

A382-A383 Connection (Houghton Barton Link Road) Phases 1 & 2

Report of the 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:

That subject to appropriate funding agreements, legal agreements, land assembly agreements and planning submissions being completed:

- (a) DCC enter into highway agreements with the relevant parties to deliver the Houghton Barton Link Road (Phase 2) scheme and legal agreements to secure the land and minerals in respect of the Houghton Barton Link Road (Phases 1 & 2) scheme;**
- (b) DCC underwrites £1.25 millions of the proposed developer contribution, subject to a signed Unilateral Undertaking, in advance of this being paid by the developer by a planning agreement subject to planning permission;**
- (c) the scheme layout shown on drawing B11004/27 (attached to the report at Appendix 2) be approved for tender and construction;**
- (d) 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 Phases 1 & 2 of the Houghton Barton Link Road Scheme subject to the overall scheme cost being within a cost envelope of £7.4 millions; and**
- (e) 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 legal agreements to be signed, tenders to be issued and a contract to be awarded to proceed with construction of Phases 1 & 2 of the Houghton Barton Link Road scheme connecting the A382 to the A383 to the west of Newton Abbot. Phase 1 is between Forches Cross and Perry Cross and Phase 2 is between Perry Cross and Howton Road. Phase 3, between Howton Road and the A383, is expected to be delivered by developers. Phase 4 is included in the A382 Corridor Improvement scheme and will provide an upgraded roundabout junction of the link road with the A382. The scheme facilitates residential development at Houghton Barton, employment development at Forches Cross, improves the resilience of the local road network and complements improvements to the A382 which are underway.

2. Background

The scheme is based upon achieving the following objectives:

- Relieve pressure on the existing road network, particularly Highweek Village.
- Unlock development at Houghton Barton and Forches Cross.

Teignbridge District Council's adopted Local Plan sets out proposed residential and employment developments in the area. In the Heart of Teignbridge (Newton Abbot,

Kingsteignton and Kingskerswell), 6,000 homes and 11,000 jobs are included in the plan period 2013-2033.

Houghton Barton covers an area of 160 hectares of land to the west of Newton Abbot. The site is enclosed by the A382, A383 and A38. The area has been allocated for a mix of residential and employment development, including a new local centre, shops and school, as part of the adopted Teignbridge Local Plan, with the site expected to deliver 1,800 houses (including Hele Park). Houghton Barton will be accessed from the A383 (Ashburton Road) to the south and the A382 (Bovey Tracey Road) to the north. The creation of a vehicular route connecting the A382 and A383 is a requirement of the Local Plan policy NA1 Houghton Barton.

A location plan is shown in Appendix 1.

The A382 and A383 provide the principal connections between Newton Abbot and the A38. Existing roads connecting the A382 and A383 together are single track country lanes that provide access to a small number of properties and the Seale Hayne campus. Due to the low capacity of these roads, access to the A382 from new development at Houghton Barton will be very difficult causing safety and congestion problems.

Mile End Road and Ringslade Road provide a further link between the A382 and A383 through the residential area of Highweek, which is a particularly sensitive area with capacity constraints caused by narrow sections. Despite these constraints the route is attractive as a 'rat run' to avoid delay at junctions on the circulatory route on the A382 and A383 via Dyrans roundabout and Churchill's roundabout. The development at Houghton Barton will exacerbate these existing problems.

The Houghton Barton Link Road will support the Houghton Barton development and allow it to be constructed and occupied whilst mitigating the worst of the impacts on the transport network. The Link Road will provide an attractive alternative route between the A382 and A383 which will relieve pressure on the local highway network including the A383 and through the area of Highweek.

The Link Road joins the A382 at a new roundabout (Forches Cross) which is part of the A382 Corridor Improvement scheme. This scheme will deliver highway widening and realignment from Drumbridges on the A38 into Newton Abbot. These two schemes complement each other by delivering development to the west of Newton Abbot and relieving pressure on the existing road network

Following the adoption of the Local Plan, it was recognised that the Houghton Barton Link was a key piece of infrastructure in the delivery of the Houghton Barton housing allocation. The scale, complexity and cost would be a major challenge to the developer. As a catalyst for the development, DCC submitted a Business Case to the Heart of the South West Local Enterprise Partnership (LEP) to part fund the scheme. This assumed that by the time the scheme was ready for construction, a planning application for the housing development would have been approved and houses would have started to be constructed. This would have enabled a Section 106 agreement (S106) to have been signed providing certainty over funding and land to be available to enable a funding agreement to be signed with the LEP.

The scheme is being delivered in phases, determined by the deliverability of each section of the scheme. Phases 1 & 2 will soon be ready to commence the tender process subject to the necessary authorities being granted. Phase 3 will be delivered by the developer as part of the Houghton Barton development by way of a planning condition. Phase 4 will involve the upgrade of the priority junction of Houghton Barton Link Road with the A382 to a roundabout. This is being delivered through the A382 Corridor Improvements scheme.

The present situation is that a Planning Application for the Houghton Barton development was expected in Spring 2019, then was delayed until November 2019 (see Appendix 3) but has not yet been submitted. The Local Enterprise Partnership has now requested that this be submitted by 24th March 2020. Consequently, no S106 is in place for this development, the land is not yet in the ownership of the developer, and we are unclear when the development will commence and Phase 3 of the Link Road will be delivered. Thus, DCC has not yet signed a funding agreement with the LEP.

DCC recognise the importance of the development in the delivery of housing and avoiding unallocated sites to come forward. Therefore we are persevering in the wider interests of the Teignbridge Local Plan.

3. Proposal

Phases 1 & 2 of the Houghton Barton Link Road propose the following:

- a 7.3 metre carriageway, 2 metre footway and 3 metre shared use path between the A382 north of Forches Cross and Perry Cross;
- a new priority junction on the A382; and
- a 6 metre carriageway and 3 metre shared use path between Perry Cross and Howton Road.

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. These included: upgrading the A383 junction on the A38; increasing capacity through Highweek; widening existing lanes between the A382 and A383; and a new road connecting the A382 and A383. This report concludes that the Houghton Barton Link is the most appropriate scheme to meet the objectives and provide transport and economic benefits.

There is an option to delay the current progress of the scheme until the housing at Houghton Barton is being delivered. The road has planning permission, the design is advanced and the tender process could be postponed. Other funding options are likely in the future if the scheme is "shovel ready". This option has been considered and discussed but was rejected as it is likely to further delay the delivery of housing and the link road and create pressure from other non-allocated sites to come forward. However, the current proposal is subject to several potentially fatal risks. If any of these were to occur, then the option to postpone the construction of the scheme will be the default position.

5. Consultations, Representations and Technical Data

Houghton Barton is identified as a strategic site for development in the adopted Teignbridge Local Plan (2013-2033). Policy NA1 Houghton Barton (f) of the Local Plan requires the development to "create a vehicular route connecting the A382 and A383." Paragraph 7.11 states that the "provision of the road and delivery of sustainable travel infrastructure is critical for this development.... The road between the A382 and A383 is also essential to improve capacity of the A383 and reduce traffic through Highweek."

A Development Framework Plan (DFP) for Houghton Barton was adopted by Teignbridge District Council (TDC) in December 2017 after a consultation process. This document

provides detailed and relevant planning guidance for the Houghton Barton development. It clearly sets out the need for a road connecting the A382 to the A383, identifying it as critical in addressing the increase in traffic associated with the development.

The Houghton Barton Link Road (A382-A383 Connection) is also included in the Heart of the South West LEP funding programme in the Houghton Barton Package and the A382 Corridor Improvements Phase 1 schemes. Business Cases including detailed evidence documenting the benefits of the schemes were approved by the LEP.

The Highweek Residents Association has been engaged through local Councillors and fully support the scheme. Due to the timescales for delivery of the Houghton Barton Link Road, a short-term experimental highway mitigation scheme was developed for Highweek in conjunction with the Residents Association which was implemented in November 2017.

The scheme was granted planning permission in 2019, where a statutory consultation was undertaken as part of that process.

6. Financial Considerations

The estimated scheme cost of Phases 1 & 2 of the Houghton Barton Link Road is £7.4 millions. This includes detailed design, development and delivery of the planning application and discharging associated conditions, land acquisition, Statutory Undertakers works, advance works, scheme construction, supervision and contingency.

The funding breakdown is shown in the following table.

Source	Prior years costs £millions	Projected costs 2019/20 £millions	Projected costs 2020/21 £millions	Projected costs 2021/22 £millions	Total £millions
Heart of the South West Local Enterprise Partnership (Growth Deal 3 grant)	0.17	0.25	2.45	0	2.87
Teignbridge District Council Capacity Funding	0.20	0	0	0	0.20
DCC Local Transport Plan grant (LTP)	0.02	0	0.45	0	0.47
National Productivity Investment Fund (NPIF)	0.22	0	0	0	0.22
Section 106	0	0	1.14	0	1.14
DCC Loan (Anticipated to be recouped through a Unilateral Undertaking)	0	0	0.81	0.44	1.25
TDC Loan (Anticipated to be recouped through a Unilateral Undertaking)	0	0	0.81	0.44	1.25
Total	0.61	0.25	5.66	0.88	7.40

The Phase 2 scheme has £2.87 millions of funding approved from the LEP. A Funding Agreement is yet to be signed so no costs have been claimed to date, however costs can be claimed retrospectively. The Funding Agreement must be signed by the end of March 2020 to accord with the requirements of the Local Enterprise Partnership. Failure to meet this

deadline will result in the allocated funding being withdrawn. The Final Business Case is due to be presented to the Local Transport Board of the LEP for approval in Autumn 2020 following tender returns.

Teignbridge District Council (TDC) have provided a contribution of £0.2 millions from a Capacity Funding bid towards preparation of the planning application for the Houghton Barton Link Road, which has been spent.

It is proposed to allocate £0.47 million of DCC LTP funds to the scheme, £0.02 millions of which was spent in during development of the scheme between 2011 and 2015.

In 2017/18 £0. millions of NPIF funding was spent on the scheme.

A signed Section 106 Agreement (S106) is in place from another development site which includes a contribution of £1.4 millions towards the A382-A383 link road, the first three payments of which have been received. The value of this contribution including indexation is anticipated to be £1.91millions. It is proposed to allocate £1.14 millions of this to the Phase 1 scheme. The remainder has been allocated to the A382 Phase 1 scheme.

A Unilateral Undertaking (UU) is currently being drafted by the developers of Houghton Barton (Bloor Homes and Redrow Homes), in coordination with TDC and DCC. Upon submission of a planning application in March 2020, the UU is expected to commit the developer to a financial contribution of up to £2.5 millions towards the scheme should planning permission be granted for the development. The intention is that, subject to works having commenced on the Link Road Phase 1 & 2, upon grant of planning permission, the developers will pay the first instalment of their contribution. The final amount will be confirmed once construction is complete and the outturn cost of the scheme is known.

As this payment will be dependent on planning permission being granted which will not be known until after the scheme has commenced construction, DCC and TDC propose to underwrite £1.25 millions of the developer contribution each at this stage. TDC will be seeking approval for this at a Full Council meeting on 16 March 2020.

TDC are also seeking approval to enter into a legal highway agreement (in respect of land in its ownership) with DCC for part of the Houghton Barton Link Road (Phase 2) scheme and legal agreements to transfer land and minerals to DCC in respect of the Houghton Barton Link Road (Phase 2) 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

Surface land for Phase 1 is within DCC ownership. A section of surface land for Phase 2 is in the ownership of Teignbridge District Council. The remainder of the surface land is currently subject to an option agreement between the developers and the land owners.

Minerals lie underneath the whole scheme which are currently in the ownership of Sibelco. There is an option agreement between the developers and Sibelco to enable the developers to draw down the minerals as required and transfer to DCC/TDC.

DCC are proposing two legal agreements which are currently being drafted:
between DCC and the developers; and
between DCC and TDC.

These will permit DCC a license to construct the road over the land and minerals in the ownership of others, and for that land to be transferred to DCC upon completion of Phases 1 & 2 of the scheme if called upon to do so by DCC. Upon entering into the above agreements, the developers will acquire the surface land and minerals required for the scheme. It is anticipated that these agreements will be signed by the end of March 2020.

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, without appropriate mitigation construction of the scheme could lead to potential loss/degradation of habitats, severance, disturbance and species mortality. During operation potential impacts could occur as a result of changes in lighting and water quality, and species mortality as a result of vehicle collisions. The scheme has been designed to minimise land-take of key habitats, maintain habitat connectivity and replace any lost key habitat. With this mitigation in place, the scheme is shown to have no significant adverse effects on biodiversity.

In terms of landscape, the scheme will have a short-term adverse impact on landscape character areas and visual effects however these will be minimised by mitigation planting providing screening. The adverse impacts will be largely superseded when the Houghton Barton development comes forward and the road becomes integrated into the development.

The mitigation proposed includes the translocation of all existing hedgerow habitat where possible and the planting of new hedgerow habitat resulting in a net gain in hedgerow habitat of 340m.

There will be a net gain of approximately 1.5ha of broadleaved woodland and 1.3ha of scrub habitat in the long term which will be of value to dormouse when established and increase the quality and variety of the habitat in the local area.

The noise assessment considered the impacts on annoyance and disturbance associated with road traffic noise in terms of numbers of properties affected. A small number of properties close to the scheme may be adversely affected, however acoustic fencing will be provided where required. The scheme will also result in a reduction in noise levels elsewhere as a result of changes in traffic flows and speeds on the local road network. With mitigation in the form of a low noise road surface, the overall noise impact of the scheme is expected to be slight beneficial.

Changes in air pollution levels due to the new road are expected to be neutral. Upon opening, the road results in a reduction in pollution emissions by improving traffic flow in the area. In the future there is expected to be an increase in emissions however this is associated with traffic from the new development rather than the road scheme.

Water Environment impacts have been assessed and a surface water management strategy has been produced which proposes the use of attenuation basins, swales and flow control devices. The effect of the road scheme on the water environment (water resources and flood risk) is not considered significant.

The scheme will lead to positive social impacts, in particular by reducing traffic through the residential area of Highweek. The scheme will benefit all road users through improved journey time reliability and safety. 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.

There is an estimated saving in greenhouse gas emissions from road traffic in the wider geographic area of over 4,700 tonnes of CO₂ over 60 years, compared to the without scheme scenario.

These figures do not take account of the anticipated switch to sustainable modes as a result of the development coming forward with local community facilities. 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 3,849 tons. From the estimated annual savings once the scheme is operational it would take around 55 years for the construction impact to be paid back.

Once complete, the scheme will enable much improved access by public transport. In particular it will enable a circular bus route connecting the development to the A382 and A383 corridors, Newton Abbot Town Centre and other key locations.

The scheme includes segregated pedestrian and cycle facilities along the length of the road. A cycle route has recently been constructed on the A383 and construction has started on the A382 Corridor Improvement scheme which features new pedestrian and cycle facilities. Improvements will also be made to other local roads to provide attractive pedestrian and cycle connections to Houghton Barton. Together these will form a comprehensive cycle network linking the development to a range of locations.

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/houghton-barton-link-road/>, which Members will need to consider for the purposes of this item.

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. The scheme cost is capped at approximately £7.4 millions.

A high-pressure gas main is present in the north of the site. Extensive discussion has been held with Wales and West Utilities and the mitigation required has now been agreed.

There are a number of legal agreements required to be in place in order to proceed with the scheme. All parties are cooperating, and the agreements are currently being drafted. The status of these will be given as a verbal update to the Cabinet meeting.

Bloor Homes are responsible for the submission of their planning application by 24th March 2020. Without this the LEP will consider withdrawing their funding.

An agreed and signed Unilateral Undertaking to enable Bloor to repay the potential £2.5m funding gap has to be submitted by the end of March 2020.

There is a funding risk that planning permission is not granted for the Bloor Homes development and that they do not pay the funding contribution identified in the UU. This risk is proposed to be mitigated by DCC and TDC underwriting the cost.

The completion of Phase 3 of the link road is required to achieve the objectives of the scheme. There is a risk that planning permission is not granted and the development does not come forward, resulting in the link not being completed by the developer to the A383. However, DCC has planning permission for a route through to the A383 so this could be delivered by DCC in the future subject to funding. This is a site allocated in the Local Plan, so it is also reasonable to assume that another developer would come forward and submit a successful application for development and completion of the road.

12. Public Health Impact

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

The safety benefits of the scheme have been estimated at a saving of 92 accidents over a 60-year appraisal period.

The social benefit for the residents of Highweek will be significant due to reduced traffic through this area.

The noise and air quality impacts from the scheme are expected to be neutral.

The scheme provides new pedestrian and cycle facilities which will give residents of the new Houghton Barton development opportunities for sustainable travel from the site to key locations and provide leisure travel opportunities.

13. Reason for Recommendation

The scheme enables the Houghton Barton development to come forward with early provision of infrastructure and assists with the mitigation of the transport impacts of the development on the local highway network. The scheme is funded primarily by a combination of LEP

growth deal and developer contributions. However, there is a funding gap which requires Devon County Council and Teignbridge District Council to underwrite the funding gap which is to be recovered under a Unilateral Undertaking subject to planning permission being granted. 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
Head of Planning, Transportation and Environment

Electoral Divisions: Newton Abbot North

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

Local Government Act 1972: List of Background Papers

Contact for enquiries: Samantha Bearder

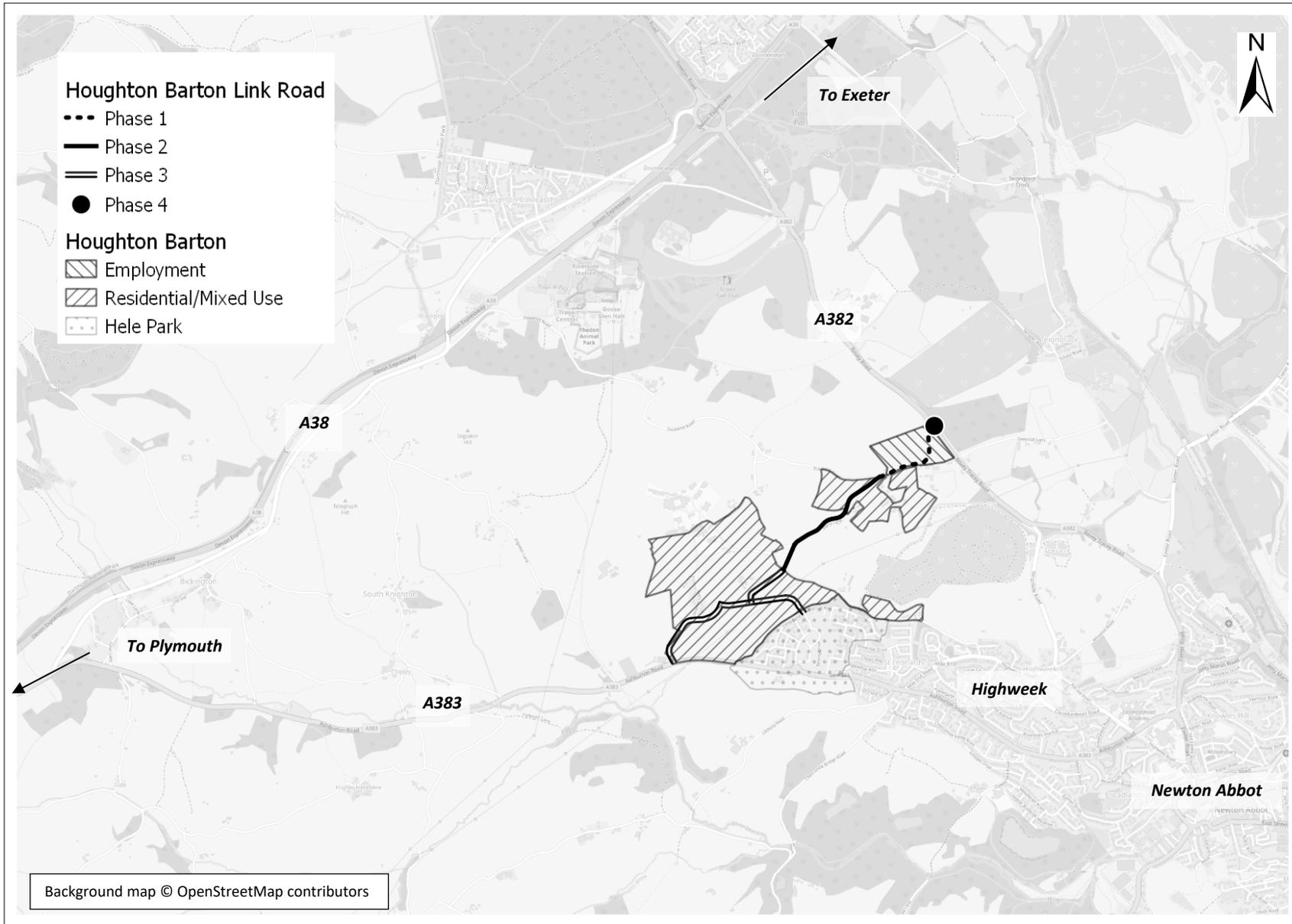
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Background Paper	Date	File Ref.
Impact Assessment	February 2020	https://www.devon.gov.uk/impact/houghton-barton-link-road/
Options Assessment Report	October 2018	https://devoncc.sharepoint.com/:b/s/PublicDocs/Highways/EZ4ZtK0_FVROpVT6CNnV8a8B5iR6b74X254ITHDU2gYywQ?e=q6h16m

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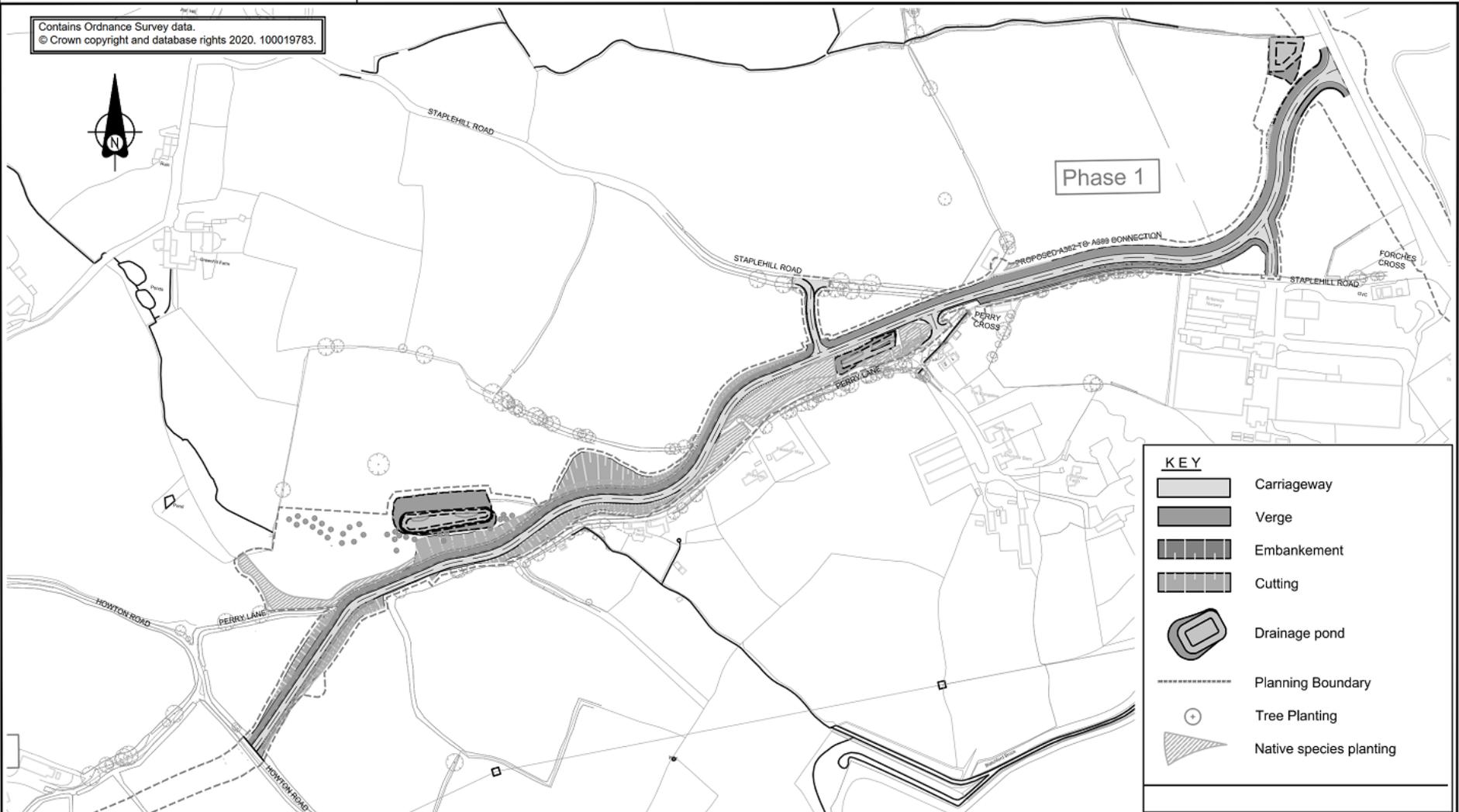
Appendix 1 to PTE/20/3 – Location Plan



Appendix 2 to PTE/20/3 – Scheme Drawing

Roads A4 FRAME Committee landscape - Version 2.0

Contains Ordnance Survey data.
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Phase 1

PROPOSED A382 TO A383 CONNECTION

PERRY CROSS

FORCHES CROSS

PERRY LANE

HOWTON ROAD

Cabinet

job/title/proposal

date
Feb 2020

scale
Not to Scale

number
B11004/ 27

A382 to A383 LINK ROAD
PHASE 1 & 2 GENERAL ARRANGEMENT



Engineering Design Group

Appendix 3 to PTE/20/3 – Letter from Bloor Homes



LW/IK/011.19

Fergus Pate
Principal Delivery Officer
Teignbridge District Council
Forde House
Newton Abbot
TQ12 4XX

Dear Fergus Pate,

HOUGHTON BARTON, NEWTON ABBOT

I write to you to provide reassurance that the planning application is progressing well for the NA1 allocated site, and the detailed element of a hybrid application is to be submitted in November 2019 with an expected decision date of December 2020.

Bloor and Redrow Homes and their Highway Consultants, Clarkebond have been working closely with Devon County Council (DCC) and Teignbridge District Council (TDC) to agree and advance matters ahead of the planning submission later in the year.

A Transport Assessment and Travel Plan to support the planning application is well advanced. A detailed review of the existing highway conditions has been undertaken By Clarkebond including the collection of baseline traffic survey data, highway boundary data, topographical survey, and the analysis of personal injury collision data and 2011 Census datasets including 'Resident and Workplace populations', 'Car Ownership Levels' and 'Travel to Work' data. A detailed review of the local, regional and national policy and guidance affecting the allocation and the surrounds has been finalised, with confirmation that no new policy or documentation is likely to come forward in 2019. Traffic Generation estimates are agreed.

SATURN Modelling has been undertaken with DCC, detailed accessibility modelling for pedestrians and cyclists is complete, and a review of the local public transport options including bus and rail has been completed and discussions held with DCC and Stagecoach.

Furthermore, through various meetings with DCC, the proposed walking and cycling strategy through the development and linking to the Hele Park allocation, has been agreed.

The Phase One layout has been designed and agreed through extensive consultation and meetings with pre-planning teams at DCC. The concept and locations of the bat crossings for the NA1 allocation has also been agreed.

The project team is engaged with DCC and the development layout, including phasing of each parcel of land and the number of dwellings per parcel, as well as the site access options, are currently ongoing matters of discussion.

Post decision, based on the timescales set out above, we would anticipate road construction commencing in Q1 2021, with through connection on the link road (ie completion to Howton Lane) prior to the occupation of the second phase of development, anticipated Q4 2025.

I trust the above provides sufficient reassurance that the planning application work is progressing well. We would welcome the opportunity to discuss any of the contents of this letter further, if required.

Yours Sincerely

A handwritten signature in black ink, appearing to be 'Isaac Kibblewhite', written over a horizontal line.

Isaac Kibblewhite
Land Director

For and on behalf of Bloor Homes South West Limited

