Transport Capital Programme 2021/22 and 2022/23: Update and Proposed Allocation

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 the Cabinet be asked that

- (a) Budgets are allocated to the Local Transport Plan Integrated Transport Block (LTP ITB) schemes in 2021/22 and 2022/23 as set out in Appendix 1, noting the level of overprogramming planned;
- (b) Approval is given to enhance the 2021/22 capital programme in respect of the New Stations Fund awarded to Marsh Barton station, by £3.108 million funded from external grant, £46,666 external contributions and £164,609 from developer contributions and enhance 2022/23 by £240,000 funded from developer contributions and £27,000 funded from external grant. The schemes are listed on page 3 of Appendix 1;
- (c) Amendments to the Integrated Block allocations are delegated to the Head of Planning, Transportation and Environment in consultation with the Cabinet Member for Climate Change, Environment and Transport, and the Cabinet Member for Highway Management.

1. Summary

This report provides an update on the capital programme covering the current financial year and seeks approval for a two-year transport capital programme covering the financial years 2021/22 and 2022/23 (excluding maintenance).

2. Background

The Transport Capital Programme sets out the short-term priority for investment in transport infrastructure. It builds on long-term commitments as detailed in adopted strategies such as Local Plans, the Local Transport Plan, the Multi-Use Trail and Network Strategy, and the Transport Infrastructure Plan.

Climate Emergency

In May 2019, Devon County Council declared a climate emergency. Transport has a significant role to play; currently, 29% of all carbon emissions in Devon are generated by transport. The Capital Programme builds on the change seen in national policy to support action against the climate emergency by ensuring that a range of sustainable transport schemes are included across the county, such as walking, cycling and public transport.

There are challenges associated with delivering sustainable transport interventions in predominantly rural areas and it is recognised that private vehicles will be relied on by many. The Capital Programme allocates some funding towards electric vehicles and car clubs in order to support these journeys being as sustainable as

possible. Furthermore, where highway schemes are necessary, these will be developed as multi-modal projects that provide benefits to a range of users.

Recent Developments

The previous proposed allocation for the Transport Capital Programme was taken to Cabinet in April 2020, covering the financial years of 2020/21 and 2021/22. However, since then there have been a number of significant developments that have changed the position of the transport capital programme.

The past year has been exceptional with the additional challenges and restrictions as a result of the pandemic. This has had impacts on the transport industry, affecting supply chains and resourcing. As a result, some cost increases and programme slippages have been observed. There remains some uncertainty as to the long-term effects of this on the industry as a whole. However, Devon have continued to progress the Transport Capital Programme and have shown an ability to deliver schemes despite the challenging circumstances.

In addition, as part of the pandemic national response, expected funding opportunities from central Government were reallocated. Whilst this impacted some long-term infrastructure funding sources, it also brought forward new opportunities for funding. Devon demonstrated adaptability in the changing circumstances to secure funding for transport schemes across the county.

Government policy has also evolved in the past 12 months, whilst still supporting housing delivery and economic growth there is a strong focus being put on addressing decarbonisation and the climate emergency. In particular, there has been a drive to raise the ambition for increasing active travel and bus usage in the interests of health, the environment and the economy. New national strategies, Bus Back Better, Gear Change and the Transport Decarbonisation Plan, provide clear guidance as to how transport systems should be evolving across the country. In order to access Government funding going forwards, authorities are expected to demonstrate how they are complying with the latest strategies.

Integrated Transport Block

The Integrated Transport Block (ITB) settlement from Government for 2021/22 is £3.628 million. Although not yet confirmed, it is anticipated that the ITB settlement for 2022/23 will be similar.

Some of the ITB funds are used to secure other external sources of grant funding needed to deliver the transport infrastructure priorities across the County. Any funding available from both the ITB and from developer contributions remains under significant pressure to both help develop schemes for bid opportunities and to help provide the necessary match funding for their delivery.

Existing Government and Other Body Funding Schemes

Devon County Council has a strong track record of successfully levering in external funding sources, often through competitive bidding processes. This funding is vital in maximising the potential for delivery given the modest annual ITB funds and addressing the resultant significant funding gaps. Details of the extensive list of existing funding sources successfully secured are listed below:

Fund	Description	Total
Growth Deal	Administered by the Heart of the South West LEP. The A382-A383 Houghton Barton Link Road at Newton Abbot (£2.87 million) and Marsh Barton Rail Station (£4.37 million) commenced works in 2021.	£7.2m
Large Local Majors (LLM) Fund	Department for Transport funds for exceptionally large local schemes. North Devon Link Road commenced works in February 2021.	£60m
Major Road Network (MRN) Fund	Department for Transport funds for schemes on the Major Road Network that have been prioritised by Sub-National Transport Bodies. The A382 Drumbridges to Newton Abbot recently had funding announced.	£38m
Housing Infrastructure	Grant funding secured towards the South West Exeter development.	£55m
Fund (HIF)	Work continues to support District Councils on their successful HIF schemes for Cullompton Eastern Relief Road, Tiverton Eastern Urban Extension Phase 2, Dawlish Urban Extension Link, and the A361 Landkey junction.	£25m
Safer Roads Fund	Improvements on A3121 (South Hams) and A3123 (North Devon). Construction due to start later in 2021 on the A3123 and remaining elements of the A3121.	£4m
Emergency Active Travel Fund Tranche 1 & 2	Department for Transport funds released in 2020 as part of the pandemic response. Temporary measures (revenue) and permanent measures (capital) were successful in securing funds to support active travel in Devon.	£1.047m
New Stations Fund	Department for Transport confirmed Marsh Barton Station would receive £3.1 million from the New Stations Fund. Construction commenced in 2021.	£3.1m
Future High Streets Fund	Ministry of Housing, Communities & Local Government District Councils to support transform underused town in Newton Abbot and Barnstaple. Funding agreement finalised with Teignbridge District Council for delivery transport elements. No transport elements are included North Devon Council submission.	n centres nt to be of ded in the
Heritage Action Zone	Historic England funds to boost economic growth usi historic environment as a catalyst. Mid Devon District have been successful in securing funds for Cullompt funding agreement is to be finalised.	ct Council on; a
	Total	£193.3m

Emerging Government Funding Schemes

In order to continue delivering transport infrastructure, additional funding opportunities to enhance the capital programme will continue to be sought. Due to the competitive nature of many of the sources, the level of external funding, timing and eligible schemes is yet unknown. However, the proposed Transport Capital Programme gives an indication of the schemes to be prioritised, should suitable

funding opportunities be available and ITB allocations will provide a source of match funding.

The potential funding sources that may provide funds in 2021/22 and 2022/23 are as follows:

- Peninsula Transport Sub-National Transport Body: It is expected that Government will increasingly look to Sub-National Transport Bodies to submit prioritised strategic transport bids, such as the Major Road Network Fund in July 2019. The intention is to submit a Strategic Outline Business case for a major upgrade to the swing and lifting bridges over the river Exe on the A379 between Countess Wear and Matford Roundabouts. The bridges are becoming dilapidated, and this will result in lane closures unless action is taken in the coming years. The Strategic Outline Business Case will also include improvements to pedestrian and cycle infrastructure.
- Active Travel Fund: Local Authorities were invited to bid for funds to support ambitious cycling and walking schemes in August 2021. A bid was submitted by Devon County Council totalling an ask of £2.49 million. These schemes are part of the Exeter Transport Strategy cycle plans, the 'missing link' between Ilfracombe and Barnstaple on the Tarka Trail, and include in Newton Abbot an improved link to the rail station. Also planned is an expansion of Devon's shared e-bike network, crossing upgrades to provide safer routes to schools and green lane cycle improvements to improve access to the city from Exeter 'fringe' settlements. The package would encourage modal shift to cycling and walking for short journeys, resulting in carbon, air quality and congestion benefits. A decision is expected later this year.

Area	Scheme	Description	Total Cost	DfT Bid
Exeter	E9 (Magdalen Road & Dryden Road)	Convert temporary schemes to permanent	£1.1m	£0.64m
North Devon	Ilfracombe to Barnstaple	Delivery of missing link on the Tarka Trail	£1.125m	£0.625m
Newton Abbot	Town Centre to Rail Station	Improve links between the town centre and rail station, plus quiet routes & modal filters	£0.355m	£0.305m
Countywide	E-bike network expansion	Expansion of e-bikes along Exe Estuary and Coastal towns	£0.207m	£0.101m
Exeter	Rifford Road	Bidirectional cycle path	£0.850m	£0.550m
Countywide	Green Lanes	Improved green lanes connecting settlements to wider active travel opportunities	£0.100m	£0.06m
North Devon	Crossing Upgrades	Upgrading crossing at Pilton Causeway and Chaloners	£0.200m	£0.106m
Exeter	Modal filters	Road Modal filters in residential areas	£0.15m	£0.1m
		Total	£4.087m	£2.49m

- Levelling Up Fund: In June 2021, Cabinet gave approval for the submission of Levelling Up Fund bids incorporating a contribution of up to £5.7 million within a £92 million programme. Three bids (Okehampton, Cullompton and Exmouth) were submitted, with two (Teign Estuary Trail and Lee Mill) to be developed for the second tranche of funding.
- Plymouth and South Hams Freezone: The 2021 Budget announced Plymouth and South Devon as a candidate for 'freeport' status. The freeport bid was prepared by Plymouth City Council in partnership with South Hams District Council and Devon County Council. An Outline Business Case is being prepared for September 2021, if accepted by Government a Full Business Case will be submitted November 2021. DCC is inputting to the business case work and considering infrastructure requirements to deliver the Freeport proposal.

3. Proposal

The proposed Transport Capital Programme is detailed in Appendix 1. It includes a range of schemes across the county covering different transport modes. During its development, consideration has been given to the cost, deliverability and availability of external match funding of individual schemes to ensure the programme represents value for money overall. The programme continues to support local strategies, such as Local Plans, the Local Transport Plan, the Transport Infrastructure Plan and the Cycling and Multi-Use Trail Strategy, as well as being cognisant of new national strategies such as the Transport Decarbonisation Plan, Bus Back Better and Gear Change.

The County Council has been able to demonstrate a strong track record of working with partners to secure significant levels of external funding from a range of different grant opportunities. It is expected that additional external funding will need to be added to the transport capital programme over the period 2021/22 – 2022/23. In addition to the confirmed and anticipated grant funding sources outlined below, it is anticipated that there may be further opportunities to enhance the transport capital budget over the period 2021/22 – 2022/23.

The programme contains an extensive, ambitious and diverse range of schemes. The scale of which could result in resourcing implications. Should this be the case, those schemes that best reflect Devon County Council's strategic priorities, including addressing the climate emergency and supporting economic growth, will be the focus for funding opportunities and resource allocations.

4. Options/Alternatives

Continue with current approved programme

The 'do nothing' alternative to the proposed allocation would be to continue with the programme as approved in April 2020. However, since then, there have been a number of significant changes both in terms of policy and funding opportunities that have disrupted the programme. Therefore, approval of an updated programme would ensure the capital programme allocations reflect the most recent strategic priorities.

Alternative programme allocations

Funding could either be reallocated across the programme or rediverted to other schemes. However, the proposed programme has been developed taking into account the availability of funding sources and reflecting the priorities identified in established strategies including the Devon and Torbay Local Transport Plan, Local Plans, Transport Infrastructure Plan and Cycling and Multi-Use Trail Network Strategy. The programme seeks to achieve the greatest balance of economic, environmental and societal benefits to the communities and businesses in Devon.

5. Consultations/Representations

In addition to the consultations undertaken for the Local Plans and Local Transport Plan, consultation for individual schemes will be considered as part of the approval process through Highways and Traffic Orders Committees (HATOCs) and Cabinet where appropriate.

6. Financial Considerations

LTP ITB grant budget of £7.223 million for 2021/22 has been allocated. The allocations total £8.282 million, an overprogramming of £1.059 million. The 2022/23 LTP ITB budget has been assumed at £3.628 million (per 2021/22), plus £1 million carried forward from 2020/21, which totals £4.628 million. The allocations total £5.54 million, which results in overprogramming of £0.912 million. However, historically a number of schemes tend to slip during the year, therefore an overspend is not anticipated. In addition, a number of external funding sources could potentially be secured during the programme, relieving the LTP ITB requirement for some schemes. Spend will be monitored throughout the year and if an overspend were to materialise, this will be the first call on the following year's LTP budget.

The LTP is supplemented by funding from other external sources, such as developer contributions and specific grants. The total proposed programme totals £120.205 million across financial years 2021/22 and 2022/23. This includes funding of £104.529 million from external sources including grants and developer contributions.

Devon County Council funding is £3.826 million, which is already included in the approved capital programme.

It is anticipated that additional external funding may need to be incorporated into the programme later in the financial year, subject to determination of external funding bids.

7. Legal Considerations

There are no specific legal considerations. Where relevant these are considered in reports on individual schemes.

8. Environmental Impact Considerations (Including Climate Change)

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.

Transport has an important role to play in tackling the climate emergency, and schemes are developed with this in mind. The programme aspires to align with the Department for Transport's recently published Transport Decarbonisation Plan and the interim Devon Carbon Plan, providing a Devon transport system with a range of sustainable travel options. This includes tackling areas with poor air quality, alleviating congestion, promoting public transport and encouraging modal shift for short journeys by providing a high-quality active travel network. The County continues to deliver infrastructure to support transition to electric vehicles and car clubs to make private car usage as environmentally efficient as possible.

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

10. Risk Management Considerations

This programme has been assessed and all necessary safeguards or action have been taken to safeguard the Council's position. The overall programme includes a degree of over programming to allow for slippage.

Individual schemes will consider specific risks in relevant Cabinet and HATOC reports.

11. Public Health Impact

The programme includes considerable investment in providing infrastructure to support new housing, sustainable travel, supporting an increase in physical activity and a decrease in carbon emissions and greenhouse gases. An allowance in the programme has also been made for schemes addressing Air Quality Management Areas and road safety where the public health benefit will be greatest.

Individual schemes will consider specific public health impacts in relevant Cabinet and HATOC reports.

12. Conclusion

The proposed transport capital programme balances the availability of funding sources with local and national policy to give a clear focus for the 2021/22 and 2022/23 financial years. The proposed programme is extensive and ambitious which comes with its own challenges. The programme takes advantage of utilising external funding sources where possible to deliver impactful change to the transport system, taking into account environmental, economic and societal needs.

Dave Black Head of Planning, Transportation and Environment

Electoral Divisions: All

Cabinet Member for Climate Change, Environment and Transport: Councillor Andrea Davis

Cabinet Member for Highway Management: Councillor Stuart Hughes

Local Government Act 1972: List of Background Papers

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Background Paper Date File Reference

Nil

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Appendix 1 to PTE/21/31

Countywide & Major	Total £,000	2021/22 £,000	2022/23 £,000
Active Travel			
Larkbear - Seven Brethren Barnstaple Pedestrian Cycle Bridge	21	6	15
Sherford Pedestrian Cycle Bridge	5	-	5
Public Transport	,		
Devon Metro - Marsh Barton Rail Station	11,863	9,613	2,250
Devon Metro - Bere Alston to Tavistock Railway	100	100	-
Countywide Bus Waiting Facilities	200	100	100
Countywide Bus Real Time Information Systems	50	-	50
Countywide Bus Contactless Payment Systems	100	50	50
Road Safety			
CSR Cluster Sites	245	45	200
CSR Routes	40	-	40
CSR Safer Roads Fund A3121	1,129	1,129	-
CSR Safer Roads Fund A3123	2,022	2,022	<u>-</u>
Multi-Modal Highway Improvements			
A382-A383 Houghton Barton Link Road	5,732	5,732	
South West Exeter Housing Infrastructure Fund (HIF)	31,680	11,480	20,200

Countywide & Major Multi-Modal Highway Improvements continued	Total £,000	2021/22 £,000	2022/23 £,000
main medal riighway improvemente commucu	10141 2,000	2021/22 2,000	2022/20 2,000
A361 NDLR North Devon Link Road Improvements	46,228	21,743	24,485
South Devon Highway	5,004	3,500	1,504
A382 Widening Newton Abbot Phase 1	485	485	-
A382 Widening Newton Abbot Phase 2	2,957	2,121	836
Dinan Way Extension Exmouth	216	159	57
Lee Mill, Ivybridge A38 Sliproad	330	280	50
Cullompton Town Centre Relief Road	319	319	-
Tiverton EUE	13	8	5
Bridge Road	840	340	500
Miscellaneous Works (eg electrification and car clubs)			
Car clubs - Exeter, Barnstaple and Newton Abbot	90	45	45
Electric Vehicles	40	20	20
Minor schemes and post scheme costs	36	31	5
Total	109,745	59,328	50,417

Exeter & East Devon Growth Point	Total £,000	2021/22 £,000	2022/23 £,000		
Active Travel					
Exeter Strategic Cycle Routes	1,367	1,147	220		
Pinn Lane Footway Scheme	118	118	-		
B3174 London Road footway/cycleway enhancements	182	182	-		
Magdalen Road Access measures	272	212	60		
Key W&C Routes - Exeter Cycle Parking	55	30	25		
Bartholomew Street West, Exeter - One Way	26	26	-		
Exeter to Cranbrook Cycle Route	83	83	-		
Countess Wear - Rydon Lane Crossing	11	11	-		
Clyst Valley Multiuse Trail	60	20	40		
A3052 Hill Barton / Crealy Improvements	10	-	10		
Ringswell Avenue / Ribston Avenue Footway	32	32	-		
Queen Street, Exeter	375	75	300		
Public Transport					
Pinhoe Rail Station Car Park Interchange	250	250	-		
Exeter Bus Priority Measures	75	25	50		
Newcourt Way, Exeter Bus Facilities	27	27	-		

Exeter & East Devon Growth Point Public Transport continued	Total £,000	2021/22 £,000	2022/23 £,000
Exeter Bus Station Information Boards	150	150	-
Multi-Modal Highway Improvements			
Long Lane Enhancement	2,913	2,352	561
Exeter Moor Lane Roundabout	44	44	-
B3184 Airport Access Road Widening	10	10	-
Clyst Road to Topsham Road	5	5	-
Heavitree Road Improvements	15	-	15
Miscellaneous Works (eg electrification and car clubs)			
Exeter Science Park, Park and Change	49	49	-
Clapperbrook Lane Improvements	50	-	50
Pinhoe Access Strategy measures	175	50	125
E-Bikes	140	90	50
Minor schemes and post scheme costs	87	86	1
Total	6,581	5,074	1,507

Market & Coastal Towns	Total £,000	2021/22 £,000	2022/23 £,000	
Active Travel				
Seaton to Colyford Multiuse Trail	710	660	50	
Tarka Multiuse Trail	440	290	150	
Teign Estuary Multiuse Trail	303	163	140	
Ruby Way Multiuse Trail	90	65	25	
Pegasus Way Bridleway\Multiuse Trail	69	30	39	
Exe Estuary Multiuse Trail	310	310	-	
Drakes Multiuse Trail	39	14	25	
Newton Abbot East/West Cycle Route	284	284	-	
Ogwell to Newton Abbot Cycle Route	172	42	130	
Sidbury to Sidford Walking & Cycle Route	63	13	50	
NCN28 Newton Abbot to Kingskerswell Cycle Route	18	8	10	
Barnstaple, Old Torrington Road Pedestrian Cycle Route	133	133	-	
Cycle Parking Facilities for Market Towns, Schools and Employers	147	97	50	
Pedestrian Crossings (Barnstaple, Crediton, Bovey Tracey and Tiverton)	278	278	-	
Newton Abbot Future High Street Fund	247	47	200	
Meeth Quarry to River Torridge	40	40	-	

Market & Coastal Towns Active Travel continued	Total £,000	2021/22 £,000	2022/23 £,000
B3213 Exeter Road, Ivybridge Shared Use Path	-	1	-
Stover Way and Wray Valley Trail	140	100	40
Mines Road Streetlighting	25	25	-
Heart of Teignbridge LCWIP Interventions	100	-	100
Taw Pedestrian Cycle Bridge	112	2	110
Old Barnstaple Road Streetlighting	10	-	10
A39 North Road Cycleway	30	-	30
Chaloners Road Crossing	63	50	13
Clovelly Road Footway	20	-	20
Public Transport			
Newton Abbot Rail Station Pedestrian Bridge	61	56	5
West Devon Transport Hub	133	133	-
Road Safety			
Countywide Newton Abbot 20mph Pilot Project	90	40	50
School Safety Schemes	417	217	200
A361 Tarka Holiday Park	38	19	19
Kingskerswell 20mph Zone	61	61	-

Market and Coastal Towns Road Safety continued			
Crogg Lane, Uplyme Footway Improvements	60	-	60
Shorelands Roundabout	30	30	-
Multi-Modal Highway Improvements			
Western Road, Ivybridge, Air Quality Improvements	207	207	-
Slapton Line Minor Road Network Improvements	109	9	100
Liverton Business Park Entrance	100	100	-
Ermington Road, Ivybridge Widening	53	53	-
Lyme Road, Axminster	50	-	50
Larkbear Access	20	-	20
Okehampton Rail Reopening Station Road Works	30	30	-
Cedars Roundabout, Barnstaple	25	25	-
Miscellaneous Works (eg electrification and car clubs)			
Other air quality improvement measures in AQMA's	159	109	50
Starcross Access Package	70	25	45
Minor schemes and post scheme costs	295	290	5
Total	5,851	4,055	1,796

Programme Summary	Total £,000	2021/22 £,000	2022/23 £,000
Countywide & Major	109,745	59,328	50,417
Exeter and East Devon Growth Point	6,581	5,074	1,507
Market and Coastal Towns	5,851	4,055	1,796
Overprogrammed	(1,971)	-1,059	-912
Total	120,205	67,397	52,808

Funded by	Total £,000	2021/22 £,000	2022/23 £,000
Integrated Block	11,851	7,223	4,628
Developer & External Contributions	15,287	13,946	1,341
Grant	89,242	43,307	45,935
DCC Resources	3,826	2,922	904
Total	120,205	67,397	52,808
Budget	115,369	64,078	51,291

Enhancements to Capital Programme	Total £,000	2021/22 £,000	2022/23 £,000
External Grant			
Marsh Barton Station (New Stations Fund)	3,108	3108	
Expected LTP ITB increase	27		27
Developer Contributions	1		
Pinhoe Access Strategy Measures	175	50	125
Tiverton EUE Phase 1	5		5
Taw Pedestrian/Cycle Bridge	112	2	110
Cedars Roundabout	25	25	
Shorelands Roundabout	21	21	
Exeter Strategic Cycle Routes	35	35	
Exeter to Cranbrook Cycle Route	11	11	
Ringswell Avenue / Ribston Avenue Footway	21	21	
External Contributions			
Newton Abbot Future High Streets Fund	47	47	
Total	3,586	3,319	267