

**Teignbridge District Council
Council
28 April 2022
Part 1**

Funding for the A382 Jetty Marsh Link Road

Purpose of Report

To approve a funding contribution of £600,000 from the Community Infrastructure Levy towards delivery of the Jetty Marsh pedestrian, cyclist and vehicular link road between Newton Abbot Hospital and the Bovey Tracey Road (A382)

Recommendation(s)

The Committee RESOLVES to:

- (1) Approve a contribution of £600,000 towards the new link road between Newton Abbot Hospital (West Golds Way) and the A382; and
- (2) Delegate authority to the Head of Place and Commercial Services to complete a funding agreement with Devon County Council associated with the contribution and take such other actions as may be necessary to make the payment.

Financial Implications

The financial contribution of £600,000 is detailed in 4.1 below and is a provision within our existing capital programme approved in the budget setting papers in February 2022.

Martin Flitcroft, Chief Finance Officer and Head of Corporate Services
Email: martin.flitcroft@teignbridge.gov.uk

Legal Implications

No further advice provided but legal implications are addressed at Section 4.

Risk Assessment

Key risks are already addressed at Section 4.
Fergus Pate, Principal Delivery Officer
Email: fergus.pate@teignbridge.gov.uk

Environmental/ Climate Change Implications

Environmental implications are addressed at Section 4.
William Elliott, Climate Change Officer
Email: william.elliott@teignbridge.gov.uk

Report Author

Fergus Pate, Principal Delivery Officer
Email: fergus.pate@teignbridge.gov.uk

Executive Member

Executive Member for Planning, Cllr Gary Taylor

Appendices

Appendix 1 – Map illustrating progress with improvements to the A382 corridor.
Appendix 2 – General arrangement of the Jetty Marsh Link
Appendix 3 – Letter from Devon County Council requesting funding
Appendix 4 – Equality Impact Assessment

Background Papers

Teignbridge Capital Programme 2022/23
[Devon County Council Cabinet: A382 Drumbridges to Newton Abbot \(October 2021\)](#)

1. Introduction

- 1.1 Ongoing upgrades to the A382 corridor are a priority for Teignbridge Council, as reflected in the Council Strategy and 2013–2033 Local Plan. Devon County Council is also focussed on improving the route between the A38 and Newton Abbot town centre, as well as bringing forward a connection through Houghton Barton from the A382 to the A383. A funding contribution of £600,000 is required to help deliver an important new link between Newton Abbot Hospital (West Golds Way) and the Bovey Tracey Road (A382).

2. Progress with the A382 improvements

- 2.1 Phase 1 of the A382 improvement programme, between Forches Cross and Whitehill Cross, was completed in 2021. Teignbridge made a £5.1 million contribution towards works with a total value of £13.2 million. The works were undertaken by contractors acting for Devon County Council and Teignbridge's contribution was funded through the Community Infrastructure Levy (CIL).
- 2.2 Since then, work has commenced on phase 1 of the Houghton Barton Link Road with both councils proactively forward funding £2.5 million of the £7.4 million cost in advance of developer contributions. £38.12 million has also been secured from government to upgrade the remainder of the A382 Drumbridges to Newton Abbot route.
- 2.3 The total extent of improvements in the area is illustrated on the map at Appendix 1
- 2.4 The upgrades already benefit from planning permission and include a new link road, known as the Jetty Marsh Link (or Jetty Marsh 2). The Jetty Marsh Link will include a new

roundabout at Whitehill Cross and a pedestrian, cyclist and vehicular route will be created onward to Newton Abbot Hospital and the town centre as shown at Appendix 2.

- 2.5 Through the recent grant of planning permission for new homes at the Sibelco Berry Knowles site, land was secured to deliver the Jetty Marsh Link and fill material for advance works to construct the embankment has been offered to Devon County Council for £600,000. This cost is lower than the overall cost of importing material from elsewhere.

3. Funding requested

- 3.1 Whilst the government's £38.12 million grant to Devon County Council funds the majority of the Link and the remainder of the improvements planned for the A382 road, a 15 per cent local contribution is required, amounting to £6.73 million. Devon County Council secure funding for the majority of this local contribution but anticipate that around £1.5 million will need to be sourced by Teignbridge from developer contributions, including £600,000 for the Jetty Marsh Link land and fill material.
- 3.2 The decision in hand is about funding the £600,000 contribution through CIL. Any additional contribution from Teignbridge would be for a future report and decision. A letter from Devon County Council requesting the funds is included at Appendix 3.

4. Implications, Risk Management and Climate Change Impact

Financial

- 4.1 There is an existing provision in Teignbridge's Capital Programme for the £600,000 contribution to be made during 2022/23. This report reflects that provision.
- 4.2 The A382 improvements will help to support new housing development planned for the area and associated increases in CIL, New Homes Bonus and council tax income.

Legal

- 4.3 A funding agreement will need to be completed between Teignbridge Council and Devon County Council, committing the council and its CIL funds to the contribution. The councils already have experience of this approach and have exchanged and completed similar funding agreements in the past, including in relation to Marsh Barton Station, School improvements and phase 1 of the A382 scheme.
- 4.4 It is proposed to delegate authority to the Head of Place and Commercial Services to finalise and complete the funding agreement with Devon.

Equality

- 4.5 The decision in hand is about funding a project that has already been approved through existing strategies, including the Council Strategy and Local Plan. The recommendation is consistent with an existing approved strategy, it is not considered that there have been material changes that would lead to different equality impact assessment conclusions. No further equality impact assessment is required.

Risks

- a) *Full Business Case is not approved and the wider scheme does not move forward*
- 4.6 The proposed funding contribution is towards earthworks needed to construct the Jetty Marsh Link. The embankment that will be created needs time to settle before the

carriageway, pedestrian and cycle route are created. These advance works would take place before the final business case for the wider scheme has been approved by the Department for Transport (DfT), who are providing the majority of funding for the wider A382 programme. There is therefore some risk that the proposed earthworks and Teignbridge's contribution would be abortive.

- 4.7 However, the link already benefits from planning permission, an Outline Business Case has already been approved by DfT and a recent government audit of the overall programme resulted in an overall endorsement of the scheme to date. It should also be noted that the County Council's local contribution towards the programme would be sufficient to take the Jetty Marsh Link from initial earthworks to completion, even in the unlikely event that the DfT funding were to fall away and the remaining programme elements could not be delivered. All of this helps to mitigate and minimise the risk that Teignbridge's funding contribution would not be useful and effective.
- 4.8 The land agreement with Sibelco is time bound and the offer expires in May 2022. It does not allow for the land transfer and fill material payment to be deferred until later in the DfT process.

b) Community Infrastructure Levy income reduced or delayed

- 4.9 The Community Infrastructure Levy (CIL) is a charge on new development (principally housing development) that helps to fund infrastructure improvements. CIL is collected when development commences and the rate of income therefore reflects the pace of development across the district.
- 4.10 By way of illustrating the value of CIL, the recently approved development of up to 135 homes at Berry Knowles (adjacent the Jetty Marsh Link) is expected to generate at least £1.6 million, even though 50 per cent of the approved dwellings will be affordable housing or custom and self-build (both of which are exempt from CIL).
- 4.11 Where Teignbridge's Capital Programme identifies projects that are expected to be funded through CIL, assumptions have already been made about the anticipated pace of development and rate of income from the Levy. If allocated development proposals are refused, become stalled or are delayed for some other reason, the amount of CIL income will reduce and the Capital Programme may need to be recast. This could impact on our ability to fund important infrastructure improvements.
- 4.12 However, Teignbridge is already holding sufficient CIL to fund the £600,000 contribution without impacting on other committed capital programme projects.

Environmental / Climate Change Impact

- 4.13 As part of the planning application process, environmental considerations for the whole scheme were assessed through an Environmental Impact Assessment. This took into account biodiversity, landscape, noise, air quality, water environment and social impacts.
- 4.14 Devon County Council are developing a Carbon Management Plan for the A382 improvements scheme in line with guidance from the Department for Transport and PAS 2080, the British Industry Standard for the management of infrastructure carbon. The Carbon Management Plan documents the strategy to reduce carbon emissions throughout the lifetime of the infrastructure. Through the detailed design process, they are identifying and investigating areas where carbon reductions may be possible, including in relation to materials, methods of construction or operational activities and further reductions during the construction and operation of the scheme will be sought

- 4.15 Carbon will be quantified using the County Council's Carbon Calculation Tool. The tool has been used to calculate a baseline carbon figure based on the preliminary designs and 2019 methods and practices for construction and operation. Devon are currently agreeing a carbon reduction target for the scheme.
- 4.16 Formal monitoring of progress against the target will be undertaken at the end of the design stage, during construction, at the end of the construction stage and as part of the scheme monitoring one and five years after scheme opening. At these points in time, carbon reductions that have been identified and implemented will be incorporated into the Carbon Calculation Tool to provide an updated figure for carbon emissions generated and predicted for the construction and operation of the scheme.
- 4.17 One of the advantages of the proposed contribution is that it will secure fill material for the embankment from the immediate vicinity, reducing the environmental impacts associated with importing material to site from further away.

5. Alternative Options

Do Nothing

- 5.1 Despite having identified the A382 improvements and Jetty Marsh Link as a council priority it would be open for Teignbridge to decline Devon's request for funding. There is some risk that the Jetty Marsh element of the scheme would be delayed and that the County Council would not be able to find alternative funds needed to acquire the land and fill material from Sibelco through the existing, time limited, land agreement process. In this scenario, the scheme cost may increase and acquisition of the land might need to come about through further negotiation and an alternative time-consuming process that may involve Devon making use of their land acquisition powers.
- 5.2 The implications of a do-nothing approach could be significant for the Jetty Marsh Link. More broadly, there could also be reputational damage for the council. Failure to provide funds that have been included in our capital programme could impact on the County Council and other external funders' appetite for co-funding further infrastructure schemes across Teignbridge.

Reduced contribution

- 5.3 It would similarly be open for the council to propose a reduced contribution but the implications of doing so, whilst less pronounced, would be similar to those of making no contribution.
- 5.4 The overall budget for outstanding improvements on the A382 corridor is £45 million and it is anticipated that Teignbridge will be asked to provide £1.5 million, including a further £900,000 that may be requested at a future date. This equates to a 3.3% contribution in total which, whilst a significant sum of money, is not a particularly high proportion for a CIL collecting authority to contribute to such a strategic infrastructure priority.

Delayed Contribution

- 5.5 As described in Section 4, delaying any contribution would put acquisition of the required land and fill material at risk; adding potential delays, costs and complexity to the overall programme.

6. Conclusion

- 6.1 The proposed A382 Jetty Marsh Link Road £600,000 contribution reflects Teignbridge's approved capital programme. Making the contribution will take advantage of a time limited opportunity to secure land and fill material needed for the link to be constructed.

Appendix 1 – Map illustrating progress with improvements to the A382 corridor



