

Impact Assessment

Version 2017

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Assessment of:	Construction of Newton Abbot East West Cycle Route on Ashburton Road
Service:	Planning, Transport and Environment

Head of Service:	Dave Black
Date of sign off by Head Of Service/version:	18 August 2017
Assessment carried out by (incl. job title):	Andrew Ardley

Section 1 - Background

Description:	<p>Newton Abbot is expanding, with more than 4,000 new homes planned for the next 20 years, including those recently constructed. A significant number of these are to the west of Newton Abbot, including the new developments of Houghton Barton and Hele Park and are within walking and cycling distance of all the local amenities that the town centre offers. Devon County Council is committed to providing a sustainable transport network and considers the benefits this scheme will offer to the local area are important to the prosperity of the community.</p> <p>Shared path improvements on the Ashburton Road between Greenaway Road and Exeter Road in Newton Abbot were made in 2015, building on previous improvements around Coombeshead College. To provide a high quality cycle network there is a need to extend the existing route further west to connect with these new developments and provide further crossings to the east that will complete the link to the existing cycle network in</p>
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	the Balls Corner area and the Stover Trail. The proposed shared path and crossings will offer pedestrians and cyclists of all ages a safe, segregated, convenient and direct route, particularly for children travelling to local schools.
Reason for change/review:	<p><u>Reason for change</u></p> <p>The main drivers for development of cycle routes in Newton Abbot are:</p> <ul style="list-style-type: none"> • Current levels of congestion are high during peak flows and restricting further growth of the town • There are limited opportunities to increase the vehicular capacity of the existing highway network. • Future growth to the west of the town will increase travel demand. • Obesity has become one of the UK's major public health issues, with the number of people who are obese doubling in the last 25 years. • Devon's population is ageing – walking and cycling can contribute to physical and mental health and wellbeing among the older population by providing an active means of independent mobility. • Improved cycle infrastructure will increase the appeal of the town, making it more resilient to growth, safer, healthier and better connected. • Increasing the uptake of cycling is a key Government aspiration. <p>Improved cycle infrastructure will make cycle trips for work, education and leisure purposes safer, quicker and more appealing. The development of an east west cycle route in particular is driven by large housing developments to the west of the town including Hele Park and Houghton Barton. However, existing residents and businesses located along the entire route will also benefit.</p>

Section 2 - Impacts, options and recommendations

See sections 3, 4 and 5 for background analysis

Options Appraisal and Recommendations:	<p>Cyclists are currently required to cycle in the road with no separate marked lanes for the majority of the route, and without these improvements sustainable travel is not encouraged. If improvements were not to go ahead, there would likely be increases in the number of short vehicle trips on corridors such as Ashburton Road which are a particular cause of congestion in peak periods. Proposals also help improve road safety for vulnerable road users by removing parking on Greenaway junction and introducing road humps.</p> <p>There is a need to encourage more people to take up cycling and walking to support increased physical activity and to facilitate the planned growth of the town to the west. The proposals offer all user groups better quality cycling routes and crossing points for an increasingly used road corridor and will provide linkages between densely populated residential areas and key work, education and leisure destinations.</p> <p>Progression of scheme development throughout financial year 2017/18 is required to ensure construction plans are available when funding becomes available for delivery.</p>
Social/equality impacts (summary):	<p>The positive impacts outlined below will be achieved through this project:</p> <ul style="list-style-type: none"> • Cyclists will be able to avoid congestion and benefit from a safe traffic-free cycle route. • Provide an improved route not just for cyclists, but also other non-motorised users. • Allow people who use wheelchairs or people pushing prams to have easier access across side roads, which may improve their experiences of travelling to access the local amenities. • More travel options will be available for journeys to work, school, business and for leisure purposes. • Disadvantaged groups will benefit from a low cost alternative means of travel, improving access to training and employment opportunities. • Local businesses will be more accessible to a wider range of people. • The economic productivity of a healthy and satisfied workforce will increase. • Access will be improved to help people better connect with their communities and engage in social activities. • People of all ages will be able to enjoy being active for leisure and sport. • The physical and mental health and wellbeing among the older population will be improved by providing

	<p>an active means of independent mobility.</p> <ul style="list-style-type: none"> • Health problems, such as those associated with obesity, will be tackled through providing a means of adopting more active lifestyles. • Promote sustainable transport to have a positive effect on air quality for all. <p>The following negative impacts may be realised:</p> <ul style="list-style-type: none"> • In the short term, during the construction works, it is anticipated that some negative social impact will be realised as a result of traffic management and slower journey times delaying commuters and local residents.
<p>Environmental impacts (summary):</p>	<p>The positive impacts outlined below will be achieved through this project:</p> <ul style="list-style-type: none"> • Creation of the cycle path uses existing infrastructure where possible and will therefore have negligible impact on the environment. • An increase in cycle use and corresponding reduction in car use will have a positive impact for local air quality due to less congestion. • The carbon impact of travel will be reduced by lowering greenhouse gas emissions from car travel. • Shared use cycle paths encourage and empower less confident cyclists to travel by bicycle and, compared to cycling on the road, it is usually safer, especially for children. • Two existing bus stop laybys will be infilled and established as road verge. Planting in these areas should environmentally enhance the road corridor. <p>The following negative impact will be realised:</p> <ul style="list-style-type: none"> • Some vegetation clearance will be required along some sections of route. An ecological survey will be carried out. This may be offset with the reinstatement of a bus lay by back to verge where there will be an opportunity to add some planting. • In order to widen part of the footway, it will be necessary to realign the carriageway over a length of approximately 100m. This will require the regrading of an established bank and the removal of trees on the southern side of Ashburton Road. Investigations have identified that the existing trees are planted in two rows and only the trees nearest the road will be removed. This means that the row of trees furthest

	<p>from the road will be retained, which will be managed and pruned. Along with some infill planting, this will ensure that the screen is strengthened and enhanced. Once the road has been realigned and the bank regraded, it will be replanted with trees to offset those that have been lost.</p> <ul style="list-style-type: none"> • A further area of vegetation is designated for removal, by the western entrance to Applegarth Close, to allow widening of the existing footway. To minimise the impact of this work, a number of tree pits are planned in what will be a wide shared path area to allow the planting of suitable replacements in keeping with the area which can be easily maintained.
Economic impacts (summary):	<p>The positive impacts outlined below will be achieved through this project:</p> <ul style="list-style-type: none"> • Cycling provision is seen as an intrinsic part of the solution for a modern growing economy. • The cycle route will provide a low cost means of travel. • Access will be improved to a range of local businesses across the city. • Improved access to employment opportunities for disadvantaged people will result in less people on income support. • Creating a healthier population through increased physical activity will reduce NHS cost burdens with benefits to business of healthier workforce with lower levels of absenteeism. <p>The following negative impact will be realised:</p> <ul style="list-style-type: none"> • In the short term, during the construction works, it is anticipated that some negative economic impact will be realised as a result of traffic management and slower journey times delaying and deterring people accessing work and retail via the local road network. This negative impact has been mitigated as far as possible following a great deal of consultation with Devon County Council's highway co-ordination and traffic management groups. A relaxation of traffic management regulations will be safely implemented through the use of temporary speed limit reductions, narrower temporary lanes and by utilising barriers which provide greater protection for the workforce to enable two-way traffic during working hours. During construction a one way system will be put into operation on Greenaway Road to both reduce waiting time for traffic on Ashburton Road and reduce closure time.
Other impacts (partner agencies, services, DCC)	Other considerations during development of the cycle routes include maintenance of the cycle route and

policies, possible 'unintended consequences'):	<p>adjacent services.</p> <ul style="list-style-type: none"> The street lights are being upgraded along Ashburton Road. The design team has liaised with the DCC lighting team regarding the proposal and their replacements will not affect the design. The DCC street lighting team advise the lighting will be replaced before Phase 2A goes to construction.
How will impacts and actions be monitored?	<p>Traffic flows will be monitored throughout the construction period and any issues observed by the contractor will be reported to the design team and appropriate mitigation undertaken where appropriate.</p> <p>Future census data will indicate whether there has been an increase in cycling and reduction in car travel.</p>

Background Analysis

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

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

People affected:	<p>The proposed east west cycle route links existing and new housing developments west of Newton Abbot to local amenities and the town centre. It will be available for anyone to use in its entirety, or short sections can be used to access specific locations as required. These include:</p> <ul style="list-style-type: none"> Railway station (linking more frequent services to Exeter from December 2018); Coombeshead and Newton Abbot College secondary schools; Newton Abbot University Technical College; Stover Trail walking and cycling route; Employment sites including Brunel and Decoy industrial estates.
Diversity profile and needs assessment of	<p>The scheme will impact on a wide range of user groups but particularly younger and older people and those with lower incomes who are less likely to use a car for trips. The proposals have no adverse impact on a specific</p>

affected people:	<p>audience, regardless of age, race, gender, sexual orientation and religion / belief. The cycle route has been designed so that it provides a safer and more accessible means of travel for those with disabilities who have to rely on adapted bicycles, for example, hand cranked bikes.</p> <p>Provision of cycling infrastructure benefits general health and wellbeing, particularly to those on lower incomes.</p>
Other stakeholders (agencies etc.):	<p>Key stakeholders consulted throughout the project include:</p> <ul style="list-style-type: none"> • Local Members • Newton Abbot Town Council • Members of public
Consultation process and results:	<p>A leaflet (dated June 2017) has been produced and has been distributed to residents. In addition to this a website has been set up detailing this information and future updates. The website address is https://new.devon.gov.uk/roadsandtransport/traffic-information/transport-planning/newton-abbot-east-west-shared-use-path/</p> <p>The overall scheme plan has been through a Stage 1 Road Safety Audit.</p> <p>Regarding the construction, local businesses, residents and emergency services will be informed of the proposed works and necessary traffic management. Further consultation letters will be issued with the exact dates of traffic management and closures when the programme is fixed to further inform the public.</p> <p>There are a number of TROs regarding flat top road humps at side roads, the restriction of parking on the junction to Greenaway Road and for the installation a new puffin crossing, which will require advertisement and a consultation period. All of these items have been approved in principle by HATOC held in July 2017.</p>
Research and information used:	<p>Various guidelines and reports have been used to help steer the concept of the route. These include best practice and lessons learnt from cities both in the UK and overseas, for example, Holland and Denmark.</p> <p>The detailed design meets and betters best practice guidance laid out by the London Cycling Design Standards (TfL), the Handbook for Cycle-Friendly Design (Sustrans) and Making Space for Cycling (produced by Cambridge Cycling Campaign).</p>

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	In what way can you eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage? Are there any lawful, reasonable and proportionate, unavoidable negative consequences?	In what way can you advance equality (meet needs, encourage participation, make adjustments for disabled people, ‘close gaps’). In what way can you foster good relations between groups (tackle prejudice and promote understanding), if relevant?
All residents (include generic equality provisions):	<ul style="list-style-type: none"> • Cars will still have clear priority at side roads; however by installing table tops may promote an increase in courteous behaviour between car drivers with cyclists and walkers. • There may be an increase in conflict between cyclists and those walking. By having a minimum 3m width should minimise close encounters. • A number of drop crossings to private property will need to be maintained. Cyclists 	<ul style="list-style-type: none"> • Physical and mental health and wellbeing will be improved by providing an active means of independent mobility. • Cyclists will be able to avoid congestion and benefit from safe traffic-free cycle routes. • More travel options will be available for journeys to work, school, business and for leisure purposes. • The cycle routes will provide a low cost alternative means of travel. • Access will be improved to help people better

	<p>must use the cycle way aware of this potential hazard. Where visibility is restricted, lining will be used to raise awareness and promote the cyclist to be in a more visible position when crossing driveway access points.</p>	<p>connect with their communities and engage in social activities.</p> <ul style="list-style-type: none"> • Regarding tolerance between road users, DCC runs a 'Share this Space' campaign to target issues arising between pedestrians, cyclists and motorists. • Enable people of all ages to enjoy being active for leisure and sport. • Help to tackle health problems, such as those associated with obesity. • Provide improved routes not just for cyclists but also other non-motorised users. •
Age:	Not relevant	<ul style="list-style-type: none"> • Improved cycle routes will allow a safer means of travel for children, for education and leisure purposes. • The physical and mental health and wellbeing among the older population will be improved by providing an active means of independent mobility. • Allow people pushing prams to have easier access across side roads, which may improve their experiences of travelling around the town. • Contribute to physical and mental health and wellbeing among the older population by providing an active means of independent mobility.
Disability (incl. sensory, mobility, mental health, learning disability, ill health) and carers of	Not relevant	<ul style="list-style-type: none"> • Provision of a safer and more accessible means of travel for those with disabilities who have to rely on adapted bicycles, for example, hand cranked bikes

disabled people:		<ul style="list-style-type: none"> • Allow people who use wheelchairs to have easier access across side roads, which may improve their experiences of travelling around the town. • Help to tackle health problems, such as those associated with obesity.
Culture and ethnicity: nationality/national origin, skin colour, religion and belief:	Not relevant	Not relevant
Sex, gender and gender identity (including men, women, non-binary and transgender people), and pregnancy and maternity (including women's right to breastfeed).	Not relevant	Not relevant
Sexual orientation and marriage/civil partnership:	Not relevant	Not relevant
Other socio-economic factors such as families, carers, single people/couples, low income, vulnerability, education, reading/writing skills, 'digital exclusion' and rural isolation.	Not relevant	<ul style="list-style-type: none"> • The cycle routes will provide a cost effective means of travel. • The cycle routes will provide a low cost alternative means of travel. • Access will be improved to help people better connect with their communities and engage in social activities. • Enable disadvantaged groups to gain access to training and employment opportunities.

Human rights considerations:	Not relevant	Not relevant
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Supporting independence, wellbeing and resilience?

Give consideration to the groups listed above and how they may have different needs.

In what way can you support and create opportunities for people and communities (of place and interest) to be independent, empowered and resourceful?	This facility supports low cost, sustainable transport and is easily accessible. This will help those who are physically or financially unable to use other forms of transport independent mobility to access to employment, education and recreational destinations.
In what way can you help people to be safe, protected from harm, and with good health and wellbeing?	The design of this facility promotes the safety of road users by providing segregation and protection for cyclists from vehicles without compromising their journeys. Increased walking and cycling will improve public health both physically and mentally.
In what way can you help people to be connected, and involved in community activities?	Access will be improved to help people better connect with their communities and engage in social activities.

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):

X	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. (Consider how to mitigate against these).	Describe any actual or potential neutral or positive outcomes. (Consider how to improve as far as possible).
Reduce waste, and send less waste to landfill:	Not applicable	<ul style="list-style-type: none"> To minimise waste, the existing footway alignment and level will be utilised where possible for most of its length.
Conserve and enhance biodiversity (the variety of living species):	<ul style="list-style-type: none"> Some existing road verge and hedgerow west of Barton Drive will need to be removed to allow road to be realigned to the south side to enable the path on the north side to be widened. It is anticipated to offset this loss with the reinstatement of verge for the bus stop located on the south side near Elmwood Avenue. 	<ul style="list-style-type: none"> In areas of vegetation clearance, an ecological survey will be undertaken. Protected species present on the site are to be translocated to an approved receptor site. To mitigate loss of habitat, native species rich hedgerow is to be replanted in addition to trees and wildflower grassland.
Safeguard the distinctive characteristics, features and special qualities of Devon's landscape:	Not applicable	Not applicable

Conserve and enhance the quality and character of our built environment and public spaces:	Not applicable	Not applicable
Conserve and enhance Devon's cultural and historic heritage:	Not applicable	Not applicable
Minimise greenhouse gas emissions:	Not applicable	<ul style="list-style-type: none"> An increased level of walking and cycling that offsets traffic growth for commuting and leisure journeys would reduce potential greenhouse gas emissions.
Minimise pollution (including air, land, water, light and noise):	Not applicable	<ul style="list-style-type: none"> An increased level of walking and cycling that offsets traffic growth for both commuting and leisure journeys would reduce potential air pollution.
Contribute to reducing water consumption:	Not applicable	Not applicable
Ensure resilience to the future effects of climate change (warmer, wetter winters; drier, hotter summers; more intense storms; and rising sea level):	Not applicable	Not applicable
Other (please state below):	Not applicable	Not applicable

Section 4c - Economic impacts

	Describe any actual or potential negative consequences. (Consider how to mitigate against these).	Describe any actual or potential neutral or positive outcomes. (Consider how to improve as far as possible).
Impact on knowledge and skills:	Not applicable	<ul style="list-style-type: none"> The cycle routes will offer a low cost means of travel, providing disadvantaged groups with better access to training and employment opportunities.
Impact on employment levels:	Not applicable	<ul style="list-style-type: none"> Improved access to employment opportunities for disadvantaged people.
Impact on local business:	Not applicable	<ul style="list-style-type: none"> Local businesses will be more accessible to a wider range of people. The economic productivity of a healthy and satisfied workforce will increase.

Section 4d -Combined Impacts

Linkages or conflicts between social, environmental and economic impacts:	<p>Increasing the uptake of cycling is a key Government aspiration; there is a wish to make it easier and safer for people who already cycle as well as encouraging far more people to take it up.</p> <p>The provision of this high quality, highly visible cycle facility Ashburton Road will protect cyclists from traffic whilst providing a convenient route with minimal obstructions making it attractive to existing cyclists and new less-confident cyclists and support the aforementioned aspiration.</p>
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Section 5 - 'Social Value' of planned commissioned/procured services:

<p>How will the economic, social and environmental well-being of the relevant area be improved through what is being proposed? And how, in conducting the process of procurement, might that improvement be secured?</p>	<p>Environmental, economic and social wellbeing will be improved through better access to employment, education and recreational destinations, offsetting car journeys and improving public health.</p>
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