Impact Assessment





Assessment of: North Devon Link Road Proposals for Improvement		
Service:	Planning, Transportation & Environment	

Head of Service:	Dave Black
Date of sign off by Head Of Service/version:	26/09/17 Version 8 (Post Consultation)
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Section 1 - Background

Description:	Devon County Council is developing a scheme to improve the section of the North Devon Link Road (NDLR) between Borner's Bridge Junction on the A361 north of South Molton and Buckleigh Road junction on the A39 north of Bideford.The proposed NDLR Strategy includes junction improvements and widening of sections of the A361 between Borner's
	Bridge Junction at South Molton and Heywood Road Roundabout at Bideford. The horizontal and vertical alignments generally follow the existing alignments with widening mostly on one side of the existing road to achieve the required extra width.
	The total length of the scheme, from Buckleigh Road Roundabout to Borner's Bridge, is 32km. Over this length, sections of road widening are proposed for 23kms between Westleigh Junction and Filleigh Cutting (just east of West Buckland Junction).
	Carriageway improvements would comprise a combination of two lanes in one direction and one lane in the other, alternating every few kilometres to allow for overtaking (known as wide single carriageway standard WS 2+1) and two lanes in each direction with a central double white line (known as urban four lane single carriageway standard 2+2).
	Improvements would be to eight junctions that are known to experience safety issues and congestion during peak periods. As a result of the scheme all uncontrolled right turn movements across the NDLR would be removed.

	The scheme is currently being progressed to a preferred option stage so that an application can be made to the Department for Transport (DfT) to fund the scheme.
Reason for change/review and options appraisal:	Reason for change/review:
	The NDLR is the key strategic link connecting northern Devon to the rest of the country via the M5. Locally, there has been a long term concern that the strategic transport connections to the northern Devon area are unsuitable for a developing economy. This has resulted in considerable pressure from the public, businesses and politicians for improvements to the road network. The northern Devon area has one of the lowest levels of economic performance in the country and there has been concern that poor connectivity is a key limitation to unlocking growth.
	The NDLR is predominantly single carriageway with limited opportunities for overtaking, has junctions with safety issues and limited scope to facilitate economic development.
	These issues lead to problems such as:
	 Significant congestion at the key junctions, particularly at peak times; Fluctuating journey times and perception that there is a lack of reliability between northern Devon and the wider transport network, especially the national network key access points at Junction 27 of the M5 and Tiverton Parkway railway station, particularly in the peak season. Higher than average accident severity rate for collisions that occur on the NDLR when compared to other A roads in Devon; and Poor network resilience, meaning even small scale works or incidents result in a road closure.
	Improvements to the NDLR would facilitate Devon County Council's Strategic aims , which are to:
	 enhance the economic prosperity and competitiveness of northern Devon, both nationally and in line with other areas of Devon; and support housing and employment development opportunities in northern Devon
	Options appraisal:
	An initial set of objectives for the NDLR scheme were defined in the Options Assessment Report dated October 2016.
	These objectives were refined at a Value Management workshop attended by key stakeholders. The agreed current objectives for the scheme are:
	 Reduce journey times for commercial and non-commercial journey purposes: - Between Barnstaple and Bideford: significant congestion occurs at the key junctions on the corridor particularly at peak times; and

 Between M5 and Barnstaple: to improve connectivity and perception of uncertain reliability between northern Devon and the wider transport network, including key access points to the national transport network (mainline stations at Tiverton Parkway, and Junction 27 of the M5), particularly in peak season. Improve highway safety through reducing the rate of fatal and serious accidents on the NDLR. Accidents occur at various locations due to overtaking and junctions. Improve network resilience through reducing the effects of accidents and incidents on the NDLR. The nature of the road at 7.3 meters wide means even small scale works or incidents result in a road closure.
These objectives are to be achieved whilst minimising adverse social and environmental impacts and, where possible, achieving net benefits.
Following a public consultation in July 2016, the need for a scheme was agreed (with 95% of respondents agreeing the need for improvement to the road), and it was concluded that improvements to links and junctions between Bideford and South Molton should be presented as the preferred scheme option in the Strategic Outline Business Case submitted to the Department for Transport in late 2016. The process of deciding the preferred option is detailed further in the SOBC, which available on the scheme website: <u>https://new.devon.gov.uk/ndlr/project-documents</u>
Following the submission of the SOBC, further work was undertaken to develop the scheme option. Further details of the process used to develop the scheme option for assessment is provided in Chapter 4 of the Technical Appraisal Report available on the scheme website: <u>https://new.devon.gov.uk/ndlr/project-documents</u>
A public consultation on the scheme option was held between the 9 th June, 2017 and the 28 th July, 2017.
Following the consultation further work was undertaken to identify a strategy for the improvement of the NDLR including:
 Assessment of the suggested alternative proposals that emerged from the public consultation to define the updated scheme proposals; and Distillation of the salient issues from a framework of many factors including costs, benefits and impacts on people and the environment in order to select The Scheme to be recommended for inclusion in the OBC.
Further details of the process used to identify a strategy for the improvement and select The Scheme is provided in the Public Consultation Report and Scheme Selection Report available on the scheme website: https://new.devon.gov.uk/ndlr/project-documents

Section 2 - Key impacts and recommendations

Social/equality impacts:	Details of the social/equality impacts are provided in Chapters 6 and 7 of the Technical Appraisal Report and the Environmental Assessment Report available on the scheme website: https://new.devon.gov.uk/ndlr/project-documents In summary: Property, Land and Businesses: Where possible the scheme would be constructed within the highway boundary. Where land is required, there would be some impact on agricultural land due to land take, severance, increased management time resulting from altered field layouts and reduction in income from basic payment scheme. Properties may be affected where the widening is on that side of the road due to increased visibility and potential increase in noise. Properties may be devalued. Beneficial effects would result from the proposed improvements for businesses from improved access and improved journey times for business activities. Pedestrians/cyclists/equestrians and other travellers: The scheme could affect a number of footpaths that cross the A361/A39 These would require consideration during the next design stage. Beneficial effects would result from the improved provision for pedestrians at Borner's Bridge Junction, Bishop's Tawton and Heywood Road Roundabouts. Safety: Increasing safe overtaking opportunities and removing right turns would reduce accidents. Driver stress: Improved alignment, improved overtaking opportunities, better separation and reduced accidents would reduce driver stress
Environmental impacts:	A comprehensive assessment of the anticipated environmental effects of the scheme is provided through an Environmental Assessment Report. The report is available on the scheme website: https://new.devon.gov.uk/ndir/project-documents . In summary: As the scheme is predominantly within the corridor of the existing road the largest adverse environmental impact will be during construction and at the year of opening. In the long term, the environmental effects will be neutral to slight adverse in the majority of cases. Air quality: The overall influence of the scheme on vehicle emissions in the area is slight and highly unlikely to lead to significant changes in local air quality. Cultural heritage: The highest environmental impacts will be on Castle Hill Registered Park and Garden during construction and operation due to the proposed overbridge at the West Buckland junction. At this stage the effect is likely to be Moderate Adverse significant in the long-term. However, the level of impact will be reduced providing the overbridge is located to the West of the existing junction and the embankment is integrated into the existing landscape and screened appropriately by guaranteed offsite mitigation planting and advance planting. Landscape: 8 visual receptors including residential, workplace and transport routes are likely to experience Moderate Adverse significant effects at and beyond the design year. A crossing for non-motorised users will also be provided. The type and location of the crossing will be identified at the next stage so that it doesn't significantly impact on visual receptors (such as adjacent residential properties) and compromise the integration of the improved junction into the existing the landscape.

	 Nature Conservation: Effects during construction are predicted on the Taw-Torridge Estuary Marine Conservation Zone, Bishop's Tawton County Wildlife Site and on Rumsam Marshes Unconfirmed Wildlife Site. Adequate ecological mitigation will be required at West Buckland Junction to mitigate the loss of woodland. Noise: Varying impacts between Negligible and Minor increases in noise impact levels. There are no properties currently predicted to show Moderate or Major impacts at this stage. Water Quality: Potential impacts from the proposed scheme are generally considered Negligible. There is potential for minor, temporary impacts, during construction. During the operational phase, it is considered that the proposed scheme would result in betterment to the existing attenuation and treatment of highway runoff as well as reduce accidental spillage related pollution risk. Flood risk: During the operational phase, due to the embedded design measures, including the improvements delivered by the highway drainage scheme, it is anticipated that there would be no significant effects. Groundwater: No significant impacts on abstractions are predicted. Geology and Soils: When adopting standard mitigation measures the environmental effects with regard to geodiversity and contaminated land are considered neutral with the exception of the construction of cuttings, embankments and bridge footings in areas of significant superficial deposits, which present a risk of instability and / or consolidation. A range of mitigation principles and strategies will be used to reduce negative effects on the environmental Impact Assessment process.
Economic impacts:	Details of the economic impacts are provided in Chapter 8 of the Technical Appraisal Report available on the scheme website: https://new.devon.gov.uk/ndlr/project-documents
Other impacts (partner agencies, services, DCC policies, possible 'unintended consequences'):	Key Organisations, particularly statutory bodies such as the Environment Agency, Natural England, Historic England, North Devon Council, Mid Devon Council and Torridge District Council, whose interests will be affected by the scheme, have been engaged as key stakeholders throughout the design process and have formally, responded to the public consultation. Details of their response is provided in the Public Consultation Report available on the scheme website: <u>https://new.devon.gov.uk/ndlr/project-documents</u>
	During construction there will, unavoidably, be some short term delays to road users of the NDLR which may have knock- on consequences for nearby parts of the county road network. However, this potential impact is considered to be outweighed by the benefits offered by the scheme.
	Traveller safety and the risks associated with traffic management will be assessed throughout the scheme development.
How will impacts and actions	Reduced journey times as a result of increased speed will be monitored through traffic monitoring data.

be monitored?	Accidents will continue to be recorded and monitored.	
	Relevant impacts during the construction period, such as dust emissions, noise impacts and potential impacts on water quality will be monitored by the appointed contractor, and overseen by regulatory agencies, with remedial measures deployed as necessary.	
	A programme of post construction monitoring and mitigation will form part of the detailed scheme proposals and will be a requirement of the formal planning process.	

Section 3 - Profile and views of stakeholders and people directly affected

People affected:	The scheme will affect everyone travelling along the NDLR between Bideford and South Molton and all users of the side roads adjoining the NDLR. As a key strategic route, it is relevant to road users at a national, regional and local scale. 85% of respondents to the 2017 public consultation agreed there was a need to improve the NDLR between South Molton and Bideford.
	It will also affect local residents directly affected by land acquisition and those indirectly affected by visual impact and noise, change in vehicle movements, etc.
	Information was gathered from the directly and indirectly affected landowners during the public consultation phase. Their views are summarised as follows:
	 Residents living at Oatlands Avenue, between Portmore and Bishop's Tawton Roundabouts, Holmacott and Swimbridge are concerned that widening closer to their properties would: Increase noise pollution Increase air pollution Increase visibility of the NDLR Devalue property
	They are also concerned about blight.
	 There are concerns that the proposed West Buckland Junction would impact the historic landscape of the Castle Hill Estate.
Diversity profile and needs assessment of affected people:	Given the nature of the scheme, it would have no impact on the diversity profile of affected people. Consideration has been given to non-motorised users, rather than focussing on vehicles alone.
	The adequacy of the current proposals was tested through public consultation, the results of which influenced the selection of The Scheme and is also likely to result in changes to the detailed design of the scheme.
Other stakeholders:	Members of the public and organisations were given the opportunity to express their views on the scheme via an online consultation and at public exhibitions. The results of the public consultation are provided in the Public Consultation Report available on the scheme website: <u>https://new.devon.gov.uk/ndlr/project-documents</u>
	A Communications Plan has been produced which identifies Key Stakeholders, other stakeholders and consultees including local councils, specialist interest groups, businesses and organisations. Key Stakeholders include the Environment Agency, Natural England, Historic England, North Devon Council, Mid Devon Council and Torridge District Council. Consultation with Key Stakeholders has been undertaken throughout the scheme development process,

	including:
	 Meeting with individuals; Seeking comment on the Environmental Scoping Report; Attendance at a VM workshop; and Providing formal responses during the public consultation.
	Neither the Environment Agency nor Natural England have any objections to the proposed improvements, however Historic England has serious concerns regarding the proposed new junction at West Buckland, as it is likely to result in significant harm to a number of designed vistas at the grade I Listed landscape of Castle Hill Estate.
	Both Torridge District Council and North Devon Councils support the proposals, whilst Mid Devon District Council are disappointed that the proposals no longer include the Mid Devon District.
Consultation process:	Online and exhibition events were chosen to enable the widest practical public demographic to be consulted, especially considering the geographic spread of potential road users. Four exhibitions and a week-long unmanned exhibition were held. Alternative formats of documents and assistance for those who needed this was available at exhibitions or on request through the Customer Service Centre channels.
	In addition to the above public consultation, letters were sent to the owners / occupiers of land directly affected by the scheme proposals. A number of Key Stakeholders (especially relevant statutory bodies) were also engaged at earlier stages in the process, including attendance at a 'Value Management' workshop.
	More information on how the public consultation was carried out, and results of the public consultation are provided in the Public Consultation Report available on the scheme website: <u>https://new.devon.gov.uk/ndlr/project-documents</u> The key concerns expressed by Stakeholders and consultees were:
	 Safety of the proposed wide single carriageway standard 2+1; Safety of the proposed urban 2+2 carriageway standard; Environmental impacts including, noise, visual, air quality and ecology; Impacts of increased noise levels in particular the impact of the widening between Portmore and Lake Roundabouts and near Holmacott; Effects on designed vistas at the grade I Listed landscape of Castel Hill Estate; South Molton to Tiverton not being considered; Dual carriageway not being considered; and Alternative junction arrangements.
	In response to the information gathered from the public consultation, further work was undertaken to identify a strategy for

	 the improvement of the NDLR including: Assessment of the suggested alternative proposals that emerged from the public consultation to define the updated scheme proposals for each of the three sections; Distillation of the salient issues from a framework of many factors including costs, benefits and impacts on people and the environment in order to select The Scheme to be recommended for inclusion in the OBC. Further details of the process used to develop the preferred Scheme is provided in the Public Consultation Report and Scheme Selection Report available on the scheme website: https://new.devon.gov.uk/ndlr/project-documents
Research and information used:	The scheme takes into account the government design standards Design Manual for Roads and Bridges (DMRB) http://www.standardsforhighways.co.uk/ha/standards/dmrb/index.htm and DfT 'Transport Analysis Guidance (TAG)'
	A Strategic Outline Business Case was submitted to the DfT in October 2016. In response to the SOBC the DfT responded with a letter to confirm the decision of Ministers to provide the remainder of the funding contribution from the DfT totalling £1.5m for development work on the NDLR up to and including the production of an Outline Business Case
	National guidance and procedures have been followed to carefully define and assess a wide range of environmental risks, which guided the scheme development and assessment and included the identification of avoidance, mitigation, compensation and enhancement measures and any monitoring requirements.

Background Analysis

This section describes how relevant questions and issues have been explored during the options appraisal.

Section 4a - Social Impacts

Giving Due Regard to Equality and Human Rights

The local authority must consider how people will be affected by the service, policy or practice. In so doing we must give due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation
- Advance equality of opportunity and
- Foster good relations.

Where relevant, we must take into account the protected characteristics of age, disability, gender, gender reassignment, pregnancy and maternity, marriage and civil partnership, sexual orientation, race, and religion and belief.

This means considering how people with different needs get the different services they require and are not disadvantaged, and facilities are available to them on an equal basis in order to meet their needs; advancing equality of opportunity by recognising the disadvantages to which protected groups are subject and considering how they can be overcome.

We also need to ensure that human rights are protected. In particular, that people have:

- A reasonable level of choice in where and how they live their life and interact with others (this is an aspect of the human right to 'private and family life').
- An appropriate level of care which results in dignity and respect (the protection to a private and family life, protection from torture and the freedom of thought, belief and religion within the Human Rights Act and elimination of discrimination and the promotion of good relations under the Equality Act 2010).
- A right to life (ensuring that nothing we do results in unlawful or unnecessary/avoidable death).

The Equality Act 2010 and other relevant legislation does not prevent the Council from taking difficult decisions which result in service reductions or closures for example, it does however require the Council to ensure that such decisions are:

- Informed and properly considered with a rigorous, conscious approach and open mind, taking due regard of the effects on the protected characteristics and the general duty to eliminate discrimination, advance equality and foster good relations.
- Proportionate (negative impacts are proportionate to the aims of the policy decision)
- Fair

- Necessary
- Reasonable, and
- Those affected have been adequately consulted.

Characteristics	Describe any actual or potential negative consequences (e.g. disadvantage or community tensions) for the groups listed. (Consider how to mitigate against these).	Describe any actual or potential neutral or positive outcomes for the groups listed. (Consider how to advance equality/reduce inequalities as far as possible).
All residents (in general):	The scheme would have adverse impacts on travellers during the construction phase, in particular due to the increase in construction vehicles and diversion routes. To an extent these can be managed to avoid conflict with high traffic flow. Some land owners may see a reduction in their land value due to the increased size and proximity of the road. Of the 563 respondents to the 2017 public consultation, 24% believed that they owned land that could be affected by the scheme. Land owners were also engaged with at public consultation exhibitions and through ongoing correspondence. In a number of instances, comments from land owners have informed updates to the scheme design. Crossing the live carriageway will become more difficult under the proposals due to an increase in road width.	An online consultation and public exhibitions were chosen to allow the full public demographic to be consulted. All travellers will benefit from improved journey times, perceived reliability, reduced accident severity and Wider Economic Impacts as a result of improved connectivity. Improved alignment, better separation and reduced accidents would reduce driver stress. A strategic aim of the scheme is to improve the economy of northern Devon. The benefits of a more prosperous economy will be felt by all groups. The proposed improvements to some of the junctions would be beneficial to the safe movement of all users.
Age (from young to old):	Younger and older age groups who are less likely to drive a car could be more impacted by the severance caused by the increased size of the road.	55% of the public consultation respondents were over 55 which indicates a good level of engagement with this group.

		Younger and older age groups who are less likely to drive a car will feel a lesser benefit from the scheme, though they may feel some benefit from improved NMU facilities for local trips.
Disability (incl. sensory, mobility, mental health, learning disability, ill health) and carers of disabled people:	Disabled people who are less likely to drive a car could face increased severance from road widening. Consultation responses highlighted concerns of parents caring for disabled children in houses near to the proposed scheme, who felt that their children's wellbeing may be disproportionately compromised by an increase in local traffic (due to increases in noise and a reduction in air quality). Air quality and noise assessments have been undertaken and show that the effect of the scheme, once built, will be neutral in the case of air quality and negligible to minor in the case of noise.	5% of consultation respondents considered themselves to have a disability. In addition, a number of respondents (who will not be captured in the above 5%) raised concerns on behalf of others with a disability (for example children). Disabled people who are less likely to drive a car will feel a lesser benefit from the scheme, though they may feel some benefit from improved NMU facilities for local trips.
Culture/ethnicity: nationality, skin colour, religion and belief:	Neutral	Neutral
Sex, gender and gender identity (including Transgender & pregnancy/maternity):	Neutral	Neutral
Sexual orientation:	Neutral	Neutral
Other socio-economic	Northern Devon has a higher than average level of	Due to proposed NMU facilities that remove the need to

factors such as families, carers, single	low-income residents who may be less likely to drive.	cross the live carriageway, the impact on low income residents less likely to own a car is considered neutral.
people/couples, low income, vulnerability, education, reading/writing skills, 'digital exclusion' and rural isolation.	Consultation materials were presented using language that was non-technical, with diagrams used to demonstrate more complex technical information, to improve the accessibility of the material to all education levels.	The strategic aim of enhancing the local economy in northern Devon could result in a reduction of unemployed and low-income residents as well paid job opportunities become more available. The 'trickle down' effect of an improved economy could also have a positive impact on other socio-economic factors.
Human rights considerations:	Neutral	Neutral

Section 4b - Environmental impacts

An impact assessment should give due regard to the following activities in order to ensure we meet a range of environmental legal duties.

The policy or practice does not require the identification of environmental impacts using this Impact Assessment process because it is subject to (please select from the table below and proceed to the 4c, otherwise complete the environmental analysis table):

Devon County Council's Environmental Review Process for permitted development highway schemes.
 Planning Permission under the Town and Country Planning Act (1990).
 Strategic Environmental Assessment under European Directive 2001/42/EC "on the assessment of the effects of certain plans and programmes on the environment".

	Describe any actual or potential negative consequences.	Describe any actual or potential neutral or positive outcomes.
	(Consider how to mitigate against these).	(Consider how to improve as far as possible).
Reduce waste, and send less waste to landfill:	The design development would look to refine the alignment design to reduce the volume of surplus earthworks without generating earthwork features that detract from the landscape characteristics.	
Conserve and enhance biodiversity (the variety of living species):	Further investigation into adequate ecological mitigation will be required to mitigate the loss of woodland and habitat connectivity.	The preferred scheme will incorporate a range of measures intended to enhance environmental interests. These positive outcomes are intended to offset any unavoidable adverse impacts which cannot be mitigated/compensated through the scheme itself.
Safeguard the distinctive characteristics, features and special qualities of Devon's landscape:	Removal of screening vegetation and introduction of an overbridge at West Buckland would have an overall moderate adverse impact on the surrounding landscape. This will be mitigated against as far as possible through design and planting.	In some instances the new screening provided would reduce the visual impact of the road more than the current situation
Conserve and enhance the quality and character of our built environment and public spaces:	Neutral	Neutral
Conserve and enhance Devon's cultural and historic heritage:	The impact on Castle Hill Estate is expected to be Moderate Adverse significant in the long-term providing that embankments are integrated in the existing landscape, that mature trees and screening around the junction are maintained and that offsite mitigation planting and advance	

	planting are guaranteed.	
	The trustees of the estate and Historic England have been consulted with throughout the design process, one outcome of which was a change in alignment of the overbridge.	
Minimise greenhouse gas emissions:	The flow of traffic is not predicted to increase as a result of the scheme. The average speed of vehicles is predicted to increase slightly.	Reduction in braking/accelerating and resulting from improved flow of traffic along the route. Average speed camera's reduce speeding.
Minimise pollution (including air, land, water, light and	Noise impact from scheme shown to be negligible to minor.	The proposed scheme would result in betterment to the existing attenuation and treatment of highway runoff as
noise):	There will be minor, temporary impacts on water quality during construction (considered negligible).	well as reduce accidental spillage related pollution risk. Air quality modelling has been undertaken and shows the impact of the scheme to be neutral.
	Introduction of new roundabouts, which must be lit, will increase light pollution. There are no properties adjacent to the sites where new lighting is proposed and the impact of this is considered negligible.	
Contribute to reducing water consumption:	Increased water consumption from activities during construction.	Reduction in water consumption during maintenance holiday.
Ensure resilience to the future effects of climate change (warmer, wetter winters; drier, hotter summers; more intense storms; and rising sea level):	Neutral	Neutral
Other (please state below):		An Environmental Impact Assessment Report, which details the environmental impacts and mitigation

	measures considered for the scheme, is available on the scheme website: https://new.devon.gov.uk/ndlr/project-
	documents

Section 4c - Economic impacts

	Describe any actual or potential negative consequences.	Describe any actual or potential neutral or positive outcomes.
	(Consider how to mitigate against these).	(Consider how to improve as far as possible).
Impact on knowledge and skills:	No specific impact identified at this stage	The scheme would enhance the economic prosperity and competitiveness of northern Devon, both nationally and in line
Impact on employment levels: Impact on local business:	No specific impact identified at this stage There is the possibility that improving transport	with other areas of Devon and support housing and employmed development opportunities in northern Devon by:
	 Increasing overtaking opportunit reducing journey times, reducing and increasing resilience. Increasing capacity, reducing co potential for accidents. 	 Increasing capacity, reducing congestion and reducing the potential for accidents. Opening up key areas for development and accelerate

Section 4d -Combined Impacts

Linkages or conflicts between	Please refer to the Technical Appraisal Report and the Environmental Assessment Report available on the scheme
social, environmental and	website: https://new.devon.gov.uk/ndlr/project-documents.
economic impacts:	

Section 5 - 'Social Value' of planned commissioned/procured services:

ow will the economic, social and environmental well-being of the relevan	The primary objectives of the scheme will all have positive effects on the
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area be improved through what is being proposed? And how, in conducting the process of procurement, might that improvement be secured?	economic, social and environmental well-being of the area.
	In preparing the specific scheme designs, the standard County Council procurement rules will be followed.