

## **A382 Corridor Improvements – Phase 1**

Joint report of the Head of Planning, Transportation and Environment, and Chief Officer for Highways, Infrastructure Development and Waste

***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:** That subject to completion of land acquisition:

- (a) the Phase 1 scheme layout shown on drawing B11029/136 (attached to the report at Appendix 2) be approved for construction;**
- (b) that the Chief Officer for Highways, Infrastructure Development and Waste, in consultation with the relevant Cabinet Member, be given delegated authority to award the construction contract for Phase 1 of the A382 Corridor Improvement Scheme subject to the overall scheme cost being within a cost envelope of £13.05 million;**
- (c) the Chief Officer for Highways, Infrastructure Development and Waste, in consultation with the relevant Cabinet Member and Local Member, be given delegated authority to make minor amendments to the scheme design.**

### **1. Summary**

This report seeks approval to enable a contract to be awarded and to proceed with construction of Phase 1 of the A382 Corridor Improvement scheme from Drumbridges to Newton Abbot. Phase 1 is between Forches Cross and Whitehill Cross on the edge of Newton Abbot. The scheme will improve access to Newton Abbot and the A38 by improving the A382 corridor which connects them.

### **2. Background**

The scheme is based upon achieving the following objectives:

- Deliver development to the west of Newton Abbot;
- Improve journey times to the west of Newton Abbot;
- Improve safety on the A382; and
- Encourage the use of sustainable modes of transport.

The A382 is a key route connecting Newton Abbot at Churchill's Roundabout with the A38 on the Strategic Road Network at Drumbridges roundabout. The existing road is of a low standard with poor alignment, high traffic flows, a poor safety record and no facilities for pedestrians or cyclists.

Teignbridge District Council's adopted Local Plan sets out proposed residential and employment developments in the area between 2013 and 2033. In the Heart of Teignbridge, 6,000 homes and 11,000 jobs are included. In particular this features a large amount of residential development (2,300 homes) to the west of Newton Abbot and land for employment allocated at Forches Cross which will have a direct access onto the A382. These developments will result in significant traffic growth along the A382 corridor, from vehicles travelling to and from Newton Abbot as well as vehicles travelling further using the A38 to Exeter and Plymouth.

The scheme identified to meet these objectives and improve the A382 between Drumbridges and Newton Abbot comprises a combination of road widening, junction improvements and new non-motorised provision to support the large amount of housing and employment on the A382 corridor allocated in the Teignbridge Local Plan.

The scheme is being delivered in phases, determined by the deliverability of each section of the scheme in relation to land and funding. Phase 1 is shown on the location map in Appendix 1 and is now ready to proceed to construction. The remaining Phases of the A382 Corridor Improvements are shown as a sub-regional priority in the recent bid to Government as part of improvements to the Major Road Network.

### **3. Proposal**

Phase 1 of the A382 Corridor Scheme proposes the following:

- Realignment and widening of the A382 to 10 metres between Forches Cross and Whitehill Cross
- A new roundabout at Ringslade Road
- Shared pedestrian and cycle path along the A382.

Increased width will provide additional capacity and improve journey times, resilience and reliability on the A382. Realignment and a new roundabout junction at Ringslade Road will improve safety on the A382.

A new 3 metre shared pedestrian and cycle path adjacent to the A382, with a 1 metre verge separating the path from the road, will provide a high-quality facility for sustainable modes of transport from new developments in the future when the route is continued as part of future phases of the scheme.

### **4. Options and Alternatives**

An Option Assessment Report has been produced which considered potential sustainable options such as demand management, walking and cycling, bus, rail and park and change. It was concluded that it is unlikely that any of these measures in isolation would achieve the change in travel behaviour necessary to deliver the development.

A number of options were then considered relating to improvements to the highway to the west of Newton Abbot. Low, medium and high cost widening options were considered of widening to 7.3 metres, widening to 10 metres and a dual carriageway respectively. It was concluded that widening to 10 metres was the option that would provide good value for money and sufficient capacity to deliver the growth set out in the Local Plan without over providing.

It was concluded that elements from both the sustainable transport and highway strategies would be required to achieve the objectives.

### **5. Consultations, Representations and Technical Data**

Teignbridge District Council's Local Plan<sup>5</sup> Policy HT1 (c) strongly supports "realignment of the A382 Bovey Tracey road between Newton Abbot and Drumbridges roundabout at the A38 and separate cycle lanes" in order to improve connectivity and accessibility within the Heart of Teignbridge. It also states that "the realignment of the A382 between Newton Abbot and Drumbridges is considered necessary to improve the capacity of the existing lanes to ensure that the road can accommodate the future growth and to provide opportunities for new cycle links."

The A382 corridor improvement scheme is also included in the Heart of the South West Local Transport Board funding programme. A consultation was held in June 2013 on schemes to be put forward for inclusion in the programme which featured the A382.

A consultation on the preliminary scheme design was held by DCC in March 2015. A report has been produced detailing how the consultation was conducted and summarising the results. The report is available at:

<https://www.devon.gov.uk/roadsandtransport/traffic-information/transport-planning/a382-corridor/>.

The majority of consultees were satisfied with the proposals and generally those who disagreed with the proposals agreed that the road needs improvement of some form.

The scheme was granted planning permission in 2017, where a statutory consultation was undertaken as part of that process.

## **6. Financial Considerations**

The estimated scheme cost of Phase 1 of the A382 Corridor Improvements is £13.05 million. This includes detailed design, development and delivery of the planning application, land acquisition, Statutory Undertakers diversions, advance works, scheme construction, supervision and contingency.

The funding breakdown is shown in the table below.

<b>Source</b>	<b>Prior years costs £M</b>	<b>Projected costs 2019/20 £M</b>	<b>Projected costs 2020/21 £M</b>	<b>Total £M</b>
Heart of the South West Local Enterprise Partnership (Growth Deal 1 grant)	2.98	3.52	0	6.5
Teignbridge District Council Community Infrastructure Levy (CIL)	0	2.17	2.93	5.1
Local Transport Plan grant, Section 106 and Devon County Council capital receipts	0.25	0	1.20	1.45
<b>Total</b>	<b>3.23</b>	<b>5.69</b>	<b>4.13</b>	<b>13.05</b>

The Phase 1 scheme has £6.5M of funding approved from the Heart of the South West Local Enterprise Partnership (LEP). A Funding Agreement is already in place and £3.2M has been claimed to date. The Final Business Case is being presented to the Local Transport Board of the LEP for approval on 10 September 2019, and a verbal update will be given to the Committee as to the outcome.

Teignbridge District Council (TDC) have approved a contribution of up to £5.1M from their Community Infrastructure Levy (CIL) towards Phase 1 of the A382 improvements. The CIL monies are expected to be paid to Devon in 3 instalments, across financial years 2020/21, 2021/22 and 2022/3, therefore Devon will be forward funding an element of the expenditure above.

A verbal update will be given to Committee as to whether a funding agreement has been signed with TDC or whether approval is subject to this occurring.

A signed Section 106 Agreement (S106) is in place which includes a contribution of £1.4M towards the A382 Corridor Improvements, the first payment of which has been received. It is proposed to allocate £1M of this to the Phase 1 scheme.

## **7. Legal Considerations**

The lawful implications of the recommendations have been considered and taken into account in the formulation of the recommendations set out above.

## **8. Land Assembly**

Private land and rights belonging to a number of land owners are being acquired through negotiation or the Compulsory Purchase Order process undertaken in 2018, for the Phase 1 scheme. This is anticipated to be complete by end September 2019.

## **9. Environmental Impact Considerations (Including Climate Change)**

For the Planning Application, environmental considerations for the whole scheme were assessed through an Environmental Impact Assessment.

Regarding biodiversity impacts, construction of the scheme could lead to potential loss of habitats, disturbance from lighting and risk of traffic associated mortality. Mitigation measures will be implemented to avoid impacts where possible and reduce the potential impacts such as habitat recreation and a sensitive lighting plan. With this mitigation in place, the scheme is shown to have a neutral impact on biodiversity.

In terms of landscape, the scheme will alter the width and alignment of the existing A382 carriageway. Replanting trees and hedgerows will help to mitigate the impact on landscape, therefore the impact on landscape is slight adverse.

There is a net gain in hedgerow habitat of 339m. Additionally the proposals would result in a net gain of hedgerow trees due to the amount of this habitat included within the landscape plan.

In order to compensate for the loss of 1.83ha of woodland, 5.7ha of broad-leaved woodland will be planted. All planting will be of local native origin, and the management of the site of the compensatory planting will be delivered via a management plan.

Grassland of enhanced ecological value will be created to create three habitat types;

- Species-rich grassland;
- Trees in grass or wildflowers on and near roundabouts; and
- Marshy/wet grassland.

The noise assessment considered the impacts on annoyance and disturbance associated with changes in the road traffic noise in terms of numbers of properties affected. With mitigation in the form of a low noise road surface and acoustic fencing the noise impact of the scheme is expected to be neutral. The Air Quality impact of the scheme is predicted to be neutral.

The scheme includes measures which would reduce impacts on air quality including road design to encourage free flow of traffic and the new shared pedestrian and cycle path which will encourage the use of sustainable transport modes.

Water Environment impacts have been assessed and a detailed Surface Water Sustainable Drainage Strategy (SuDS) has been produced. Due to the lack of formal drainage currently in place, along with the age of the existing structures along the current route of the A382, it is

considered that the proposed development will have a net improvement in relation to water quality, flood risk and watercourse conveyance once appropriate mitigation measures have been put into place.

The scheme will lead to positive social impacts, by benefitting all road users including bus users through improved journey time reliability and pedestrians and cyclists through the introduction of new facilities. The scheme will improve access to and from Newton Abbot resulting in a cost saving for new and existing residents. Economic, social and environmental wellbeing will be improved through better access to employment, education and recreational destinations.

Should the whole scheme be implemented, there is an estimated saving in annual greenhouse gas emissions from road traffic in the wider geographic area of over 190 tonnes of CO<sub>2</sub> in the first year after opening, and over 21,400 tonnes over 60 years, compared to the without scheme scenario.

These figures do not take account of the anticipated increase in pedestrian and cycle journeys. Currently there is no pedestrian footpath, no dedicated cycleway, and the road quality is considered to be poor and dangerous. The proposed enhancements to the A382 include a dedicated footpath and cycleway, separated from the vehicle carriageway. Consequently, it can be considered that the calculated saving in annual greenhouse gas emissions from road traffic is conservative, and in reality, the saving may be higher.

The Environmental Impact Assessment calculates that the total amount of greenhouse gas emitted from the construction activities would be 16,810 tons (including the steel safety barrier). From the estimated annual savings once the scheme is operational it would take around 48 years for the construction impact to be paid back.

The Devon Carbon Plan, to be developed through the Devon Climate Emergency Response Group, will identify how Devon can contribute to the national need to accelerate the decarbonisation of travel and transport and the carbon intensity of construction.

The scheme will lead to an improvement in climate change resilience. Temperature extremes may increase the need for road maintenance. The scheme will have a positive impact by being built with new, more resilient, materials and the width of the road being such that traffic management during maintenance causes less disruption. The water environment benefits mentioned above will make the road more resilient during periods of heavy rainfall.

## **10. 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.

In progressing this particular scheme, an Impact Assessment has been prepared which has been circulated separately to Cabinet Members and is also available on the Council's website at: <https://www.devon.gov.uk/impact/a382>, which Members will need to consider for the purposes of this item/meeting.

The scheme will have a positive impact on pedestrians and cyclists with the provision of a new shared pedestrian/cycle path. This will enable sustainable travel in the future to/from new employment and residential developments on the A382 corridor.

In economic terms the scheme will facilitate travel and development which will have a beneficial impact upon the local economy by enabling employment and housing development in the area to proceed with mitigated impact.

#### **11. Risk Management Considerations**

The scheme is subject to the normal engineering risks. A quantified risk assessment has been undertaken and these risk costs have been included in the scheme estimate.

#### **12. Public Health Impact**

The scheme is subject to a Road Safety Audit with Stage 2 Safety Audit now complete.

Many scheme elements, including increased road width, better alignment, new junction layouts and segregation of non-motorised users will have a demonstrable improvement on the poor road safety record of the existing road.

The provision of a shared pedestrian/cycle path will also encourage travel by sustainable, active modes in the future between new developments, employment sites and Newton Abbot.

#### **13. Reason for Recommendation**

The scheme enables the first Phase of the A382 improvements to be constructed with the aim of fulfilling the overall scheme objectives to deliver development, improve journey times, improve safety and encourage the use of sustainable modes of transport. The scheme is consistent with the aims of the Devon and Torbay Local Transport Plan 3 and the Local Enterprise Partnership with regard to economic growth.

Dave Black  
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Meg Booth  
Chief Officer for Highways, Infrastructure Development and Waste

#### **Electoral Divisions: Newton Abbot North and Newton Abbot South**

Cabinet Member for Infrastructure, Development and Waste: Councillor Andrea Davis

*Dr Virginia Pearson: Chief Officer for Communities, Public Health, Environment and Prosperity*

Local Government Act 1972: List of Background Papers

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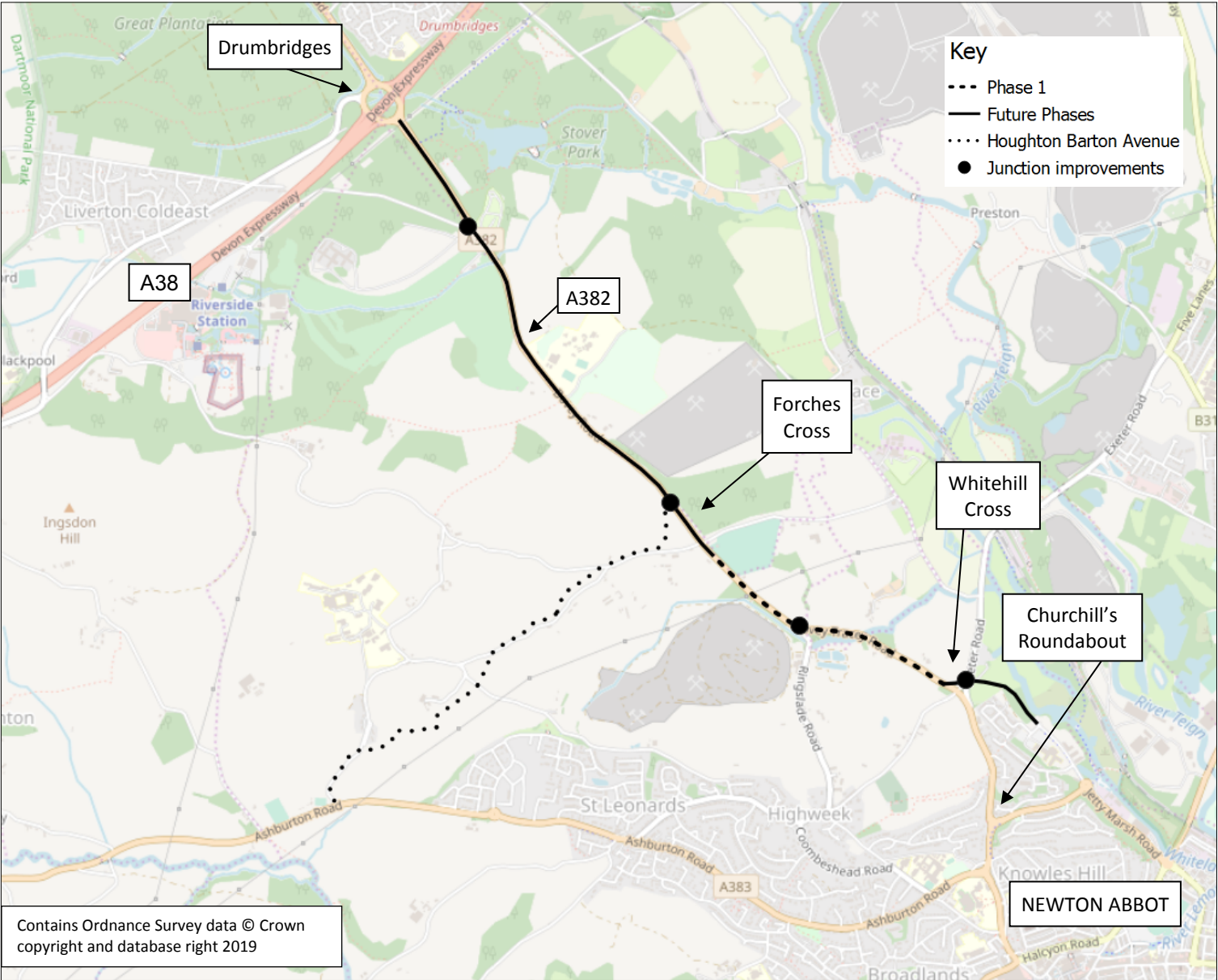
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Background Paper	Date	File Ref.
Impact Assessment	20 August 2019	<a href="https://www.devon.gov.uk/impact/a382">https://www.devon.gov.uk/impact/a382</a>
Options Assessment Report	September 2014	<a href="https://devoncc.sharepoint.com/:b:/s/PublicDocs/Highways/EeVq1yuDY4BDugVfevVN9m0BtCPwn8D-Gfi5ZJet7m5Vyg?e=hG1CyY">https://devoncc.sharepoint.com/:b:/s/PublicDocs/Highways/EeVq1yuDY4BDugVfevVN9m0BtCPwn8D-Gfi5ZJet7m5Vyg?e=hG1CyY</a>

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Appendix 1 to PTE/19/30 – Location Plan





## Appendix 2 to PTE/19/30 – Scheme Drawing

