

Impact Assessment

Version 2017

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Assessment of:	E4 Cycle Route - Construction of Footbridge on Summer Lane, Exeter
Service:	Planning, Transport and Environment

Head of Service:	Dave Black
Date of sign off by Head Of Service/version:	13 December 2018
Assessment carried out by (incl. job title):	Liz Holloway, Sustainable Travel Officer & Project Sponsor

Section 1 - Background

Description:	<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 proposed footbridge over Summer Lane will form a key part of the cycle route. It will provide a direct link between the car park of Exeter Arena/Exhibition Fields and Bettysmead Playing Fields. This will shorten the route and will remove sharp deviations in direction, narrow shared paths, and the necessity to use a Toucan crossing on Summer Lane.</p> <p>This improved infrastructure will also help to meet the aims and objectives of national and local plans and strategies.</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"> • Current levels of congestion on the road network are high during peak times. • 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, 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. • 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/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>At present, the existing multi use route allows for users to use the Exeter Arena entrance and Toucan crossing before continuing along a relatively narrow section of shared use path on the western side of Summer Lane. It includes steep gradients, blind corners and the need to cross Summer Lane 'at grade' via a signalled crossing.</p> <p>The high-quality footbridge on Summer Lane will allow for the route to seamlessly join together other existing sections of the route and will set a high standard in cycle facilities in both Exeter and the county.</p>
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Section 2 - Impacts, options and recommendations

See sections 3, 4 and 5 for background analysis

<p>Options Appraisal and Recommendations:</p>	<p>Due to the surrounding features of the E4 cycle route in this location, such as the railway line, the limited space on Summerway, this location was chosen for the footbridge which would improve the existing route.</p> <p>Several alternatives were considered in the early design stages relating to the type of footbridge to be installed.</p> <p>Two different options were considered in the early design stages relating to the type and location of the proposed facility and the state of the existing facilities. One was a bridge with a 4.5m width and the other was a bridge of 3m width. The brief for the E4 route specifies that designs should seek to achieve the highest quality walking and cycling design in order to provide a step change in cycling facilities. This has informed the proposed width of 4.5m for the bridge, which will be suitable for the design cycle flow and cater for pedestrians and a range of other users.</p> <p>The cost in providing a narrower bridge would not be significantly lower than the proposed 4.5m bridge and, while a narrower bridge may be able to accommodate the anticipated users soon after completion, it would be sensible to build in the additional capacity now to match the ambition for the route.</p> <p>The other option was to allow for users to continue to use the Exeter Arena entrance and Toucan crossing before continuing along a relatively narrow section of shared use path on the western side of Summer Lane. This section of path would be substandard and would result in conflicts between pedestrians and cyclists</p>
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	<p>particularly in the peak periods where city centre trips mix with high numbers of people travelling towards the local schools.</p> <p>Different forms of bridges were also discussed such a cable stay, beam and suspension bridges. A truss bridge was chosen instead because it is considered to be the most economical solution for this location.</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 open space, 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 population will be improved by providing means of independent mobility and facility for those who are mobility impaired. • Health problems, such as those associated with obesity, will be tackled through providing a means of adopting more active lifestyles. <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. • This negative impact will be mitigated through consultation with Devon County Council's highway co-ordination and traffic management groups.

	<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 https://new.devon.gov.uk/e4/</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"> • 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 gas emissions from car travel. <p>The following negative impact will be realised:</p> <p>Four trees, approximately 45m of hedgerow and some grassland will need to be removed to enable the installation of the footbridge and ramps. However, nine trees and 56m of hedgerow will be planted post-construction to mitigate for lost habitat.</p>
<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 and access to open space 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 will be mitigated as far as possible by consulting with Devon County Council's highway co-ordination and traffic management groups.
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>Cycle counters situated on Cumberland Way and Prince Charles Road the route will monitor cycle uptake for the overall E4 route.</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 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">• Local Members• Exeter City Council• Exeter Cycling Campaign• Members of public• Network Rail• Living Options• Guide Dogs for the Blinds• Willowbrook School• Sport England

<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>Early outline proposals for footbridge on Summer Lane were presented to member of public, local stakeholders and the Exeter Cycling Campaign.</p> <p>The detailed design of this route has been consulted upon throughout its evolution with relevant stakeholders such as DCC’s maintenance team and Exeter City Council. Once a suitable design had been reached, local developers were consulted, and it was audited via a Road Safety Audit.</p> <p>Regarding the construction, local businesses, residents and emergency services will be kept informed of the proposed works and necessary traffic management.</p> <p>A consultation phase was held between 15th October 2018 to 19th November 2018. There have been very few negative responses from this consultation and numerous comments in support for the footbridge.</p> <p>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>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 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"> • Increased movement of cycle/pedestrians traffic along proposed routes may impact local residents; however, the route has been designed to allow sufficient widths to reduce potential conflict as far as reasonably practicable. • The ramps have been design to cater all users. Gradients of 1 in 20 have been chosen with 2m landings every 2.5m rise in accordance with Design Criteria for Footbridges. 	<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 route will provide a low-cost alternative means of travel. • Access will be improved to help people better connect with their communities, open space and engage in social activities. • Regarding tolerance between road users, DCC runs a ‘Share this Space’ campaign to target issues arising between, all users of the route.

Age:	Not relevant	<ul style="list-style-type: none"> • Improved cycle route will allow a safer means of travel for children, for education and leisure purposes. • 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.
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"> • 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. • Physical and mental health and wellbeing will be improved by providing an active means of independent mobility. • Access will be improved to help people better connect with their communities, open space and engage in social activities.
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 route will provide a cost effective means of travel and provide disadvantaged groups with better access to training and employment opportunities.
Human rights considerations:	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>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.
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Section 4b - Environmental impacts

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

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

	Devon County Council's Environmental Review Process
X	Planning Permission
	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:	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	Four trees and some grassed verge are being removed, an ecological survey was undertaken. To mitigate loss of habitat, nine trees and wildflower grassland are to be replanted.
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.
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	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. 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 footbridge on Summer Lane will protect cyclists and pedestrians from traffic by providing an alternative route which does not require the use of the Toucan crossing on Summer Lane whilst providing a convenient route with minimal obstructions making it attractive to existing cyclists and new less-confident cyclists.</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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