

Impact Assessment

Version 2017

To publish, please send a dated PDF to impactassessment-mailbox@devon.gov.uk

Assessment of:	Construction of E4 Bi-directional Cycle Route on Cumberland Way and Pinhoe 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):	Liz Holloway, Sustainable Travel Officer & Project Sponsor

Section 1 - Background

Description:	<p>Exeter is building 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 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. The section of the E4 route on Cumberland Way and Pinhoe Road is the first stage of works prepared for construction.</p>
---------------------	--

	<p>Designs for the 900m long section predominantly consist of a 2.5 to 3 m wide bi-directional cycle track. This track is separated from the traffic by a 0.5m wide, kerbed buffer island to protect cyclists from passing vehicles. Pedestrians will be on a level separated path which, along with the suitably wide footway, acts to discourage pedestrians from encroaching on the cycle track.</p> <p>This length will provide a visible step-change in facilities and take advantage of opportunities to introduce the facility before surrounding developments are built and available space constrained.</p> <p>This improved cycle infrastructure will also help to meet the aims and objectives of national and local plans and strategies.</p>
Reason for change/review:	<p><u>Reason for change</u></p> <p>The main drivers for development of cycle routes in Exeter are:</p> <ul style="list-style-type: none"> • Current levels of congestion on the road network are unacceptable. • There are limited opportunities to increase the vehicular capacity of the existing highway network. • Future growth to the east and south of the city 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 city, 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 the Exeter E4 cycle 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>However, existing residents and businesses located along the entire route will also benefit.</p> <p>The high quality bi-directional cycle track proposed for Cumberland Way and Pinhoe Road will provide a very visible step change in cycle facilities in both Exeter and the county, setting a new standard for strategic cycle routes.</p>
--	--

Section 2 - Impacts, options and recommendations

See sections 3, 4 and 5 for background analysis

<p>Options Appraisal and Recommendations:</p>	<p>A number of 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>The status quo on Cumberland Way is narrow shared use paths and on-road cycle lanes de-marked by fading lines. The 85th percentile speed on Cumberland Way is 42mph despite the 30 mph speed limit. On this basis, less-confident cyclists do not feel comfortable cycling in the road and the shared use paths are not a high quality facility due to their width and having to give way at every side road.</p> <p>The main alternative type of facility considered on Cumberland Way was a hybrid path which would have been on both sides of the road and provided stepped segregation between the carriageway, cycle track and footway. This would have only be protected from vehicles by a small kerb upstand and would have to be narrow due to the available widths and nature of two paths. Furthermore the risk of cyclist joining the hybrid paths and travelling the wrong way was deemed to be likely. The cost and duration for construction of such a facility would be much higher than the proposed bi-directional track due to having twice the distance of track, constraining both sides of the road and having to build up existing carriageway levels.</p> <p>Once a bi-directional, fully segregated path was selected, the location of such a path had to be determined. The northeast side of Cumberland Way/Pinhoe Road was ruled out due to the complexities of crossing the large Venny Bridge/Pinhoe Road junction and the safety problems this posed. There was also limited space to install</p>
---	---

	<p>the track due to a greater level of development already present.</p> <p>The southwest side of Cumberland Way and Pinhoe Road was selected as there was room to create the facility, priority crossings could be provided over the majority of the minor side roads and developers could be influenced to tie in with the high quality facility.</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"> • Cyclists will be able to avoid congestion and benefit from a safe traffic-free cycle route. • 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 an active means of independent mobility. • Health problems, such as those associated with obesity, will be tackled through providing a means of adopting more active lifestyles. • Narrowing of the carriageway is expected to slow traffic on Cumberland Way and Pinhoe Road benefiting the safety of all users, (the 85th percentile speed is currently 42mph, despite the 30mph speed limit). <p>The following negative impacts may be realised:</p> <ul style="list-style-type: none"> • Cyclists will be given priority at side road crossings where possible, having a small impact on traffic flow in these locations. • 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>This negative impact has been mitigated as far as possible following a great deal of consultation with</p>

	<p>Devon County Council's highway co-ordination and traffic management groups. Two-way traffic during working hours will be safely implemented through the use of temporary speed limit reductions, narrow temporary lanes and by utilising greater protection for the workforce.</p> <p>Letters have been issued to local residents, businesses and other necessary consultees to explain the works and traffic management. Reminder letters will be issued closer to the time with exact dates and details of the disruptions.</p>
<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 track 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. <p>The following negative impact will be realised:</p> <ul style="list-style-type: none"> • Vegetation clearance will be required along some sections of route however protected species are being translocated to an approved receiving site and planting post-construction will be undertaken to mitigate for lost habitat.
<p>Economic impacts (summary):</p>	<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. <p>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.</p>
<p>Other impacts (partner agencies, services, DCC policies, possible 'unintended consequences'):</p>	<p>Other considerations during development of the cycle routes include maintenance of the cycle route and adjacent services.</p> <ul style="list-style-type: none"> The street lights are being upgraded to raise and lower columns to allow for maintenance now that the columns are set further back from the carriageway edge and to reduce the associated risk of maintenance staff working at height. The existing highway drainage system empties into an attenuation pond which has become silted up resulting in surcharging of the system. Maintenance to this pond is being undertaken as part of the cycle route works. Allowances have been made to ensure that the path can be maintained through the use of small sweepers.
<p>How will impacts and actions be monitored?</p>	<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:	The proposed E4 cycle route links Redhayes Bridge to the city centre and University Streatham Campus. It will be available for anyone to use in its entirety, or 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 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• Exeter City Council• Exeter Cycling Campaign• Members of public
Consultation process and results:	<p>Consultation for the Exeter cycle routes began in early 2015 and involved discussions held with Local Members, Exeter City Council, cycling groups, Cabinet and the wider public. Through this process, the routes were agreed and prioritised and the approval to undertake design was granted by Cabinet in 2016.</p> <p>Early outline proposals for the Cumberland Way and Pinhoe Road section of the E4 route were presented to DCC stakeholders and the Exeter Cycling Campaign. As a result of the responses, a bi-directional cycle route on the southwest side of Cumberland Way and Pinhoe Road was selected for detailed design.</p> <p>The detailed design of this bi-directional cycle route has been consulted upon throughout its evolution with</p>

	<p>relevant stakeholders such as DCC’s maintenance team and Exeter City Council. Once a suitable design had been reached, local developers were consulted, it was audited via a Road Safety Audit and presented to HATOC.</p> <p>Regarding the construction, local businesses, residents and emergency services have been informed of the proposed works and necessary traffic management. There has been very little response to this consultation and there are no outstanding queries. 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 which require advertisement and a consultation period. Modifications to and installations of pedestrian and cycle crossings also require advertisement. All of these items have been approved by HATOC and advertised to the public. Any valid objections will be presented to HATOC in November.</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, 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	<p>In what way can you eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage?</p> <p>Are there any lawful, reasonable and proportionate, unavoidable negative consequences?</p>	<p>In what way can you advance equality (meet needs, encourage participation, make adjustments for disabled people, ‘close gaps’).</p> <p>In what way can you foster good relations between groups (tackle prejudice and promote understanding), if relevant?</p>
All residents (include generic equality provisions):	<ul style="list-style-type: none"> • Cyclists will be given priority at side road crossings where possible, having a small impact on traffic flow in these locations. • Increased movement of cycle traffic along proposed routes may impact local residents, however the route has been segregated as much as possible to avoid conflicts and where shared paths are unavoidable, sufficient width has been provided to reduce potential conflict as far as reasonably practicable. 	<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 connect with their communities and engage in social activities. • Regarding tolerance between road users, DCC runs a ‘Share this Space’ campaign to target issues arising between pedestrians, cyclists and motorists.
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.
Disability (incl. sensory, mobility, mental health, learning disability, ill health) and carers of disabled people:	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.
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'	Not relevant	<ul style="list-style-type: none"> The cycle routes will provide a cost effective means of travel.

and rural isolation.		
Human rights considerations:	Not relevant	Not relevant

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?	<p>The design of this facility promotes the safety of road users by providing segregation and protection for cyclists from vehicles without compromising their journeys.</p> <p>Through the narrowing of Cumberland Way and Pinhoe Road, it anticipated that speeds will reduce which is a benefit to safety as the existing 85th percentile speed is 42mph in a 30mph limit.</p> <p>Increased walking and cycling will improve public health both physically and mentally.</p>
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	Not applicable
Conserve and enhance biodiversity (the variety of living species):	Not applicable	<ul style="list-style-type: none"> In areas of vegetation clearance, an ecological survey was 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	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.
---	---

economic impacts:	The provision of this high quality, highly visible cycle facility on Pinhoe Road and Cumberland Way 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.
-------------------	---

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

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.
---	--