

Supporting Information and Impact Assessment

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| Service / Policy: | Integrated Transport Block Capital Funding – Scheme Business Cases |
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| Version: | 3 | Date: | 13 September 2017 | Author: | Adam Luscombe |
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Section 1: Background Information

1. What is the proposal / issue?

The Local Transport Plan Devon and Torbay Strategy 2011-2026 (LTP) provides the framework for transport investment within Torbay. This was adopted by Council in February 2011. The vision of the LTP is that:

“...Torbay’s transport system will offer business, communities and individuals safe and sustainable travel choices. The transport system will help to deliver a low carbon future, a successful economy and a prosperous, healthy population living in an attractive environment.”

The Local Transport Implementation Plan 2016-2021 (LTIP), adopted in October 2016, set out how investment would be made in the transport network across Torbay over the next 5 years. However, whilst there were some committed schemes, there was an allocation of funding which remained. This report, and the business cases attached in Appendix 2, seek approval for the strategic allocation of that funding and the process for approval of specific schemes.

2. What is the current situation?

The following schemes are committed within the LTIP (adopted by Council in October 2016):

Fleet Street

- The scheme was approved by Council as part of the previous implementation plan and this commitment secures the final phase between Swan Street and the “GPO” roundabout. It does not include works to the roundabout.
- Works will be carried out in early 2018, beginning on site in January.

Western Corridor

- This scheme was prioritised by the LEP Local Transport Board in July 2013 and approved for Growth Deal funding in July 2014.
- Long standing commitment of the Council having featured in Local Plans and Local Transport Plans since at least 1995.
- The scheme is delivered in phases covering (1) Churscombe Cross to Spruce Way, (2) Kings Ash Road junction with Waterleat Road, (3) Brixham Road junction with Borough Road to junction with Roselands Drive, (4) Brixham Road junction with Roselands Drive to junction with

Long Road, and (5) Windy Corner.

- Phases (2) and (4) are complete, with phase (1) currently on site. Phase (3) was broken into two elements, the first has been completed and the second is currently out to tender with a start date expected in the autumn. It is expected that phase (5) will be delivered in 2018.
- Funding includes LEP Growth Deal, DfT Pinch Points, Developer Contributions (S.106 and S.278), and Council resources.
- Currently there is a funding shortfall to deliver this scheme due to changes in project scope and detail of the initial estimate. As a result a business case has been provided in Appendix 2 seeking approval as part of this report for additional funding to deliver the scheme.

Torquay Gateway

- This scheme was prioritised by the LEP Local Transport Board and approved for Growth Deal funding in July 2014.
- The scheme is also delivered in phases covering (1) Scott's Bridge junction, (2) Newton Road Lowes Bridge junction to junction with Shiphay Lane, (3) Crownhill Rise to Shiphay Lane Shared Use Path, (4) Marldon Road Gallows Gate junction.
- Phases (1), (3) and (4) are complete, phase (2) is in the design stage and expected to commence in 2019. The scope of works at Scotts Bridge has since been increased with a view to upgrade the signals. This is expected to be completed this financial year.
- Funding includes LEP Growth Deal, DfT National Productivity and Investment Fund, Local Sustainable Transport Fund, Developer Contributions (S.106), and Council resources.

Edginswell Station

- This scheme was prioritised by the LEP Local Transport Board and approved for Growth Deal funding in July 2014.
- Work has progressed through the Network Rail approvals process (GRIP) to a stage of Option Selection and initial design (Stage 3).
- Planning Permission has been granted.
- The funding application to New Stations Fund (Department for Transport and Network Rail jointly administered) was unsuccessful. However, the council were advised that the scheme met the initial criteria and that it has a good strategic case. Concerns were however raised over the cost of the project.
- The Council have been invited to meet with the Department for Transport and Network Rail, in October, to discuss ways in which the station may be delivered and the cost reduced.

Torquay Town Centre Access

- This scheme was prioritised by the LEP Local Transport Board and approved for Growth Deal funding in July 2014.
- The scheme is delivered in phases covering (1) Reversal of traffic flow on Union Street through Torre, (2) Alteration to signals at Tor Hill Road/Tor Church Road/Abbey Road junction, (3) Morgan Avenue, (4) Brunswick Square Crossing
- Funding includes LEP Growth Deal, Developer Contributions (S.106), and Council resources.
- Phase (1) is complete, and phase (2) has been implemented but is in a review period. Phases (3) and (4) are scheduled for the end of the

summer/autumn 2017.

Torquay Railway Station

- The scheme specifically relates to the installation of new toilet facilities on the up platform at Torquay Station.
- A successful funding application was submitted in 2015 through Great Western Railway's 'Customer and Communities Improvement Fund'.
- Great Western Railway are responsible for the delivery and the significant portion of funding. The Council have agreed to provide some match funding.
- Delivery is expected in 2018 but is dependant on a separate Network Rail led scheme at the Station for the installation of lifts.

Safety/Congestion/Engineering work

- This committed allocation supports the implementation of Road Safety schemes and minor schemes to relieve congestion or improve traffic flow.
- There is ongoing work from this funding commitment.

These projects collectively committed £2.421m over the 5 year investment period.

The approved LTIP also allocated £0.329m towards the development of schemes, including the business cases, funding applications and necessary design work. As this is capital funding it should be directly attributable to a scheme delivery and there needs then to be some assurance that the scheme will be taken forward, subject to the final business case and a deliverable design.

Over the 5 years the Council expects to be allocated £5.315m in total, £1.063m per annum.

The Council have not, at this time, made any decision on how to invest the remaining £2.55m.

The report, including this supporting information and other appendices, specifically identifies the need for further investment in the Western Corridor in order to deliver the scheme, and initial investment in Torquay Road/Rathmore Road Junction (Grand Hotel) to cover design and project development costs. It also sets out the strategic business cases (Healthy Mobility/Access for All; Network Resilience and Management Tools; Rail/Bus Infrastructure) and proposes an allocation towards supporting access to employment and education sites, detailing areas for investment, rather than specific schemes which will need further development. Further information on these proposals is set out below:

Western Corridor

- Scheme detail as noted above and more detail is available in Appendix 2.
- Additional allocation sought to complete the final phases at Kings Ash Road (on site) Yalberton Road junction (tenders returned) and Windy Corner (programmed for delivery in 2018).
- The complete scheme supports significant growth opportunities in Paignton and Brixham.
- The business case has continued support from Local Transport Board.

Torbay Road/Rathmore Road

- To develop the proposals for a new junction layout.
- Improving safety and reducing maintenance liabilities.

- Junction improved for all users.
- The business case is included in Appendix 3.

Healthy Mobility and Access for All

- The proposal makes the strategic case for providing improved pedestrian and cycle infrastructure, supporting people to choose healthy modes of travel and providing an improved quality of infrastructure to those who rely on these modes.
- The schemes will directly support town centre regeneration projects.
- Through provision of new infrastructure it can reduce the maintenance need on existing.
- Directly supports Council policies in planning and public health.
- The schemes can improve the accessibility across Torbay for all, including those persons of reduced mobility.
- There will be close interaction with other proposals as this will often form an integral element of any scheme.
- The business case is included in Appendix 4.

Transport Network Resilience and Management Tools

- The schemes will target key infrastructure that impact on the resilience of the network.
- Improve access and minimise disruption at times of road closures or incidents.
- Improve efficiency, safety and reliability of diversionary routes.
- Reduce maintenance demands.
- Improve knowledge base using monitoring and modelling to support future interventions, enhancements and business case development.
- Provision of new traffic signals and advanced warning systems to reduce traffic congestion.
- Investment in monitoring equipment to better manage traffic flow.
- The business case is included in Appendix 5.

Rail and Bus Infrastructure

- Within this allocation it is likely that a scheme involving the rail and bus stations in Paignton, delivering on the town centre regeneration proposals, will be included.
- A scheme is also likely to involve enhanced bus interchange facilities on Long Road, supporting both South Devon College (in accordance with their Planning Agreement for expansion) and employment development in the area.
- It is also expected that ongoing work to improve the facilities at bus stops and access to bus services, and to support the rail industry to provide improved facilities at existing train stations, will be included.
- The business case is included in Appendix 6.

Access to Employment and Education sites

- To directly support investment and growth opportunities by providing the necessary infrastructure to unlock sites and make developments accessible.
- Such employment access schemes could include access to Claylands; development of scheme to improve access to/from Broomhill Way.
- Such education access schemes could help to provide on highway improvements to access and/or provide connections to new or existing

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| | <ul style="list-style-type: none"> education facilities. • Closely linked to other areas of investment set out above. <p>Developing schemes and business cases throughout the lifecycle of the funding ensures flexibility in the system that can react to the needs at the time to use the resources to best effect. Balancing investment in new infrastructure against increasing demands on the maintenance budget is crucial. Considering all aspects of a proposal, not least the condition of existing assets and maintenance/management of the new asset in the future, can ensure that additional maintenance burdens are not incurred.</p> <p>Approval is sought to pursue the schemes in Appendices 2 ~ 6 and seeks delegated approval to spend capital monies in accordance with those business cases to the Executive Head of Business Services in consultation with the Executive Lead for Planning, Transport and Housing following professional officer's advice.</p> |
| <p>3.</p> | <p>What options have been considered?</p> <p>Extensive consultation was carried out as part of the LTP and LTIP development and this highlighted schemes that were considered necessary in order to create a balanced transport network that could support Health and Prosperity across Torbay.</p> <p>An option was considered to present specific schemes but investment is needed in the business cases before that can be achieved. Instead an in principle approval is sought at this stage based on the strategic business cases in Appendices 2 ~ 6.</p> <p>Officers would also recommend additional investment in network modelling and monitoring equipment throughout Torbay to enable higher quality business cases to be produced with accurate data, as well as supporting new investment and third parties wishing to invest in Torbay. However, detailed proposals and costs and not known at this stage but would be funded in the development costs of schemes moving forward, through the recommended delegated approval to the Executive Head of Business Services in consultation with the Executive Lead for Planning, Transport and Housing.</p> <p>There can be many changing factors in transport over 5 years where funding may be required, such as to support a new development as yet unknown. Approval of the strategic cases allows for the flexibility in the funding envelopes to invest where and when appropriate to do so.</p> |
| <p>4.</p> | <p>How does this proposal support the ambitions, principles and delivery of the Corporate Plan 2015-19?</p> <p>The investment in, and development of, a balanced transport network ensures Torbay is prosperous and healthy going forward. The transport network, when balanced, serves economic growth and supports a healthy and safe environment and lifestyle choices for residents, businesses and visitors.</p> <p>This will require commitment to a variety of projects, modes and scales, building</p> |

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| | <p>on the major highway scheme investment in the South Devon Highway, Torquay Gateway and Paignton Western Corridor.</p> <p>The projects meet the Mayor’s ambitions of creating a prosperous and healthy Torbay as they:</p> <ul style="list-style-type: none"> • address and tackle lifestyle issues in Torbay’s population which can cause ill health, • promote economic development by improving access to existing parts of Torbay, and • stimulate new economic opportunities across Torbay. <p>In particular the projects will support the following targeted actions of the Corporate Plan:</p> <ul style="list-style-type: none"> • Targeted Action 2 (Working towards a more prosperous Torbay) of which the following specific actions are relevant: <ul style="list-style-type: none"> • Continue delivery of the Local Plan and associated growth • Deliver the Corporate Capital Plan • Deliver transport improvements around Torquay Gateway • Create vibrant and attractive town centres through the delivery of Masterplan projects (including Torquay and Paignton town centres). • Targeted Action 3 (Promoting healthy lifestyles across Torbay) by helping to deliver the Healthy Weight Strategy and Physical Activity Strategy to increase activity and reduce sedentary behaviour in adults and children • Targeted Action 4 (Ensuring Torbay remains an attractive and safe place to live and visit) by: <ul style="list-style-type: none"> • helping to deliver capital schemes to improve the highways and transport network and be proactive in seeking new funding to improve infrastructure and support the economic growth of Torbay • helping to deliver a new Tourism Strategy for Torbay. • Targeted Action 5 (Ensuring Torbay remains an attractive and safe place to live and visit) by helping to deliver capital schemes to improve the highways and transport network and be proactive in seeking new funding to improve infrastructure and support the economic growth of Torbay. |
| <p>5.</p> | <p>Who will be affected by this proposal and who do you need to consult with?</p> <p>All users of the transport network in Torbay will be affected by changes. Public consultation has previously been undertaken in the development of the LTIP.</p> <p>Proposals will be well linked across internal Council functions and external partners. Internally scheme promoters will work across the highways, planning, regeneration and inward investment, health, asset management, sports, culture teams. Promoters will also work externally with transport operators, the community development trust, disability support Torbay, south west coast path, Sustrans and other organisations and special interest groups relevant to projects at the time. This ensures that the correct proposals are targeted at the right time in order to achieve the ambitions, principles and delivery of the Corporate Plan.</p> |
| <p>6.</p> | <p>How will you propose to consult?</p> |

Two previous rounds of public and stakeholder consultation have been carried out, in November/December 2015 and August 2016 regarding the development of the new Implementation Plan. Responses to the consultation have helped inform an appraisal of schemes by officers and subsequently the final version of the plan, alongside further discussion with Council Members and Senior Officer engagement. The results of first consultation can be found in Appendix 7, accompanied by the consultation document.

The consultation methods for both rounds of consultation included targeted letters and e-mails to persons on Torbay Council's Spatial Planning consultation database (which includes statutory consultation bodies, local groups and stakeholders as well as persons who have specifically registered) as well as wider promotion to the general public through press releases being made available on the Council's website and through visible communication methods such as the display of posters in Torquay Town Centre. A questionnaire was developed as part of the consultation.

Section 2: Implications and Impact Assessment

7. What are the financial and legal implications?

In October 2016 Council approved the commitment to fund schemes 1 ~ 7 in the table below. In October 2016, Council approved £220,000 towards Western Corridor (scheme 8) which was necessary to complete an earlier phase. The table below proposes to increase that allocation by £1,780,000 to £2,000,000. This decision will therefore allocate all of the remaining Integrated Transport funding over the 5 year period from April 2016 to March 2021, to the schemes 8 ~ 13.

Given that it is now 18 months into this funding period some of the allocation has been spent or committed. An indication of the progress and commitment to date is provided in the table. Further information about each scheme/business case is set out within Section 2 and within the relevant appendices.

The full five year investment fund would be broken down as follows:

| Scheme/Business Case | | Allocation | Progress/Commitment |
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| 1 | Fleet Street | £ 800,000 | Committed by Council Oct 2016. Required to complete the scheme. |
| 2 | Torquay Gateway | £ 495,000 | Committed by Council Oct 2016. Required to match the LEP contribution and complete the scheme. |
| 3 | Edginswell Station | £ 175,000 | Committed by Council Oct 2016. Part spent. Up to £50,000 committed. |
| 4 | Torquay Town Centre Access | £ 165,000 | Committed by Council Oct 2016. Part spent. Remainder required to match the LEP contribution and complete the scheme. |
| 5 | Torquay Railway Station | £ 30,000 | Committed by Council Oct 2016. Required to match GWR investment |
| 6 | Safety/ Congestion/ Engineering work | £ 535,000 | Committed by Council Oct 2016. Part spent. £107,000 committed each year |
| 7 | Business Case Development | £ 290,000 | Committed by Council Oct 2016. Funding not spent or committed. |
| 8 | Western Corridor | £ 2,000,000 | £220,000 committed by Council Oct 2016. Remainder required to complete the scheme. |
| 9 | Junction Upgrade at Torquay Rd/Rathmore Rd (Strategic Case) | £ 50,000 | New business case proposal. Funding not spent or committed. |
| 10 | Healthy Mobility (Strategic Case) | £ 200,000 | New business case proposal. Funding not spent or committed. |
| 11 | Rail and Bus Infrastructure (Strategic Case) | £ 200,000 | New business case proposal. Funding not spent or committed. |
| 12 | Transport Network Resilience (Strategic Case) | £ 250,000 | New business case proposal. Funding not spent or committed. |
| 13 | Employment and Education Access | £ 125,000 | New business case proposal. Funding not spent or committed. |

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| | <table border="1" data-bbox="308 152 1439 188"> <tr> <td data-bbox="308 152 767 188">Total</td> <td data-bbox="767 152 951 188">£ 5,315,000</td> </tr> </table> <p data-bbox="308 226 1439 461">Other funding, such as Section 106 and other developer led funding or competitive Government grants, will be continuously explored to ensure that best value for money can be achieved from the funding above. Where other funding can support the above schemes a reduction in the allocation may be possible. Circumstances may also arise where more can be achieved through the delivery of a major scheme where the council needs only to find match funding, rather than incrementally addressing an issue and spending more from the allocations above.</p> <p data-bbox="308 495 1439 663">Existing departmental revenue budgets assume officer posts across the Council (particularly in Spatial Planning, Highways, Natural Environment and the TDA) are funded, at least in part, through this funding. This is claimed as fees from the development of the capital schemes. There would be a revenue budget pressure in all of these service areas if these schemes, or similar schemes, do not progress.</p> <p data-bbox="308 696 1439 831">The highway authority has a statutory duty to maintain the public highway to a safe standard. Whilst there is no specific duty upon a highway authority to improve its network, there are specific statutory duties in respect of reducing collisions and improving road safety.</p> <p data-bbox="308 864 1439 931">The schemes will support the Council with its statutory responsibilities relating to highways management:</p> <ul data-bbox="355 931 991 1144" style="list-style-type: none"> • Highways Act 1980 • Transport Act 2000 (and Transport Act 2008) • Countryside and Rights of Way Act 2000 • Road Traffic Regulation Act 1984 • New Roads and Street Works Act 1991 • Traffic Management Act 2004 | Total | £ 5,315,000 |
| Total | £ 5,315,000 | | |
| <p data-bbox="156 1211 188 1245">8.</p> | <p data-bbox="308 1211 592 1245">What are the risks?</p> <p data-bbox="308 1279 1161 1312">The following key risks will require management in any project:</p> <ul data-bbox="355 1335 1439 1626" style="list-style-type: none"> • Cost of Solutions – the cost of implementing the identified solution exceeds estimate leading to requirement for additional funds • Condition of Asset – the condition of the asset, is worse than anticipated leading to potential increase in time and costs of project • Resources – initially projects would look to use internal resources (with TDA engineering support), however if further external support is required the Council would use its partner engineering consultant where necessary. This could have an increase on the costs. <p data-bbox="308 1659 1439 1727">Specific schemes will produce and maintain a Risk Register to identify, manage and monitor the risks associated with the project.</p> <p data-bbox="308 1760 1439 1906">The key risk concerns not approving the business cases and supporting the investment. Transport projects take time to develop, design and implement and any delay could have consequences in relation to securing wider investment and economic growth, as well as promoting healthier transport opportunities.</p> | | |
| <p data-bbox="156 1973 188 2007">9.</p> | <p data-bbox="308 1973 983 2007">Public Services Value (Social Value) Act 2012</p> <p data-bbox="308 2040 1342 2074">A highways works framework is in place as well as the agreement with Tor2</p> | | |

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| | <p>covering the procurement of services and works. This has been frequently utilised and would continue to be. The business cases demonstrate that the investment will improve the economic, social and environmental well-being of Torbay.</p> |
| 10. | <p>What evidence / data / research have you gathered in relation to this proposal?</p> <p>A detailed evidence base for the Local Transport Plan Strategy can be found on the Council's website (www.torbay.gov.uk/local-transport-plan). In addition, other evidence based documents such as the Joint Strategic Needs Assessment and the evidence base for the Local Plan has been used to inform this proposal.</p> <p>Fundamentally, the approach recommended in the business cases is based on using the evidence base which the Council has available to understand the transport needs of Torbay. It uses the evidence to develop the business cases and schemes, and carries out monitoring and evaluation of schemes during and after delivery which will in turn inform future project development and needs assessment. This is a method of project development based on good practice in terms of taking an evidence-based approach to delivering best outcomes</p> |
| 11. | <p>What are key findings from the consultation you have carried out?</p> <p>Consultation has been carried out on two separate occasions, in December 2015 and August 2016. Consultation responses showed that consultees supported investment in schemes which assist walking and cycling (highest priority), public transport (2nd highest priority) and private vehicles (3rd highest priority). Therefore it is recommended that councillors, in considering the implementation plan and the business cases, acknowledge the public's views and invest across modes to provide a balanced transport network. 72 separate ideas for schemes were put forward as part of the consultation and a wide range of responses were received in terms of priority for those individual schemes.</p> |
| 12. | <p>Amendments to Proposal / Mitigating Actions</p> <p>The LTIP features a change in emphasis from previous versions of the plan in terms of developing projects to take an evidence-based approach and a more detailed project development strategy involving additional resource to be expended on the development of business cases. This approach responds to the need for projects to be integrated with the delivery of Council investment elsewhere in the built environment and deliver outcomes which ensure transport infrastructure is best meeting Corporate Plan priorities. This flexible approach can be accommodated through approval of the Strategic Business Cases.</p> |

Equality Impacts

| 13 | Identify the potential positive and negative impacts on specific groups | | |
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| | Positive Impact | Negative Impact & Mitigating Actions | Neutral Impact |
| Older or younger people | Ensuring that the transport network is accessible to all, including improved infrastructure at public transport hubs and stops, has a positive impact on this group | | |
| People with caring Responsibilities | | | There is no specific impact |
| People with a disability | Ensuring that the transport network is accessible to all, including improved infrastructure at public transport hubs and stops, has a positive impact on this group | | |
| Women or men | | | There is no specific impact |
| People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i> | | | There is no specific impact |
| Religion or belief (including lack of belief) | | | There is no specific impact |
| People who are lesbian, gay or bisexual | | | There is no specific impact |
| People who are transgendered | | | There is no specific impact |
| People who are in a marriage or civil partnership | | | There is no specific impact |
| Women who are pregnant / | | | There is no specific impact |

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| | on maternity leave | | | |
| | Socio-economic impacts (Including impact on child poverty issues and deprivation) | Enabling improved access to the transport network and connections to employment and health facilities will have a positive impact | | |
| | Public Health impacts (How will your proposal impact on the general health of the population of Torbay) | Providing healthier travel (particularly through improved walking and cycling infrastructure) environments will enable people to be naturally healthy | | |
| 14 | Cumulative Impacts – Council wide (proposed changes elsewhere which might worsen the impacts identified above) | <p>The investment opportunities through Regeneration of the Town Centres will be key to maximising the benefits of this transport investment. Not doing either could have negative consequences and worsen the impacts identified above.</p> <p>Not investing in a balanced transport network can have detrimental impacts on the public health agenda and targets across Torbay. Encouraging healthy mobility and ensuring journeys can be made sustainably with a choice for users is key.</p> | | |
| 15 | Cumulative Impacts – Other public services (proposed changes elsewhere which might worsen the impacts identified above) | <p>The Government Walking and Cycling Strategy promotes Council's to invest in Walking and Cycling infrastructure and to understand the need in the area. A lack of investment through the integrated transport funding would not be in support of the Government agenda.</p> | | |

