

Impact Assessment



Assessment of: Tiverton Eastern Urban Extension (EUE) Access Junction – Phase 2

Service: Planning, Transportation and Environment

Head of Service: Dave Black

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Assessment carried out by (job title): Stuart Jarvis (Principal Transportation Planning Officer)

1. Description of project / service / activity / policy under review

Devon County Council completed construction of Phase 1 of the A361 junction in 2018 which consisted of westbound slip roads on the southern side of the A361¹. The proposal is to carry out Phase 2 of the junction which will consist of an overbridge and eastbound slip roads on the northern side of the A361. The road linking the new junction to the existing Blundell's Road will be constructed by the developer. A plan of the proposed scheme is appended to the Cabinet Report².

¹ See Cabinet Report PTE/17/32, available at <https://democracy.devon.gov.uk/ieListDocuments.aspx?CIId=133&MIID=2126#AI978>, for more details of Phase 1.

² The Phase 2 report will be published with the Cabinet papers for 14 October 2020 meeting and found from the meeting page at: <https://democracy.devon.gov.uk/ieListDocuments.aspx?CIId=133&MIId=3834&Ver=4>

2. Reason for change / review

Mid Devon's Local Plan Review allocates development to the east of Tiverton of up to 1830 dwellings and associated employment. Providing the slip roads on the northern side will allow people to access the development site from the west without travelling along Blundell's Road and through the middle of the school while traffic wishing to travel east can use the A361 as opposed to the road through Halberton.

3. Aims / objectives, limitations and options going forwards (summary)

Proving Phase 2 of this scheme will complete the grade separated junction onto the A361, allowing direct access to and from the EUE development site. This will reduce traffic flows along Blundell's Road through the school and through Halberton, improving safety along these routes and allow the full Tiverton EUE development site to come forward.

4. People affected and their diversity profile

Those affected by the scheme including those using the local road network, and residents living close to the scheme. Therefore, the populations of the Mid Devon 002C Lower Layer Super Output Area³ (LSOA) and Tiverton Civil Parish (CP) have been used as the basis of the diversity profile and compared to the profiles of Devon and England overall. Demographic information has also been taken from the National Travel Survey, to understand the characteristics of those most likely to use the scheme.

As with Devon and England as a whole, slightly more residents of the Mid Devon 002C LSOA and Tiverton CP are female than male. In Tiverton, a smaller proportion of residents are of working age (18-64) than the national average, with higher proportions in both younger (0-17) and older (65+) age groups, whereas Mid Devon 002C had a proportionately larger younger population but smaller older population.

Ethnic diversity in the vicinity of the scheme is low, with over 98% of Tiverton residents identifying as White, compared with 85% nationally. The population living nearby the scheme is relatively privileged in terms of socioeconomic status, with 60% of Mid Devon 002C residents falling into the top 4 of the 8 National Statistics Socio-economic Classification (NS-SeC) classes⁴, whilst in Devon and England overall the corresponding figures

³ This includes the residential neighbourhood near the junction of Uplowman Road and Post Hill, as well as the small village of Chevithorne

⁴ Those aged less than 16 and more than 75 are excluded from the populations considered in this classification

are 58% and 54%, respectively. Levels of illness and disability are lower in Mid Devon 002C than the national and county averages, but in Tiverton, a slightly higher proportion were described as being limited in their day-to-day activities than in England overall.

The vast majority (94%) of households in Mid Devon 002C had at least one car or van, but for Tiverton, this figure was lower, at 78%. The high levels of car ownership in the area surrounding the scheme correlate with National Travel Survey data (table NTS0703) on the relationship between car availability and income, with only 14% of households in the highest income quintile having no car or van, whereas 45% of households in the lowest income quintile are car-free.

Table NTS0601a of the 2019 National Travel Survey shows that car usage tends to peak towards the middle of one's lifetime, with those aged 40-49 making an average of 736 car/van trips per year (on average, over 85% of these are made as a driver), whereas those aged 0-16 make an average of 468 car/van trips annually (all as a passenger) and those aged 70+ make some 524 such trips (70% as a driver). Females typically make slightly more car/van trips than males (608 versus 551 per year), but are more commonly a passenger (40% of trips) than males (30% of trips).

5. Stakeholders, their interest and potential impacts

The scheme is fully supported and funded by Mid Devon District Council and planning permission for the junction has been granted. Phase 1 of the scheme which has yet to be opened included noise fences to protect the local residents, but noise monitoring will be carried out to assess the impacts of the traffic being closer to existing properties.

6. Research used to inform this assessment

2011 Census data, obtained from Nomis (<https://www.nomisweb.co.uk/>), along with statistics from the 2019 National Travel Survey (<https://www.gov.uk/government/collections/national-travel-survey-statistics>), have been used to evaluate the diversity profile of those affected by the project, and thus inform the equality analysis. Information has also been derived from the Cabinet Report and DCC internal documents relating to the project.

7. Description of consultation process and outcomes

The A361 junction was included in Mid Devon District Council's masterplan for the Tiverton EUE site and also their Local Plan Review which has recently been adopted. Both of these documents went through two stages of public consultation including local exhibitions for people to have their say about the scheme. In addition to this, a planning application for the junction was submitted to MDCC in summer 2014, allowing the public

another option to express their comments over the scheme. Objections from local residents were raised but the scheme was adapted following meetings with the residents to overcome these.

8. Equality analysis

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.

In summary, the scheme is expected to benefit and advance equality of opportunity for all people, including those with protected characteristics, so it is not considered that the scheme will lead to discrimination, harassment or victimisation. However, some groups of people with protected characteristics may benefit slightly less than those outside the group, e.g. younger and older people may benefit less than those of working age due to lower car use among the former two groups, though there is still expected to be a net benefit to these groups.

<p>Characteristics</p>	<p>Potential or actual issues for this group.</p> <p>[Please refer to the Diversity Guide and See RED]</p>	<p>In what way will you:</p> <ul style="list-style-type: none"> • eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage, where necessary. • advance equality (to meet needs/ensure access, encourage participation, make adjustments for disabled people, 'close gaps'), if possible. • foster good relations between groups (tackled prejudice and promoted understanding), if relevant? <p>In what way do you consider any negative consequences to be reasonable and proportionate in order to achieve a legitimate aim?</p> <p>Are you complying with the DCC Equality Policy?</p>
<p>All residents (include generic equality provisions)</p>	<p>Some residents living close to the scheme may be slightly adversely impacted by increases in traffic noise and the visual impacts of the scheme.</p>	<p>The scheme has been adapted to overcome objections previously raised by residents. These adaptations include the construction of bunds and acoustic fences as well as additional tree planting and realignment of the bridge, which will mitigate the potential adverse impacts on the local residents.</p> <p>All residents could benefit from reduced travel costs and journey durations, which may improve access to opportunities and encourage greater participation in society, either through using the junction to access the A361, or due to reduced congestion on other roads (e.g. the road to Halberton, the former A373) compared to the without-scheme scenario.</p> <p>As 2-3 buses per hour use the road to Halberton (on Stagecoach routes 1/1A/1C and Buses of Somerset route 22), some benefits may accrue to bus users as well as those using private cars.</p>

Characteristics	Potential or actual issues for this group. [Please refer to the Diversity Guide and See RED]	<p>In what way will you:</p> <ul style="list-style-type: none"> eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage, where necessary. advance equality (to meet needs/ensure access, encourage participation, make adjustments for disabled people, 'close gaps'), if possible. foster good relations between groups (tackled prejudice and promoted understanding), if relevant? <p>In what way do you consider any negative consequences to be reasonable and proportionate in order to achieve a legitimate aim?</p> <p>Are you complying with the DCC Equality Policy?</p>
Age	Younger and older people typically travel by car less than those of working age, so may benefit from the scheme less than other age groups whilst experiencing the same level of disbenefits.	<p>Adaptations, including the construction of bunds and acoustic fences, as well as additional tree planting, will mitigate the potential adverse impacts of the scheme on local residents.</p> <p>Though car use (either as a passenger or driver) is lower among younger and older age groups than among those of working age, bus use is higher among these age groups, meaning these groups could benefit more from reductions in bus journey times (compared to the without-scheme scenario) due to reduced congestion on the road to Halberton. Therefore, access to opportunities could be improved for these age groups.</p> <p>The reduction of traffic along Blundell's Road as a result of the scheme will make it easier for pedestrians, especially school children to cross the road.</p>
Disability (incl. sensory, mobility, mental health, learning disability, neurodiversity, long term ill health) and carers of disabled people	Those with certain disabilities may be unable to drive and so may benefit from the scheme less than other individuals whilst experiencing the same level of disbenefits.	<p>Adaptations, including the construction of bunds and acoustic fences, as well as additional tree planting, will mitigate the potential adverse impacts of the scheme on all residents.</p> <p>Those with certain disabilities may be less able to walk or cycle, and so may be more dependent on the car or bus for journeys than others. Therefore, these individuals could particularly benefit from reduced travel costs and journey durations, which may improve access to opportunities for these individuals.</p>

Characteristics	Potential or actual issues for this group. [Please refer to the Diversity Guide and See RED]	<p>In what way will you:</p> <ul style="list-style-type: none"> eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage, where necessary. advance equality (to meet needs/ensure access, encourage participation, make adjustments for disabled people, 'close gaps'), if possible. foster good relations between groups (tackled prejudice and promoted understanding), if relevant? <p>In what way do you consider any negative consequences to be reasonable and proportionate in order to achieve a legitimate aim?</p> <p>Are you complying with the DCC Equality Policy?</p>
Culture and ethnicity: nationality/national origin, ethnic origin/race, skin colour, religion and belief	N/A	N/A
Sex, gender and gender identity (including men, women, non-binary and transgender people), and pregnancy and maternity (including women's right to breastfeed)	N/A	<p>Adaptations, including the construction of bunds and acoustic fences, as well as additional tree planting, will mitigate the potential adverse impacts of the scheme on all residents.</p> <p>Females typically make more total trips by car/van (including trips as a passenger) than males, so could particularly benefit from reduced travel costs and journey durations, which may improve access to opportunities for these individuals.</p>
Sexual orientation and marriage/civil partnership	N/A	N/A

<p>Characteristics</p>	<p>Potential or actual issues for this group.</p> <p>[Please refer to the Diversity Guide and See RED]</p>	<p>In what way will you:</p> <ul style="list-style-type: none"> eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage, where necessary. advance equality (to meet needs/ensure access, encourage participation, make adjustments for disabled people, 'close gaps'), if possible. foster good relations between groups (tackled prejudice and promoted understanding), if relevant? <p>In what way do you consider any negative consequences to be reasonable and proportionate in order to achieve a legitimate aim?</p> <p>Are you complying with the DCC Equality Policy?</p>
<p>Other relevant socio-economic factors such as family size/single people/lone parents, income/deprivation, housing, education and skills, literacy, sub-cultures, 'digital exclusion', access to transport options, rural/urban</p>	<p>Those without access to a car may benefit from the scheme less than other individuals whilst experiencing the same level of disbenefits. Those without access to a car are disproportionately from lower income groups.</p>	<p>Adaptations, including the construction of bunds and acoustic fences, as well as additional tree planting, will mitigate the potential adverse impacts of the scheme on all residents.</p> <p>The scheme is likely to reduce travel costs and journey durations, either through the junction facilitating easier access to the A361, or through reduced congestion on other roads (e.g. the road to Halberton, the former A373) compared to the without-scheme scenario. This may improve access to education, training and jobs, helping advance the needs of those suffering deprivation due to a lack of qualifications or employment.</p> <p>As 2-3 buses per hour use the road to Halberton (on Stagecoach routes 1/1A/1C and Buses of Somerset route 22), some of the congestion reduction benefits may also accrue to bus users. Therefore, access to opportunities could be improved for these individuals, who are disproportionately from car-free households and lower income groups.</p>

9. Human rights considerations:

The scheme may enable road users to more easily exercise certain human rights, such as the right to work (as outlined in Article 23 of the Universal Declaration of Human Rights, UDHR⁵), the right to education (UDHR Article 26) and the right to freely participate in the cultural life of the community (UDHR Article 27), as the scheme is expected to reduce travel costs and journey durations (compared to the without-scheme scenario). Additionally, the contractor delivering the scheme will be expected to comply with all relevant legislation with human rights implications, such as the Modern Slavery Act 2015.

10. 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?

Opportunities for people to access education, training and jobs will be enhanced by the scheme, due to the reduction in travel costs and journey durations (compared to the without-scheme scenario), thus enabling people to become more independent and empowered.

In what way can you help people to be safe, protected from harm, and with good health and wellbeing?

By reducing travel costs and journey durations (compared to the without-scheme scenario), the scheme will grant local residents easier access to employment, and gaining employment is associated with better health and wellbeing. The scheme will also encourage the use of the A361 rather than the road through Halberton (the former A373) to access Tiverton Parkway and the motorway network (via Junction 27 of the M5), thus diverting traffic off a single carriageway road with numerous turns and intersections onto a dual carriageway. The scheme will also reduce traffic flows along Blundell's Road through the school, improving the safety of pupils crossing the road.

⁵ See <https://www.un.org/en/universal-declaration-human-rights/>

In what way can you help people to be connected, and involved in community activities?

The scheme will make it less costly for people to travel to community activities (compared to the without-scheme scenario), thus encouraging greater community involvement.

11. Environmental analysis

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 mark X in the relevant box below and proceed to the 4c, otherwise complete the environmental analysis table):

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

	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, reuse, recycle and compost:		This will be an element of CMP
Conserve and enhance wildlife:		Neutral
Safeguard the distinctive characteristics, features and special qualities of Devon's landscape:		Neutral
Conserve and enhance Devon's cultural and historic heritage:		Neutral
Minimise greenhouse gas emissions:		Neutral
Minimise pollution (including air, land, water, light and noise):		Neutral
Contribute to reducing water consumption:		Neutral
Ensure resilience to the future effects of climate change (warmer, wetter winters; drier, hotter summers; more intense storms; and rising sea level):		Neutral
Other (please state below):		

12. Economic analysis

	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:	N/A	The scheme will enable additional development to come forward on the Tiverton EUE site, including employment floorspace, which will provide skilled jobs to the local community.
Impact on employment levels:	N/A	The construction of the scheme may boost employment levels, either by requiring the contractor to employ more staff to deliver the works, or enabling them to retain staff who would otherwise have become unemployed due to a lack of work. In the longer term, the employment development facilitated by the scheme will provide skilled jobs to the local community.
Impact on local business:	N/A	Local businesses will gain improved access to the A361, and conversely customers will be able to access local business more easily.

13. Describe and linkages or conflicts between social, environmental and economic impacts (Combined Impacts):

Locating the junction close to existing and proposed development means that the adverse social impact of the increased traffic noise may be larger than if the junction was sited in a more remote location (notwithstanding that these impacts will be mitigated by the construction of bunds and acoustic fences, as well as additional tree planting). However, siting the junction in a more remote location would also increase the distance road users would have to travel to access the junction, which would reduce the social and economic impacts of the travel time reductions facilitated by the scheme. This arrangement would also preclude the integration of the proposed eastbound junction with the existing westbound junction, which would likely increase the environmental impact of the scheme, as two separate junctions would be likely to require more land in total than a single, all-movements junction.

14. 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?

Those living in the area will gain easier access to education, training and jobs through reductions in journey times, thus benefitting local residents and improving the competitiveness of the local economy, as employers will conversely gain access to a larger labour market.

During procurement of the works, tenderers will be assessed according to the quality of their submission as well as their tender price, increasing the likelihood of the winning contractor being able to deliver works of acceptable quality and thus enhancing prospects of the potential scheme benefits being realised. The contractor will also be required to participate in the Considerate Contractors Scheme, thus reducing the likelihood of the construction works having negative impacts on local residents.

15. How will impacts and actions be monitored?

During construction, a regular dialogue will be maintained with local Members, Mid Devon District Council and local residents, to ensure any adverse impacts are identified and remedied as quickly as practicable. Following construction, the transport impacts of the scheme will be monitored using traffic counts, journey time data and collision data, whilst noise monitoring will be conducted to quantify the extent of any noise impacts arising from the scheme.