

E4 Cycle Route (Phase 1) on Cumberland Way, Exeter: Approval to Construct

Report of the Head of Planning, Transportation and Environment

Please note that the following recommendations are subject to consideration and determination by the Cabinet (and confirmation under the provisions of the Council's Constitution) before taking effect.

Recommendation: It is recommended that Cabinet:

- (a) gives approval to construct the proposed E4 Cycle Route scheme (Phase 1) on Cumberland Way, Exeter as shown on drawings 1-3 in Appendix I at an estimated cost of £1.713 million.**
- (b) gives delegated authority to the Head of Planning, Transportation and Environment, in consultation with relevant Cabinet Member and Local Member, to approve minor changes to the scheme design.**

1. Summary

The principle of a strategic cycle network for Exeter was endorsed by Cabinet on 8 June 2016. It was also agreed by Cabinet that work should continue with the development of the Network, giving priority to E3 and E4 cycle routes, with final scheme and estimate to be submitted to Cabinet for approval prior to commencement of construction (Minute *38 refers).

This report seeks approval to construct Phase 1 of the E4 route which will create a high quality cycle facility on the western edge of the City on Cumberland Way and Pinhoe Road.

2. Background/Introduction

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.

In line with the priorities outlined in the Council's Cycling and Multi-Use Trail Network Strategy, a network of proposed cycle routes was put forward in 2015. The Exeter Strategic Cycle route proposals, which formed part of the Multi-Use Trail Network Strategy, was given approval at Cabinet in June 2016. For the Exeter strategic cycle routes, it was agreed that the cycle routes E3 and E4 were seen as key primary cycle routes as they connect areas of growth and development east of the city with schools, hospital, local centres, university and the city centre. Route E9 was seen as equally important, but with fewer opportunities to achieve major changes and improvements. Appendix II illustrates Exeter's strategic cycle routes.

The first of the Exeter strategic routes to be put forward for construction is route E4. The section along Cumberland Way and Pinhoe Road has been progressed as a priority due to the proposed housing developments that have come forward either side of Cumberland Way. An added benefit of progressing this section first is the route's visibility; it could act as a showcase cycle route to attract further funding.

For the development of the high quality, urban strategic cycle routes, the designers have been encouraged to be ambitious and making use of the most up to date national and international guidance and best practice for cycle infrastructure – this includes seeking to maximise segregation of pedestrians and cyclists where physically possible.

3. Proposal

An overview of the design for the 900m long, Cumberland Way and Pinhoe Road section of the E4 cycle route is shown in Appendix I in three A4 plans.

The plans predominantly consist of a bi-directional cycle track which is segregated from pedestrians and vehicles. The path is between 2.5 and 3 m wide to enable for two way cycle traffic and overtaking when clear. This 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 which acts to discourage pedestrians from encroaching on the cycle track.

Short sections of shared use paths (pedestrian and cycles) are incorporated where necessary, i.e. at crossings and junctions, however these are wide to minimise conflict and transitions are obvious for both pedestrians and cyclists.

Priority is given to pedestrians and cyclists across all side roads, except for Pilton Lane, which has the potential to be closed to through traffic at a later date. At this junction, pedestrian and cycle traffic will be expected to give way, however low traffic flows and the one way system are deemed to make this acceptable.

At each end of the scheme and at multiple points along the route, the proposed bi-directional cycle track links in with existing and proposed shared use paths. This connectivity ensures that the proposals are accessible and functional in the short and long term.

National Productivity Investment Fund (NPIF) allocations were made available to the E4 route, which must be committed in financial year 2017/2018. For this reason, construction of the proposed design is scheduled to start in October 2017. The works are expected to take up to 9 months to complete.

4. Consultations/Representations/Technical Data

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.

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.

The detailed design of this bi-directional cycle 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. A Road Safety Audit has been undertaken. Regarding the construction, local businesses, residents and emergency services have been informed of the proposed works and necessary traffic management.

A number of flat top road humps will be constructed at side roads which require advertisement and a statutory consultation period. Modifications to, and installations of, pedestrian and cycle crossings also require advertisement. All of these items are supported by Local Members and advertised to the public.

The Exeter HATOC was updated on the proposals for this section of the route at its July meeting when it agreed to convene a special meeting of that Committee to consider, if necessary, the outcome of the recent consultations, which ended on 1 September 2017, to allow Cabinet to consider the final scheme on 13 September 2017. A further update will be given at the Cabinet on that meeting, if indeed it took place.

5. Financial Considerations

The estimated cost of the scheme shown on Plan 1-3 in Appendix I is £1.713 million. The proposed funding package is as follows:

	Actual 2016/17 £	Projected 2017/18 & 2018/19 £	Total £
Local Transport Plan	132,478	0	132,478
National Productivity Investment Fund	0	700,000	700,000
Developer contributions	0	880,722	880,722
Total	132,478	1,580,722	1,713,200

6. Environmental Impact Considerations

Proposals that increase the attractiveness of cycling compared to other modes are likely to help reduce the growth of car use, reduce carbon emissions and limit reduction of air quality.

Ecological surveys have been undertaken for areas where vegetation clearance is required. Slow worms were found and mitigation measures developed, no dormice were found in the dormouse survey. No other protected species are to be affected by the works.

The existing highway drainage, in this location, outfalls into a balancing pond which is a sustainable urban drainage system.

7. Equality Considerations

Where relevant to the decision, the Equality Act 2010 Public Sector Equality Duty requires decision makers to give due regard to the need to:

- eliminate discrimination, harassment, victimisation and any other prohibited conduct;
- advance equality by encouraging participation, removing disadvantage, taking account of disabilities and meeting people's needs; and
- foster good relations between people by tackling prejudice and promoting understanding.

An Impact Assessment has been prepared, a copy of which has been circulated to Cabinet Members, and is available on the Council's website at: <https://new.devon.gov.uk/impact/cycle-route-e4-cumberland-way-exeter-phase-1/>, which Members will need to consider for the purposes of this item.

The proposals meet equality requirements in numerous ways, for example, they will:

- Provide improved routes not just for cyclists but also other non-motorised users.
- Allow people who use wheelchairs or people pushing prams to have easier access across side roads, which may improve their experiences of travelling around the city.
- Serve a number of schools and will thereby offer safer routes for young people.
- Enable disadvantaged groups to gain access to training and employment opportunities.
- Enable people of all ages to enjoy being active for leisure and sport.
- Improve access to help people better connect with their communities and engage in social activities.
- Contribute to physical and mental health and wellbeing among the older population by providing an active means of independent mobility.
- Help to tackle health problems, such as those associated with obesity.

8. Legal Considerations

The lawful implications/consequences of the proposals have been considered and taken into account in the formulation of the recommendations set out above.

Traffic Regulation Orders (TRO's) are required for the introduction of raised tables at the side road crossings. Advertisement of the TRO's has been approved by the HATOC Chair and local members and statutory consultation is underway.

9. Risk Management Considerations

In the development of the project, a series of project risk assessments have been carried out. The risks identified have been managed and the remaining risks are as follows:

The proposed works alter an existing access to a development site currently owned by DCC at Tithebarn roundabout and introduce a new access point off Cumberland Way. The site compound is also to be situated on this land. The land is to be transferred to the developer with caveats that the land required for the cycle route be designated as highway. The license for temporary use for the compound is to be finalised once the transfer has been made. Early involvement with the developer has reduced the risks involved with this land designation and use of the compound, however some risks remain.

Concurrent activities are planned by DCC's Engineering Design Group (EDG) to introduce a new road to access the proposed Monkerton Primary School off Tithebarn roundabout. Throughout the design process collaboration with EDG has been undertaken and this working relationship is to continue into construction.

Construction will be over winter which could delay progress through poor weather. The highest risk activities will be programmed where possible for the statistically best weather windows in the proposed construction period. Furthermore, weather risks under the minor framework contract are held by the contractor.

10. Public Health Impact

There are several academic papers and research that demonstrate the clear links between increased cycling and improved public health, including lower death rates and lower risk of heart problems and depression.

Offsetting cars journeys and reducing congestion will contribute to reducing air pollution which is better for cyclists, residents and pedestrians.

11. Discussion

As set out in the above, these proposed works support key priorities of Devon County Council.

The construction of the proposed bi-directional cycle track on Cumberland Way and Pinhoe Road supports economic growth, public health and sustainable transport targets. It reflects previous Cabinet decisions and is set to provide a new class of cycle facility in Exeter and Devon.

Funding is in place and the scheme is supported by Devon County Council, the Exeter Cycling Campaign and the Local Members, Councillor Hilary Ackland and Councillor Emma Brennan.

12. Options/Alternatives

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.

The status quo on Cumberland Way is narrow shared use paths and intermittent 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.

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 been protected from vehicles by a small kerb upstand and would have had 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.

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 and Pinhoe Road junctions with the desired priority and directness for cyclists and the safety problems this posed. There was also limited space to install the track due to a greater level of development already present on parts of the route (particularly on Pinhoe Road).

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 there was opportunity to acquire the additional land required to build parts of the high quality facility.

13. Reason for Recommendation

There is a need to encourage more people to take up cycling and walking to support increased physical activity and the continued growth of the city. The proposals offer all user groups better quality cycling, segregated from traffic and pedestrians and provide linkages between densely populated residential areas and key work, education and leisure destinations.

Progression of this section of the E4 route is required to take advantage of available funding and build momentum on the other sections of the E4 route. Furthermore, the scheme when completed could be used as a showcase cycle route to attract further funding. It sets a high standard for the construction of other strategic cycle routes and shows that the Council is proactive in enabling and promoting cycling as a key mode of transport.

Dave Black
Head of Planning, Transportation and Environment

Electoral Divisions: All in Exeter

Cabinet Member for Highway Management: Councillor Stuart Hughes

Chief Officer for Communities, Public Health, Environment and Prosperity, Dr Virginia Pearson

Local Government Act 1972: List of Background Papers

Contact for enquiries: Liz Holloway

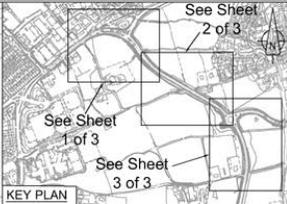
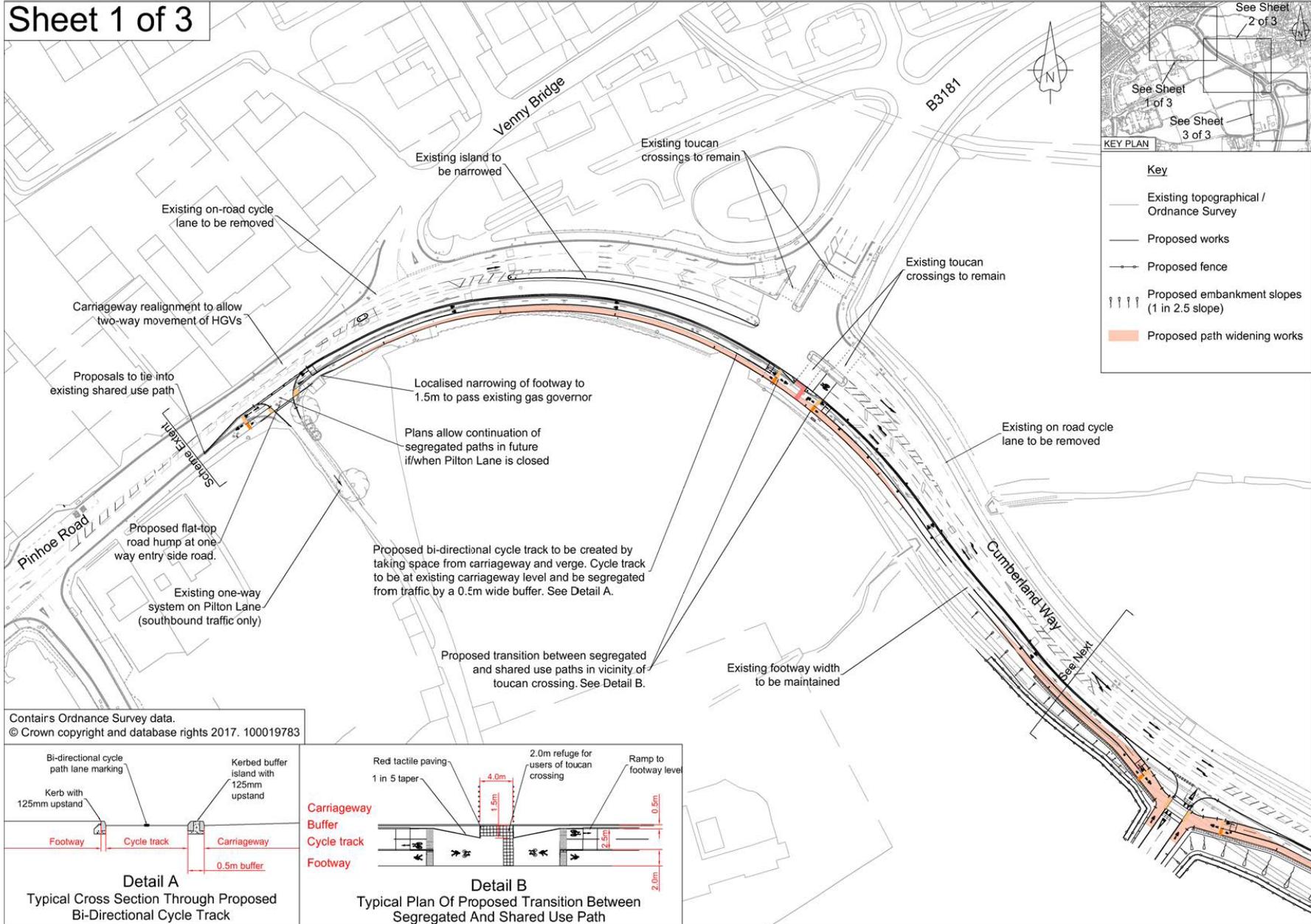
Room No. Lucombe House, County Hall, Topsham Road, Exeter. EX2 4QD

Tel No: (01392) 383000

Background Paper	Date	File Reference
1. Impact Assessment	August 2017	https://new.devon.gov.uk/impact/cycle-route-e4-cumberland-way-exeter-phase-1/

lh070817cab E4 Cycle Route (Phase 1) on Cumberland Way Exeter
hk 07 290817

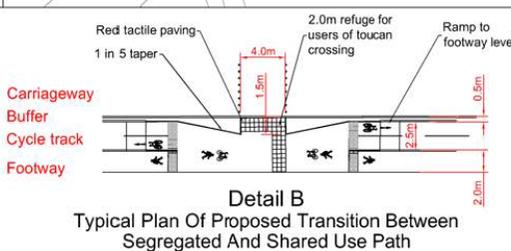
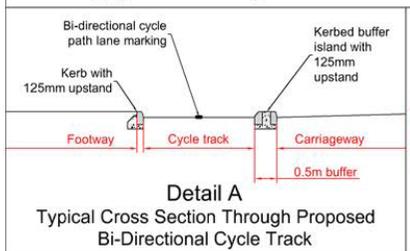
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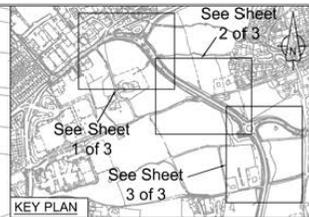
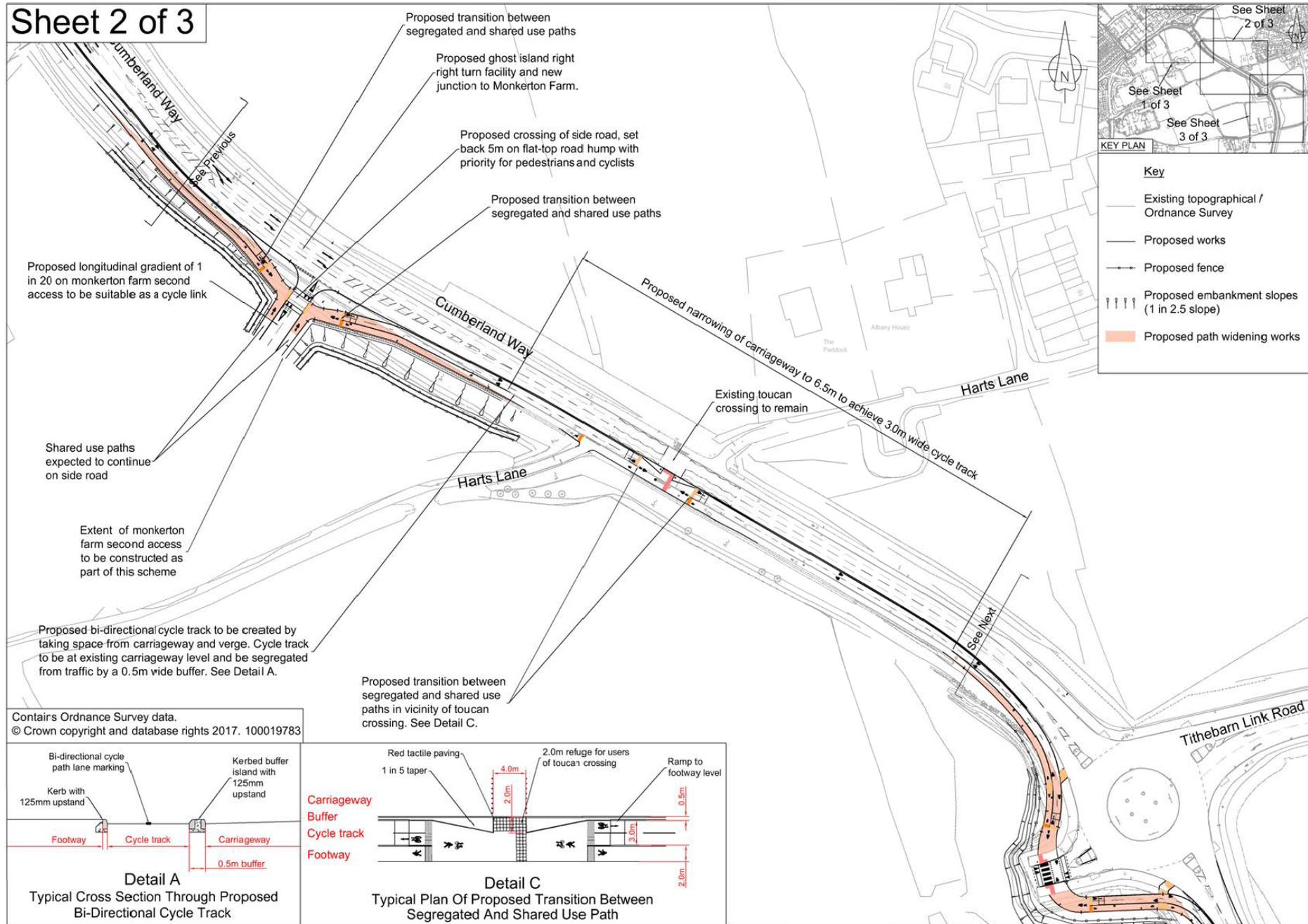
Key

- Existing topographical / Ordnance Survey
- Proposed works
- Proposed fence
- ↑↑↑ Proposed embankment slopes (1 in 2.5 slope)
- ▭ Proposed path widening works

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Key

- Existing topographical / Ordnance Survey
- Proposed works
- Proposed fence
- Proposed embankment slopes (1 in 2.5 slope)
- Proposed path widening works

Proposed longitudinal gradient of 1 in 20 on monkerton farm second access to be suitable as a cycle link

Proposed transition between segregated and shared use paths

Proposed ghost island right turn facility and new junction to Monkerton Farm.

Proposed crossing of side road, set back 5m on flat-top road hump with priority for pedestrians and cyclists

Proposed transition between segregated and shared use paths

Shared use paths expected to continue on side road

Extent of monkerton farm second access to be constructed as part of this scheme

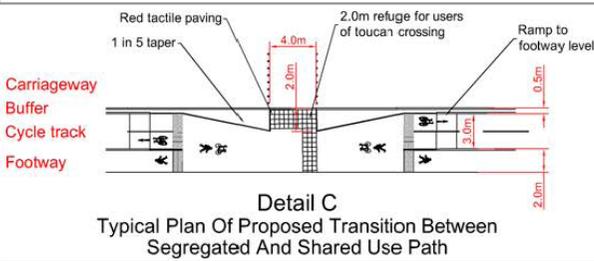
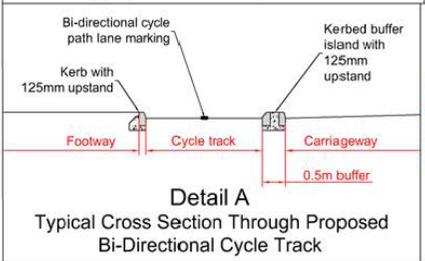
Proposed bi-directional cycle track to be created by taking space from carriageway and verge. Cycle track to be at existing carriageway level and be segregated from traffic by a 0.5m wide buffer. See Detail A.

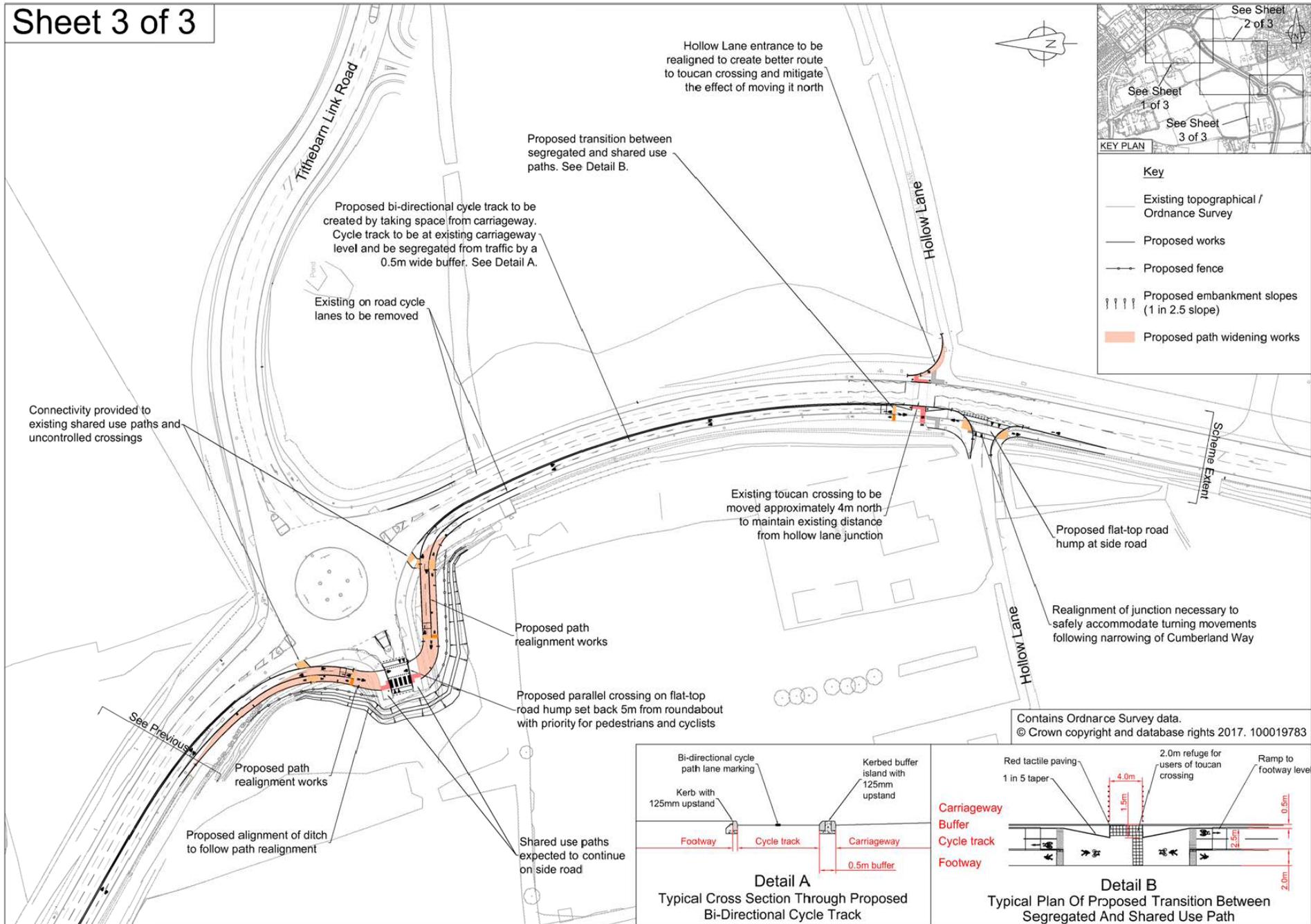
Existing toucan crossing to remain

Proposed narrowing of carriageway to 6.5m to achieve 3.0m wide cycle track

Proposed transition between segregated and shared use paths in vicinity of toucan crossing. See Detail C.

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Hollow Lane entrance to be realigned to create better route to toucan crossing and mitigate the effect of moving it north

Proposed transition between segregated and shared use paths. See Detail B.

Proposed bi-directional cycle track to be created by taking space from carriageway. Cycle track to be at existing carriageway level and be segregated from traffic by a 0.5m wide buffer. See Detail A.

Existing on road cycle lanes to be removed

Connectivity provided to existing shared use paths and uncontrolled crossings

Existing toucan crossing to be moved approximately 4m north to maintain existing distance from hollow lane junction

Proposed flat-top road hump at side road

Realignment of junction necessary to safely accommodate turning movements following narrowing of Cumberland Way

Proposed path realignment works

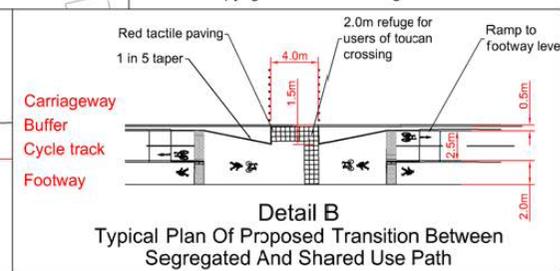
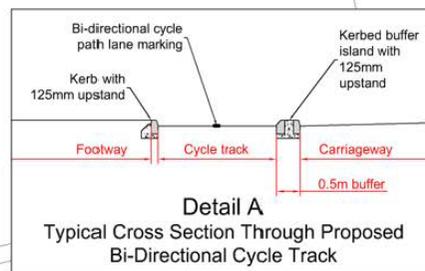
Proposed parallel crossing on flat-top road hump set back 5m from roundabout with priority for pedestrians and cyclists

See Previous

Proposed path realignment works

Proposed alignment of ditch to follow path realignment

Shared use paths expected to continue on side road



Appendix II To PTE/17/49

