

# Impact Assessment

Version 2017

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| <b>Assessment of:</b> | <b>(Phase 2 – Section 10) Cycle and Pedestrians facilities on Pinhoe Road and Exhibition Way, Exeter: Approval to Construct</b> |
| <b>Service:</b>       | <b>Planning, Transport and Environment</b>  |

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| <b>Head of Service:</b>                             | Dave Black   |
| <b>Date of sign off by Head Of Service/version:</b> | March 2019   |
| <b>Assessment carried out by (incl. job title):</b> | Liz Holloway, Sustainable Travel Officer & Project Sponsor |

## Section 1 - Background

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| <b>Description:</b> | <p>Exeter is developing a good reputation for cycling, which is increasingly seen as an attractive leisure activity and a viable alternative to car travel. The 2011 census data showed Exeter as having almost double the average proportion of people walking and cycling to work, 6%. The County Council's Cycling and Multi-Use Trail Network Strategy outlined targets to increase the percentage of journeys to work by bike to 12% by the next census in 2021. High quality routes which provide links between growing residential areas and new and existing employment sites will help to meet this target and allow better access to the city centre for employment, retail, improved access to education, and encourage more leisure trips.</p> <p>The E4 strategic cycle route is the main multi-use link connecting Exeter and the University's Streatham Campus to the airport, Cranbrook, the Science Park and other development to the east of the City, as well as linking to the parks and open space along the route.</p> |
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|                           | <p>The E4 cycle route is divided up into four phases.</p> <ul style="list-style-type: none"> <li>• Phase 1 of the E4 route was completed along Cumberland Way and Pinhoe Road in July 2018. This section provides a 900m high quality, bi-directional cycle facility, where cyclists are segregated from pedestrians and motorists.</li> <li>• Phase 3 is a pedestrian and cycle bridge across Summer Lane, providing a direct link between Exeter Arena/Exhibition Fields and Bettysmead Playing Fields. Construction of this bridge is scheduled to take place in Autumn 2019 (subject to planning approval).</li> <li>• Phase 2a was approved at HATOC in July 2018 and includes path widening and improvements along Exhibition Fields and Betty's Mead Playing fields. Planning permissions have been granted and works are underway.</li> </ul> <p>This proposal is to construct an improved pedestrian and cycle route on Pinhoe Road and Exhibition Way (Phase 2b), which, in combination with the other Cabinet approved schemes would complete approximately 2 miles of the E4 route between Redhayes Bridge and Beacon Lane.</p> <p>The proposal seeks to improve the existing facility along Pinhoe Road with a blended crossing across Bakers way and a toucan crossing across Pinhoe Road. Along Exhibition way the proposal will include a combination of twoway segregated facilities, priority cyclist and pedestrian crossings across Aldi and Pinbrook Road and a wide shared path north of Pinbrook Road connecting the route into Eastern Fields.</p> |
| Reason for change/review: | <p>Reason for change</p> <p>The main drivers for development of cycle/pedestrian routes in Exeter are:</p> <ul style="list-style-type: none"> <li>• Current levels of congestion on the road network are high during peak times.</li> <li>• There are limited opportunities to increase the vehicular capacity of the existing highway network.</li> <li>• Future growth to the east and south of the city will increase travel demand.</li> </ul>   |

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|  | <ul style="list-style-type: none"> <li>• 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.</li> <li>• Devon's population is ageing – walking, cycling and other slow modes can contribute to physical and mental health and wellbeing among a whole range of the population by providing an active means of independent mobility.</li> <li>• Improved cycle infrastructure will increase the appeal of the city, making it more resilient to growth, safer, healthier and better connected.</li> <li>• Increasing the uptake of cycling is a key Government aspiration.</li> </ul> <p>Improved cycle/pedestrian infrastructure will make cycle trips for work, education and leisure purposes safer, quicker and more appealing. The development of the Exeter E4 multi use route in particular is driven by large housing and employment developments to the east of the city, for example, Monkerton, Cranbrook and Exeter Science Park.</p> <p>The proposed improvements would enable path users to have 2 miles of continuous high-quality route between Redhayes Bridge and the entrance to Betty's Mead playing fields on Beacon Lane.</p> |
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## Section 2 - Impacts, options and recommendations

See sections 3, 4 and 5 for background analysis

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| Options Appraisal and Recommendations: | <p>Several alternatives were considered in the early design stages relating to the type and location of the proposed facility and the state of the existing facilities.</p> <p><b>Crossing of Pinhoe Road:</b> Different options for crossing Pinhoe Road into Exhibition Way were considered. One option considered a dedicated, cycle only 'straight across' crossing on the east side of the junction. Pedestrians would need to instead use the existing crossing west of the junction; however, given that it would be</p> |
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|   | <p>on a more direct desire line, many pedestrians would be expected to favour use of the cycle crossing. This would create safety concerns as it would involve people needing to cross the equivalent of approximately 6 lanes of traffic in one go. This may be suitable for faster-moving cyclists but it would not be for slower-moving pedestrians, particularly in an area which may have a higher proportion of elderly people crossing due to the nearby Pinnoc Mews retirement village. The proposed design enables both pedestrians and cyclists to cross safely on the desire line, also minimising impact on capacity of Pinhoe Road, which is a key radial route into the city.</p> <p><b>Exhibition Way route:</b> Providing the cycle route along the west side of Exhibition Way was discounted due to the extent of the highway boundary and requirement for 3rd party land.</p> <p>Constructing a shared-use path along Exhibition Way was ruled out because of the excessive loss of trees and the cost of relocating services but primarily because it did not achieve the segregation of pedestrians and cyclists we were aiming for.</p>  |
| <p>Social/equality impacts (summary):</p> | <p>The positive impacts outlined below will be achieved through this project:</p> <ul style="list-style-type: none"> <li>• Cyclists will be able to avoid congestion and benefit from a safe traffic-free cycle route.</li> <li>• More travel options will be available for journeys to work, school, business and for leisure purposes.</li> <li>• Disadvantaged groups will benefit from a low-cost alternative means of travel, improving access to training and employment opportunities.</li> <li>• Local businesses will be more accessible to a wider range of people.</li> <li>• The economic productivity of a healthy and satisfied workforce will increase.</li> <li>• Access will be improved to help people better connect with open space, their communities and engage in social activities.</li> <li>• People of all ages will be able to enjoy being active for leisure and sport.</li> <li>• The physical and mental health and wellbeing among the population will be improved by providing means of independent mobility and facility for those who are mobility impaired.</li> <li>• Health problems, such as those associated with obesity, will be tackled through providing a means of adopting more active lifestyles.</li> </ul> |

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|                                  | <p>The following negative impacts may be realised:</p> <ul style="list-style-type: none"> <li>• 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.</li> <li>• This negative impact will be mitigated through consultation with Devon County Council's highway co-ordination and traffic management groups.</li> </ul> <p>Throughout the construction, residents, local businesses and emergency services will be kept informed of the proposed works and necessary traffic management. A construction progress page will be created as part of the overall E4 information website: <a href="http://www.devon.gov.uk/e4">www.devon.gov.uk/e4</a></p> |
| Environmental impacts (summary): | <p>The positive impacts outlined below will be achieved through this project:</p> <ul style="list-style-type: none"> <li>• An increase in cycle use and corresponding reduction in car use will have a positive impact for local air quality due to less congestion.</li> <li>• The carbon impact of travel will be reduced by lowering gas emissions from car travel.</li> </ul> <p>The following negative impact will be realised:</p> <p>One tree (London Plane) would be removed from the eastern side of Exhibition Way (nearest Aldi) and one small tree from the western side. Mitigation for this loss of habitat will be undertaken by replanting trees and vegetation in the area.</p>  |
| Economic impacts (summary):      | <p>The positive impacts outlined below will be achieved through this project:</p> <ul style="list-style-type: none"> <li>• Cycling provision is seen as an intrinsic part of the solution for a modern growing economy.</li> <li>• The cycle route will provide a low cost means of travel.</li> <li>• Access will be improved to a range of local businesses across the city.</li> <li>• Improved access to employment opportunities for disadvantaged people will result in less people on income support.</li> </ul>   |

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|   | <ul style="list-style-type: none"> <li>• Creating a healthier population through increased physical activity and access to open space will reduce NHS cost burdens with benefits to business of healthier workforce with lower levels of absenteeism.</li> </ul> <p>The following negative impact will be realised:</p> <ul style="list-style-type: none"> <li>• 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.</li> </ul> <p>This negative impact will be mitigated as far as possible by consulting with Devon County Council's highway co-ordination and traffic management groups.</p> |
| Other impacts (partner agencies, services, DCC policies, possible 'unintended consequences'): | None identified.   |
| 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> <p>A cycle counter is proposed to be situated along Cumberland Way which will record cycle uptake for the E4 route, together with the existing cycle counter situated on Prince Charles' road.</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

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| People affected:   | The proposed E4 multi use route links Monkerton/ Redhayes Bridge to the city centre and University Streatham Campus. It will be available for anyone to use in its entirety, alternatively short sections can be used to access specific locations as required   |
| Diversity profile and needs assessment of affected people: | <p>The proposals have no adverse impact on a specific audience, regardless of age, race, gender, sexual orientation and religion / belief. The route has been designed so that it provides a safer and more accessible means of travel for those with disabilities, including those who must rely on adapted bicycles, for example, hand cranked bikes.</p> <p>Provision of cycling/pedestrian 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"><li>• Local Members</li><li>• Exeter City Council</li><li>• Exeter Cycling Campaign</li><li>• Members of public</li><li>• Living Options</li><li>• Guide Dogs for the Blind</li><li>• Businesses along Exhibition Way</li><li>• Exeter's Senior Voice group</li></ul>  |

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| <p>Consultation process and results:</p> | <p>Exeter cycle routes began in early 2015 and involved discussions held with Local Members, Exeter City Council, cycling groups, Cabinet and the wider public. It is also recognised that these routes can be used by a range of different users of all types of mobility. Through this process, the routes were agreed and prioritised and the approval to undertake design was granted by Cabinet in 2016.</p> <p>Outline proposals for Pinhoe Road and Exhibition Way has taken place as part of a public consultation between 15<sup>th</sup> October and 19<sup>th</sup> November 2018. In addition to this, consultation meetings have been held with various stakeholders, including local businesses along Exhibition Way.</p> <p>Throughout the consultation, the County's Have Your Say website contained all the information about the proposals, supplemented by background information on the dedicated E4 website: <a href="http://www.devon.gov.uk/e4">www.devon.gov.uk/e4</a>.</p> <p>For the Pinhoe Road and Exhibition Way element, a total of 53 responses were received with mixed responses to the proposals. The use of segregated cycle and pedestrian paths and priority crossings have been welcomed but comments have been critical of the use of shared used paths. Due to insufficient space it is not possible for the whole route to be segregated.</p> <p>There were concerns over the clarity on who has priority at the junctions, however, coloured, imprint surfacing, together with vertical signage will be used to show that pedestrians and cyclists have priority.</p> <p>The initial proposal to introduce a cycle only crossing across Pinhoe Road has been changed to a toucan crossing to provide a facility both for cyclists and pedestrians.</p> <p>Further liaison with businesses at the northern end of Exhibition Way has resulted in amending the designs for the northern end of Exhibition Way, retaining and widening the existing shared-use path north of Pinbrook Road as far as the bridge over the railway.</p> <p>Consideration has been given to the location of the improvements and the accessibility of the route during use and construction.</p> |
| <p>Research and information used:</p>    | <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, Netherlands 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</p>  |



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|  | Cambridge Cycling Campaign). The Wheels for Wellbeing (November 2017) – guide to inclusive cycling has been considered. |
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## 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.

| <b>Characteristics</b>                               | <b>In what way can you eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage?</b><br><br><b>Are there any lawful, reasonable and proportionate, unavoidable negative consequences?</b>  | <b>In what way can you advance equality (meet needs, encourage participation, make adjustments for disabled people, 'close gaps').</b><br><br><b>In what way can you foster good relations between groups (tackle prejudice and promote understanding), if relevant?</b>  |
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| All residents (include generic equality provisions): | <ul style="list-style-type: none"> <li>• Increased movement of cycle/pedestrians traffic along proposed routes may impact local residents and businesses; however, the route has been designed to allow sufficient widths to reduce potential conflict as far as reasonably practicable.</li> </ul> | <ul style="list-style-type: none"> <li>• Physical and mental health and wellbeing will be improved by providing an active means of independent mobility.</li> <li>• Cyclists will be able to avoid congestion and benefit from safe traffic-free cycle routes.</li> <li>• More travel options will be available for journeys to work, school, business and for leisure purposes.</li> </ul> |

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|   |   | <ul style="list-style-type: none"> <li>• The cycle route will provide a low-cost alternative means of travel.</li> <li>• Access will be improved to help people better connect with their communities, open space and engage in social activities.</li> <li>• Regarding tolerance between road users, DCC runs a 'Share this Space' campaign to target issues arising between, all users of the route.</li> </ul>   |
| Age:  | Not relevant  | <ul style="list-style-type: none"> <li>• Improved cycle route will allow a safer means of travel for children, for education and leisure purposes.</li> <li>• The physical and whole mental health and wellbeing among the older population will be improved by providing for all users a means of independent mobility.</li> </ul>   |
| Disability (incl. sensory, mobility, mental health, learning disability, ill health) and carers of disabled people: | Potential concerns of mixing pedestrians and cyclists for people with mobility, visual or hearing impairment. | <ul style="list-style-type: none"> <li>• 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.</li> <li>• Physical and mental health and wellbeing will be improved by providing an active means of independent mobility.</li> <li>• Access will be improved to help people better connect with their communities, open space and engage in social activities.</li> </ul> |
| Culture and ethnicity: nationality/national origin,   | Not relevant  | Not relevant  |

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| skin colour, religion and belief:  |              |   |
| 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"> <li>The cycle route will provide a cost effective means of travel and provide disadvantaged groups with better access to training and employment opportunities.</li> </ul> |
| Human rights considerations:   | Not relevant |   |

### **Supporting independence, wellbeing and resilience?**

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

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| 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.<br><br>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):

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|  | Devon County Council's Environmental Review Process |
|  | Planning Permission                                 |
|  | Environmental Impact Assessment                     |
|  | Strategic Environmental Assessment                  |

|   | <b>Describe any actual or potential negative consequences.</b><br><b>(Consider how to mitigate against these).</b> | <b>Describe any actual or potential neutral or positive outcomes.</b><br><b>(Consider how to improve as far as possible).</b>   |
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| Reduce, reuse, recycle and compost:   | Not applicable   | The tender process will include a requirement for Construction Management plan to minimise the impact on the environment.   |
| Conserve and enhance wildlife:  | Not applicable   | Two trees and some grassed verge are being removed, an ecological survey was undertaken. Mitigation for this loss of habitat will be undertaken by replanting trees and vegetation in the area. |
| Safeguard the distinctive characteristics, features and special qualities of Devon's landscape: | Not applicable   | Not applicable  |
| Conserve and enhance Devon's cultural and historic heritage:                                    | Not applicable   | Not applicable  |
| Minimise greenhouse gas emissions:  | Not applicable   | 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   | An increased level of walking and cycling that offsets traffic growth for both commuting and leisure journeys would reduce potential air pollution.   |

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| 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.<br><br>(Consider how to mitigate against these). | Describe any actual or potential neutral or positive outcomes.<br><br>(Consider how to improve as far as possible).                                       |
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| Impact on knowledge and skills: | Not applicable   | The cycle route 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   | Improved access to employment opportunities for disadvantaged people.   |
| Impact on local business:       | Not applicable   | Local businesses will be more accessible to a wider range of people.<br><br>The economic productivity of a healthy and satisfied workforce will increase. |

## Section 4d -Combined Impacts

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| 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 construction of the proposed walking and cycling route on Pinhoe Road and Exhibition Way supports economic growth, public health and sustainable transport targets. It reflects previous Cabinet decisions and is set to provide an improved standard of cycle facility in Exeter and Devon.</p> |
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## Section 5 - 'Social Value' of planned commissioned/procured services:

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| 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? | Environmental, economic and social wellbeing will be improved through better access to employment, education and recreational destinations, offsetting car journeys and improving public health. |
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