

Transport Capital Programme 2015/16 and 2016/17

Report of Head of Planning, Transportation and Environment

Please note that the following recommendations are subject to consideration and determination by the Cabinet (and confirmation under the provisions of the Council's Constitution) before taking effect.

Recommendation:

- (a) approval is given to enhance the Place 2015/16 capital programme by £0.613 million from developer and external contributions and £0.391 million from external grants; approval is also given to enhance the 2016/17 capital budget by £3.654 million from developer and external contributions;**
- (b) that the approval of the detailed Local Transport Plan (LTP) Integrated Block funded schemes programme, is delegated to the Cabinet Member for Highway Management and Flood Prevention and Head of Planning, Transportation and Environment in consultation with local members;**
- (c) current approved budgets are allocated to the LTP schemes set out in this report;**
- (d) of the enhancements above, £3.873 million is forward funded to enable schemes to proceed in advance of the funding being received.**

1. Summary

This report seeks approval to a revised capital programme for 2015/16 and 2016/17. It also seeks to provide an update of progress on other transport schemes.

2. Background

Cabinet approved the current 2015/16 transport capital programme in September 2014. This was updated by Cabinet in February 2015, as part of the Medium Term Capital Programme (MTCP). Since then there have been a number of changes to scheme costs and delivery timescales and the opportunity has been taken to refresh the full programme alongside proposals for 2016/17. The appendices reflect revised projected costs, which means that in some instances this differs from the current approved capital programme budgets, particularly where slippage has occurred.

A number of schemes will continue delivery into 2016/17 and an early confirmed budget aids forward planning of budgets and scheme design with partners. The County Council's own budgets for transport capital schemes remain extremely limited compared to previous years, including the continued lower level of Integrated Block funding from Government (approximately 1/3 of its value in 2009) due to the diversion of funds into the Growth Deal process. Every County Council pound must therefore be used effectively and in many cases this is done by using this to match to external funding bids, often in conjunction with contributions from other partners such as developers, District Councils, Local Enterprise Partnership and Government initiatives. Whilst external funding opportunities are anticipated as far as possible, many are inevitably made available or detailed criteria confirmed at relatively short notice. The programme will therefore need to be flexible to accommodate this.

In February this year Cabinet approved an additional allocation of corporate funds to support the development and match funding of major schemes. These funds covered the period 2015/16 to 2020/21 but can be used flexibly in response to circumstances and opportunities.

The County Council is also working with district councils to ensure that adequate match funding for transport schemes is made available through Section 106 agreements, Community Infrastructure Levy (CIL) or other sources. This has to be balanced with other infrastructure demands such as education and affordable housing. Similarly town and parish councils with adopted Neighbourhood Plans in districts with an adopted CIL will receive 25% of the CIL receipts in their area. There may be opportunities to work with these authorities to achieve other smaller scale infrastructure of high local priority such as walking and cycling routes.

In this summer's Budget the Chancellor announced a sum of £3m for Devon County and Cornwall Councils to support the preparation of the A361 North Devon Link and A391 major schemes. This is in addition to the DCC corporate funding agreed by Cabinet in February. It is not yet clear how much of the Government funding will be available to Devon, over what period and the conditions attached to it. The funding will be added to the capital programme when this is confirmed. The Summer Budget also included references to new rounds of the New Stations Fund and Coastal Communities Fund. Detailed criteria, budget levels and timescales for these funds are not yet available but opportunities to bid for these will be explored at the appropriate time.

The Heart of SW LEP has launched an Expression of Interest stage for an anticipated third round of Government Growth Deal funding. The County Council has successfully secured funds for a number of schemes through rounds 1 and 2 and will be submitting Expressions of Interest through the Local Transport Board (see Appendix I). Government is yet to publish detailed criteria and timescales for round 3 but it is not expected that funding for individual schemes will be confirmed until February/March 2016 at the earliest. Local match funding is an important element of Growth Deal bids – provision will need to be made from S106 agreements, CIL, Local Transport Plan Integrated Block and the authority's own corporate funds specifically set aside for the purpose and included in February's capital programme Cabinet report.

3. Proposal

2015/16 Programme

The 2015/16 programme was heavily constrained by commitments from 2014/15 including match funding requirements for externally funded schemes, e.g. Granite and Gears and Local Pinch Point Fund. This limited the scope for new scheme starts, particularly smaller local schemes.

The South Devon Link Road and Tithebarn Link Road Phase 1 will be substantially completed in 2015/16. In addition, a number of schemes have been completed including the Crediton Link Road, Decoy Industrial Estate Access Road, Exeter Airport Link Road, Roundswell Roundabout, Holsworthy Agri Centre junction and numerous improvements to the Dartmoor Cycling and Multi-Use Trail network.

In addition to progress with design and procurement processes for Growth Deal 1 (schemes listed in Appendix I), funding from developer contributions has been used to progress design and submit a reserved matters application for the Tithebarn Link Road Phase 2, which links Science Park Drive (north) to the old A30 near Blackhorse. The scheme is expected to start construction during 2015/16. Design and planning work is also continuing with the Tiverton

Eastern Urban Extension (EUE) access, A382 widening (Newton Abbot) and South West Exeter infrastructure.

Design and consultation work is also progressing on the A30/A303 and A361 North Devon Link Road major schemes using the corporate funding budgets agreed by Cabinet in February. As noted above this is expected to be matched by further Government design funding for the A361, which was announced in the Summer Budget. The North Devon Link Road is expected to be the subject of a Growth Deal bid through the LEP in future years beyond 2020 and discussions are ongoing with Highways England regarding the funding of the A30/A303 improvements with the potential for inclusion in the next tranche of Government funded Road Infrastructure.

The major investment in the Devon Metro rail network continues to progress. Newcourt station was opened in June 2015 with part funding from the New Stations Fund. Cranbrook station is expected to follow by the end of 2015. Construction work is expected to start on Marsh Barton rail station in January 2016, with completion aimed for 2017.

Further investment is being made in public transport through the countywide bus real time information project. This is expected to go live through web and smartphone app access in the autumn of 2015. A limited number of on-street displays will be installed during the same period. Bus priority at key traffic signal junctions, linked to the real time database, will be introduced progressively through 2016/17.

2016/17 Programme

The 2016/17 programme is able to accommodate some new scheme starts and is proposed to be built around the following priorities for the Integrated Block element:

- Design and preparation work on schemes for external funding bids including purchase of land where required;
- Match funding of external schemes; and
- Investment in walking and cycling facilities for access to school and employment with a particular focus on the main growth areas of Exeter, Barnstaple and Newton Abbot.

The Integrated Block is the primary source of funding to develop schemes ready for the external funding bids upon which the County Council is increasingly reliant. This includes the statutory processes and the purchase of land, which are essential for demonstrating scheme deliverability and must be carried out when opportunities arise or ongoing negotiations are completed.

Devon has a strong track record of delivering improved walking and cycling facilities. The Cycling and Multi-use Trail Network Strategy agreed by Cabinet in March 2015 sets out the high level priorities for investment in cycling. A combination of residual corporate funding and new external funds such as Coastal Communities Fund enables a number of existing projects to continue. It is proposed that Integrated Block funding is focussed on a limited number of high value interventions in 2016/17 including:

- Planning and design of priority routes to support external funding bids;
- Continuing the programme of investment in cycle parking in market and coastal towns with match funding from local communities;
- Continuing the programme of cycle parking at schools where suitable routes are in place;
- Small scale route interventions to support walking and cycling to schools with match funding from local communities; and

The investment outlined above adds value to existing investment in routes by ensuring that current and potential users have suitable facilities from door to door.

Three major new sections of cycle route are planned in 2016/17, two of which build on the opening of the South Devon Highway and the completion of the Decoy Industrial Estate access road/cycleway. The two sections of route at Kingskerswell will complete the route between Newton Abbot and the Torbay border. Torbay Council is continuing to invest in routes within its area to build on this investment. The successful Coastal Communities Fund bid will enable the extension of the Exe Estuary Trail into Dawlish town centre and improvement of the existing route through Dawlish Warren, the first stages of which will be implemented in 2015/16.

Design work and land assembly continues on many parts of the Strategic Cycle Network into 2016/17 including the Wray Valley Trail (including new construction), Tarka Trail, Teign Estuary, Ruby Way and Drakes Trails. Bids for further external funding for construction including Growth Deal are being prepared.

A £100,000 budget has also been included to enable community-led, minor schemes that meet local priorities and are supported by match funding.

4. Consultations/Representations

The overall investment strategy in this report is based on the principles Devon and Torbay Local Transport Plan 2011-2026 which included a wide range of consultations with stakeholders and the public. In addition the schemes can also be cross referenced to the Transport Infrastructure Plan. The strategic direction of investment programmes is also driven by the wider spatial strategies developed through individual District Local Plans, all of which are the subject of extensive local consultation. Detailed programmes are also influenced by the requirements and priorities of funding partners such as the LEP and the Government.

Local consultations take place on individual schemes as they progress including planning permission where relevant.

5. Financial Considerations

The package of schemes in this report totals £72.628million (£45.037m 15/16 & £27.591m 16/17). This includes significant S106 contributions from developers. Some of these have already been incorporated into the capital programme but it is recommended that it is further enhanced with the following:

Funding Source/Scheme £000	2015/16	2016/17	Total
External and Developer contributions	613	3,654	4,267
Grants	391	0	391

The development of schemes is increasingly reliant on using external funding for design and land purchase as well as construction. Whilst included in legal agreements, the actual receipt of funds may be some time in the future. It is therefore recommended that expected external funds are forward funded where it is necessary, to enable successful funding packages. The use of forward funding will assist the earliest delivery of schemes in advance of the receipt of external contributions. The risk of delays or not receiving these receipts will be monitored to ensure there is no impact upon the delivery of the MTCP in future years.

6. Environmental Impact Considerations

An Environmental Impact Assessment was carried out for the overall strategy contained in the Devon and Torbay Local Transport plan 2011-2026. The environmental impacts of individual schemes are detailed in Cabinet or Highways and Traffic Orders Committee (HATOC) reports where relevant.

7. Equality Considerations

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

eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality by encouraging participation, removing disadvantage, taking account of disabilities and meeting people's needs; and foster good relations between people by tackling prejudice and promoting understanding.

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

This may be achieved, for example, through completing a full Equality Impact Needs Assessment/Impact Assessment or other form of options/project management appraisal that achieves the same objective.

Detailed Impact Assessments are carried out on larger schemes where required and included with Cabinet and HATOC reports.

8. Legal Considerations

There are no specific legal considerations with regard to this report. Where relevant these are considered in reports on individual schemes.

9. Risk Management Considerations

This programme has been assessed and all necessary safeguards or actions have been taken to safeguard the Council's position. The overall programme includes a degree of over programming to allow for slippage. Contingency allowances are built into scheme cost estimates and bid proposals to minimise the risk of scheme costs increasing over the available budget. These are increased for complex projects. Contingency levels are constantly being reviewed in the light of experience locally and nationally.

10. Public Health Impact

The considerable investment in walking, cycling and public transport in the programme will continue to support further increases in their usage and levels of physical activity. This is particularly focussed on encouraging regular trips such as journeys to school and work.

Many of the schemes in the programme contribute to Air Quality Management Plans developed in partnership with District Councils.

Specific public health impacts associated with individual schemes are considered in relevant HATOC and Cabinet reports.

11. Options/Alternatives

The 2015/16 and 2016/17 programme has been designed taking into account committed schemes, the availability of funding sources, the 2011-2026 Devon and Torbay Local Transport Plan and the Cycling and Multi-use Trail Network Strategy. Detailed timings of schemes are linked to the cost, availability of match funding and deliverability as well as growth strategies in Local Plans.

12. Reason for Recommendation/Conclusion

The programme in this report uses the limited direct funding available to the County Council effectively by using match funding from external sources as much as possible. It meets the Council's priorities in the Strategic Plan by focussing priorities on economic growth and physical health.

Dave Black
Head of Planning, Transportation and Environment

Electoral Divisions: All

Cabinet Member for Economy, Growth and Cabinet Liaison for Exeter: Councillor Andrew Leadbetter

Cabinet Member for Highway Management and Flood Prevention: Councillor Stuart Hughes

Strategic Director, Place: Heather Barnes

Local Government Act 1972: List of Background Papers

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Background Paper	Date	File Reference
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1. Nil		
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Heart of the South West LEP-funded schemes			
Majors			
Growth Deal	Project	District	Timescale
GD1	Bridge Road widening	Exeter	2015 - 2017
GD1	Marsh Barton Rail Station	Exeter	2015 - 2017
GD1	A382 widening + Jetty Marsh Link Road	Teignbridge	2015 - 2019
GD2	Tiverton EUE Junction	Mid Devon	2015 – 2017/18
Minors (confirmed)			
GD1	Portmore roundabout, Barnstaple	North Devon	2015 – 2017
GD1	Roundswell Pedestrian/Cycle bridge	North Devon	2015 – 2017
GD1	A38 Deep Lane junction, Sherford	South Hams	2015 – 2017
GD1	Newcourt (Sandy Park) junction	Exeter	2015 – 2016
Proposed Growth Deal 3			
GD3	SW Exeter (A30/A377) P&R	Exeter/Teignbridge	
GD3	A382 widening + A382 – A383 Houghton Barton Link	Teignbridge	
GD3	Roundswell Phase 3 Access + P&R	North Devon	
GD3	A38 Deep Lane junction phase 2	South Hams	
GD3	Exeter Cycle Routes (Newcourt & Monkerton to city centre & SW Exeter)	Exeter	
GD3	Rural Cycle Routes (Wray Valley Trail, Tarka Trail, Ruby Way, Exe Estuary to Teignmouth)	North Devon, Teignbridge, Torridge	
GD3	Exeter Bus Station	Exeter	

**Appendix II
To PTE/15/45**

Countywide Foundation Programme		
	£,000	£,000
Schemes	2015/16	2016/17
Countywide Bus Real Time Information System	519	95
Newton Abbot Station Bridge Access	34	0
Exmouth Station Public Transport Interchange	43	61
Newcourt Station	1,162	0
Marsh Barton Station	2,000	5,114
South West Main Line Infrastructure Study	0	70
St Davids Station Exeter Masterplan	0	50
Cranbrook Station	2,657	0
Cranbrook Second Station Design	20	0
Axminster & Pinhoe Station Improvements	10	10
Local Schemes		
Newcourt Station Footpath, Exeter Central Station Forecourt	4	0
Totals	6,449	5,400

Exeter Foundation Programme		
	£,000	£,000
Schemes	2015/16	2016/17
Newcourt Railway Crossing Feasibility	15	0
HGV Routing - Exeter	20	0
Queen Street Pedestrian Enhancement Feasibility	17	0
Honiton Road/Fitzroy Road Cycle Path	31	0
Local Schemes		
St Davids Hill Traffic Calming, Old Rydon Lane Cycle Bridge, Bus Improvements Exeter, Acorn Junction & Western Way Toucan Crossings, Exeter Aids To Movement Schemes, Chancel & Hollow Lane, Cowley Bridge Road footway, Casualty Reduction Heavitree Road, Alphington Road\Sydney Road Crossing, Topsham Directional Sign & Traffic Management Review	107	60
Totals	190	60

Exeter Targeted Capital Investment Programme		
	£,000	£,000
Schemes	2015/16	2016/17
Exeter\Teignbridge Alphington Park and Ride	260	200
Bridge Road Widening	1,103	7,540
Blackhorse Lane Link Road (Tithebarn Link Road Phase 2 A)	2,000	200
Pinhoe Urban Extension - Exhibition Way Link Road	15	0
A379 Newcourt Junction (Sandy Park)	200	1,600
East of Exeter - Signage Design	40	0
Cumberland Way to Pinhoe Sainsbury's Link	10	40
Tithebarn Lane Overbridge	20	0
South West Exeter Chudleigh Road Diversion Design	40	0
Exeter Strategic Cycle Routes	0	50
Local Schemes		
Skypark Spine Road, A379 Cycle Bridge	105	40
Totals	3,793	9,670

Market and Coastal Town and Rural Devon Foundation Programme		
	£,000	£,000
Schemes	2015/16	2016/17
Strategic Cycle Network - Tarka Trail	151	60
Countywide Cycle Parking in Schools / Market and Coastal Towns	35	135
Drakes Trail Cycle Network	165	60
Ruby Way Cycle Network	60	135
Pegasus Way, Beaworthy - Phase 2	250	0
Granite & Gears Cycle paths	200	0
Tavistock to Tamar Trails Cycle Network	30	0
Local Walking & Cycling - Sidbury to Sidford	141	0
Barnstaple Long Bridge Junction	70	0
Newton Abbot Queen St Enhancement, Bus Station & Cycle Route	60	55
Dartmoor Cycle Network Newton Abbot To Bovey	630	0
NCN28 Newton Abbot to Torbay Border via Kingskerswell	50	500
Kingskerswell Newton Road corridor/Village Centre	17	470
Exe Estuary Trail – Dawlish Hazelwood Drive extension (Coastal Community Fund)	103	0
Exe Estuary Trail - Dawlish Town Centre Link Cycle Link	768	631
Sidmouth Cycle Route	103	0
Local schemes Belle Parade Crediton, Footway West Hill, Footway West Charlton, Traffic Calming Stoke Fleming, Traffic Calming Avonwick, Aveton Gifford Improvements, Kenton Enhancement, Woodbury to Exe Estuary Trail, Dart Cycle Network, Cedars Junction, Okehampton Cycle Routes, Car Club, Park & Change Sites, Powderham Church Traffic Management, Totnes South Street, Totnes The Narrows, Coronation\Station Road Crossing, Redworth Junction, A380 Telegraph Hill, Exmouth to Exe Estuary Cycle Link, Western Road Ivybridge Cycle Link, Shaldon Parking, A39 Hillsford HGV, Taw Vale Crossing, Modbury TRO, Aids to Movement, Loddiswell HGV, A379 Exminster Improvements, Cullompton Signing, Tavistock Footways, Willowtree Road Barnstaple Traffic Calming, Landkey Junction Footpaths, Meeth Quarry to River Torridge Cycle Route, Axmouth Pedestrian Improvements, Bishopsteignton TRO\Enhancement, South West Coast Path - Strete, Ogwell to Newton Abbot Cycle Route	468	180
Totals	3,301	2,226

Market and Coastal Town and Rural Devon Targeted Capital Investment Programme		
	£,000	£,000
Schemes	2015/16	2016/17
Dinan Way Extension	250	100
Bere Alston to Tavistock Railway	346	200
A39 Heywood Road Roundabout	60	0
A361 Rumsam Roundabout	41	0
A361 Portmore Roundabout	70	1,522
A382 - A383 Link Road Design	50	100
Tiverton EUE Blundell's Road Traffic Calming	65	95
Tiverton EUE Access Routes Design	300	150
Larkbear & River Taw Cycle Bridges Barnstaple	40	40
Crediton Marsh Lane Widening	55	0
A382 Newton Abbot to Drumbridges Phase 1	500	750
Junction 28 Cullompton	659	0
A303 Improvements Feasibility	374	265
Turks Head Mini Roundabout	568	0
Cycle Bridge A38 Heathfield Crossing	471	0
Wray Valley Phase 2 - Steward Wood to Lustleigh	300	450
Teign Estuary - Bishopsteignton to Dawlish via Teignmouth & Passage House to Bishopsteignton	65	60
A39 Roundswell Phase 2 Cycle Bridge	80	2,600
A361 North Devon Link Road Design	75	150
A388 Holsworthy Agri Centre Links	25	145
A39 Westaway Plain Junction Barnstaple	5	415
Decoy Industrial Estate Link Road	767	0
A38 Drumbridges Junction	293	0
Cullompton Eastern Relief Road Design	10	0
Totals	5,469	7,042

Other Schemes		
	£,000	£,000
Schemes	2015/16	2016/17
Exmouth Strand Enhancement	160	0
Topsham inbound bus priority	19	0
Okehampton East Station	80	0
Cranniford Level crossing	150	0
Station Road Footpath to Broadclyst	59	0
Exe Estuary Trail & East of Exeter Growth Point (including Broadclyst links)	583	391
Crediton Link Road	153	0
Tithebarn Link Phase 1	1,473	100
Deep Lane Junction	231	2,380
East of Exeter C832 Bus Lanes	10	0
East of Exeter Junction 29	40	0
Stop Line Way	495	0
Totals	3,453	2,871

Programme Summary		
	£,000	£,000
Programme	2015/16	2016/17
Countywide Foundation	6,449	5,400
Exeter Foundation	190	60
Exeter Targeted Capital Investment	3,793	9,670
Market and Coastal Town and Rural Devon Foundation	3,301	2,226
Market and Coastal Town and Rural Devon Targeted Capital Investment	5,469	7,042
Other schemes	3,453	2,871
A380 South Devon Link Road	22,382	322
Totals	45,037	27,591

Funded by:		
	£,000	£,000
Programme	2015/16	2016/17
Integrated Block (note: this is higher than the budget allocation due to over programming)	6,655	4,719
Grants including Coastal Communities Fund, Local Pinch Point and Granite & Gears	3,581	589
Unsupported borrowing and capital receipts	2,001	1,306
External and developer contributions	5,863	7,742
Growth Deal Grant	3,554	12,416
Invest In Devon	708	497
Infrastructure Development Fund	293	0
A380 South Devon Link Road (various funding sources)	22,382	322
Totals	45,037	27,591

**Appendix III
To PTE/15/45**

Enhancements to the Capital Programme			
	£,000	£,000	£,000
Developer and External Contributions and Grants	2015/16	2016/17	Total
Newcourt Station	245	0	245
Marsh Barton Station	0	2,600	2,600
Strategic Cycle Network - NCN2 Dawlish Town Centre Link from Exeter Road	0	89	89
East of Exeter - Signage Design	40	0	40
Cullompton Town Centre Signing Review	5	0	5
A382 - A383 Link Road Design	50	100	150
Pedestrian Crossing Alphington Road/Sydney Road	3	0	3
Station Road Footpath to Broadclyst	59	0	59
Newcourt Railway Crossing	15	0	15
Roundswell Phase 2	0	250	250
Junction 28, Cullompton	181	0	181
Landkey Road, South Street and Hollowtree Road, Barnstaple	15		15
Blackhorse Lane Link Road (Tithebarn Link Road Phase 2 A)	0	200	200
A39 Westaway Plain Junction Barnstaple		415	415
Cranbrook Station – unringfenced grant	391	0	391
Totals	1,004	3,654	4,658