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To: The Chair and Members of the Teignbridge  
Highways and Traffic Orders Committee

County Hall  
Topsham Road  
Exeter  
Devon  
EX2 4QD

Date: 14 September 2020

Contact: Fiona Rutley 01392 382305

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**TEIGNBRIDGE HIGHWAYS AND TRAFFIC ORDERS COMMITTEE**  
**SPECIAL MEETING**

Tuesday, 22nd September, 2020

A special meeting of the Teignbridge Highways and Traffic Orders Committee is to be held on the above date at 2.15 pm to consider the matters below. This will be a virtual meeting, for the joining instructions please contact the Clerk for further details on attendance and/or public participation.

Phil Norrey  
Chief Executive

**A G E N D A**

**PART I - OPEN COMMITTEE**

1 Apologies for absence

2 Election of Chair

(NB: In accordance with the County Council's Constitution, The Chair and Vice Chair must be County Councillors. County and District Councillors may vote)

3 Election of Vice-Chair

(NB: In accordance with the County Council's Constitution, The Chair and Vice Chair must be County Councillors. County and District Councillors may vote)

4 Items Requiring Urgent Attention

Items which in the opinion of the Chairman should be considered at the meeting as matters of urgency.

**MATTERS FOR DECISION**

5 Powderham Experimental Traffic Regulation Order (Pages 1 - 20)

Report of the Head of Planning, Transportation and Environment (PTE/20/16) attached.

*Electoral Divisions(s): Exminster & Haldon*

6 Newton Abbot East-West Strategic Active Travel Corridor: Exeter Road and Jetty Marsh Road Toucan Crossings (Pages 21 - 34)

Report of the Head of Planning, Transportation and Environment (PTE/20/17) attached.

*Electoral Divisions(s): Newton Abbot North*

7 Newton Abbot East-West Strategic Active Travel Corridor: Exeter Road and Jetty Marsh Road Pedestrian and Cyclist Improvements (Pages 35 - 46)

Report of the Head of Planning, Transportation and Environment (PTE/20/18) attached.

*Electoral Divisions(s): Newton Abbot North*

8 Calendar of Meetings

Please use link below for County Council Calendar of Meetings;  
<http://democracy.devon.gov.uk/mgCalendarMonthView.aspx?GL=1&bcr=1>

Meetings to be held at 10.30am. Please check venue in the current situation.

Thursday 5 November 2020 – virtual meeting.

Thursday 4 March 2021.

**PART II - ITEMS WHICH MAY BE TAKEN IN THE ABSENCE OF THE PRESS AND PUBLIC**

*Members are reminded that Part II Reports contain exempt information and should therefore be treated accordingly. They should not be disclosed or passed on to any other person(s). They need to be disposed of carefully and should be returned to the Democratic Services Officer at the conclusion of the meeting for disposal.*

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**Induction Loop available**



PTE/20/16

Teignbridge Highways and Traffic Orders Committee  
22 September 2020

## **Powderham Experimental Traffic Regulation Order**

Report of the Head of Planning, Transportation and Environment

Please note that the following recommendations are subject to consideration and determination by the Committee before taking effect.

Recommendation: that the Committee be asked to approve the permanent implementation of the experimental traffic order.

### **1. Summary**

The report considers representations received in response to an Experimental Traffic Regulation Order (ETRO), prohibiting motor vehicles except for access along the road past St Clements Church, Powderham.

### **2. Introduction**

The Exe Estuary Trail is a very popular cycle route. The trail passes Powderham Estate along Estuary Road between St Clements Church and the A379 at Starcross. Estuary Road is a minor public road with no segregated facilities for pedestrians or cyclists and with limited available road width for two-way traffic. The route is already subject to a 20mph speed limit and signed as a County quiet lane route.

To further improve the local environment for cyclists and pedestrians, draft proposals were circulated for comments in 2018/19. The proposals outlined a suggestion to prohibit motor vehicles on Estuary Road except for local access. To be self-enforcing without a need for unrealistic levels of police enforcement, access by motor vehicles was being proposed to be controlled using barriers. The aim of the proposal was to provide a safer environment for pedestrians and cyclists by removing nonlocal traffic along Estuary road between off road sections of the Exe Estuary Trail.

A public meeting was held with the parish and community in July 2018 in order to discuss these proposals in more detail. The resolution from the meeting was unanimously against any scheme utilising barriers to control access. But was unanimously in favour of undertaking a trial scheme to prohibit access without barriers.

The County Council agreed to undertake a trial prohibition under an ETRO process. An ETRO can be used in situations that need monitoring and reviewing. They can last no more than eighteen months before they are either abandoned, amended or made permanent. Once in force, objections to the

# Agenda Item 5

order being made permanent can be made. Any objections must be made within six months of the day that the experimental order comes into force.

The ETRO came into force on 5 April 2019. A plan of the ETRO and a copy of the public notice is included in Appendix I.

### **3. Proposal**

The scheme shown on Plan Q04005-750 in Appendix I details the location and extent of the ETRO restrictions. The ETRO prohibited motor vehicles except for access for the full length of the road between its two junctions with the A379. The plan includes details of the signage introduced at both ends of the route.

#### **Formal responses to the ETRO.**

Any formal written objections and comments to the ETRO had to be received over the six-month period from April to October 2019. A total of 30 responses were received and a summary of the formal comments received is included in Appendix II.

24 submissions were received from respondents who live outside of the Powderham area, although the majority of these were still from residents of communities local to Powderham. 1 of the 24 respondents were in support of the ETRO, 9 directly objected and 13 raised negative comments in response to the ETRO trial. Objections and negative comments were focused on loss of access to the public road as a valued local amenity and the lack of any clear justification for prohibiting vehicles on this route.

6 responses were received from residents of the Powderham area directly affected by the ETRO. This included a more detailed parish summary response provided after a parish public meeting held prior to the end of the six-month objection period. These 6 respondents were not clearly supporting or objecting to the ETRO. But did raise concerns about its effectiveness in reducing rat-running traffic and reinforced its lack of impact on speeding and parking within the community. From the parish summary response to the ETRO there was a view from residents that there may have been a slight reduction in vehicles driven by visitors to the area, plus fewer coaches using the road. However, there was also a perception of an increase in the numbers of 'local' cars using the road as a short cut.

#### **Informal responses to the ETRO**

A parish public meeting attended by DCC was held in May 2019 shortly after the introduction of the ETRO and following a busy bank holiday weekend period. Residents and DCC had independently recorded over 70 vehicles parking in the area over the weekend. Concern was expressed that the ETRO was not considered to be effective as access still allowed drivers to enter the area to park. The parish resolved to set up a working party to explore the alternatives to the ETRO. This included the possibility of the installation of posts along private verges to remove parking opportunities.

Further work was undertaken by a parish working party during 2019, including a community questionnaire. Feedback from this work in September 2019 identified that from approximately 23 of the 60 residents of the area who responded to the survey. 64% felt that there had been some reduction in traffic since the ETRO was introduced. And 59% felt that rat-running activity had also decreased. The top three priorities for the community were identified as being 1st Road safety, 2nd Speeding and 3rd Traffic Volume.

The parish and community were invited to comment again prior to drafting this report. The consensus was to make the ETRO permanent. But in conjunction with increased signage and with new parking management in the locality.

During the ETRO period 70 public comments were provided online to the DCC's Newscentre webpages. The majority of these comments reflected the views of formal objections to the ETRO and expressed concern about the loss of access to a public road and local amenity.

As the enforcing authority Devon & Cornwall Police were consulted prior to advertising the ETRO. The view from the Police was that they would find this a very difficult stretch of road to police, as anyone wishing to stop on route would be satisfying the "Access" requirement. So, in effect, the only way it could be proved that any driver had used the route illegally would be to follow each driver through the whole length of the road making sure that they did not access anything within the controlled stretch of road. Rendering this effectively unenforceable. It was concluded that the Police would not object to an ETRO taking place as a trial. But that no regular enforcement would take place during a trial period. A formal response was not submitted to DCC as part of the ETRO process. But written comments were provided by Police officers to reiterate the views of the Police made prior to the ETRO coming into force.

## **Traffic monitoring**

It was originally envisaged that the ETRO would stay in force for an extended period of 12 months to enable traffic monitoring to take place and to consider any further informal feedback from the community after an extended period of operation. Traffic monitoring was undertaken both prior to the ETRO being introduced and during the first 12 month period of the ETRO being in force. Traffic was monitored to assess the impact of prohibiting motor vehicles except for local access.

Appendix III (northbound) and Appendix IV (southbound) show the average weekday traffic flows on Estuary Road through Powderham, both before the ETRO trial took place and during the time that period when the ETRO was in force. The peak traffic flows on Estuary Road do not mirror the typical AM and PM commuter peaks of the A379. Whilst the data indicates a marginal reduction in flows during the ETRO trial, it should be noted that the hourly volumes are low and any small changes in the number of vehicles per hour on different days for other reasons could also be a relevant factor. Overall, any

# Agenda Item 5

significant impact from the ETRO on traffic flows is not evident from the traffic monitoring.

Using the video survey data recorded at both junctions before and during the ETRO trial period, Appendix V identifies vehicles on the minor road around Powderham that were potentially rat running between the two main road junctions. Depending on the individual speeds of vehicles and on factors like obstruction, a typical journey time between the junctions can vary significantly. Appendix V identifies any vehicles taking less than 10 minutes to travel between the two junctions as potentially rat-running through the area, however it is likely that this is an overestimate and that the figures shown will be incorporating some vehicles that were legitimately stopping briefly on route. Appendix V indicates that there is very little evidence of rat running traffic over the morning commuter peak in either direction of travel. There is greater evidence shown for traffic rat running south from Exeter towards Dawlish during the PM peak. But there is no indication of any significant change to this pattern during the ETRO trial period.

For reference Appendix VI summarises traffic speed data recorded at a site on Estuary Road over a number of years. It should be noted that figures from 2011 onwards were recorded after the current mandatory 20mph limit was introduced. The 2018 figures were recorded before the ETRO and the 2019 figures during the ETRO trial. Traffic speeds on Estuary road remain uncompliant for the 20mph limit. But consistent with 30mph limit standards.

## **Summary**

The Statement of Reasons for bringing the ETRO into force was that “the order will avoid danger to persons or other traffic using the road past St Clements Church and for preventing the likelihood of any such danger arising and to preserve or improve the amenities of the area through which the road runs”.

Although the road through Powderham has a good road safety record with one injury accident recorded between 2014 and 2018. The popularity of the Exe Estuary Trail and increasing numbers of cyclists and pedestrians using Estuary Road has led to greater conflict between vehicular and non-vehicular traffic along this route.

Monitoring considered the traffic impact of the ETRO by prohibiting motor vehicles except for local access. The results of the monitoring undertaken does not fully support the effectiveness of the ETRO as a measure to remove through traffic travelling through the area. However, the effect is positive and traffic flows are in the order of 10 an hour which is low.

Formal responses to the ETRO were predominantly against the ETRO. Local responses from those most directly affected were generally supportive. But were also very concerned about parking and speeding.

It is the duty of a local authority to secure the expeditious, convenient and safe movement of all road users. Bearing in mind the attractiveness of the Exe



Estuary trail to cyclists and walkers and that there is no reason for traffic to use Estuary Road as a through route it would be beneficial to confirm the ETRO as a permanent order. However, it has to be recognised that the enforcement of this order is very difficult for the reasons outlined above.

## **4. Options/Alternatives**

Alternative options were previously considered for prohibiting motor vehicles using self-enforcing physical barriers. This was not supported by the community.

If the ETRO was not confirmed it would send the wrong message to motorists that this route was open to be used as a through route.

## **5. Consultations**

Consultation was undertaken with the local community prior to and during the ETRO process. Consultation will continue with the community through the parish or community working group.

## **6. Financial Considerations**

There will small costs to make the ETRO permanent. Funding is identified in the transport capital programme for 2020/21.

## **7. Legal Considerations**

When making a Traffic Regulation Order it is the County Councils responsibility to ensure that all relevant legislation is complied with. This includes Section 122 of the Road Traffic Regulation Act 1984 that states that it is the duty of a local authority, so far as practicable, secures the expeditious, convenient and safe movement of traffic and provision of parking facilities.

## **8. Environmental Impact Considerations (Including Climate Change)**

The recommendation to confirm TRO will have a small but positive impact on the environment by reducing vehicle emissions and promoting safer active travel.

## **9. Equality Considerations**

No new policies are being recommended in this report and therefore an individual Equality Impact and Needs Assessment for the scheme is not considered necessary.

## **10. Risk Management Considerations**

The proposal will have an ongoing revenue cost for the Council to maintain signing for the permanent traffic regulation order. A permanent traffic regulation order may generate demand for Police enforcement resources.

# Agenda Item 5

## **11. Public Health Impact**

There will be a small but positive benefit to public health by supporting cycling on the Exe Estuary Trail.

## **12. Reasons for Recommendations**

The ETRO was introduced to assess the benefit of reducing or removing traffic travelling through the Powderham area. It is concluded that the ETRO has had a marginal impact and considering the use of the road as part of the Exe Estuary Trail the road is not suitable to be used as a through route. It is recommended that a decision is made to confirm the TRO.

Dave Black

Head of Service for Planning, Transportation and Environment

**Electoral Division: Exminster & Haldon**

## **Local Government Act 1972: List of Background Papers**

Contact for Enquiries: James Anstee

Tel No: 01392 382727      Room: AB2, Lucombe House, County Hall, Exeter

Background Paper	Date	File Reference
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Nil

ja040920teinh

sc/cr/Powderderham Experimental Traffic Regulation Order

## Appendix I To PTE/20/16

### **Devon County Council (Road past St Clements Church, Powderham) (Prohibition of Motor Vehicles) Experimental Order 2019**

Devon County Council made this on 25<sup>th</sup> March under the Road Traffic Regulation Act 1984 & it comes into force 5<sup>th</sup> April for a maximum of 18 months to

#### **Prohibit Motor Vehicles except for Access on the entire length of Road past St Clements Church, Powderham**

The order & statement of reasons can be viewed at [devon.cc/tro](http://devon.cc/tro) from 28<sup>th</sup> March. The order, plan & statement of reasons may also be seen during normal office hours in main reception at the address below or Mon/Sat 9am-1pm, Tue/Fri 9am-5pm, Thu 9am-6pm at Dawlish Library.

The Council will consider whether the provisions should continue indefinitely & anyone may object to the making of a permanent order within 6 months from 5<sup>th</sup> April or if this order is subsequently varied by another order or modified pursuant to section 10(2) of the 1984 Act within 6 months of that variation or modification coming into force. Any objections or other comments giving the grounds on which they are made must in writing to the address below or via [devon.cc/tro](http://devon.cc/tro). If you make a submission be aware that contact details & points contributed may be made publicly available in accordance with our legal obligations. Receipt of submissions may not be acknowledged but those received will be considered & may be shared within Devon County Council & our partners. Further information on how we process personal data at [www.devon.gov.uk](http://www.devon.gov.uk) (search for traffic regulation orders privacy notice).

If you wish to question the validity of the order or of any of its provisions because it or they are not within the powers conferred by the Road Traffic Regulation Act 1984 or that any requirement of that Act or any instrument made under it has not been complied with, you may within 6 weeks from the date on which the order was made apply to the High Court for this purpose.

28<sup>th</sup> March 2019

reference IMR/B16153-5736

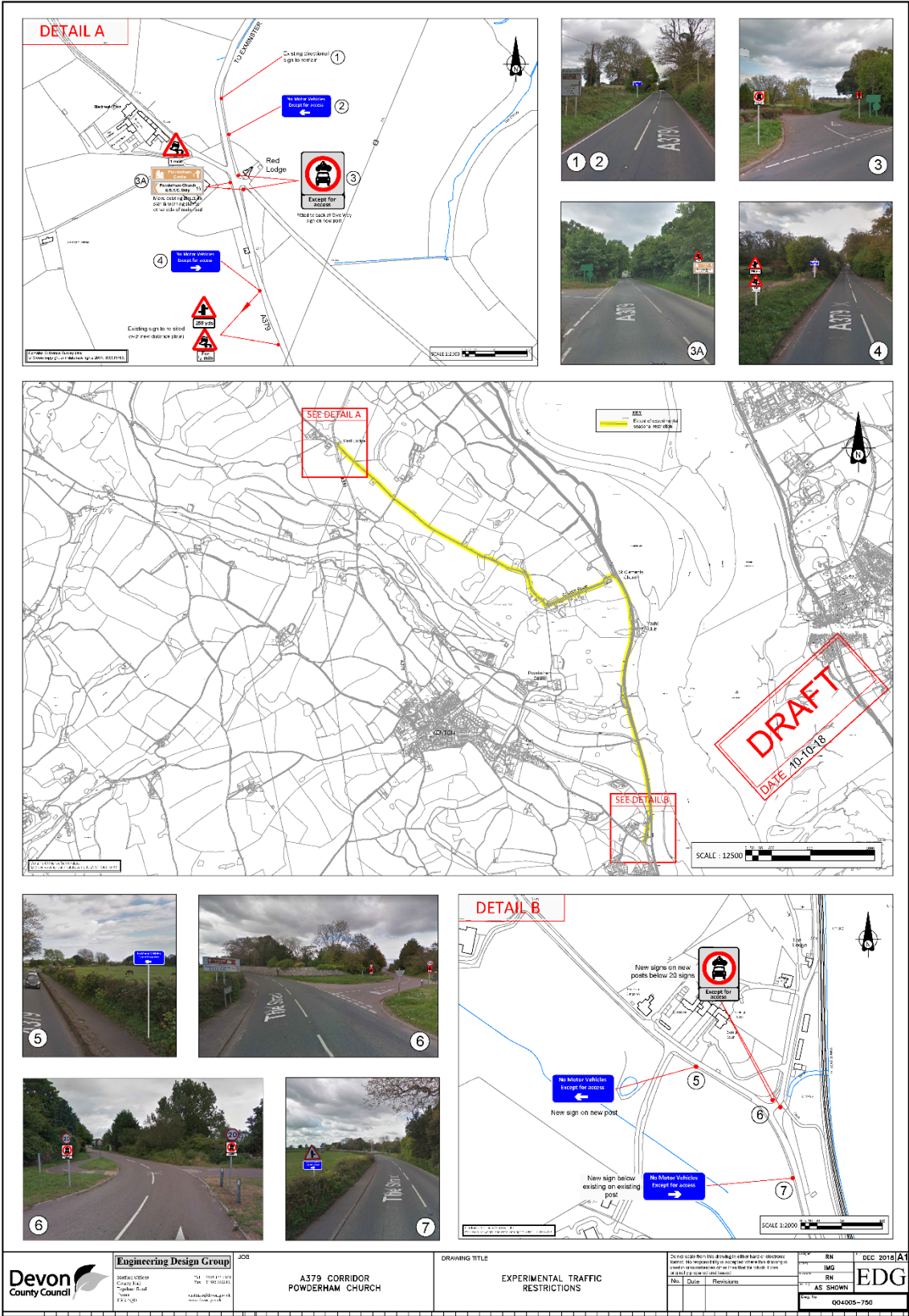
County Solicitor, County Hall, Topsham Road, Exeter EX2 4QD

#### **Statement of Reasons**

Following concerns being raised regarding the number of vehicles using the road past St Clements Church (from its junction with the A379 at Red Lodge and its junction near Starcross); Devon County Council will introduce the restriction on an experimental basis so that the impact on this and surrounding roads can be monitored, and if necessary, minor changes can be made or proposals removed before deciding whether to make the changes permanent.

Specifically, the order will avoid danger to persons or other traffic using the road past St Clements Church and for preventing the likelihood of any such danger arising and to preserve or improve the amenities of the area through which the road runs.

Agenda Item 5



**5736 – Devon County Council  
(Road past St Clements Church, Powderham)  
(Prohibition of Motor Vehicles) Experimental Order 2019**

**Summary of Representations**

<b>Comment</b>	<b>Devon County Council Response</b>
<b>First Respondent: Resident of Starcross</b>	
<ul style="list-style-type: none"> <li>• Not noted any issues with rat running or excessive speed.</li> <li>• Route used for numerous leisure activities.</li> <li>• Used as diversion route when A379 closed due to accident.</li> <li>• Is there accident data to support TRO?</li> <li>• Where will church, sailing club and cyclists park to use Exe Trail and access Turf Locks.</li> <li>• Can see no benefit from the TRO and highway authority have statutory responsibility to maintain the highway.</li> <li>• How will land owners and asset maintainers use road to access assets such as Network Rail and Environment Agency if motor vehicles prohibited?</li> <li>• How will restriction be policed and will it be enforced 24/7.</li> </ul>	<p>Comments noted regarding rat running and excessive speed.</p> <p>Restriction introduced on an experimental basis to allow Devon County Council to monitor impact on Powderham Road and surrounding road network.</p> <p>Restriction still allows access to off street premises such as church, sailing club and for statutory undertakers such as Network Rail and Environment Agency.</p> <p>Police still have powers to direct vehicles through prohibition if required as diversion route.</p>
<b>Second Respondent: Resident of Dawlish</b>	
<ul style="list-style-type: none"> <li>• Considers the order ill-conceived.</li> <li>• Proposed order prevents access for leisure use and for many Starcross is too far to walk.</li> <li>• Restricting access will lead to road becoming an isolated back road with little community surveillance leading to increase to fly tipping and criminal damage.</li> <li>• Issues associated with rat running and speed can be addressed with appropriate signing and traffic calming measures.</li> <li>• Seeking clarification on what is considered permitted access.</li> </ul>	<p>Opposition to order noted.</p> <p>Comments regarding security noted.</p> <p>The order prohibits motor vehicles “except for access to off-street premises”. For example, these premises include the church car parking areas and the areas signed as ‘Starcross Y C Parking’.</p> <p>Traffic calming measures have been suggested by other parties but there has been mixed reaction from some of the local stakeholders (some for/some against the idea).</p>

# Agenda Item 5

<b>Third Respondent: Resident Unknown</b>	
<ul style="list-style-type: none"> <li>• Objects in strongest possible terms to road closure.</li> <li>• Natural beauty, wildlife and views helps maintain mental health.</li> <li>• Claims reasons for restriction are preposterous and outlandish. Usage of road is comparatively light compared to roads of similar size.</li> <li>• Statement of reason indicates that order is being proposed for road safety. This can be achieved through installation of speed bumps and/or speed cameras.</li> </ul>	<p>Object to proposals noted.</p> <p>Traffic calming measures have been suggested by other parties but there has been mixed reaction from some of the local stakeholders (some for/some against the idea).</p>

<b>Fourth Respondent: Resident of Dawlish</b>	
<ul style="list-style-type: none"> <li>• Protest about the order, which denies people the pleasure of using road.</li> <li>• Suggests installation of speed bumps.</li> </ul>	<p>Opposition noted.</p> <p>Traffic calming measures have been suggested by other parties but there has been mixed reaction from some of the local stakeholders (some for/some against the idea).</p>

<b>Fifth Respondent: Resident of Dawlish Warren</b>	
<ul style="list-style-type: none"> <li>• Order will discourage use of the footpath from Powderham to Double Locks in a time when we are trying to encourage families to take more exercise this is a safe environment for the whole family to use.</li> <li>• Please consider traffic calming measures.</li> </ul>	<p>Comments noted.</p> <p>Traffic calming measures have been suggested by other parties but there has been mixed reaction from some of the local stakeholders (some for/some against the idea).</p>

<b>Sixth Respondent: Resident of Kenton</b>	
<ul style="list-style-type: none"> <li>• Suggests that higher priority to sort out the traffic problems at the junction of The Strand and New Road in Starcross.</li> </ul>	<p>Comments noted.</p>

<b>Seventh Respondent: Resident of South Town</b>	
<ul style="list-style-type: none"> <li>• TRO taken place without consultation with local communities – Kenton, Starcross and Cockwood.</li> <li>• Not compelling reason to deny access to public road and questions how much traffic does use that will cause danger or inconvenience to small number of people how live on route.</li> <li>• Estuary road viable alternative route when there is trouble on A379.</li> </ul>	<p>Comments noted.</p> <p>Extensive consultation has taken place with the Powderham Estate as well as local Powderham stakeholders and parishioners.</p> <p>Police still have powers to direct vehicles through prohibition if required as diversion route.</p> <p>Introducing an experimental TRO allows Council officers to review the impact of a restriction and consider implementing as</p>

# Agenda Item 5

<ul style="list-style-type: none"> <li>• Why should public road be shut based on views of small number of residents.</li> <li>• Any extension should be properly consulted on with local communities.</li> </ul>	<p>advertised, amending or to not proceed as necessary.</p>
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<b>Eighth Respondent: Representative of Newton Abbot Ramblers</b>	
<ul style="list-style-type: none"> <li>• Members occasionally enjoy walk along estuary. If going on Sunday group avoids the church car park to leave area for church users.</li> <li>• Understands that the TRO does not allow access to park on verges as these are not designated parking areas.</li> <li>• Suggests provision of a barrier supplemented with 'no through road' signs to prevent road being used as a through route.</li> </ul>	<p>Comments noted.</p> <p>There are other car parking facilities at Starcross and at the Powderham Estate that can be utilised to access the area.</p> <p>The "No through Road" suggestion has already been discussed with the Powderham Estate as well as local Powderham stakeholders and parishioners.</p>

<b>Ninth Respondent: Resident of Starcross</b>	
<ul style="list-style-type: none"> <li>• Dismayed to find out I am no longer able to use route with its stunning estuary views and rolling hills it is a real pleasure to drive along.</li> <li>• Not aware of any local consultation.</li> </ul>	<p>Comments noted.</p> <p>Restriction introduced on an experimental basis so that the impact on this and surrounding roads can be monitored.</p>

<b>Tenth Respondent: Resident of Shaldon</b>	
<ul style="list-style-type: none"> <li>• Restriction is unnecessary and will restrict access along a route that provides links to other means of travel to specific places of interest, worship and recreation merely to placate those local residents and cyclists for whom cars and other four wheeled vehicles are considered a nuisance.</li> <li>• If speeding cars (and even cycles) are considered to be a safety hazard then speed controlling measures should be in place already.</li> <li>• It is the type of scheme that if approved will be divisive in the extreme and have a negative impact upon the many users of the local church and walkways to, from and along the Exe estuary and foreshore.</li> </ul>	<p>Comments noted.</p> <p>Traffic calming measures have been suggested by other parties but there has been mixed reaction from some of the local stakeholders (some for/some against the idea).</p>

# Agenda Item 5

<b>Eleventh Respondent: Resident of Dawlish</b>	
<ul style="list-style-type: none"> <li>• The reason for the prohibition of traffic on this road is, at best, unclear.</li> <li>• What happens in the event of a blockage on the A379 between the junctions of the prohibited road and the main road?</li> <li>• Are cars allowed to drive to park so that occupants can use the footpath from Powderham to the Turf and beyond?</li> </ul>	<p>Comments noted.</p> <p>Restriction still allows access to off street premises such as church, sailing club and for statutory undertakers such as Network Rail and Environment Agency.</p> <p>Police still have powers to direct vehicles through prohibition if required as diversion route.</p>

<b>Twelfth Respondent: Resident of South Town</b>	
<ul style="list-style-type: none"> <li>• The existing traffic on that road will be diverted and the only other village affected is Kenton which will suffer increased traffic.</li> <li>• The road though Kenton Village is narrow with a steep turn in the area of the triangle and leaves no alternative in case of blockage or accident.</li> </ul>	<p>Comments noted.</p> <p>Police still have powers to direct vehicles through prohibition if required as diversion route.</p>

<b>Thirteenth Respondent: Resident of South Town</b>	
<ul style="list-style-type: none"> <li>• Prior to restriction found all users courteous and mindful and never felt route was dangerous.</li> <li>• Access to the Turf Lock Pub to be provided within the order.</li> <li>• Can vehicles seeking access to pub utilise the church car park.</li> <li>• Considers Powderham Road a local amenity that's allows access to exercise. Elderly and disabled are only able to access area by car.</li> <li>• Requests a cycle path separate to the road.</li> <li>• When the A379 becomes severely congested due to holiday traffic is it environmentally sound to encourage all the traffic to keep crawling along or remain stationary idling rather than using a diversion?</li> <li>• When incident on A379 the estuary road is safest and shortest diversion but new order suggests this is not permitted.</li> </ul>	<p>Comments noted.</p> <p>The order prohibits motor vehicles "except for access to off-street premises". For example, these premises include the church car parking areas and the areas signed as 'Starcross Y C Parking'.</p> <p>Police still have powers to direct vehicles through prohibition if required as diversion route.</p> <p>Introducing an experimental TRO allows Council officers to review the impact of a restriction and consider implementing as advertised, amending or to not proceed as necessary.</p>



# Agenda Item 5

<b>Fourteenth Respondent: Resident Unknown</b>	
<ul style="list-style-type: none"> <li>• Objects to proposal</li> <li>• Uses route as alternative to A379 when congested.</li> <li>• Appreciates that banning cars would make route nicer for cyclists but environmental impact caused by congestion affects everyone.</li> <li>• Would prefer to see traffic calming.</li> </ul>	<p>Objection noted.</p> <p>Traffic calming measures have been suggested by other parties but there has been mixed reaction from some of the local stakeholders (some for/some against the idea).</p>
<b>Fifteenth Respondent: Resident of Exeter</b>	
<ul style="list-style-type: none"> <li>• As a runner fully supports closure of road.</li> <li>• Witnessed on numerous occasions of drivers speeding.</li> <li>• Road signed as 20mph but rarely adhered to.</li> </ul>	<p>Support and comments noted.</p>
<b>Sixteenth Respondent: Resident of Kenton</b>	
<ul style="list-style-type: none"> <li>• Not clear whether it is possible to use the road to park either on the spaces by the church, or off-road in the area on the corner opposite the church, in order to use the public estuary walk.</li> <li>• If not, have other arrangements been put in place to allow access to the estuary path by those less able, disabled, or with young families.</li> </ul>	<p>Comments noted.</p> <p>The order prohibits motor vehicles “except for access to off-street premises”. For example, these premises include the church car parking areas and the areas signed as ‘Starcross Y C Parking’. Area described is within private ownership.</p>
<b>Seventeenth Respondent: Resident Unknown</b>	
<ul style="list-style-type: none"> <li>• Now unable to access beautiful part of Devon coastline and unable to take elderly father who cannot walk on scenic drive to view deer at Powderham estate.</li> <li>• Suggests restriction should be Monday to Friday 6am to 6pm to prevent rat running by commuters.</li> <li>• Restriction prevents access to church which openly welcomes worshipers and public. Relative buried in church grounds.</li> </ul>	<p>Comments noted.</p> <p>The order prohibits motor vehicles “except for access to off-street premises”. For example, these premises include the church car parking areas and the areas signed as ‘Starcross Y C Parking’.</p>
<b>Eighteenth Respondent: Resident of Exeter</b>	
<ul style="list-style-type: none"> <li>• Objects to proposals.</li> <li>• Public road which is lightly used, which is scenic for less abled people.</li> <li>• Used as a meeting point for numerous rambling groups.</li> </ul>	<p>Objection noted.</p>

# Agenda Item 5

<b>Nineteenth Respondent: Resident of Dawlish Warren</b>	
<ul style="list-style-type: none"> <li>Is there any empirical evidence that restriction is required.</li> <li>Due to population growth there are more collisions on roads and Devon County Council web site shows that more accidents occur on A379 than Powderham Road.</li> <li>When A379 closed Powderham Road used as an alternative route.</li> <li>Disabled or elderly that are unable to walk from Starcross now denied access to area.</li> <li>Suggests that restrictions have been relaxed for recent events at Powderham Castle, but no exemption in TRO.</li> </ul>	<p>Comments noted.</p> <p>Police still have powers to direct vehicles through prohibition if required as diversion route.</p>

<b>Twentieth Respondent: Resident of Exeter</b>	
<ul style="list-style-type: none"> <li>Objects to proposals citing the reasons provided by nineteenth respondent.</li> </ul>	Objection noted.

<b>Twenty-first Respondent: Resident of Torquay</b>	
<ul style="list-style-type: none"> <li>Elderly and use the road to look at the deer – the Traffic Order will prevent us doing this.</li> <li>Objects to proposals citing the reasons provided by nineteenth respondent.</li> </ul>	Objection noted.

<b>Twenty-Second Respondent: Resident of Torquay</b>	
<ul style="list-style-type: none"> <li>Object to the proposed order.</li> <li>Use this road to look at the deer and take elderly relative for a small stroll along the estuary path.</li> </ul>	Objection noted.

<b>Twenty-third Respondent: Resident of Exeter</b>	
<ul style="list-style-type: none"> <li>No improvement particularly because the works to protect the verges have yet to be completed. Until this is done there is unlikely to be any change to the present unsatisfactory.</li> </ul>	<p>Comments noted.</p> <p>Powderham has set up a Working Group and may consider works to protect the verges.</p>

<b>Twenty-fourth Respondent: Resident of Starcross</b>	
<ul style="list-style-type: none"> <li>Does not feel ETRO has made much difference to road safety.</li> <li>Would welcome measures to reduce volumes and speeds and suggest provision of bollards to close road off as through route.</li> </ul>	<p>Comments noted.</p> <p>Powderham has set up a Working Group which may further consider such measures to reduce through traffic.</p>

<b>Twenty-fifth Respondent: Resident of Powderham</b>	
<ul style="list-style-type: none"> <li>ETRO incomplete and impact on Powderham Village cannot be accurately assessed until all implemented.</li> <li>At meeting attended by Devon County Council officers measured agreed to protect tree roots.</li> <li>Powderham Castle and Starcross should be the only parking areas for visitors.</li> </ul>	<p>Comments noted.</p> <p>The ETRO has been installed independent of the parking issues. Powderham has set up a Working Group and may recommend Works to protect the verges.</p>

<b>Twenty-six Respondent: Resident of Powderham</b>	
<ul style="list-style-type: none"> <li>Construction of the cycle path and bridge at Powderham, have as predicted, resulted in an increase in through traffic and parking, much of it thoughtless and inconsiderate. Powderham residents and Church congregation have been trying to ameliorate this with Devon County Council.</li> <li>Scheme agreed to install posts and chains to protect verges and supplement ETRO.</li> </ul>	<p>Comments noted.</p> <p>The ETRO has been installed independent of the parking issues. Powderham has set up a Working Group and may recommend Works to protect the verges.</p>

<b>Twenty-seventh Respondent: Resident of Powderham</b>	
<ul style="list-style-type: none"> <li>The amount of traffic on the road - at commuter times only - has fallen but it has not stopped the speeding youths who are suspected of disposing of litter of items they have consumed with absolutely no concern for the environment or other road users.</li> <li>Weekend still attracts a huge number of vehicles on a road that is not made for the volume. Parking around the Church appears as plentiful and haphazard as before. There may be concern about damage to tree roots but there continues to be a safety risk from the mix of vehicles of all sizes, pedestrians, bicycles and poorly supervised children around the Church area and on the bend to the cycle path.</li> <li>At times in the Summer months quite a few vehicles are on the verges overnight with sleeping occupants. This is more prevalent when there is an event at the Castle.</li> <li>Although ongoing issues current restriction should remain in place and should be supplemented by additional measures.</li> </ul>	<p>Comments noted.</p> <p>The ETRO has been installed independent of the parking issues. Powderham has set up a Working Group and DCC look forward to hearing the Working Groups recommendations through the Parish Meeting.</p>

# Agenda Item 5

<b>Twenty-eighth Respondent: Resident of Powderham</b>	
<ul style="list-style-type: none"> <li>• Still traffic issues following implementation of ETRO, including rat running and speeding vehicles.</li> <li>• Concerned about the condition of the verges along The Avenues due to cars parking. As part of restrictions residents believed wooden posts would be installed.</li> <li>• Slight reduction in visitors and coaches since installation of restrictions but increase in locals using road as short cut.</li> <li>• Speeding still an issue.</li> </ul>	<p>Comments noted.</p> <p>The ETRO has been installed independent of the parking issues. Powderham has set up a Working Group and DCC look forward to hearing the Working Groups recommendations through the Parish Meeting.</p>
<b>Twenty-ninth Respondent: Resident of Powderham</b>	
<ul style="list-style-type: none"> <li>• Supports comments of thirtieth respondent.</li> </ul>	<p>Comments noted.</p>
<b>Thirtieth Respondent: Resident of Dawlish Warren</b>	
<ul style="list-style-type: none"> <li>• Visits church on Sundays and works at church during week. Does not want the road blocked off due to the extra distance to get to establishment.</li> </ul>	<p>Comments noted.</p>

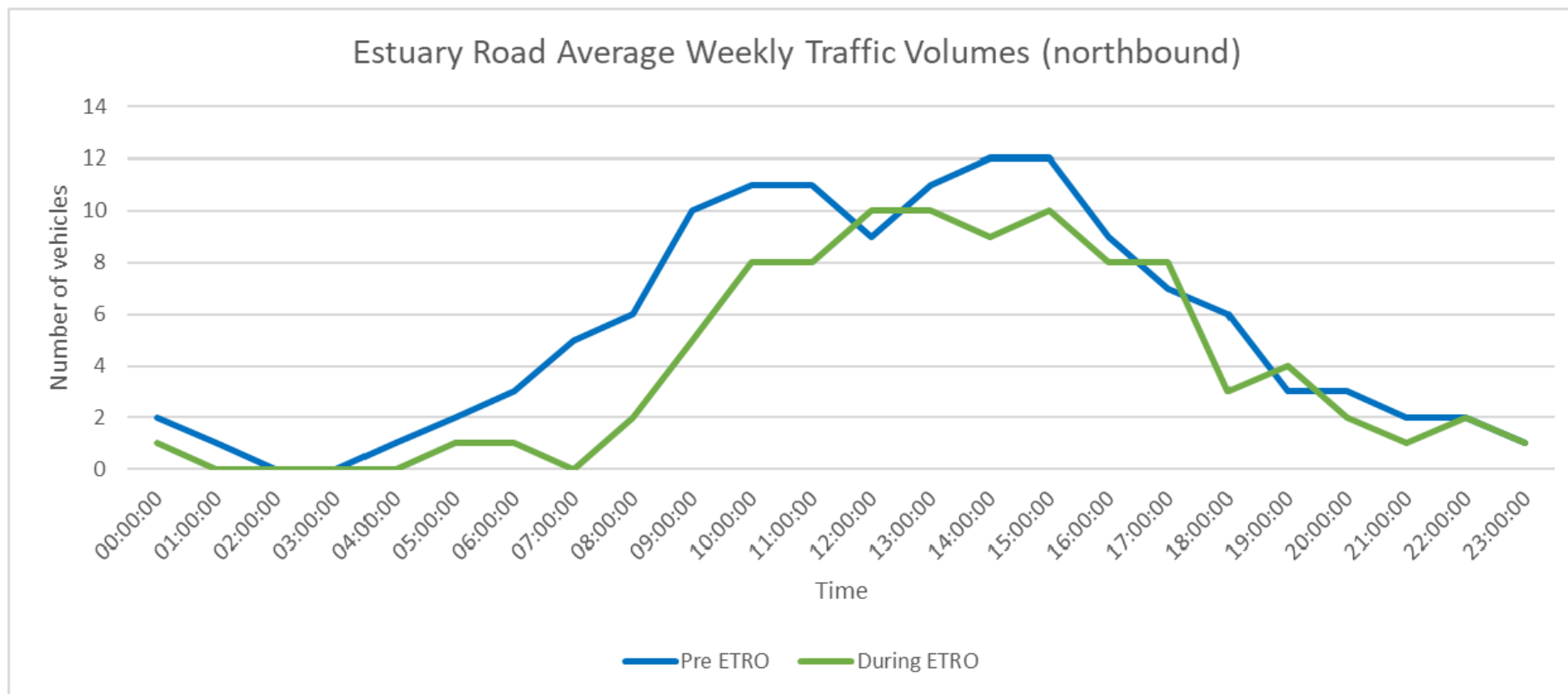


Figure 3.3 Average northbound weekday traffic volumes on Estuary Road Powderham

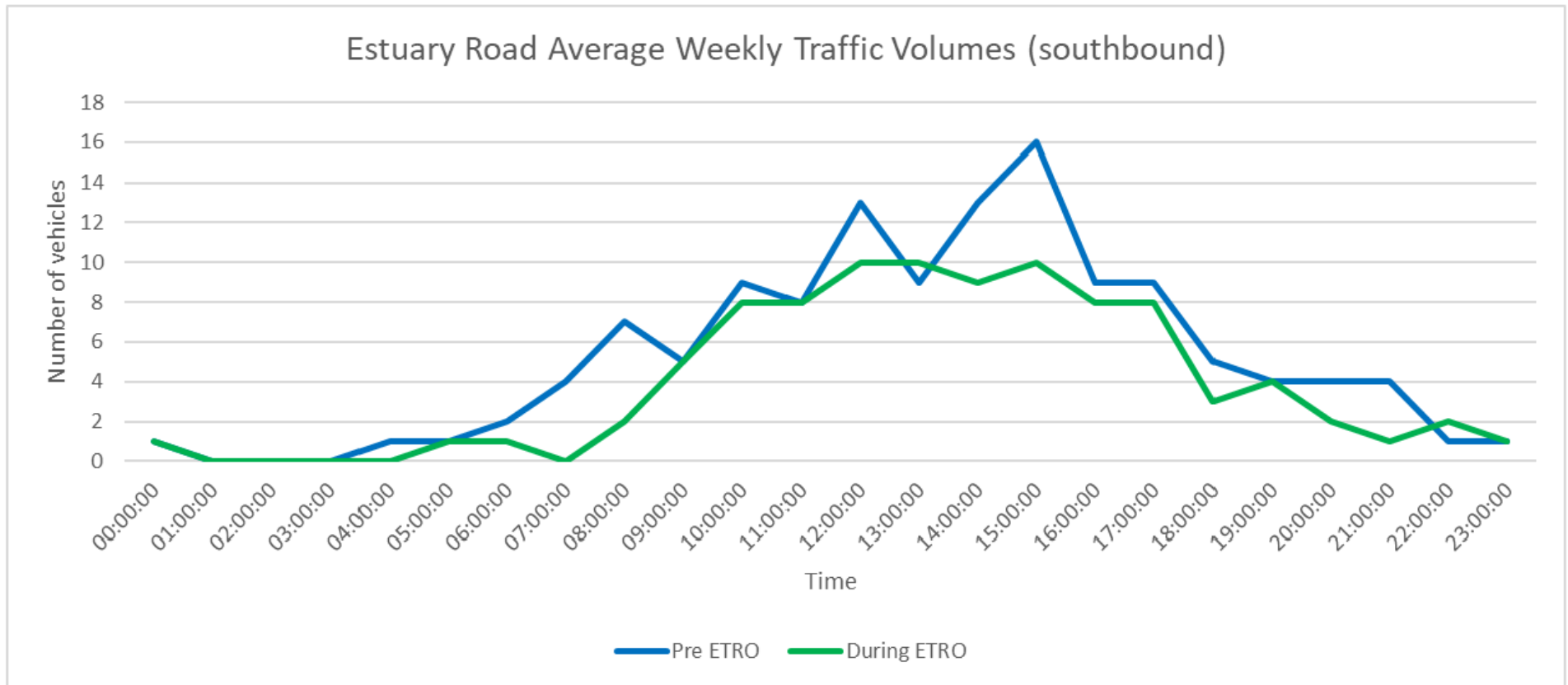


Figure 3.4 Average southbound weekday traffic volumes on Estuary Road Powderham

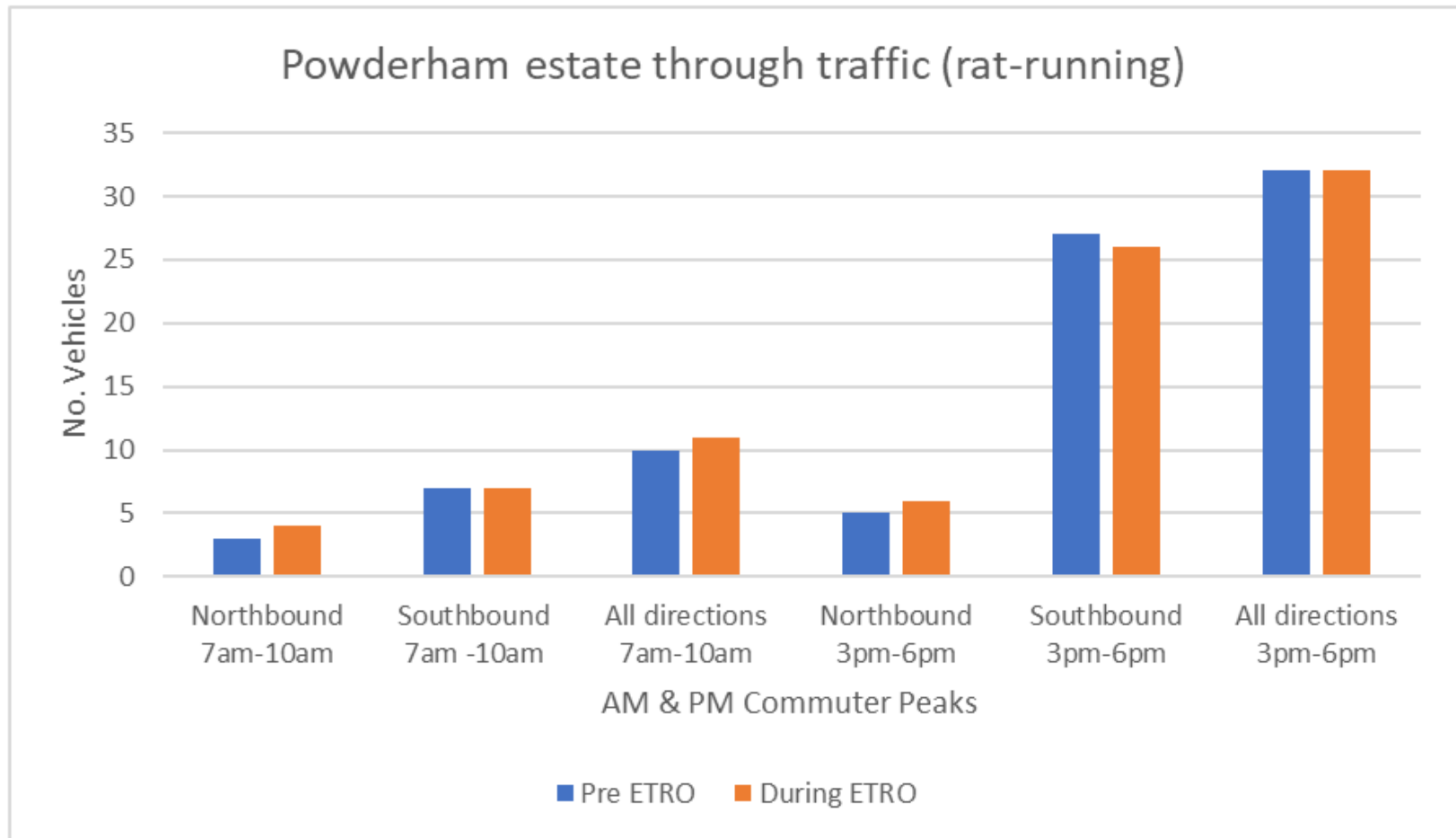


Figure 3.11 Summary of rat-running traffic on Estuary Road\Church Road Powderham

North of Powderham Lodge Site 6315			
Average Speed (mph)			
	Northbound	Southbound	Combined*
2011	24.0	26.7	27.0
2012	23.9	25.1	25.8
2013	24.3	25.5	26.4
2014	32	30.2	31.1
2018	35.4	29.2	32.3
2019	28.8	26.7	27.8

Figure 3.12 Summary of average vehicle speeds on Estuary Road Powderham



PTE/20/17

Teignbridge Highways and Traffic Orders Committee  
22 September 2020

## **Newton Abbot East-West Strategic Active Travel Corridor: Exeter Road and Jetty Marsh Road Toucan Crossings**

Report of the Head of Planning, Transportation and Environment

Please note that the following recommendations are subject to consideration and determination by the Committee before taking effect.

Recommendation: It is recommended that

- (a) the proposed toucan crossings and improvements shown on the plans provided in Appendices B and C are approved for construction at an estimated cost of £215,000; and
- (b) the Head of Planning, Transportation and Environment be given delegated powers, in consultation with the Chair of HATOC and the local member, to make minor amendments to the scheme details.

### **1. Introduction**

This report sets out a proposal for two new toucan crossings and associated shared use provision as part of the East-West Strategic Corridor in Newton Abbot. The crossings are located at Exeter Road, north of Wain Lane (shown in Appendix A, location 6), and Jetty Marsh Road, south of Westgolds roundabout (shown in Appendix A, location 7).

A separate report seeks approval for the shared use improvements between Exeter Road and Jetty Marsh Road. The measures combined in both reports form Phase 3A of the East-West Strategic Corridor. These proposals will connect the existing and planned shared use infrastructure and the populations living along it with areas of new development and amenities in the town centre.

The Government's recent announcement of the COVID-19 Emergency Active Travel Fund to support walking and cycling potentially (subject to funding approval) provides a unique opportunity to accelerate the delivery of these crossings, addressing missing gaps in the strategic corridor and tackling barriers to active travel along these busy roads.

### **2. Background**

#### Strategic Growth Context

Newton Abbot (population 22,581) and its immediately surrounding area are set to accommodate 50% of all growth in Teignbridge to 2033, equating to 6,000 homes including those recently constructed. The Local Plan describes this level of growth as transformational. A significant amount of this housing is to the west of Newton Abbot

# Agenda Item 6

within the new developments of Houghton Barton, Hele Park and Whitehills (2,500 homes and 20ha of employment land).

These developments, along with the existing housing in the area, are within walking and cycling distance of the town centre and other local amenities including: railway station, Coombeshead Academy and Newton Abbot College secondary schools, Newton Abbot University Technical College, Stover Trail multi-use trail and employment sites including Heathfield, Brunel and Decoy industrial estates.

The significant levels of growth planned for the town will place further pressure on the already busy local roads, particularly in peak periods. Walking and cycling will therefore need to play an increasingly important part, whether as the whole trip or a link to public transport, in accommodating this growth in trips on the network. The County Council is developing a network of cycle routes across the town to provide links to all the key destinations. The East-West route is a major element of this along with an emerging North-South active travel route along the A382.

## East-West Strategic Active Travel Corridor

Devon County Council has successfully begun delivering active travel improvements to the west of Newton Abbot along the A382 Ashburton Road. The ambition of this East-West route is to link the development areas west of the town into the centre and to key local facilities through the offer of a safe, convenient and direct active travel route. Enabling more residents to walk and cycle to local destinations will help Newton Abbot become a cleaner and more vibrant community, with less congestion, reduced CO2 emissions and improved air quality.

The East-West Strategic Corridor is being delivered in the following stages:

- **Phase 1** improvements on Ashburton Road between Greenaway Road and Exeter Road in Newton Abbot were constructed in 2015, building on previous improvements around Coombeshead Academy.
- **Phase 2A** improvements between Oak Park Road and Greenaway Road were completed in 2018.
- **Phase 2B** works completing the route from Oak Park Road to Mile End Road were carried out in 2019.
- **Phase 3A** is partially made up of the scheme included in this report which proposes the provision of toucan crossings on Exeter Road and on Jetty Marsh Road. A separate HATOC report seeks approval for the remainder of Phase 3A which proposes to convert the segregated foot/cycle way along Exeter Road and Jetty Marsh Road to shared use.

## Phase 3A

The heavily trafficked A-roads of Exeter Road (AADT 18,500) and Jetty Marsh Road (AADT 17,000) currently have limited crossing opportunities, causing severance across the emerging network of strategic cycle corridors in the area and acting as a barrier to enhanced levels of active travel. The new crossings will offer pedestrians and cyclists of all ages a safe, convenient and direct route, particularly for children travelling to local schools. There is considerable potential to increase walking and cycling, particularly for short-distance local trips, helping to improve physical and mental health, connect communities and reduce emissions.

It should be noted that the remaining elements of Phase 3A are seeking separate approval. However, these additional works in combination with the toucan crossings will contribute to a high-quality strategic corridor for active travel.

## Emergency Active Travel Fund

In May 2020 the Government published new statutory guidance for highway authorities regarding the urgent need to reallocate road space towards pedestrians, cyclists and 'active travel' as part of the COVID-19 recovery. The government announced a national Emergency Active Travel Fund of £250m to enable these changes to be implemented, split into two tranches with the first focused on temporary measures and the second on converting these temporary measures to permanent.

Tranche 1 of the fund was allocated in June 2020 with Devon County Council receiving 100% of their indicative £338k allocation. This funding is being used to introduce temporary, pop-up walking and cycling measures to support active travel in the pandemic recovery phase. Devon's allocation includes the provision of temporary signalised toucan crossings currently in place on Exeter Road and Jetty Marsh Road to address these key barriers to accessing the existing strategic infrastructure available.

In July 2020, the DfT issued an invitation for tranche 2 bids to be submitted. This second tranche is focused on permanent schemes to support the continual uptake of walking and cycling. Devon County Council's tranche 2 bid focuses on the regional centres of Exeter, Barnstaple and Newton Abbot. It is proposed that the temporary crossings are constructed permanently as per plans for phase 3A of the East-West Strategic Corridor.

## **3. Proposal**

It is proposed to construct two new permanent toucan crossings and sections of shared use path on the Newton Abbot East-West Strategic Corridor, at the following locations:

- Exeter Road, north of Dyrons Roundabout and Wain Lane (location 6 on Appendix A);
- Jetty Marsh Road, south of Westgolds Roundabout (location 7 on Appendix A).

# Agenda Item 6

An overview of the crossing locations is shown in Figure 1 below and detailed design drawings for both crossings are contained in Appendices B and C.

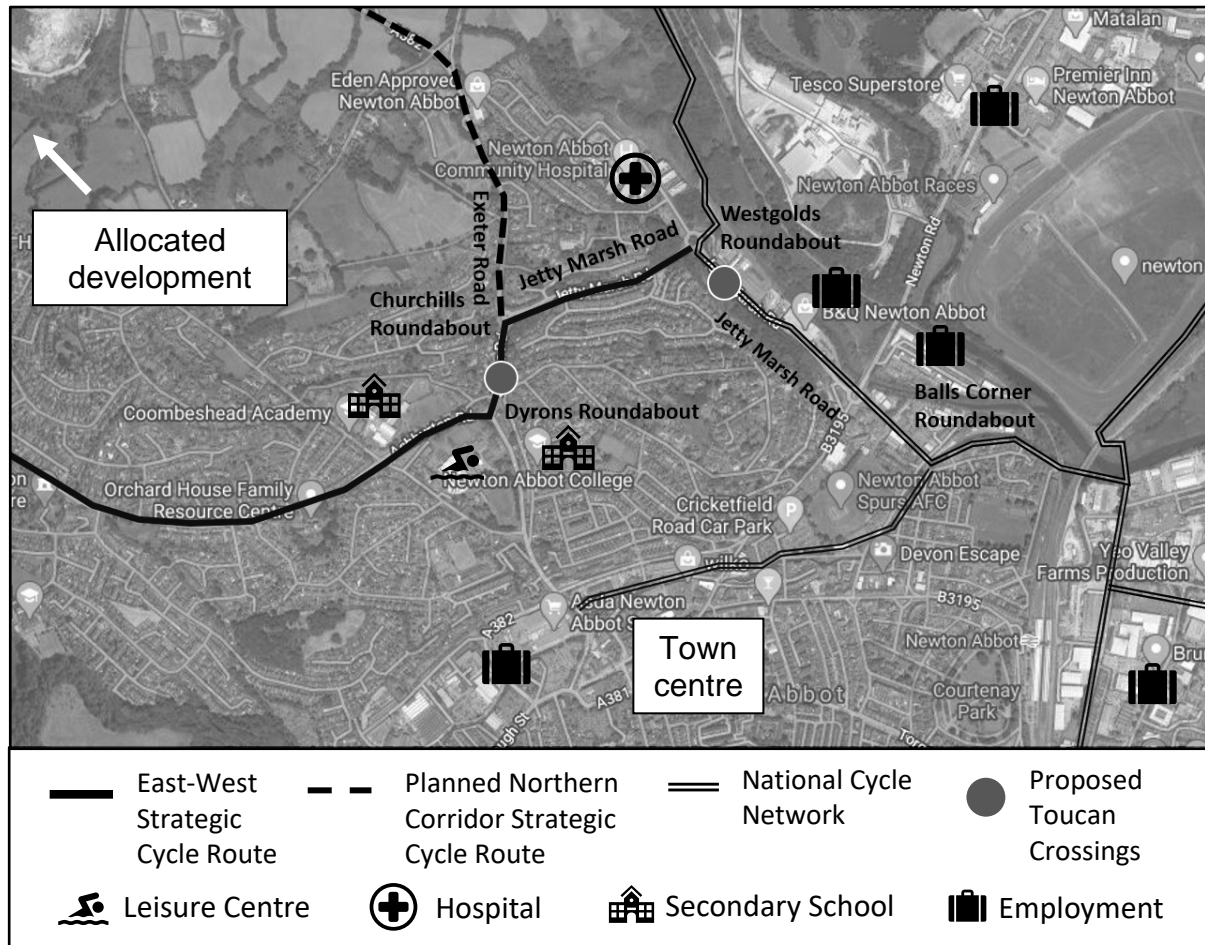


Figure 1 Location map of proposed toucan crossings

## Exeter Road (location 6, Appendix A & Appendix B)

The proposed toucan crossing at Exeter Road will link shared-use active travel provision on both sides of the road. On the western side of Exeter Road, the existing footway will be widened to create a shared use path as part of the works associated with the toucan crossing. This will enable pedestrians and cyclists travelling from the west (Wain Lane/Ashburton Road) to safely and conveniently cross the heavily trafficked Exeter Road (average annual daily traffic 18,500). Users will be able to continue along the traffic free East-West Strategic Corridor, as well as the emerging North-South active travel route. Residents travelling from Knowles Hill Road will also be able to safely cross to access the west of Newton Abbot.

The proximity of the Exeter Road crossing to the Newton Abbot secondary schools is of particular importance, enabling an increased accessibility to education via active travel.

Note that on the south-eastern side of Exeter Road, the conversion of the existing segregated footway/cycle way to shared-use is not part of the scheme included in this HATOC report, although it is set to be delivered alongside this scheme as part of a coherent package of local improvements.

The crossing is appropriately set back from Dyrons Roundabout without significantly deviating from the natural desire lines. There are challenges associated with the scheme design due to the geometry of the carriageway and proximity of the crossing to the bus lay-bys. Any design amendments to those shown in Appendix B will be subject to a Road Safety Audit process.

## **Jetty Marsh Road (location 7, Appendix A & Appendix C)**

The proposed toucan crossing at Jetty Marsh Road will provide a link across the busy road to the National Cycle Network. The shared use path on the eastern side of Jetty Marsh Road and adjacent to Westgolds Roundabout is to be constructed as part of the toucan crossing works, and the provision on the west and southern sides delivered separately, subject to securing appropriate funding and approvals.

This cohesive route will provide users travelling between Exeter Road and the National Cycle Network with a safe and convenient crossing, across a highly trafficked road (average annual daily traffic 17,000). Pedestrians and cyclists will be able to join both the East-West Strategic Corridor and the emerging North-South active travel network from Exeter Road.

## **4. Options/Alternatives**

### Do Nothing

At present there is an emerging strategic network of shared use in Newton Abbot, however, missing gaps exist at critical crossing points of the heavily trafficked Exeter Road and Jetty Marsh Road. Pedestrians and cyclists must make use of informal crossings, which present barriers to inclusive active travel opportunities and a higher perception of risk. These provide no priority over cars and minimal protection from motorised traffic. To keep the status quo would devalue current and planned active travel infrastructure. It's important that residents have access to safe, convenient crossings whilst using the East-West Strategic Cycle Corridor, National Cycle Network and emerging North-South active travel network. These crossings are particularly important to vulnerable road users, including school children who use the route to access local secondary schools.

### Parallel Crossings

This option provides the greatest priority for pedestrians and cyclists over motor vehicles. However, a road safety audit raised concerns over the suitability of these locations for parallel crossings due to the high traffic flows and their tidal nature. It is advised this option does not adequately protect active travel users.

### Siting at Existing Crossings

As noted, both Exeter Road and Jetty Marsh Road have informal crossing locations and through consultation, these have been suggested as alternatives. The installation of toucan crossings in these locations has been considered:

- **Exeter Road (South of Wain Lane):** This option is sited on the desire line between Ashburton Road and Knowle Hill Road. However, it is not possible to site a Toucan crossing this close to a roundabout. With only ten metres between the

# Agenda Item 6

roundabout and crossing, there is an insufficient distance for forward visibility and consequently, insufficient distance for motorists to stop in time.

- **Exeter Road (Bus Stop):** It is not feasible to site a toucan crossing across most of a bus lay-by. There would likely be difficulties in accommodating a bus lay-by elsewhere due to the availability of width along Exeter Road.
- **Jetty Marsh Road:** The proximity to Westgolds Roundabout would result in drivers exiting the roundabout having inadequate stopping distance and visibility. Currently, there is insufficient space to stand with a bicycle or pram between the splitter islands.

## Proposed Locations

These are considered to be the most suitable from a deliverability perspective as well as being located conveniently for active travel users. They provide users with suitable priority over motorised traffic and safe passage for both pedestrians and cyclists.

## 5. Consultations

There is a publicly available website for the Newton Abbot East-West Strategic Corridor which provides details of the measures proposed:

<https://www.devon.gov.uk/roadsandtransport/traffic-information/transport-planning/newton-abbot-east-west-shared-use-path/>

Local residents should be familiar with the proposals to improve the strategic corridor through its ongoing delivery. However, approximately 135 residents/businesses in the immediate vicinity of the proposals were sent a letter in July 2020 containing details of the signalised crossings. Comments to the Transport Planning team and local councillor were invited during a 2-week consultation period (31 July – 13 August 2020). Local Councillors also shared proposals on social media to a local resident group. Additionally, Newton Abbot Town Council's views were sought.

A total of 18 responses were received (7 Exeter Road, 11 Jetty Marsh Road). There were 11 responses expressing a positive or negative preference for the permanent proposals (Table 1). Whilst the responses demonstrate some concerns relating to the Exeter Road crossing, the Jetty Marsh Road intervention was largely welcomed. However, the low response rate should be noted. In addition, the installation of the temporary crossings via tranche 1 of the Emergency Active Travel Fund caused some confusion.

Response	Exeter Road		Jetty Marsh Road	
	Number	Split	Number	Split
Positive	1	33%	6	60%
Negative	2	67%	2	20%
Neutral	0	0%	2	20%
Total	3	100%	10	100%

Table 1: Consultation Responses

Comments noted that scheme benefits include safer/easier crossing opportunities and one respondent noted that the Jetty Marsh Road intervention would encourage them to cycle. Concerns largely focused on road safety related design issues and positioning, as well as driver behaviour and impacts on congestion.

Any amendments arising as a result of the consultation comments will be agreed through delegated authority with the local member.

## **6. Financial Considerations**

The scheme is estimated to cost approximately £215,000. It is planned to be funded as follows:

- Emergency Active Travel Fund (Tranche 2): £185,205
- Local Transport Plan: £29,795

The County Council has an indicative allocation of £1.3m for tranche 2 of the Emergency Active Travel Fund and would seek £185,205 of this towards the crossings.

In the event that Devon County Council does not secure sufficient levels of tranche 2 funds, any shortfall of funding would have to be met from the Local Transport Plan grant to ensure scheme delivery. However, failure to secure tranche 2 funding is considered to be a low risk, having been successful in securing 100% of the tranche 1 funding.

## **7. Legal Considerations**

To introduce the toucan crossings, the Council will be required to issue a public notice in accordance with Section 23 of The Road Traffic Regulation Act 1984.

When introducing new traffic schemes it is the County Council's responsibility to ensure that all relevant legislation is complied with. This includes Section 122 of the Road Traffic Regulation Act 1984 that states that it is the duty of a local authority, so far as practicable, secures the expeditious, convenient and safe movement of traffic and provision of parking facilities.

## **8. Environmental Impact Considerations (Including Climate Change)**

Construction of the toucan crossings will increase the safety, convenience and accessibility of active travel for short-distance trips to local retail, employment, education and for leisure. The scheme will improve walking and cycling opportunities, reducing car use, promoting low carbon travel modes and improving people's health and fitness.

The red time needed to accommodate the cycling and pedestrian crossing phase will have a slight negative impact on the delays and emissions of some vehicular journeys. Nevertheless, the proposal is felt to provide an appropriate balance which supports the County Council's commitment to increase active travel and reducing carbon emissions.

## **9. 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:

# Agenda Item 6

- 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.

taking account of age, disability, race/ethnicity (includes Gypsies and Travellers), gender and gender identity, religion and belief, sexual orientation, pregnant women/new and breastfeeding mothers, marriage/civil partnership status in coming to a decision, a decision maker may also consider other relevant factors such as caring responsibilities, rural isolation or socio-economic disadvantage.

The proposed crossings and associated shared use path improvements would enable pedestrians and cyclists of a wider range of abilities and confidence levels to access a range of services in Newton Abbot via active and sustainable modes. An Impact Assessment has been completed for the scheme which will be published on Devon County Council's website.

## **10. Risk Management Considerations**

In a location of high pedestrian and vehicular demand, the provision of a formal pedestrian and cyclist facility, instead of users having to judge gaps in traffic, is expected to improve safety for vulnerable road users.

A Stage 2 Road Safety Audit of the detailed design of the proposed crossings has been undertaken with issues addressed. Further changes to the designs will be subject to a revised Road Safety Audit and could be agreed through delegated powers.

The funding for the scheme is dependent on a successful outcome of the bid to the second tranche of the Emergency Active Travel Fund. In the event that Devon County Council does not secure sufficient tranche 2 funds, the delivery of the scheme would be subject to the increased allocation of Local Transport Plan funding.

## **11. Public Health Impact**

The proposed crossings will improve cycle and pedestrian safety, encouraging greater utilisation of the strategic walking and cycling infrastructure, increasing physical activity and boosting health and wellbeing.

The proposed improvements will expand connectivity within communities for employment, education and leisure, improving social cohesion and reducing inequalities.

## **12. Summary/Conclusions/Reasons for Recommendations**

The proposal addresses the requirement for safe and high-quality pedestrian and cycle crossings of the heavily trafficked Exeter Road and Jetty Marsh Road in line with



the rest of the Newton Abbot East-West Strategic Corridor. The proposals address significant missing links and remove barriers in the emerging Newton Abbot active travel network. Along with the separate scheme converting the segregated cycleway/footway along Jetty Marsh Road to shared use, this scheme will complete Phase 3A and provide a coherent, consistent route and crossings at the important axis of the East-West Strategic Corridor, National Cycle Network and emerging North-South Strategic Corridor along the A382.

The improvements are identified as long-term strategic ambitions for Newton Abbot and are key to encouraging active travel from new development areas into the employment, retail and education facilities of the town. Although the provision of the new crossings will result in a slight reduction of vehicle capacity, it will increase safety and accessibility for pedestrians and cyclists.

Taking the opportunity to accelerate the delivery of the scheme this financial year by utilising the Government's Emergency Active Travel Fund will support the County Council's encouragement of active travel in response to the COVID-19 pandemic and the County Council's commitment to reducing carbon emissions.

Dave Black  
Head of Planning, Transportation and Environment

## **Electoral Division: Newton Abbot North**

### **Local Government Act 1972: List of Background Papers**

Contact for Enquiries: [Hannah Clark](#)

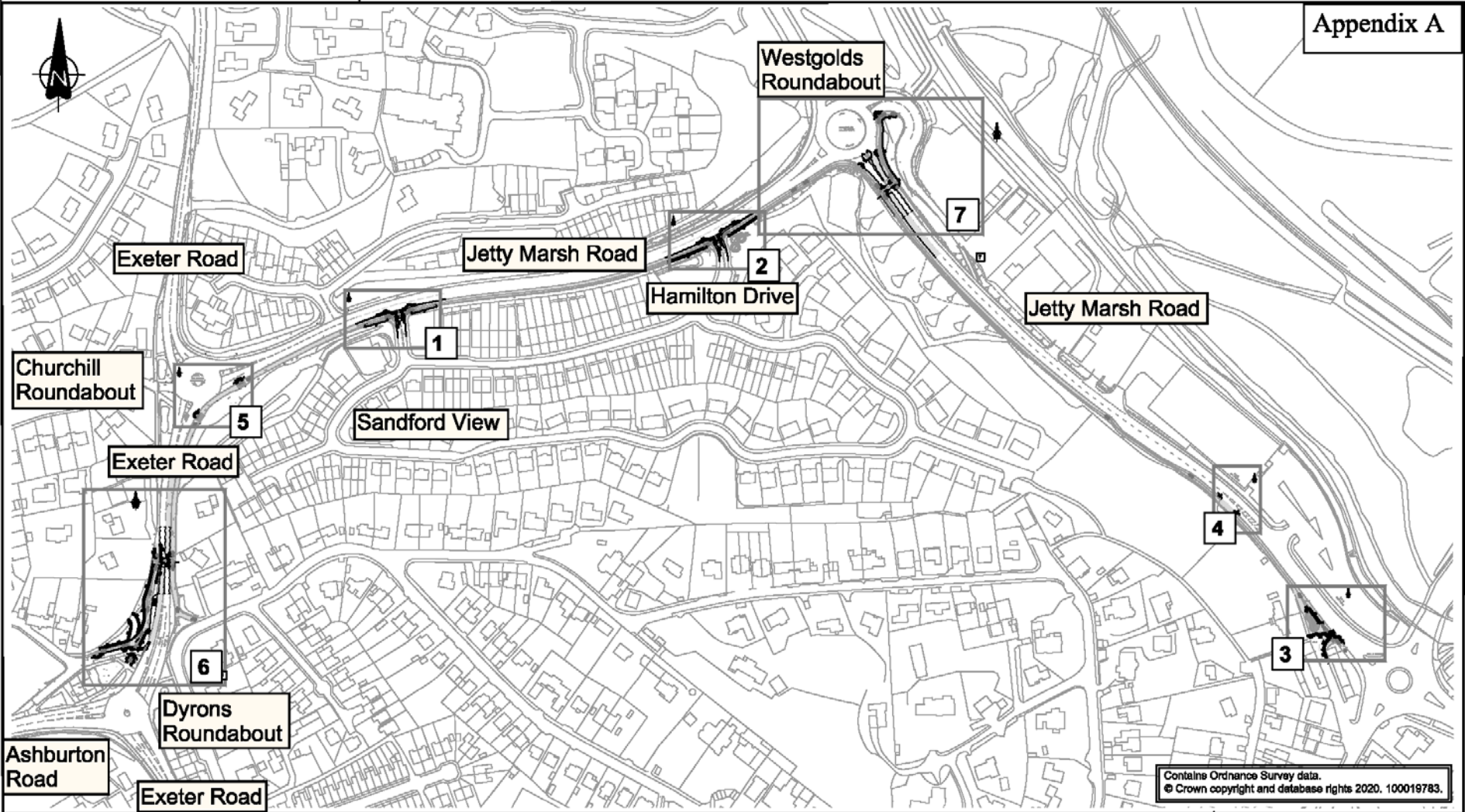
Tel No: 01392 383000      Room: Lucombe House, AB2


<b>Background Paper</b>	<b>Date</b>	<b>File Reference</b>
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Nil		
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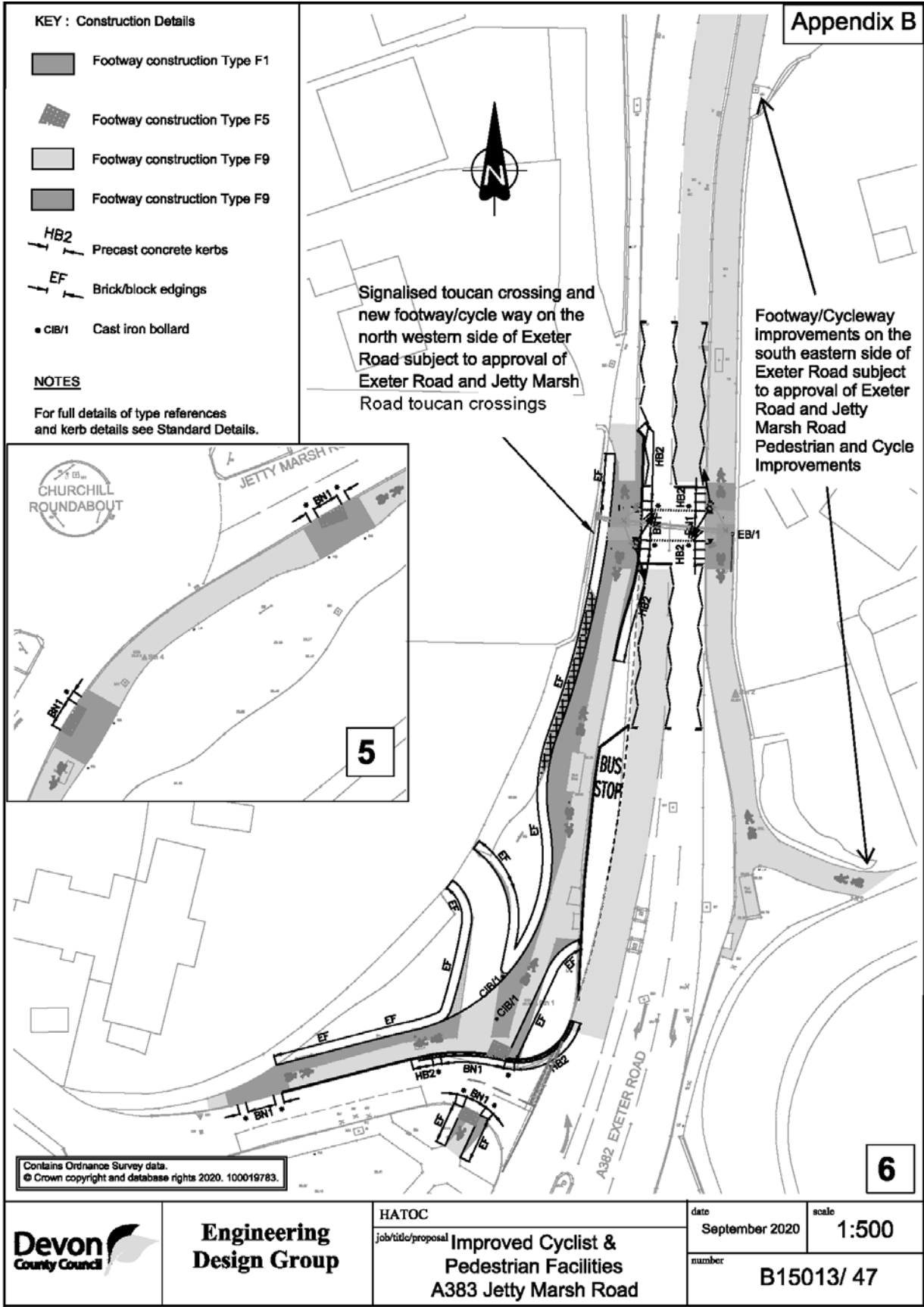
hc080920teinh sc/cr/Newton Abbot East-West Strategic Active Travel Corridor Exeter Road and Jetty Marsh Road Toucan Crossings		
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Appendix A



	<b>Engineering Design Group</b>	HATOC job/title/proposal	Exeter Road, Jetty Marsh Toucan Crossings & Cyclist/Pedestrian Improvements Location Plan	date	scale
				September 2020	Not to scale
				number	B15013/ 49

Appendix B  
To PTE/20/17










Appendix C  
To PTE/20/17

Appendix C

Contains Ordnance Survey data.  
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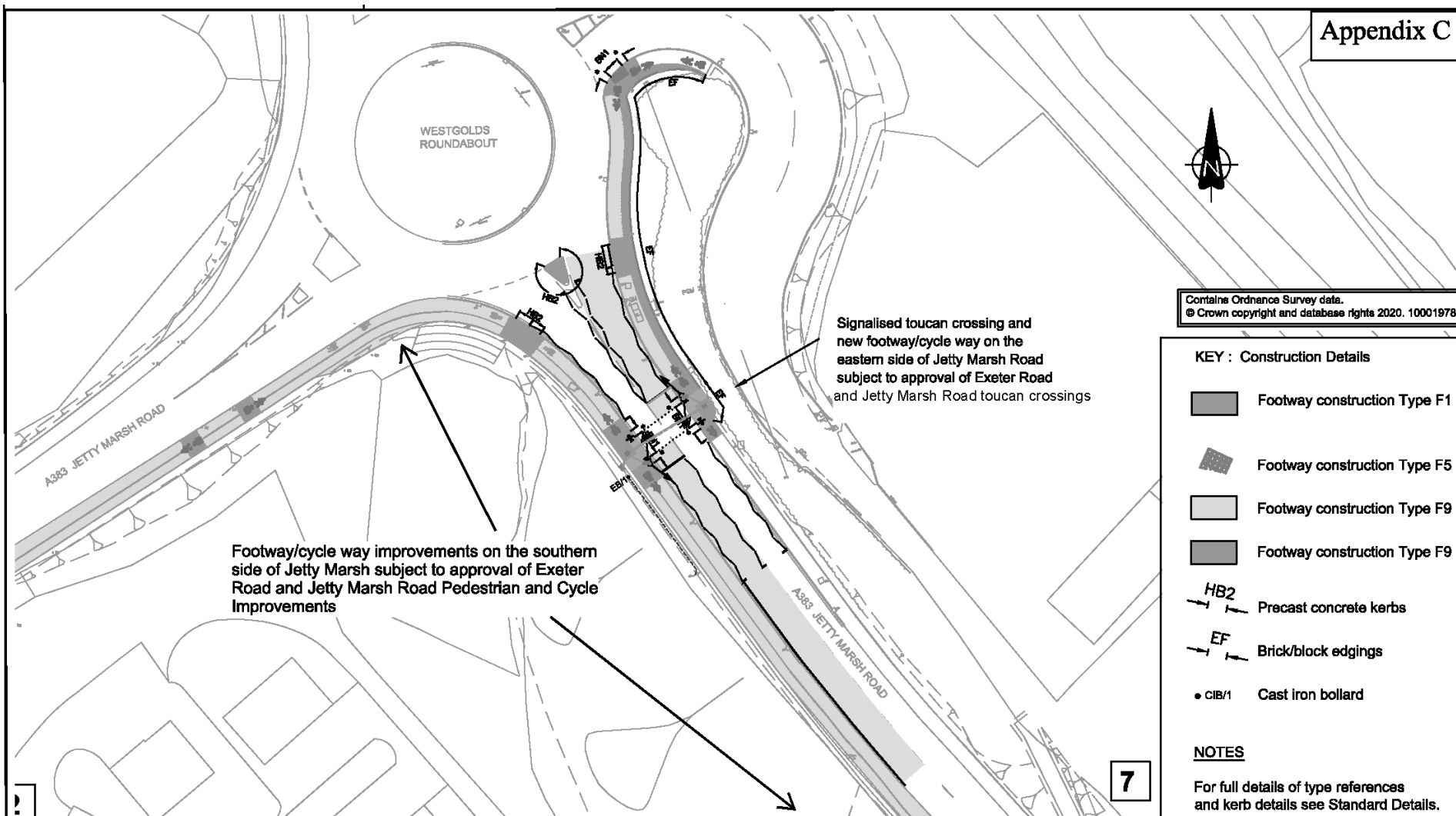
KEY : Construction Details

-  Footway construction Type F1
-  Footway construction Type F5
-  Footway construction Type F9
-  Footway construction Type F9
-  HB2 Precast concrete kerbs
-  EF Brick/block edgings
-  CIB/1 Cast iron bollard

NOTES

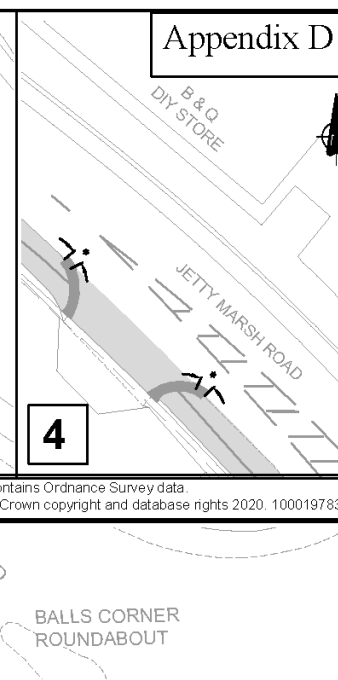
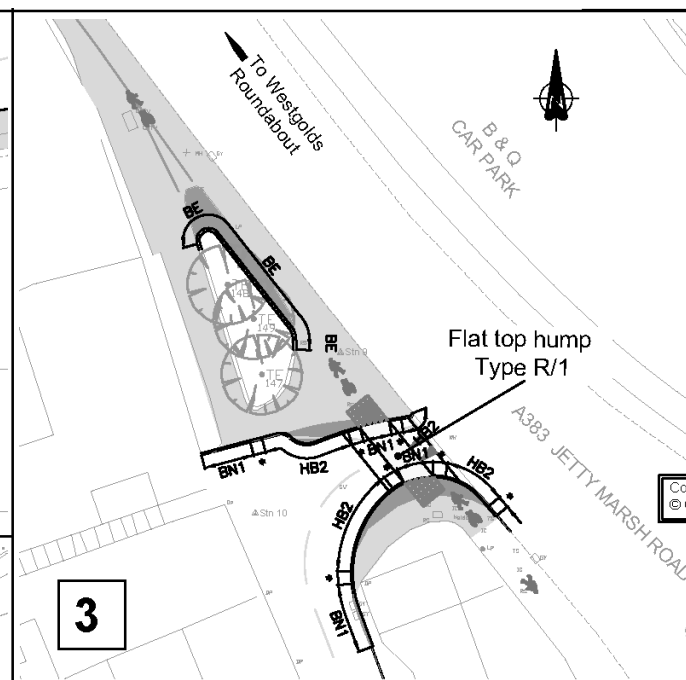
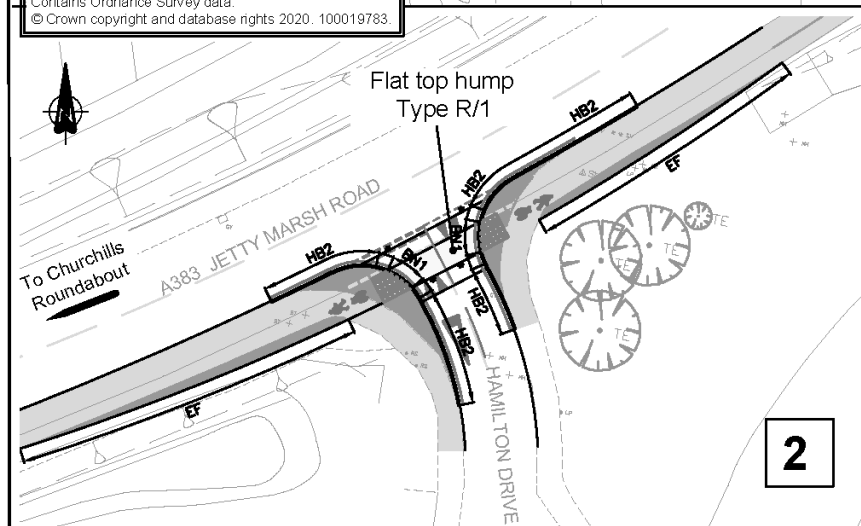
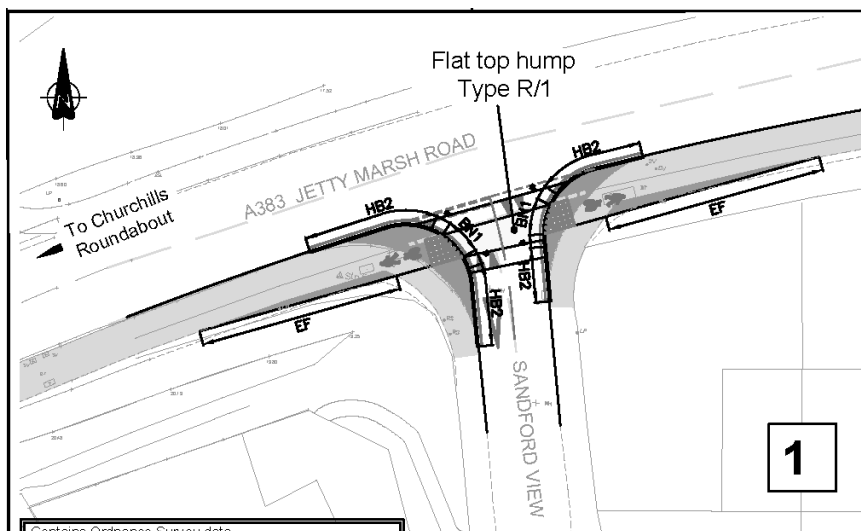
For full details of type references  
and kerb details see Standard Details.

7



# Appendix D To PTE/20/17

## Appendix D



### KEY : Construction Details

- Footway construction Type F1
- Footway construction Type F5
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### NOTES

For full details of type references and kerb details see Standard Details.



**Engineering  
Design Group**

HATOC

job/title/proposal

Improved Cyclist and Pedestrian Facilities  
Jetty Marsh Road

date  
September 2020

scale  
1:500

number  
B15013/ 44



PTE/20/18

Teignbridge Highways and Traffic Orders Committee  
22 September 2020

## **Newton Abbot East-West Strategic Active Travel Corridor: Exeter Road and Jetty Marsh Road Pedestrian and Cyclist Improvements**

Report of the Head of Planning Transportation and Environment

Please note that the following recommendations are subject to consideration and determination by the Committee before taking effect.

Recommendation: It is recommended that:

- (a) the proposed improvements shown in Appendix D and the conversion of the segregated cycle path between Exeter Road and Jetty Marsh Road to provide shared use, are approved for construction at an estimated cost of £55,000; and
- (b) the proposed flat top road humps are advertised and, if no objections received, be constructed; and
- (c) the Head of Planning, Transportation and Environment be given delegated powers, in consultation with the Chair of HATOC and the local member, to make minor amendments to the scheme details.

### **1. Introduction**

This report sets out a proposal for pedestrian and cyclist improvements between Jetty Marsh Road and Exeter Road as part of the East-West Strategic Corridor in Newton Abbot. Works include those shown in Appendix D and the removal of white lining to convert segregated footways to shared use between Exeter Road and Jetty Marsh Road.

A separate report seeks approval for toucan crossings at Exeter Road and Jetty Marsh Road and the creation of additional short sections of shared use path through footway widening. The measures combined in both reports form Phase 3A of the East-West Strategic Corridor. These proposals will connect the existing and planned shared use infrastructure and the populations living along it with areas of new development and amenities in the town centre.

The Government's recent announcement of the COVID-19 Emergency Active Travel Fund to support walking and cycling, potentially (subject to funding) provides a unique opportunity to accelerate these improvements, addressing missing gaps in the strategic corridor and tackling barriers to active travel along these busy roads.

### **2. Background**

#### Strategic Growth Context

Newton Abbot (population 22,581) and its immediately surrounding area are set to accommodate 50% of all growth in Teignbridge to 2033, equating to 6,000 homes including those recently constructed. A significant amount of this housing is to the

# Agenda Item 7

west of Newton Abbot within the new developments of Houghton Barton, Hele Park and Whitehills (2,500 homes and 20ha of employment land).

These developments, along with the existing housing in the area, are within walking and cycling distance of the town centre and other local amenities including: railway station, Coombeshead and Newton Abbot College secondary schools, Newton Abbot University Technical College, Stover Trail multi-use trail and employment sites including Heathfield, Brunel and Decoy industrial estates.

The significant levels of growth planned for the town will place further pressure on the already busy local roads, particularly in peak periods. Walking and cycling will therefore need to play an increasingly important part, whether as the whole trip or a link to public transport, in accommodating this growth in trips on the network. The County Council is developing a network of cycle routes across the town to provide links to all the key destinations. The East-West route is a major element of this, along with an emerging North-South active travel route along the A382.

## East-West Strategic Active Travel Corridor

Devon County Council has successfully begun delivering active travel improvements to the west of Newton Abbot along the A382 Ashburton Road. The ambition of this East-West route is to link the development areas west of the town to key local facilities through the offer of a safe, convenient and direct active travel route. Enabling more residents to use active travel to local destinations will help Newton Abbot become a cleaner and more vibrant community, with less congestion, reduced CO2 emissions and improved air quality.

The East-West Strategic Corridor is being delivered in the following stages:

- **Phase 1** improvements on Ashburton Road between Greenaway Road and Exeter Road in Newton Abbot were constructed in 2015, building on previous improvements around Coombeshead Academy.
- **Phase 2A** improvements between Oak Park Road and Greenaway Road were completed in 2018.
- **Phase 2B** works completing the route from Oak Park Road to Mile End Road were carried out in 2019.
- **Phase 3A** is partially made up of the scheme included in this report which proposes the conversion sections of low-quality segregated foot/cycle way to shared use along Exeter Road and Jetty Marsh Road. A separate HATOC report seeks approval for the remainder of Phase 3A which proposes to introduce toucan crossings on these roads providing a coherent package of shared use infrastructure.

## Phase 3A

The heavily trafficked A-roads of Exeter Road (AADT 18,500) and Jetty Marsh Road (AADT 17,000) are currently served by a poor quality pedestrian/cycle way with limited crossing opportunities, causing severance across the emerging network of strategic cycle corridors in the area and acting as a barrier to enhanced levels of active travel. The improved shared use path will offer pedestrians and cyclists of all ages a safe, convenient and direct route, particularly for children travelling to local schools. There is considerable potential to increase walking and cycling, particularly



for short-distance local trips, helping to improve physical and mental health, connect communities and reduce emissions.

It should be noted that the remaining elements of Phase 3A are seeking separate approval. These additional toucan crossing works, in combination with the improved shared use path provision, will contribute to a high-quality strategic corridor for active travel.

## Emergency Active Travel Fund

In May 2020 the Government published new statutory guidance for highway authorities regarding the urgent need to reallocate road space towards pedestrians, cyclists and 'active travel' as part of the COVID-19 recovery. The government announced a national Emergency Active Travel Fund of £250m to enable these changes to be implemented, split into two tranches with the first focused on temporary measures and the second on converting these temporary measures to permanent.

Tranche 1 of the fund was allocated in June 2020 with Devon County Council receiving 100% of their indicative £338k allocation. This funding is being used to introduce temporary, pop-up walking and cycling measures across the county, including the temporary signalised toucan crossings currently in place on Exeter Road and Jetty Marsh Road.

In July 2020 the DfT issued an invitation for tranche 2 bids to be submitted proposing more permanent active travel schemes. Part of the money allocated by Government to Devon County Council in the case of a successful tranche 2 bid is proposed to be spent on completing phase 3A of the East-West Strategic Corridor.

## **3. Proposal**

The proposal consists of a scheme to convert the current cycle/footway segregated by white lining along Exeter Road and Jetty Marsh Road to a high-quality shared use path, and the introduction of associated infrastructure at side road crossings.

Government guidance LTN1/20 (published August 2020:

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/906344/cycle-infrastructure-design-ltn-1-20.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/906344/cycle-infrastructure-design-ltn-1-20.pdf)) states that segregation through the use of white lining (the current situation) is no longer recommended.

Engineering constraints mean that required widths for full segregation are not achievable. Shared use provision also ties the path neatly in to the proposed shared toucan crossing facilities and will provide consistency with the rest of the East-West Strategic Corridor and National Cycle Network in Newton Abbot. The conversion of the existing segregated footway/cycle way to shared use will therefore ensure that a safe and coherent experience is provided to users throughout.

An overview of the extent of the path to be converted to shared use, along with other planned infrastructure in the area, is shown in Figure 1 below.

# Agenda Item 7

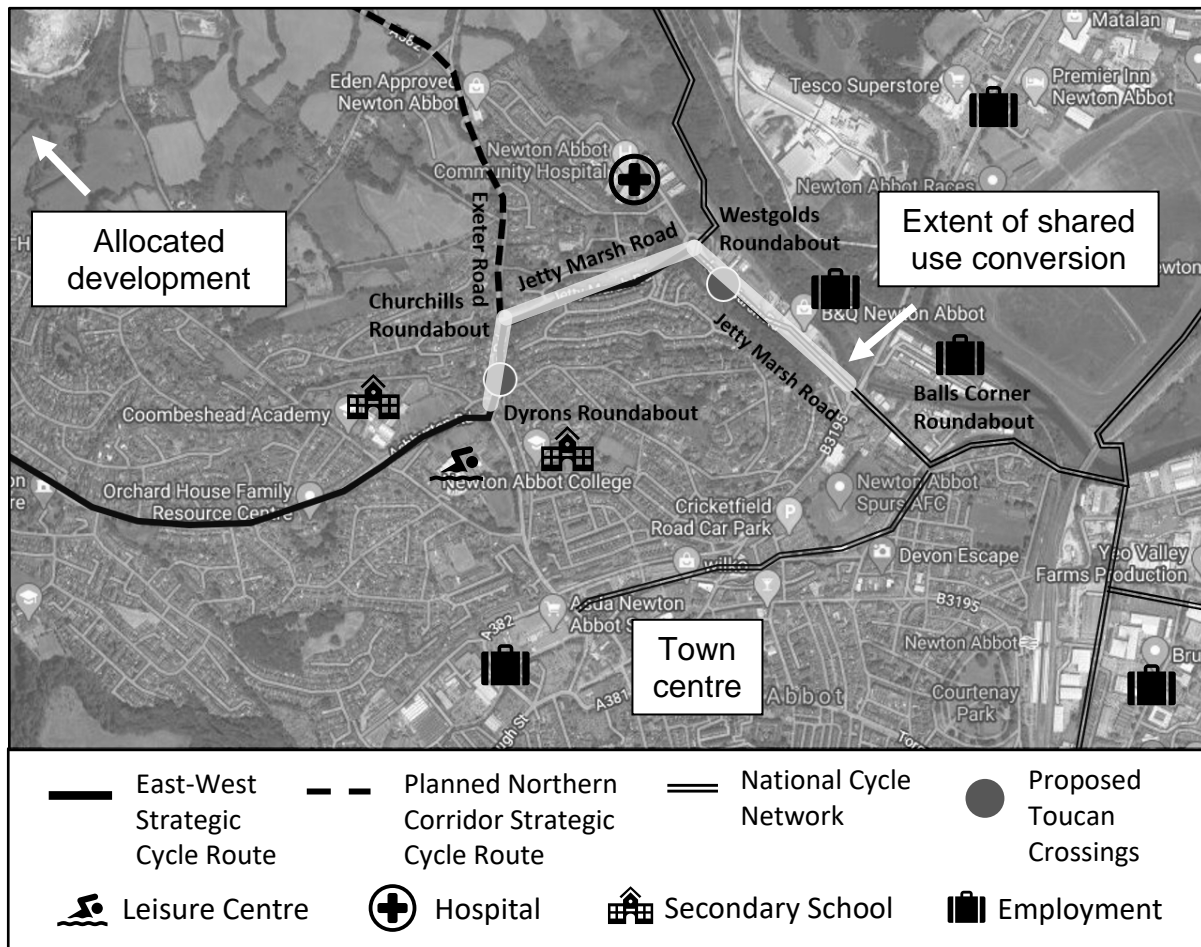


Figure 1 Location map of proposed toucan crossings

Detailed design drawings can be found in Appendices A to D.

- **Appendix A:** overview map showing the extent of the foot/cycle way to be converted to shared use and locating Appendices B-D;
- **Appendix B:** plan of proposed shared use conversion works near the proposed toucan crossing on Exeter Road and around Churchills Roundabout
- **Appendix C:** plan of proposed shared use conversion works near the proposed toucan crossing on Jetty Marsh Road;
- **Appendix D:** detailed plan of proposed shared use conversion works where the route crosses the side roads of Sandford View, Hamilton Drive, and dropped kerbs opposite B&Q and near to Balls Corner Roundabout. The plans detail the removal of white lining and introduction of shared use surfacing, and in some locations the raising of the path on a flat top hump partially set back from the junction mouth.

Separate approval is also being sought for shared use toucan crossing facilities on Exeter Road and Jetty Marsh Road, as shown in Figure 1. Upgrading this whole section of the East West route to a high-quality shared use route will improve its coherence and narrative giving confidence to users.

## 4. Options/Alternatives

### Do Nothing

At present there is an emerging strategic network of shared use in Newton Abbot. However, gaps in the quality of the route exist around the heavily trafficked Exeter Road and Jetty Marsh Road. Pedestrians and cyclists must currently make use of footway segregated by white lining, which is no longer recommended by government guidance. The segregated widths for pedestrians and cyclists are variable, with some sections forcing pedestrians into areas narrower than desirable, and infrastructure at side road crossings is limited or non-existent, interrupting a coherent route for users. These issues present barriers to inclusive active travel opportunities with a higher perception of risk and less protection from motorised traffic.

To keep the status quo would devalue current and planned active travel infrastructure. It's important that residents have access to safe, convenient facilities whilst using the East-West Strategic Cycle Corridor, National Cycle Network and emerging North-South active travel network.

## 5. Consultations/Representations/Technical Data

There is a publicly available website for the Newton Abbot East-West Strategic Cycle Path which provides details of the measures proposed along the strategic corridor:

<https://www.devon.gov.uk/roadsandtransport/traffic-information/transport-planning/newton-abbot-east-west-shared-use-path/>

## 6. Financial Considerations

The cost of the scheme included in this report is approximately £55,000. It is planned to be funded as follows:

- Emergency Active Travel Fund (Tranche 2): £47,302
- Local Transport Plan: £7,698

The County Council has an indicative allocation of £1.3m for tranche 2 of the Emergency Active Travel Fund and would seek £47,302 of this towards the scheme. In the event that Devon County Council does not secure any of the tranche 2 funds, it would be underwritten by Local Transport Plan funding; however, this is considered to be a low risk, having been successful in securing 100% of the tranche 1 funding.

## 7. Legal Considerations

The flat-top road humps will require a statutory consultation in accordance with The Highways Act 1980.

When introducing new traffic schemes it is the County Council's responsibility to ensure that all relevant legislation is complied with. This includes Section 122 of the Road Traffic Regulation Act 1984 that states that it is the duty of a local authority, so far as practicable, secures the expeditious, convenient and safe movement of traffic and provision of parking facilities.

# Agenda Item 7

## **8. Environmental Impact Considerations (Including Climate Change)**

Construction of the high-quality shared use route will increase the safety, convenience and accessibility of active travel for short-distance trips to local retail, employment, education and for leisure. The scheme will improve walking and cycling opportunities, reducing car use, promoting low carbon travel modes and improving people's health and fitness.

## **9. 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.

Construction of the shared surface will increase the safety and accessibility of local retail, work and leisure trips to be made on foot or by cycle, and therefore will promote the use of low carbon travel modes. The route will reduce unnecessary short distance car journeys and facilitate travel by low carbon, sustainable alternatives, that will improve the local links enabling economic growth while helping to improve the health and fitness of local residents.

An Impact Assessment has been completed for the scheme which will be published on Devon County Council's website.

## **10. Risk Management Considerations**

A Stage 2 Road Safety Audit of the detailed design of Phase 3A of the East-West corridor has been undertaken with issues addressed. Further changes to the designs will be subject to a revised Road Safety Audit and could be agreed through delegated powers.

The funding for the scheme is dependent on a successful outcome of the bid to the second tranche of the Emergency Active Travel Fund. In the event that Devon County Council does not secure sufficient tranche 2 funds, the delivery of the scheme would be subject to the increased allocation of Local Transport Plan funding.

## **11. Public Health Impact**

The proposals will improve cycle and pedestrian facilities, encouraging more people (commuters, school children and local residents) to walk and cycle more often, increasing physical activity and boosting health and wellbeing.

The proposed improvements will expand connectivity within communities for work, travel and leisure, improving social cohesion and reducing inequalities.

## **12. Summary/Conclusions/Reasons for Recommendations**

The proposal addresses the requirement for safe and high-quality pedestrian and cycle infrastructure alongside the heavily-trafficked Exeter Road and Jetty Marsh Road in line with the rest of the Newton Abbot East-West Strategic Corridor. The proposals address significant missing links and remove barriers in the emerging Newton Abbot active travel network. Along with the separate scheme, introducing two new toucan crossings, this scheme will complete Phase 3A and provide a coherent, consistent route and crossings at the important axis of the East-West Strategic Corridor, National Cycle Network and emerging North-South Strategic Corridor along the A382.

The improvements are identified as long-term strategic ambitions for Newton Abbot and are key to encouraging active travel from new development areas into the employment, retail and education facilities of the town.

Taking the opportunity to accelerate the delivery of the scheme this financial year by utilising the Government's Emergency Active Travel Fund will support the County Council's encouragement of active travel in response to the COVID-19 pandemic and the County Council's commitment to reducing carbon emissions.

Dave Black  
Head of Planning, Transportation and Environment

**Electoral Division: Newton Abbot North**

**Local Government Act 1972: List of Background Papers**

Contact for Enquiries: [Hannah Clark](#)

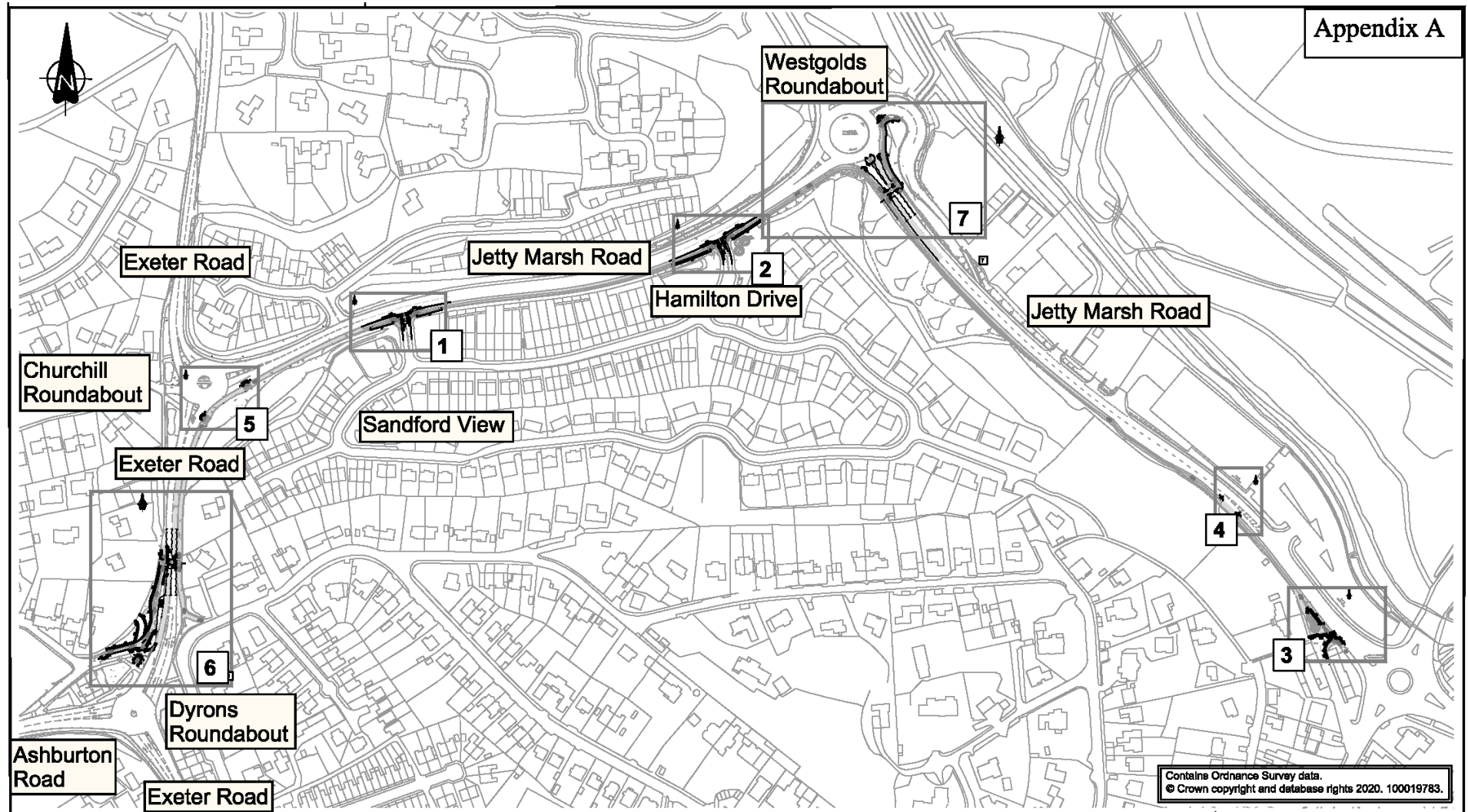
Tel No: 01392 383000      Room: Lucombe House, AB2


<b>Background Paper</b>	<b>Date</b>	<b>File Reference</b>
Nil		

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sc/cr/Newton Abbot East-West Strategic Active Travel Corridor Exeter Road and Jetty Marsh Road Pedestrian and Cyclist Improvements

Appendix A  
To PTE/20/18

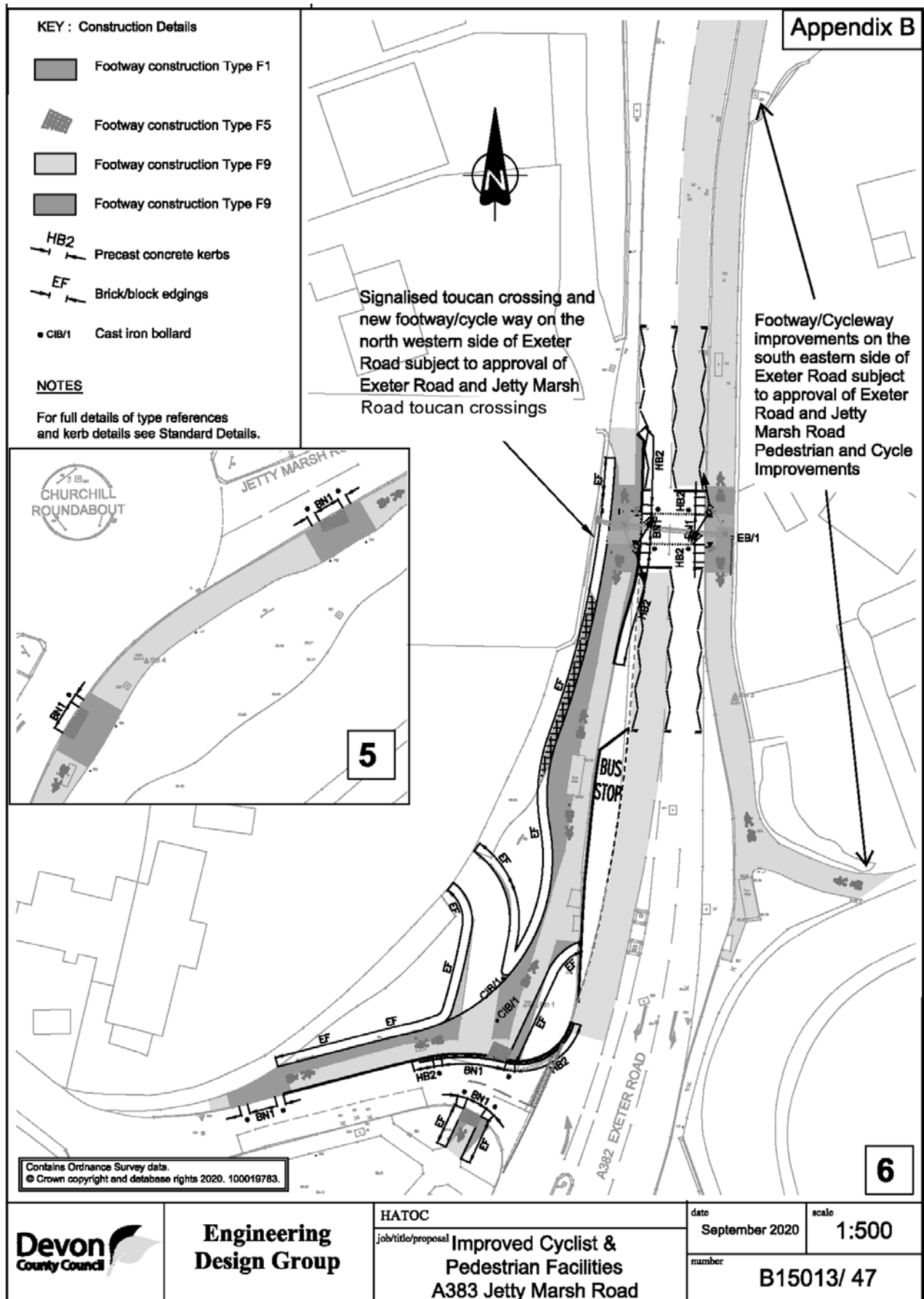
Appendix A



	<b>Engineering Design Group</b>	HATOC job/title/proposal  Exeter Road, Jetty Marsh Toucan Crossings & Cyclist/Pedestrian Improvements Location Plan	date September 2020	scale Not to scale
			number	B15013/ 49

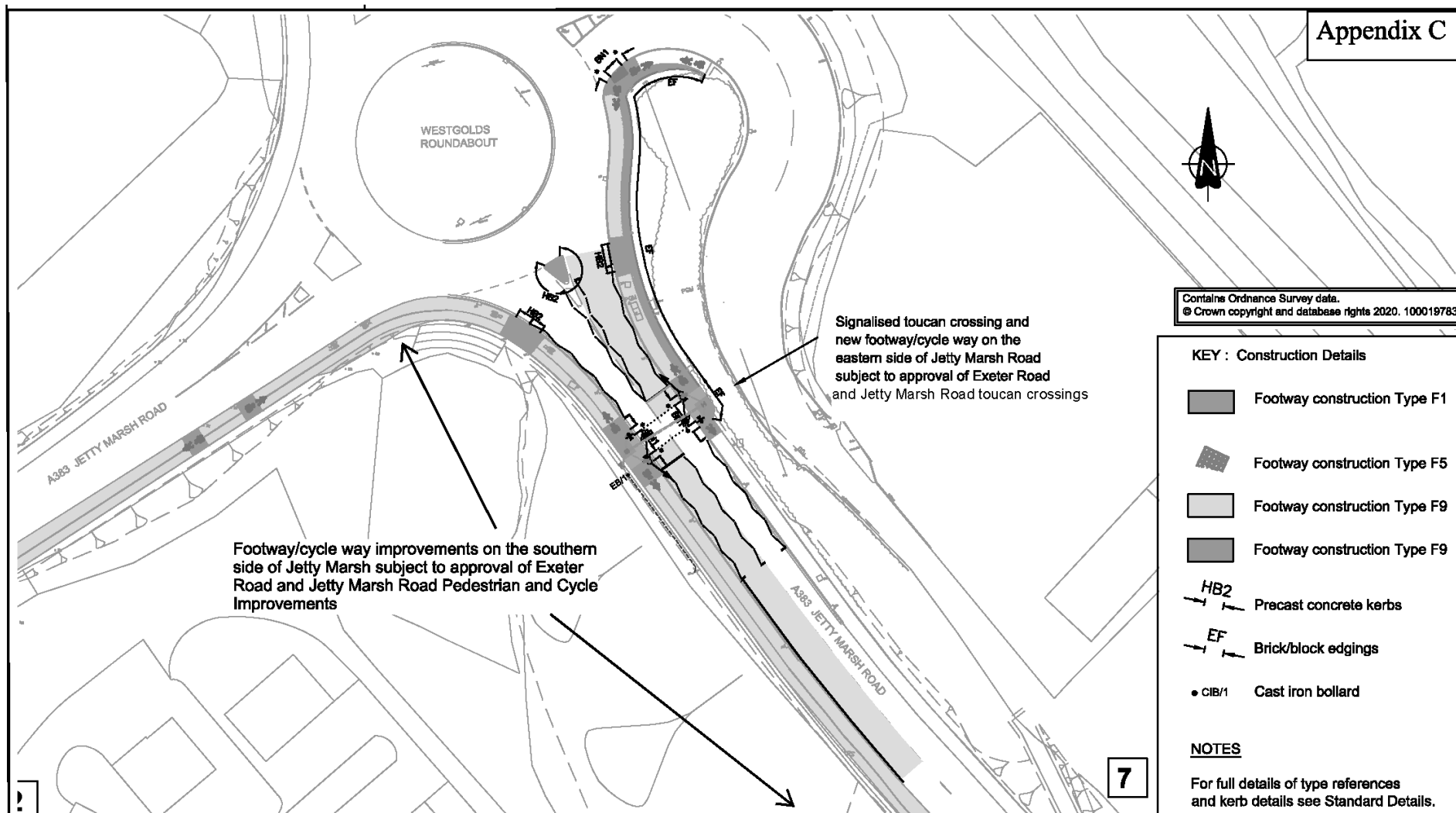


## Appendix B To PTE/20/18



Appendix C  
PTE/20/18

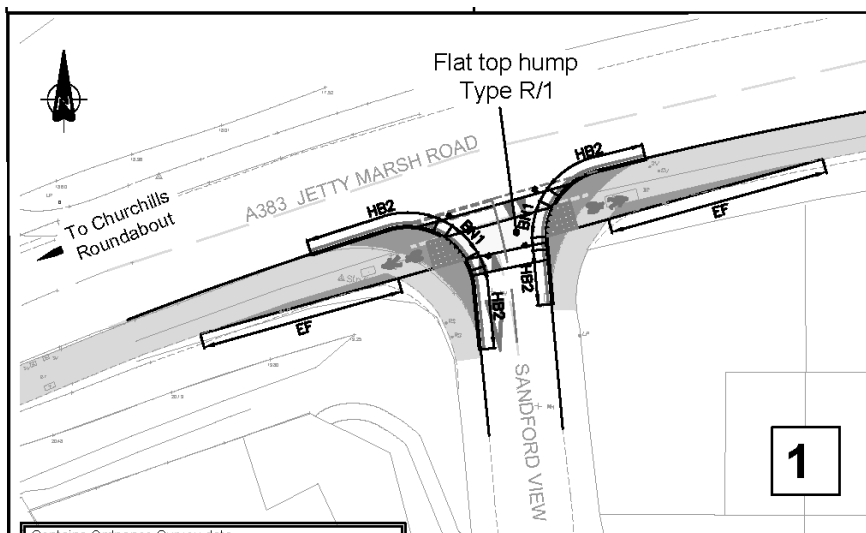
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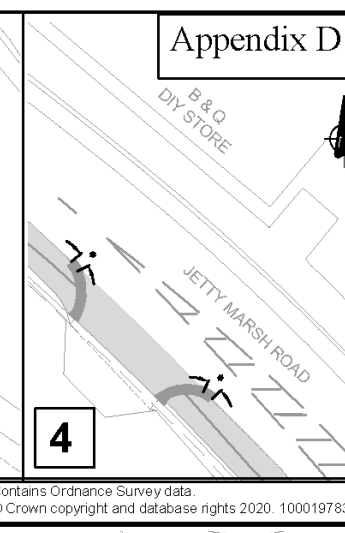
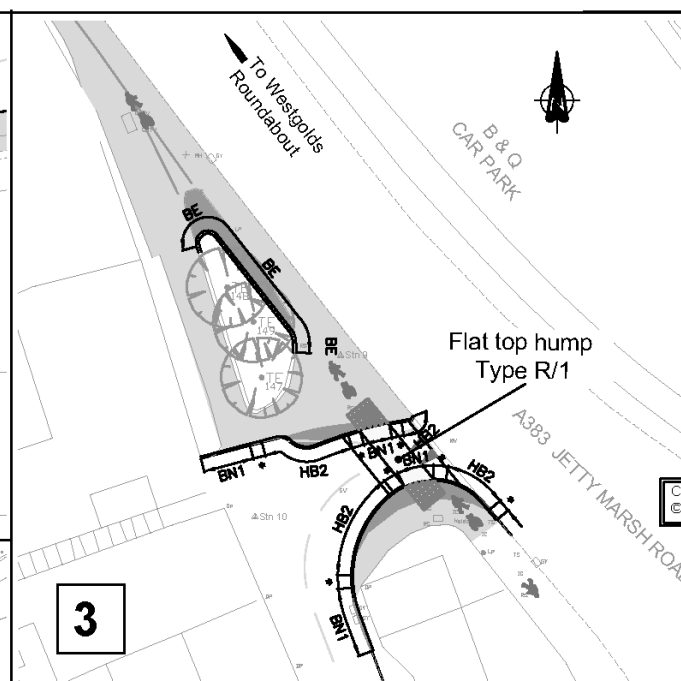
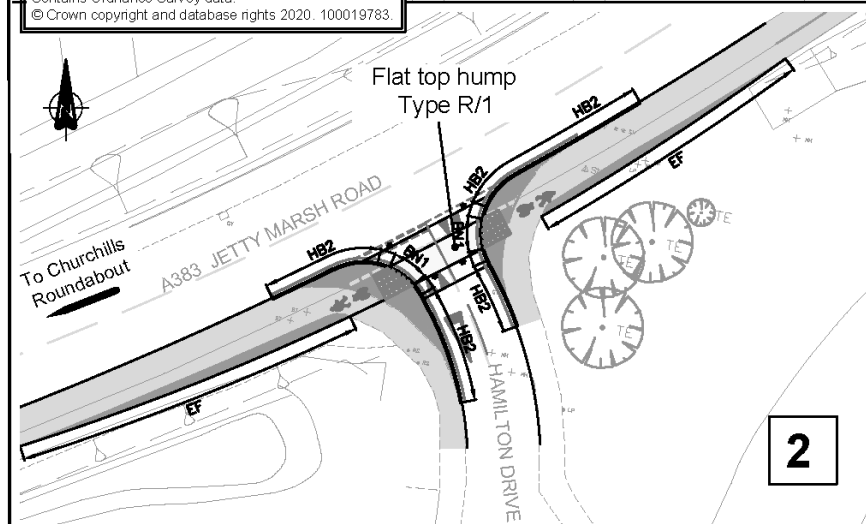


# Appendix D To PTE/20/18

Appendix D










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-  HB2 Precast concrete kerbs
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## NOTES

For full details of type references  
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**Engineering  
Design Group**

HATOC

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