-2011	Data Source
<p>Support the continued improvement of the public realm and promote the enjoyment of open spaces</p>	<p>(i) Total average number of vehicles travelling into Exeter on weekdays between 7.00am and 10.00am per route (7 routes in total)</p> <p>(ii) Increased participation in walking, cycling and horse riding at named locations measured by type of user.</p> <p>(iii) See the indicator for Objective B</p>	<p>(i) 2277 vehicles (2003)</p> <p>(ii) To be determined</p>	<p>(i) Local Transport Plan target: 2277 vehicles</p> <p>(ii) Performance target with the Local Public Service Agreement 2005-2008: 5% increase</p>	<p>(i) The data is being collected by the Transportation team (Spatial Planning, Environment Directorate) to measure the Local Transport Plan's performance.</p> <p>(ii) Data is collected for the Local Public Service Agreements on a quarterly basis and available in Sparnet.</p>

Objective	Indicator	Baseline	Predicted change 2006-2011	Data Source
<p>Sustain and enhance the extent and distinctive character of Devon's biodiversity and geological features in line with Biodiversity Action Plan targets</p>	<p>(i) Severance of priority habitats<sup>6</sup> by new transport infrastructure</p> <p>(ii) Number of otter road kills in Devon</p> <p>(iii) Number of barn owl road kills in Devon</p>	<p>N/A</p> <p>(ii) To be determined</p> <p>iii) 25 in 2000, 20 in 2001, 26 in 2002, 30 in 2003, 25 in 2004 and 16 in 2005 (data kindly provided by The Barn Owl Trust).</p>	<p>(i) Devon Biodiversity Action Plan targets: no loss of the extent, area or quality of the priority habitats.</p> <p>(ii) It is probable that a decrease in the percentages will occur, resulting from measures in the Casualty Reduction and Route Management Programme in the Local Transport Plan.</p> <p>(iii) It is probable that a decrease in the percentages will occur, resulting from measures in the Casualty Reduction and Route Management Programme in the Local Transport Plan.</p>	<p>(i) The Policy Integration Officer is responsible for ascertaining if new transport infrastructure, resulting from implementation of the Local Transport Plan, causes severance of Devon's priority habitats.</p> <p>(ii) Contact Mary-Rose Lane at the Environment Agency (Technical Officer-Biodiversity) for annual data on otter road kills. Request total number of deaths and identified hotspots. <b>Contact details:</b> mary-rose.lane@environment-agency.gov.uk 01392 316036</p> <p>(iii) Contact David Ramsden at the Barn Owl Trust (Senior Conservation Officer) for annual data on barn owl road kills. Request total number of deaths and identified hotspots. <b>Contact details:</b> david@barnowltrust.org.uk 01364 653026</p>

<sup>6</sup> Devon's Biodiversity Action Plan identifies the following priority habitats: Alder/willow wet woodland, mines/caves/karst features, flower rich meadows/pastures, lowland heathland, oak woodland, parkland/wood pasture, Rhôs pasture, species-rich hedges, freshwater reedbeds over 0.5ha, grazing marsh, river channel and flood plain features.

<b>Objective</b>	<b>Indicator</b>	<b>Baseline</b>	<b>Predicted change 2006-2011</b>	<b>Data Source</b>
Manage and mitigate flood risk within Devon	New transport infrastructure within 300m of mean high water or on a flood plain	N/A	The Environment Agency does not advocate new development on flood plains.	The Policy Integration Officer is responsible for determining if new transport infrastructure, resulting from implementation of the Local Transport Plan, is built within 300m of mean high water or on a flood plain.



