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

County Hall
Topsham Road
Exeter
Devon
EX2 4QD

Date: 27 January 2025

Contact: wendy.simpson@devon.gov.uk

EXETER HIGHWAYS AND TRAFFIC ORDERS COMMITTEE

Tuesday, 4th February, 2025

A meeting of the Exeter Highways and Traffic Orders Committee is to be held on the above date at 10.30 am at Committee Suite, County Hall, Exeter to consider the following matters.

Donna Manson
Chief Executive

A G E N D A

PART 1 - OPEN COMMITTEE

- 1 Apologies for Absence
- 2 Declarations of Interest

Members of the Council will declare any interests they may have in any item to be considered at this meeting, prior to any discussion taking place on that item.

The other registrable interests of Councillors of Devon County Council, arising from membership of City, Town or Parish Councils and other Local Authorities will automatically be recorded in the minutes: [A list of county councillors who are also district, borough, city, parish or town councillors.](#)

- 3 Minutes

Minutes of the meetings held on 15 October and 12 November 2024 (previously circulated).

4 Items Requiring Urgent Attention

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

STANDING ITEM

5 Petitions/Parking Policy Reviews

(An item to be taken under s18 of the Traffic Management Act 2004 relating to any reviews of parking policy sought in line with the Council's [Petition Scheme](#).)

MATTERS FOR DECISION

6 Heavitree and Whipton Active Street Trial Update (Pages 1 - 34)

Report of the Director of Climate Change, Environment and Transport (CET/25/10).

*Electoral Divisions(s): Heavitree & Whipton
Barton; St Sidwells & St James*

7 Main Road/Parkers Cross Lane Toucan Crossing (Pages 35 - 42)

Report of the Director of Climate Change, Environment and Transport (CET/25/11).

Electoral Divisions(s): Pinhoe & Mincinglake

8 Stopping-up of Public Highway: Land adjacent to Bovemoors Lane, Exeter (Pages 43 - 48)

Report of the Director of Climate Change, Environment and Transport (CET/25/12).

*Electoral Divisions(s): Heavitree &
Whipton Barton*

9 Review of Exeter City Council's Annual Air Quality Status Report for 2023

In accordance with Standing Order 23(2) Councillor C Whitton has requested that the Committee consider this matter.

MATTERS FOR INFORMATION

10 Bus Users and Stakeholders (BUS) Forum

Verbal update from the Committee's BUS Forum representative. A summary of each Forum is also available at [Devon BUS Forum - Travel Devon](#)

11 Actions taken under Delegated Powers (Pages 49 - 50)

Report of the Director of Climate Change, Environment and Transport
(CET/25/13).

Electoral Divisions(s): All in Exeter

12 Dates of Meetings

1 April, 15 July and 9 October 2025.

[Browse meetings - Exeter Highways and Traffic Orders Committee - Democracy in Devon](#)

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

Nil

Part II Reports

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). Members are also reminded of the need to dispose of such reports carefully and are therefore invited to return them to the Democratic Services Officer at the conclusion of the meeting for disposal.

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Under the provisions of Standing Order 23, any member of the HATOC (including the District Council representatives) may put an item on the Agenda for the HATOC relevant to the functions of the Committee, subject to them giving notice in writing to the Chief Executive of the matter to be discussed by 9.00am on the eighth working day before the meeting.

Any member of the District Council for the area covered by the HATOC who is not a member of the Committee, or a Town or Parish Councillor within the area covered by the HATOC, may, after giving 24 hours' notice in writing to the Chief Executive, attend and speak to any item on the Agenda with the consent of the Committee. For further information please contact the relevant Clerk.

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Induction Loop available



CET/25/10
Exeter Highway and Traffic Orders Committee
4 February 2025

Heavitree and Whipton Active Streets Trial Update

Report of the Director of Climate Change, Environment and Transport

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

1) Recommendation

That the Committee be asked to:

- (a) Note the summary of the schools focus group sessions; and
- (b) note the findings of the wider focus group sessions, provided in Appendix 1.

2) Background

At the June 2024 Exeter HATOC meeting, the decision to suspend the Active Streets Trial included a resolution for officers to engage in further discussions with various local representatives, including all schools within the trial area, representatives of people with certain protected characteristics, and disabled blue badge holders. The aim of the focus groups was to obtain more detailed feedback on the scheme's impacts, identify actions to mitigate disproportionate effects on people and encourage residents to walk, wheel and cycle where possible.

These focus groups have now been held and the outcomes of these discussions is covered in the following sections of this report.

3) Engagement of focus groups

Three focus groups were held, with the first group with schools facilitated by Devon County Council (DCC) staff. The second and third group (consisting of community leaders and people with protected characteristics) were facilitated by an independent provider, with DCC officers, and Councillors present as non-participating observers.

To ensure the effective facilitation of these focus groups, DCC appointed an external, independent provider. LDA Design were appointed in September 2024 after a procurement exercise.

- **Group 1:** Local Schools, led by DCC.
- **Group 2:** People representing certain protected characteristics, led by LDA Design. Held on 18 November 2024 at Pinhoe Road Baptist Church. Details provided in Appendix 1.
- **Group 3:** Community leaders/residents, led by LDA Design. Held on 19 November 2024 at Pinhoe Road Baptist Church. Details provided in Appendix 1.

Key themes from LDA Design's findings were:

Agenda Item 6

- Lack of safe travel for all;
- Lack of trust in the decision-making process;
- Rethinking our streets;
- Perception of wider trends in downward spiral.¹

LDA recommended the committee to address the shared concerns raised by the community, to provide further detailed thinking and deliberation with the community before further decisions are made. They recommended that future consultation would need to have an effective engagement strategy in place for Heavitree and Whipton and focussing on collaboration with children, elderly, and vulnerable street users. They suggested that future transport schemes should address the community's needs, and focuses on improved safety for children around schools during peak times.

Engagement with all schools within the trial area was held with school leaders, officers, County Councillors and parent representatives in attendance. These meetings took place at six schools between September 2024 and November 2024:

- Whipton Barton Infant and Junior School (25 September 2024)
- Ladysmith Federation (7 October 2024)
- Vranck House School (16 October 2024)
- Ellen Tinkham College (21 October 2024)
- St Nicholas Catholic Primary School (21 October 2024)
- St Michael's CE Primary Academy (19 November 2024)

These sessions gave each school the opportunity to provide detailed feedback of the trial and ideas/suggestions of what young people need to support walking, wheeling and cycling to school. The types of suggestions received included:

- Whipton Barton Infant and Junior School: crossings, walking bus, school street amendments;
- Ladysmith Federation: cycle parking, school street support, crossings;
- Vranck House: School Travel Plan, crossings, access arrangements;
- Ellen Tinkham College: support for independent travel programmes, Hollow Lane improvements;
- St Nicholas Catholic Primary School: Lower Hill Barton Road improvements, vegetation clearance;
- St Michael's CE Primary Academy: crossings, cycle parking.

4) Technical data

Monitoring of vehicular traffic and active travel (walking and cycling) levels has continued following the suspension of the trial to evaluate the impacts of removing the scheme. The data shows a slight increase in vehicular traffic within the area, but also a slight increase in walking and cycling numbers. The full dataset is published on the following website:

devon.cc/activestreets.

¹ This phrase used by LDA in their report described how people felt that multiple issues were getting worse, for example traffic on boundary roads, public transport getting worse and lack of long term infrastructure investment.

5) Financial Considerations

The trial has been funded by Active Travel England's Capability Fund as reported previously. No further financial commitments will be made to the scheme now the trial has ended. The lack of external funding opportunities available limits the number of schemes that can be developed. Schemes will only be progressed once suitable funding sources are secured.

6) Legal Considerations

There are no specific legal considerations associated with this report as the Experimental Traffic Regulation Orders (ETROs) have now been suspended.

All future schemes planned for the area will need to undergo the relevant legal processes.

7) Equality Considerations

Where relevant, in coming to a 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

in relation to the protected characteristics (age, disability, gender reassignment, marriage and civil partnership (for employment), pregnancy and maternity, race/ethnicity, religion or belief, sex and sexual orientation). This Council also treats care experience as if it were a protected characteristic.

A decision maker may also consider other relevant factors such as caring responsibilities, rural isolation or socio-economic disadvantage.

In progressing this particular scheme, an Impact Assessment has been prepared which is available on the Council's website at <https://www.devon.gov.uk/impact/published>.

In organising the focus group discussions, Devon County Council prioritised equality and inclusivity. Efforts were made to ensure that a range of voices were heard and considered. The sessions were facilitated by an independent external provider to ensure that diverse perspectives were represented and respected. For the school sessions, schools were requested to also invite a parent representative along with the headteacher and/or governor of the school.

During the focus group sessions, special attention was given to accessibility, ensuring that the sessions were inclusive and accommodating for all participants.

8) Risk Management Considerations

Through discussions with schools, the schools raised a number of concerns related to safety on school journeys such as:

- Inconsiderate parking near Ladysmith School and Whipton Barton School;

Agenda Item 6

- Concerns regarding excessive traffic using Lower Hill Barton Road near St Nicholas School, and a poor crossing facility on Hill Barton Road where it meets Honiton Road, these concerns have already been raised to the council via a resident petition in May 2024 and the council have responded to this;
- Access from Vranth House School to Pinhoe Road.

Moving forward, further meetings are planned with Ladysmith and Whipton Barton school, with road safety representatives in attendance, to agree on a plan of action to address these issues and provide short term solutions and secure additional civil enforcement officer visits. Support will also be provided to Vranth House School and Ellen Tinkham School on their specific requirements.

Capital infrastructure schemes, such as new crossings and road infrastructure improvements, will need to be progressed in line with our other commitments as outlined in the Exeter Transport Strategy, Exeter Local Cycling and Walking Infrastructure Plan (LCWIP) and the Local Transport Plan. These will be subject to the identification of suitable funding sources.

9) Summary

The focus groups have been conducted, and their findings are presented in this report. Discussions with schools have highlighted some infrastructure improvements for the area. Further meetings with the schools and road safety officers will be held to see if any immediate improvements can be made. LDA Design were appointed as independent facilitators of the other two focus groups with the local community and their report is provided in Appendix 1. The committee is asked to note the findings of the focus groups as presented in the report.

Any further active travel capital infrastructure schemes in the area will need to be aligned with our other priorities as listed in existing strategies, such as the Exeter Transport Strategy, LCWIP and Local Transport Plan and will be subject to external funding.

Meg Booth

Director of Climate Change, Environment and Transport

Electoral Divisions: Heavitree & Whipton Barton, St Sidwells & St James

Local Government Act 1972: List of background papers

Background Paper: Nil

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sc/cr/Heavitree and Whipton Active Streets Trial Update

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Engagement Report Heavitree and Whipton Streets Focus Groups 2 & 3

September 2024 - December 2024

January 2025

Contents

1. Introduction
2. Participants
3. Methodology
4. Responses to 'Problem Exploration' activity
5. Responses to 'Next Steps' activity
6. Insights from Facilitators
7. Next Steps
8. Appendix
 - a. Responses from Focus Group 2
 - b. Responses from Focus Group 3
 - c. Participant Information Pack

Agenda Item 6

L D A D E S I G N

1. Introduction

Devon County Council's Active Streets Trial aimed to make the Heavitree and Whipton area safer and more pleasant for people walking, wheeling and cycling by reducing traffic, while also improving air quality, reducing noise and fostering a stronger sense of community. However, the trial wasn't without its challenges, with the during trial consultation process finding that lots of people were concerned about increased traffic on boundary roads, access to schools and other facilities, and with how they had been consulted beforehand.

In July 2024, the Exeter Highways and Traffic Orders Committee (HATOC), taking into account a report on the Active Streets Trial consultation and views of the community, recommended that the trial should end. Following this decision, HATOC recommended that discussions be held with schools, representatives of those with protected characteristics, local community leaders and residents to consider next steps.

Following HATOC's recommendation, a series of discussions and workshops were held over Autumn 2024:

- Focus Group 1 - Council officers held a series of discussions with schools within the Active Streets Trial area. The detail and results of Focus Group 1 are not in this report.
- Focus Groups 2 & 3 - LDA Design were appointed as external facilitators to hold discussions with representatives of those with protected characteristics (Focus Group 2), and local community leaders and residents (Focus Group 3). The detail and results of Focus Groups 2 & 3 are contained in this report.

LDA Design were appointed following a competitive tender process as independent engagement consultants in September 2024 to facilitate two focus group sessions. The agency was selected due to its extensive experience in working on various schemes and its sound understanding of how people interact with spaces. This expertise enabled LDA Design to effectively gather and interpret feedback during the focus group sessions.

Additionally, the agency distinguished itself through its creative and innovative approach to facilitation, employing a variety of methods to ensure active participation and accessibility. These qualities proved important in fostering productive and insightful discussions.

LDA's facilitators were Tom Shopland and Georgina Perry. Tom led the facilitation process having been involved in co-design, community-led planning and climate adaption for the past ten years. Tom was supported by Georgina's experiences of designing and facilitating workshops with local communities on a number of topics including green infrastructure, development site selection and transport, particularly within a Neighbourhood Planning context.

Attendees to the focus group would be selected by the chair of HATOC with DCC officers, after careful consideration of how to best balance the range of opinions expect during the consultation process, together with consideration put forward by local councillors and special interest groups.

L D A DESIGN

The purpose of the session was to give the groups the opportunity to explore the key issues affecting streets in Heavitree and Whipton, listen to each other's perspectives, identify areas of common ground and identify next steps.

The focus group sessions were held on the 18th and 19th November 2024.

The aim of this engagement report is to summarise the process that took place, the responses given by the participants, with a particular focus on finding 'common ground', and to recommend next steps from LDA Design to Devon County Council for consideration at a HATOC public meeting in early 2025.

Agenda Item 6

L D A D E S I G N

2. Participants

Selection process

LDA Design's role in participant selection was only to invite and confirm the participants. The aim was to have up to 30 people in small discussion groups with a balance of views. Waves of emails were repeatedly sent to confirm attendance in the weeks building up to the event. On entry to the venue, participants were randomly allocated to tables to prevent clusters of the same viewpoint and resulting in a random balance of views at each table.

Participants were selected by Devon County Council with the following rationale:

- The focus groups were designed to be a small but representative selection of local individuals who can come together to share opinions and discuss possible suggestions for how traffic movements could work within the Heavitree and Whipton area to meet the needs and aspirations of local residents and all users of the local highway network.
- It is important to recognise that the focus groups are not intended to be a re-run of the consultation where everyone was invited to share their views. Focus groups are necessarily small, representative samples of local opinion which facilitate listening and sharing in a way that is not possible in a larger group. In order for the focus groups to work effectively, it is essential that they are kept to a small number of people. For this reason, participation in the groups has been limited to a carefully chosen list of local people and stakeholders. Inevitably not everyone who would wish to participate will be able to do so. But considerable care has gone into ensuring that all opinions are represented either by a nominated representative chosen by an invited group, or by another person holding similar views.

A number of City and County councillors were also invited as non-participating observers.

Record of Attendees Focus Group 2 (18th November 2024)

Group representing	RSVP'd as Attending	Actual Attendance
1 member of DCC Transport Planning Team (Observing)	Yes	Yes
DCC Councillor (Observing)	Yes	Yes
DCC Councillor (Observing)	Yes	Yes
ECC Labour Party (Observing)	Yes	Yes
ECC Conservative Party (Observing)	Yes	Yes
ECC Green Party (Observing)	Yes	Yes
ECC Independent Party (Observing)	Yes	Yes
Living Options (1): Group advocating for people with disabilities	No	Yes
Living Options (2): Group advocating for people with disabilities	Yes	Yes
Adult Sensory Team	Yes	
Devon InSight: Group supporting needs of visually impaired people	No	
Guide Dogs Association: Group supporting needs of visually impaired people	Yes	Yes
Visually Impaired Person: Local resident with sight problem known to local members	Yes	Yes
Age UK Exeter (1): Group advocating on behalf of older people	No	
Age UK Exeter (2): Group advocating on behalf of older people	No	
Horizon Care: Provider of paid carers within the area	No	
Helping Hands Home Care Exeter: Provider of paid carers within the area	No	
Purple Balm: Provider of paid carers within the area	No	
Unpaid carer (1): Recommended participant by Devon Carers	Yes	Yes
Unpaid carer (2): Recommended participant by Devon Carers	No	
Doctor representative resident in the area	Yes	Yes
Local resident with known disabilities	Yes	Yes
Local resident with known disabilities	Yes	Yes
Local resident with known disabilities	Yes	Yes
Local resident with known disabilities	Yes	Yes
Local resident with known disabilities	No	
Inclusive Sustainable Travel: Group supporting travel options for people with disabilities	Yes	Yes
GP Surgery serving local area: South Lawn Medical Centre	No	
		Total: 18

Agenda Item 6

L D Æ D E S I G N

Record of Attendees

Focus Group 3 (19th November 2024)

Group representing	RSVP'd as Attending	Actual Attendance
1 member of DCC Transport Planning Team (Observing)	Yes	Yes
DCC Councillor (Observing)	Yes	Yes
DCC Councillor (Observing)	Yes	Yes
ECC Labour Party (Observing)	Yes	Yes
ECC Conservative Party (Observing)	Yes	Yes
ECC Green Party (Observing)	No	Yes
ECC Independent Party (Observing)	Yes	Yes
Exeter Streets for People (1)	Yes	Yes
Exeter Streets for People (2)	Yes	Yes
Heavitree and Exeter United	Yes	Yes
Heavitree Advocates	Yes	Yes
Heavitree Traders Association	Yes	Yes
Kidical Mass	Yes	Yes
Exeter Hackney Carriage Forum: Taxi Representative (1)	No	
Apple Central Taxis (SW) Limited	No	
Exeter Private Hire: Taxi Representative (2)	No	
Stagecoach: Bus Service Provider (1)	No	
Greenslades: Bus Service Provider (2)	No	
St Anne's Play Street	Yes	Yes
Whipton Traders	Yes	
Hill Barton Community/Residents' Association	Yes	Yes
Whipton Youth Football Club: User of sport facility in locality	Yes	Yes
Whipton Social Club	No	
Cemetery: Representative of those wishing to visit the cemetery	No	
Royal Devon & Exeter Hospital	No	
Parklife: Provider of local community activities	Yes	Yes
Hamlin Lane Residents Group: Community Group	Yes	Yes
Sweetbrier Lane Residents' Group: Community Group	Yes	Yes
Exeter Civic Society	Yes	Yes
Bodley Close Community Group: Community Group	Yes	Yes
Whipton Barton Residents Group: Community Group	Yes	Yes
		Total: 22

3. Methodology

Project Programme

The project started on 23rd September 2024. The project programme is outlined below.

September 2024:

- LDA Design: Get workshop venue, date and times booked
- DCC: Hold Focus Group 1, select participants, input to participant pack

October 2024:

- LDA Design: Observe Focus Group 1 on 7th Oct, analyse previous consultation materials, create Participant Information Pack, send invites by 28th Oct
- DCC: (ongoing from September) Hold Focus Group 1, select participants, input to Participant Information Pack

November 2024:

- LDA Design: Workshop design, confirm participants, deliver Focus Groups 2 & 3
- DCC: Participating in workshop design, attend Focus Groups 2 and 3

December 2024:

- LDA Design: Analyse findings, write report

Aims

The methodology for the Focus Groups was centred around the following aims:

- Supporting community cohesion
- Fostering high levels of respect between participants
- Creating space for people to be able to speak and listen
- Creating humanising and in person focus groups that are off social media.

Practicalities

Two Focus Groups were held:

- Focus Group 2, Monday 18th November 2024: Representatives of and those with protected characteristics
- Focus Group 3, Tuesday 19th November 2024: Other local community leaders and residents.

The Focus Group sessions were held at Pinhoe Baptist Church between 6pm and 8.30pm each day.

Participant Information Pack

Ahead of the sessions, invitees were sent a Participant Information Pack, which included information on the following:

- Purpose of the Focus Group
- Practicalities (when, where, how to RSVP)
- What to expect on the day
- Who is invited to the Focus Group?
- Project History
- What we've heard

Agenda Item 6

L D Æ D E S I G N

- Preparing for the Focus Group
- Conversation Guidelines

A copy of the Participant Information Pack is included in Appendix C.

Structure of the Focus Group Sessions

Each Focus Group followed the same structure:

- 18:00 – Arrival, sign in, refreshments
- 18.30 - Opening and facilitator introductions
- 18:40 – Participant introductions
- 18:55 - Conversation guidelines activity
- 19:10 – Problem exploration activity
- 19:50 – Comfort break
- 20:00 – Next steps activity
- 20:20 – Closing
- 20:30 - Finish

The sessions were structured around the Design Council's Double Diamondⁱ process for designing solutions to complex problems; first taking time to discover and define the problem, before moving on to start to develop solutions.

Participants were invited to sit at tables in small groups. For the activities, each table held a group discussion, followed by participants feeding back key, agreed points from their group discussion to the whole group.

The small groups were randomly allocated by using a numbering method on entry, resulting in a balance of views of participants at each table.

Activities

Conversation guidelines activity

Groups were asked to discuss and feedback to the whole group answers to the following question / prompt:

What makes for an open, respectful and constructive conversation?

Problem exploration activity

Groups were asked to discuss and feedback to the whole group answers to the following question / prompt:

Identify 5 key priorities for the group

Next steps activity

Groups were asked to discuss and feedback to the whole group answers to the following question / prompt:

What would you like to see happen from here? What is the first step?

4. Responses to ‘Problem Exploration’ activity

The discussion groups were invited to respond to the question below in the context of before, during and after the Active Streets Trial:

‘Reflecting on past experiences, what are the key problems that need addressing and why? Identify five shared priorities of your group.’

The ‘problem exploration’ activity represented the main body of discussion for the focus groups. The aim of this activity was to identify a common understanding of the problems that would need to be addressed by any interventions in the ‘Next Steps’ activity.

Responses combined from Focus Group 2 & 3

All responses have been sorted into key themes to help give readers of this report an understanding of ‘common ground’ responses. Responses are also organised by which Focus Group they originated from in Appendix B and C.

Lack of safe travel for all - particularly elderly/young/vulnerable street users

- Many elderly / vulnerable / young people can’t access the local area and community as much as they would like
- Worried about safe independent travel with confidence for young / elderly
- Safety concerns particularly around schools where people experience road rage and unsafe driving at peak school drop off and pick up times
- Children learnt to cycle during Active Streets Trial but now using pavements
- Increasing amount of traffic over the years
- Speed should be enforced, dramatically slower
- Need a city-wide plan for reducing commuter traffic

Lack of trust in decision-making process / not inclusive consultation

- Lack of spaces for community dialogue and ideas exchange
- Local knowledge under-used
- Poor accessibility of communications in consultation for elderly/young, online consultation not accessible/appropriate
- ‘As an older person, I admit to being stuck in my ways and fearful of change’
- Should happen with a community not to a community. Need for consensus
- Maintain community cohesion
- Issue in the decision-making mechanism
- Exeter City Council and Devon County Council don’t communicate or like each other
- Any data relied upon should have integrity and be better explained.

Agenda Item 6

LDĀ DESIGN

Rethinking our streets

- Reclaim the pavement
- Prioritise people, not cars
- Shared pedestrian cycleways dangerous to visually impaired
- Stop cars parking on pavements
- 'Don't know when/where is safe to cross', need safe controlled crossings for visually impaired
- Lack of dropped kerbs
- Pavements need to be tested for wheelchairs
- Roads and pavements need to be maintained
- Need good quality infrastructure that enables and doesn't hinder
- How to address climate strategy locally? Improve street greenery
- Holistic approach, better use of funds to meet many goals

Perception of wider trends in downward spiral

- Local infrastructure has been hollowed out, underfunded, short term thinking
- Traffic getting worse, local population increases, new housing
- Public transport worsening
- Rates of obesity increasing, particularly in children
- NHS increasing pressure with worse public health
- We need to enable people to be as healthy as possible
- 'It's cheaper to take the car'
- 'I couldn't get out of my road during trial'
- Difficult to drive to sports facilities during trial – children stopped coming to football club because it was difficult for parents driving
- Many elderly people and vulnerable suffered due to road closures
- 'Feels like change is not possible. I fear for the future'

5. Responses to ‘Next Steps’ activity

The discussion groups were invited to respond to:

‘What are the next steps from here?’

The aim of the ‘Next Steps’ activity was to collect a range of practical next steps, short term goals and long-term vision statements based on the range of issues that participants heard in the ‘Problem Exploration’ activity. It was stated that the context for this exercise was to provide DCC and HATOC with a direction to proceed as informed by the community. Creating specific interventions was not the aim of this activity and will want for more detailed consideration with the community.

Responses combined from Focus Group 2 & 3

All responses have been sorted into key themes to help give readers of this report an understanding of ‘common ground’ responses. Responses are also organised by which Focus Group they originated from in the Appendix.

Safety and accessibility come first

- Support the most vulnerable with their needs: children, elderly, disabled
- Focus on safe active travel for children getting to school when traffic volumes are worst at drop off and pick up times
- Peak time patrol officers
- Need to understand/experience a day in the life of a vulnerable street user

Future engagement should be an inclusive process

- Address the way in which consultations happen, to value local knowledge and experiences
- Establish trust in the process of trying something else
- Co-production of interventions with whole community
- Involving affected people from the start to create a long term plan
- Designing for a safe, inclusive and sustainable future
- ‘Need more meetings like this, with this group’
- Finite resources need appropriate use
- Long term funded improvement plans
- Demanding our politics for long term thinking and funding has to come from the people
- Start with local exemplar of city-wide plan in parallel?

Better communication

- Make provision of information accessible
- Educate people on safe and responsible travel
- Better communication of Devon County Council + Exeter City Council with the residents they represent
- Lose hostility shown between Devon County Council and residents

Infrastructure improvements perceived as shorter term

- Speed activated signs: show traffic speed

Agenda Item 6

L D Æ D E S I G N

- Enforce 20mph (or less)
- Change feel of place with more planters
- Block parking on busy street corners with boxes / planters
- Paint more disabled car spaces
- Create more crossing points
- Penalties for pavement parking
- Ease of navigation: signage, bollards, filters
- Dipped curbs
- Setup studies to see if interventions are working
- Revisit parking permits for Royal Devon and Exeter Hospital
- Create community building spaces
- No blocked roads
- Storage for bicycles
- Repair pavements
- Enforce laws regarding ebikes/escooters
- Improve the quality and maintenance of existing infrastructure – paths, pavements

Infrastructure improvements perceived as longer term

- Separate cycle lanes, with barriers to protect on arterial roads
- Road narrowing
- Talking bus stops and buses
- More green travel routes
- Enforce laws regarding ebikes/escooters
- Remove more on street parking
- Electric mini buses for narrow streets
- Traffic is a city-wide problem, needs a city-wide solution
- Improve public transport with focus on most vulnerable and city wide
- Park and ride

Longer term goals

- Shifting culture: fair choice of safe travel options for everyone
- Culture shift needed for success – there needs to be viable alternatives such as public transport that works well
- Efficient, alternative options to car
- Move away from cars as default option, with choice
- Reduce unnecessary car use
- Environment that enables all people to feel safe moving around within
- Moving around in ways that improve physical and mental wellbeing
- Create an attractive environment
- Living spaces, not transport spaces
- Prioritise people over vehicles
- Transforming historic infrastructure for the needs of now and future
- Reduce environmental impact.

6. Insights from Facilitators

The purpose of this section is to capture insights from the facilitators about the engagement process in the whole.

Considering historic tensions, the focus groups felt helpful in addressing divided views, finding common ground and building a foundation of trust for moving forward.

It was noted by facilitators that participants were respectful of each other, even when discussing conflicting views, and respectful of the process of working together as neighbours towards finding common ground. Participants said they valued having a space to speak and listen to each other in person, saying this was humanising rather than online forums where views appeared more divisive. Participants complimented LDA Design for a process that felt inclusive through the venue selection, asking participants about their needs during the invitation process and creating space in the ‘conversations guidelines’ activity to state their needs for constructive discussion such as being hard of hearing.

The most mentioned problem was a lack of safe travel options for all, particularly children, elderly and vulnerable street users.

This point appears a common ground issue as evidenced in comments such as ‘Many elderly/vulnerable/young people can’t access the community as much as they would like’, ‘speed limits should be enforced and dramatically slower’, ‘traffic has been getting worse over the years’, ‘Reclaim the streets – sharing not working fairly in its current form between all street users’ and ‘Safety concerns are amplified around schools at peak drop off and pick up times.’ These points can help provide common ground issues for all parties to collaborate at the table.

The most mentioned next step was for further engagement and collaboration with the community.

Several participants noted that the focus groups were a good start on a next steps process as evidenced in comments such as ‘Address the way in which consultations happen, to value local knowledge and experiences’, ‘More meetings like this, with this group’, and ‘Establish trust in the process of trying something else’. There were participants who represented groups against the Active Streets Trial who were in favour of the concepts of traffic calming and neighbourhood safety but against the way in which the trial was designed as evidenced by comments like ‘done to the community, not with the community’. Further inclusive engagement would help to tackle common ground issues with acceptable solutions.

Possible questions for future public engagement activities with the community:

- What does good engagement look like in Heavitree and Whipton going forward to address the common ground issues identified?
- How do we work collaboratively with children, elderly and vulnerable street users to understand and design travel options to their needs? What does a good street layout look like in Heavitree and Whipton that would accommodate these needs?

Agenda Item 6

L D Æ D E S I G N

- How can we acceptably improve safety for children particularly around schools at peak drop off and pick up times?
- Which street changes during the Active Streets Trial did and didn't work to address the common ground issues identified? Some participants made a point to express that their lives were improved during the Active Streets Trial, that it represented DCC acting in line with climate strategy and had helped with increasing children cycling during the trial, who were now cycling on pavements since its finish.
- Where are the quick wins in street improvements? Some of the 'next steps' identified are specific infrastructure improvements which have the potential to provide inexpensive wins. Consider the realities of these: community priority, location, design, cost benefit etc.
- How would the community prioritise and spend a specified budget in the next year, ten years, fifty years?
- Which aspects of the decision-making mechanism have and haven't worked through the Active Streets Trial? Considering perception of downward trends such as public health, infrastructure, traffic, environment, across all society, how can local democracy and the current decision-making mechanisms work to counteract this?

7. Next Steps

LDA Design recommends that this report is transparently shared as a record of the focus group discussions and the independent insights of the facilitators. This openness will demonstrate to focus group attendees that their voices have been heard and considered, building confidence in any future steps. It is recommended that, when the report is shared, attendees are thanked for their engagement and inputs, and any next steps are spelt out, with a clear time frame for delivery.

The focus groups have created an important opportunity for further conversations and engagement with the community to address the common ground issues identified. It is important now to build on the momentum established. LDA Design recommends that the committee address the common ground issues identified by the community, and facilitates further detailed thinking and deliberation related to them before any further decisions are made.

Future steps will need to have effective engagement strategies in place for Heavitree and Whipton, with a particular focus on collaboration with children, elderly, and vulnerable street users to design travel options that meet their needs, and improves safety for children around schools during peak times.

To maintain a sense of momentum it is recommended that, after this report has been shared, effective communication with the focus group attendees and wider community is maintained and any further steps agreed take place as soon as practically possible.

Continued independent facilitation of any future engagement is suggested to emphasise the committee's commitment to an equitable and transparent approach in which all voices have equal weight.

Quick wins should be identified and prioritised against budget allocation over the next year whilst also considering a longer-term perspective of ten years and fifty years.

A decision-making protocol should be agreed with the community to ensure that proposals to improve public health, infrastructure, traffic and the environment are understood and agreed prior to implementation.

Agenda Item 6

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8. Appendix

A. Responses from Focus Group 2 (protected characteristics)

'Problem Exploration' activity

Lack of safety for most vulnerable street users

- For children and elderly to navigate independently with confidence
- Make our environment safe for all to travel
- Slow the traffic and reduce the volume
- 20mph should be enforced

Reclaim the pavement

- Shared pedestrian cycleways are dangerous to visually impaired
- Get cyclists off pavements (particularly children) by making roads safe for cyclists
- Cars parked on pavements
- Pavements needs to be flat and tested for wheelchairs
- Need dropped kerbs

Health of 'whole community' needs more consideration

- The needs of car drivers are being prioritised over other street users
- Enable people to be as healthy as possible
- Communications during Active Streets Trial consultation were not accessible
- Community cohesion needs to be tended to

Infrastructure issues

- 'Don't know when/where is safe to cross' for visually impaired
- Need for good quality infrastructure that enables and doesn't hinder
- Lack of long term planning
- Poor access to public transport

'Next Steps' activity

Create an inclusive design process

- Involve affected people from the start to create a long-term plan
- Design for safe, inclusive and sustainable future
- Educate people on the needs of vulnerable street users by spending time with them to experience the difficulties of getting around in the area

Shorter term goals

- Enforce speed limits
- More controlled crossing points
- Talking bus stop and buses
- Separate safe pathways for all
- Ease of navigation – signage, bollards, filters
- Repair pavements
- More green travel routes

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- Accessible public transport

Longer term goals

- Environment that enables all people to feel safe moving around in
- Moving around in ways that improve physical and mental wellbeing
- Creating an attractive environment
- Providing efficient, alternative options to the car
- Move away from cars as default option, with choice
- Car free city centre

B. Responses from Focus Group 3 (community leaders and residents)

'Problem Exploration' activity

Lack of safety

- Speed of vehicles needs to be dramatically slower
- Enforce speed on residential roads
- Worried about child safety for independent travel
- Want safety for all users: motorists, cyclists, pedestrians, young, old, disabled
- Many can't access the community as much as they'd like
- Particularly unsafe driving around schools at peak times for pick up / drop off
- Children now cycling on pavement since trial
- Streets shouldn't just be prioritised for car travel
- 'We need to rethink our streets'

Lack of trust in decision making process / not inclusive consultation

- Should happen with a community, not to a community. Need for consensus.
- Issue in the decision-making mechanism
- Lack of openness in decision making regarding the process of putting the trial in
- ECC DCC don't communicate or like each other
- 'Spent £250K with what to show for it?'
- An inclusive process meaning done with most vulnerable
- 'As an older person, I admit to being stuck in my ways and fearful of change'
- Local knowledge wasn't used adequately
- Online consultation not accessible or appropriate for elderly people or children
- 'How can we make change happen?'
- Lack of young people representation

Perception of wider trends in downward spiral

- Traffic getting worse, local population increase, new housing
- Public transport worsening
- Travel time worse
- 'I couldn't get out of my road during Active Streets Trial'
- Rates of obesity increasing particularly in children
- NHS increasing pressure with poor public health
- Difficult to drive to sports facilities during the Active Streets Trial: children stopped coming to football club because it was difficult for parents driving
- How to address climate strategy locally?

Agenda Item 6

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- How to better use limited funds to meet many goals?
- 'Feels like change is not possible. I fear for the future'

'Next Steps' activity

Safety and accessibility come first

- Support the most vulnerable with their needs: children, elderly, disabled
- Focus on safe active travel for kids getting to school when traffic volumes are worst at drop off pick up times
- Peak time patrol officers

Future engagement should be an inclusive process

- Establish trust in the process of trying something else
- 'More meetings like this, with this group'
- Address the way in which consultations happen, to value local knowledge and experiences
- Making provision information accessible
- Better communication of DCC + ECC with the residents they represent. Lose the hostility
- Educate people on safe and responsible travel
- Finite resource needs appropriate use
- Long term funded improvement plans
- Demanding our politics for long term thinking and funding has to come from the people
- Start with local example of city-wide plan, or in parallel?

Infrastructure improvements perceived as shorter term

- Speed activated signs: show traffic speed
- Enforce 20mph (or less)
- Paint disabled car spaces
- Change feel of place with more street greenery / planters
- Block parking on busy street corners with boxes / planters
- Penalties for pavement parking
- Setup studies to see if interventions are working
- Storage for bicycles
- Create community building spaces
- Dipped curbs
- No blocked roads
- Improve the existing infrastructure – paths, pavements
- Create more crossing points

Infrastructure improvements perceived as longer term

- Separate cycle lanes, with barriers to protect on arterial roads
- Road narrowing
- Enforce laws regarding ebikes/escooters
- Remove more on street parking
- Electric mini buses for narrow streets
- Traffic is a city wide problem, needs a city wide solution

L D Æ D E S I G N

- Improve public transport with focus on most vulnerable and city wide
- Park and ride

Longer term goals

- Shifting culture: fair choice of safe travel options for everyone
- Reduce un-needed car use
- Prioritise people over vehicles

Heavitree and Whipton Streets Invited Focus Groups

Participant Information Pack Focus Group 2

18th November 2024

- Transforming historic infrastructure for the needs of now and future
- Prioritise wellbeing, health and quality of life
- Reduce environmental impact

C. Participant Information Pack (example pack for invitees of session on 18th November 2024)

This pack covers:

1. What's the purpose of the Focus Group?
2. Practicalities: when, where and how to RSVP
3. What to expect on the day
4. Who is invited to the Focus Group?
5. Project history
6. What we've heard
7. Preparing for the focus group

Agenda Item 6

LDĀ DESIGN

8. Conversation guidelines

Agenda Item 6

L D Ā D E S I G N

1 What's the purpose of the Focus Group?

Devon County Council (the Council) has engaged LDA Design to bring together community leaders, residents and representatives of those with protected characteristics to understand and address issues affecting the streets in Heavitree and Whipton.

Devon County Council's Active Streets Trial was in place between August 2023 and July 2024. It aimed to make the area safer and more pleasant for people walking, wheeling and cycling by reducing traffic, while also improving air quality, reducing noise and fostering a stronger sense of community. However, the trial wasn't without its challenges, with the consultation process finding that lots of people were concerned about increased traffic on boundary roads, access to schools and other facilities, and with how they had been consulted before hand.

The Exeter Highways and Traffic Orders Committee (HATOC), taking into account a report on the consultation and views of the community, recommended that the trial should end. It also recommended that discussions be held with schools, representatives of those with protected characteristics, local community leaders and residents to consider next steps. Following HATOC's recommendation, a series of local discussions are being held over Autumn 2024:

- Council officers are holding a series of discussions with schools within the Active Streets Trial area, and
- LDA Design are appointed as external facilitators to run invited focus groups to hold discussions with representatives of those with protected characteristics, local community leaders and residents.

During the Focus Group session, attendees will have the opportunity to:

- Understand and address the issues affecting streets in Heavitree and Whipton, and how people get around,
- Listen to each other's perspectives,
- Identify areas of common ground,
- Identify next steps.

LDA Design will be acting as an independent external facilitator to encourage open and productive discussions where people feel safe sharing their experiences and perspectives, and are receptive to listening and learning and working towards a collective sense of next steps.

2 **Practicalities: when, where and how to RSVP**

When

6pm – 8.30pm, Monday 18th November 2024

Where

Pinhoe Road Baptist Church, 157-165 Pinhoe Road, Exeter EX4 7HZ

Google maps link: <https://maps.app.goo.gl/vxM4GDLgxbNVozvy6>

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Access to the venue

Travel information

On foot

The venue is located on Pinhoe Road and has step-free access.

Bike

There is covered outdoor cycle parking on site.

Bus

The venue is located 2 minutes from Tarbet Avenue Bus Stop. Bus numbers 1, 1A, B, and J regularly serve this stop.

Train

The venue is a 5 minute walk from Polsloe Bridge Station. Please note the station does NOT have step-free access.

Car

There is limited onsite parking, including disabled spaces at the venue. The car park entrance is off Tarbet Avenue. If possible, it is best to park courteously on neighbouring roads or Pinhoe Road itself.

Please let us know if you require onsite parking when you RSVP.

How to RSVP

Please confirm your or your group representative's attendance at the Focus Group by Friday 8th November 2024 by emailing rsvp.exeter@lda-design.co.uk

When confirming your attendance, please let us know if you require onsite parking or any other arrangements or adjustments.

Refreshments will be provided. Please let us know any special dietary requirements when confirming your attendance.

Agenda Item 6

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3 What to expect on the day

6pm Arrival, informal introductions, refreshments

6.30pm Focus Group Start

A detailed agenda will be emailed closer to the date and is likely to include:

- Introductions
- Aims
- Breaking into small groups to discuss considerations and recommendations
- Identifying next steps
- Closing reflections

Facilitators will help guide the process and keep the agenda to time. There will be comfort breaks and refreshments provided. Please let us know of dietary requirements when you RSVP.

8.30pm Close

4 Who is invited to the Focus Group?

The Focus Group invitees are listed below for your information.

In addition to this Focus Group, LDA Design is facilitating a separate Focus Group with other residents and community leaders.

The Council is holding a series of discussions with schools to explore the same topics ('Focus Group 1').

Focus Group 2 – List of Invitees

- Representatives of Living Options: Group advocating for people with disabilities
- Representative of Adult Sensory Team at Devon County Council
- Representative of Devon InSight: Group supporting needs of visually impaired people
- Representative of Guide Dogs Association: Group supporting needs of visually impaired people
- Representatives of Age UK: Group advocating on behalf of older people
- Representative of Horizon Care: Provider of paid carers within the area
- Representative of Helping Hands Home Care Exeter: Provider of paid carers within the area
- Representative of Purple Balm: Provider of paid carers within the area
- Unpaid carers: Recommended participants by Devon Carers
- Doctor representative resident in the area
- Representatives of local residents with known disabilities
- Representative of Inclusive Sustainable Travel: Group supporting travel options for people with disabilities
- Representative of GP Surgery serving local area: South Lawn Medical Centre
- 1 member of Devon County Council Transport Planning Team: Non-participating observer
- 2 Devon County Council Councillors: Non-participating observers
- Representative of Exeter City Council Labour Party: Non-participating observer
- Representative of Exeter City Council Conservative Party: Non-participating observer
- Representative of Exeter City Council Green Party: Non-participating observer
- Representative of Exeter City Council Independent Party: Non-participating observer

Agenda Item 6

LDĀ DESIGN

5 Project history

- Spring & Summer 2020: Temporary measures to support social distancing and encourage walking and cycling were introduced in the area by the Council.
- Winter 2020: The Council consulted the public in the Heavitree and Whipton area, with a view to identify positively and negatively perceived aspects of their local streets. This was called 'Heavitree and Whipton Local Streets Phase 1 consultation'.
- Autumn 2021: The Council consulted on options it had prepared to address the negatively perceived aspects of local streets that had been raised during Winter 2020. This was called 'Active Streets Phase 2 consultation'.
- 2022/2023: The Council analysed consultation results to identify the option that was most supported by the public. Work was undertaken to change elements of the most supported option to reflect comments made during the consultation.
- Summer 2023: Exeter Highways and Traffic Orders Committee (HATOC) approved a temporary trial scheme, known as the 'Active Streets Trial' in the area. This involved implementation of modal filters which prevented a range of motor vehicles from accessing particular streets. Phase 3 of the Active Streets consultation started, which included the Trial itself.
- Autumn 2023: In response to comments received during the consultation, details of the Active Streets Trial were amended, so that taxis and private hire vehicles were exempt from bus gate restrictions.
- Summer 2024: Upon HATOC's review of the Trial and recommendation, the majority of aspects of the Active Streets Trial were suspended. This included suspension of all of the modal filters. Some planters, to slow down traffic, were retained on Ladysmith Road.

6 What we've heard

Consultation on the Active Streets Trial received a total of 8952 responses from people who live, work and travel through the area. The majority were considered negative. An analysis of the most mentioned themes raised in the consultation responses are shown below.

Top themes considered positive

Reduced traffic on residential roads was the most commonly coded theme in support of the scheme across all of the intervention locations. Refined geographic analysis showed that those living on the roads containing a modal filter, who would experience the most benefit from quieter roads, were particularly likely to support the scheme.



Positive benefits to children and younger people

'I walked to work along Ladysmith Rd yesterday and it was wonderful to see so many children on bikes/foot/scooters.'



Safety improvements

'The roads are much quieter and safer, my daughter can now safely cycle to school'



Quieter residential roads (traffic volumes)

'The level of traffic has reduced and our road is much quieter now.'

Top themes considered negative

The most common theme across all responses was that the scheme would lead to an increase in pollution due to longer journeys.



Impacts of longer vehicular journeys

'I drive additional miles and spend longer in busy traffic'



Perceived increase in air pollution

'More pollution caused by cars having to take longer alternative routes'



Increased traffic and congestion

'It just feels like we're being forced onto already busy roads.'



Disproportionate impacts

'This scheme has affected residents in a negative way; especially the elderly and infirm.'



Impact on care provision

'These changes have affected the ability to do my job'



Impact on emergency services (perceived by the public)

'The delay could kill them.'



Insufficient/poor consultation

'Consultation with those affected was not undertaken, leading to an undemocratic decision'

The goal of our Focus Groups is to explore a middle way.

Agenda Item 6

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7 Preparing for the focus group

Ahead of the Focus Group, we invite you to prepare by undertaking any of the below:

- If you are representing a group or organisation, we invite you to let them know you are acting as a point of contact. This could include communicating that you are representing their views at this focus group and checking in with their underlying needs.
- We invite you to spend time in the area during the period building up to the focus group, especially at busy times of the day. This could include methods of observation and reflection such as regularly visiting certain areas, noticing places you are naturally attracted to spending time in or not, noticing how others are using the space, noting your observations and reflecting on why this may be the case.
- Browse available resources and background material, some below:
 - Project website - devon.cc/activestreets
 - The latest October 2024 [HATOC Report](#) for more information on the scheme and the public consultation feedback report.
- Familiarise yourself with the conversation guidelines on the next page.

8 Conversation Guidelines

'A conversation is a dialogue, not a monologue' - Tuman Capote

Conversation guidelines can help groups explore any subject in a respectful and constructive way. The aim is to create an open environment where people feel safe sharing their experiences and perspectives and are receptive to learning from others.

- **Assume positive intent.** Embrace a mindset that talking will lead to something good. Put aside your own judgements and biases. We are all works in progress!
- **Practice active listening.** Relax and listen to others. There is no need to respond right away. Please don't interrupt others. Words can be clumsy so let the true intent of what they are trying to convey about their experience sink in by pausing for reflection. Being heard is a gift and doesn't always require a response. Use clarification questions if you need.
- **Shared learning is the goal** – not winning an argument. Be open minded and stay curious.
- **Practice self-awareness.** Be concise with your point and aware of how much time you are taking up so others can speak too. If you are normally a louder person, be aware that you may need to step back. If you are normally a quieter person, be aware that you may need to step forward.
- **We are all responsible for creating a safe and trusting environment.** Sharing personal experiences involves taking a risk and it may be more uncomfortable for some. Be generous with how you make people feel, even in disagreement.

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[i The Double Diamond - Design Council](#)

CET/25/11
Exeter Highways and Traffic Order Committee
4 February 2025

Main Road/Parkers Cross Lane Toucan Crossing

Report of the Director of Climate Change, Environment and Transport

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

1) Recommendation

It is recommended that:

- (a) the proposed toucan crossing of Main Road, Pinhoe (B3181) at Parkers Cross Lane, shown in the plans provided in Appendix 1, is approved for construction at an estimated cost of £200,000; and
- (b) the Director of Climate Change, Environment and Transport be given delegated powers, in consultation with the Chair of HATOC and the local member, to make minor amendments to the scheme details.

2) Introduction

This report sets out proposals for a signalised pedestrian and cyclist 'toucan' crossing on Main Road (B3181), at Parkers Cross Lane in Pinhoe. The B3181 is an arterial route linking Broadclyst to Pinhoe and onward to Exeter, which has around 8,000 vehicles travelling along it every day. As can be seen in Figure 1, there is a shared pedestrian and cycle path to the north of the B3181 in this location, and a pedestrian pavement to the south. This pavement leads to Parkers Cross Lane and ends just to the east of the Parkers Cross entrance, with no further continuing pavement. As well as vehicular access to existing housing, in the future, Parkers Cross Lane will be used for walking, wheeling and cycling access to the Pinn Court Farm development.

There are bus stops to the north and south of the B3181 in proximity to the Parkers Cross Lane junction. These serve up to 4 buses an hour each way, connecting to destinations such as Exeter, Tiverton, Cullompton and Clyst Vale College. Whilst the northern bus stop is in-line, the southern stop has a layby which allows buses to pull off of the carriageway completely.

The closest crossing currently is 250 meters to the southwest, via a zebra crossing close to the mini-roundabouts. This distance presents a significant barrier to people trying to travel sustainably, in particular those using the northern footway who wish to access housing at Parkers Cross Lane, the Exeter-bound bus stop, or those exiting Parkers Cross Lane and wishing to either use the eastbound bus stop or travel actively towards West Clyst, Broadclyst and Clyst Vale College. This problem will only increase as the Pinn Court Farm development grows in size, increasing the number of people living in the area.

Agenda Item 7

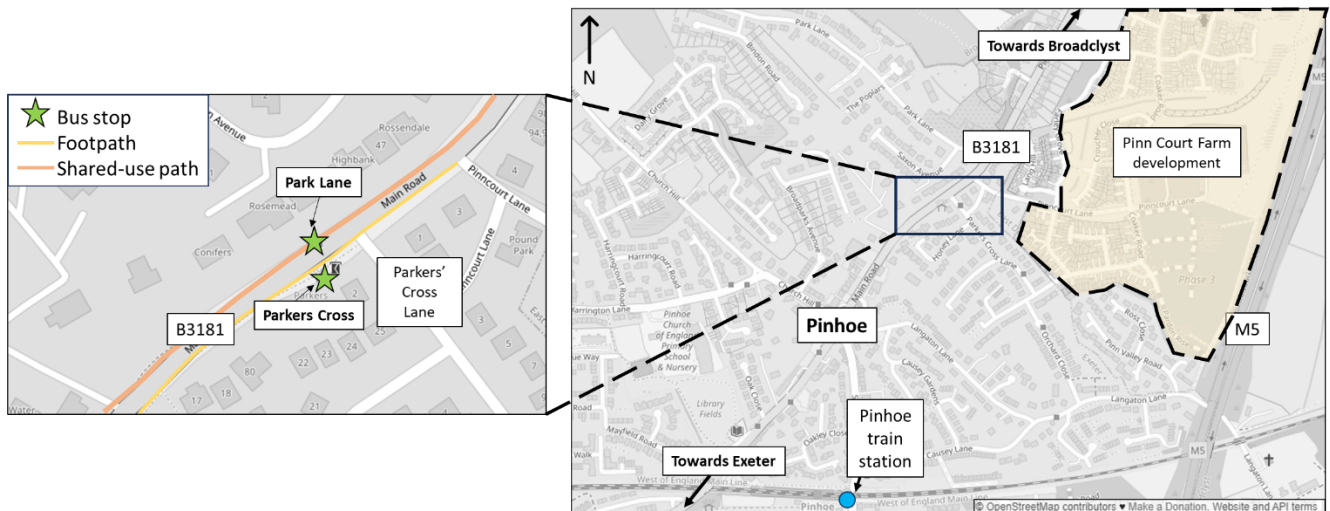


FIGURE 1: SCHEME LOCATION MAP

Crossings of the B3181, including what is proposed here, are identified as necessary in the Pinhoe Area Access Strategy (PAAS), which was created to support the Exeter and East Devon Local Plans. The PAAS ensures that planned development in the Pinhoe area would be supported with appropriate and effective transport infrastructure measures to minimise car use and promote sustainable travel.

3) Proposal

It is proposed to construct a signalised 'toucan' crossing across the B3181, southwest of the entrance to Parkers Cross Lane. This will be for people walking, wheeling and cycling to use.

Accompanying this, active travel in the area will be enhanced by creating off-road cycle provision along the southern edge of this part of the B3181. This will be done via the footway becoming a shared use path either side of the Parkers Cross Lane bus shelter and by the delivery of a 2m wide path behind the bus shelter. Tactile paving and signage will be used to differentiate where this cycle path joins the shared use path and will improve cycle access to Parkers Cross Lane and onward to Pinn Court Farm, without the potential for conflict between them and bus users waiting at Parkers Cross Lane bus shelter or boarding/alighting at this stop. A detailed design drawing of this can be seen in Appendix 1.

This will facilitate people using the shared use path on the northern edge of the B3181 to access Parkers Cross Lane, and in the future Pinn Court Farm development. It will also provide a clear crossing point between the Parkers Cross Lane and Park Lane bus stops, as well as people to the north of Main Road wanting to reach the bus stop to travel into Exeter.

These changes support the target in the Exeter Transport Strategy for 50% of work trips originating in Exeter to be made by active and sustainable travel, as they will provide a safer and more convenient walking and cycling route, and will provide crossing facilities for residents accessing the bus stops at Park Lane and Parkers Cross Lane.

4) Alternatives

Do Nothing

If no crossing is constructed, people walking, wheeling and cycling would continue to use the crossing 250 metres southwest at the double mini-roundabouts. This is an unnecessary diversion and not on the desire line. Furthermore, those travelling along the southern footway do not currently have warning that the pavement ends east of Parkers Cross Lane and therefore must cross at this point. This would therefore act as a significant barrier to people who want to travel actively.

Parallel Crossing

It was considered whether a non-signalised crossing could be used as opposed to a 'toucan'. However, this was considered a safety concern as vehicles may not have the necessary visibility of pedestrians on the crossing and therefore may not have time to fully stop; the signals give warning for vehicles to slow down.

Furthermore, guidance states that crossing type should be decided based on the context of other infrastructure in the area; as there are signalised crossings further along the B3181, this was deemed appropriate here.

Shared-Use Path

As opposed to a cycle path behind the bus shelter, it was considered whether a shared use path could have been constructed in front of the Parkers Cross Lane bus shelter. To ensure the necessary width for a shared use path, the bus shelter would need to be relocated backwards into the verge and the kerb line would need to be extended outwards. This was considered to pose a potential safety risk as the bus cage would extend into the carriageway creating a hazard for motor vehicles.

5) Consultations

There is no statutory consultation required for this scheme. There has been ongoing consultation with the local Member. Discussions have been held with directly affected landowners.

6) Strategic Plan

This scheme is well aligned with several of the priorities and actions within the Strategic Plan, by improving walking, wheeling and cycling infrastructure and connectivity as well as improving access to the bus stops on either side of the B3181.

The table below summarises how the proposed scheme would impact achievement of relevant Strategic Plan actions according to a seven-point scale, whereby -3 represents a large negative impact and +3 represents a large positive impact.

Agenda Item 7

Strategic Plan Priority	Strategic Plan action	Alignment
Responding to the climate emergency	Prioritise sustainable travel and transport	+3 (large positive)
	Encourage sustainable lifestyles	+3 (large positive)
Support sustainable economic recovery	Maintain and, where necessary, improve our highway network and improve sustainable transport options	+2 (moderate positive)
Improving health and wellbeing	Give people greater opportunities for walking and cycling to increase their physical activity	+2 (moderate positive)
Help communities to be safe, connected, and resilient	Enable a range of transport options, including public transport	+2 (moderate positive)

7) Financial Considerations

The scheme is estimated to cost £200,000, which includes a risk contingency, design fees and the acquisition of land and associated legal costs.

The cost has included an uplift in recognition that the majority of works will need to be undertaken at night, to avoid disruption in an area of such heavy traffic.

Funding for this scheme will be through Section 106 contributions from Pinn Court Farm development.

8) Legal Considerations

The lawful implications of this proposal have been considered in the preparation of this report.

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

A TRN (traffic regulation notice) will be issued 21 days before work is due to start.

To accommodate the traffic signals on the northern shared use path, it will be necessary to purchase a small strip of land to widen the path to an acceptable width. This land is currently privately owned, but negotiations are underway and accommodation works have been designed in line with the requests of the landowner to minimise the impact of the crossing on their property. This includes a fence to reduce noise from the road, and a new hedge to replace what is purchased. Heads of Terms for the purchase are being finalised. This cost, including accommodation works and all legal fees, have been included in the scheme cost detailed in Section 7.

9) Environmental Impact Considerations (Including Climate Change, Sustainability and Socio-economic)

The crossing will improve walking, wheeling and cycling facilities in the area, encouraging reduced car use and boosting people's health and fitness. It will also improve access to the local bus stop and encourage the use of public transport. This encouragement of sustainable and active modes of travel will reduce car dependency and have a positive environmental impact.

10) Equality Considerations

Where relevant, in coming to a 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

in relation to the protected characteristics (age, disability, gender reassignment, marriage and civil partnership (for employment), pregnancy and maternity, race/ethnicity, religion or belief, sex and sexual orientation). This Council also treats care experience as if it were a protected characteristic.

A decision maker may also consider other relevant factors such as caring responsibilities, rural isolation or socio-economic disadvantage.

In progressing this particular scheme, an Impact Assessment has been prepared which is available on the Council's website at <https://www.devon.gov.uk/impact/published>.

Members will need to consider the Impact Assessment for the purposes of this item.

11) Risk Management Considerations

Road Safety advice has been sought and the scheme is considered acceptable. Stage 1 and Stage 2 Road Safety Audits was undertaken, and the results used to modify aspects of the scheme. In particular, signage was improved and additional path markings added.

A further Stage 3 and 4 Road Safety Audit will be undertaken once construction is complete.

12) Summary

The proposal improves crossing facilities of Main Road (B3181) at Parkers Cross Lane, Pinhoe. This developer-funded scheme will improve the ease and safety of people walking, wheeling and cycling and improve access to public transport services. Along with the proposed construction of a cycle path behind Parkers Cross bus shelter, this will improve active travel provision in the area which will help create a more cohesive and inclusive active travel network and reduce barriers to sustainable travel. This scheme fits well with several of the County Council's Strategic Plan aims and objectives. It is recommended that the scheme be approved for construction.

Agenda Item 7

Meg Booth

Director of Climate Change, Environment and Transport

Electoral Division: Pinhoe & Mincinglake

Local Government Act 1972: List of background papers

Background Paper

Nil

Contact for enquiries:

Name: Chelsea Randall

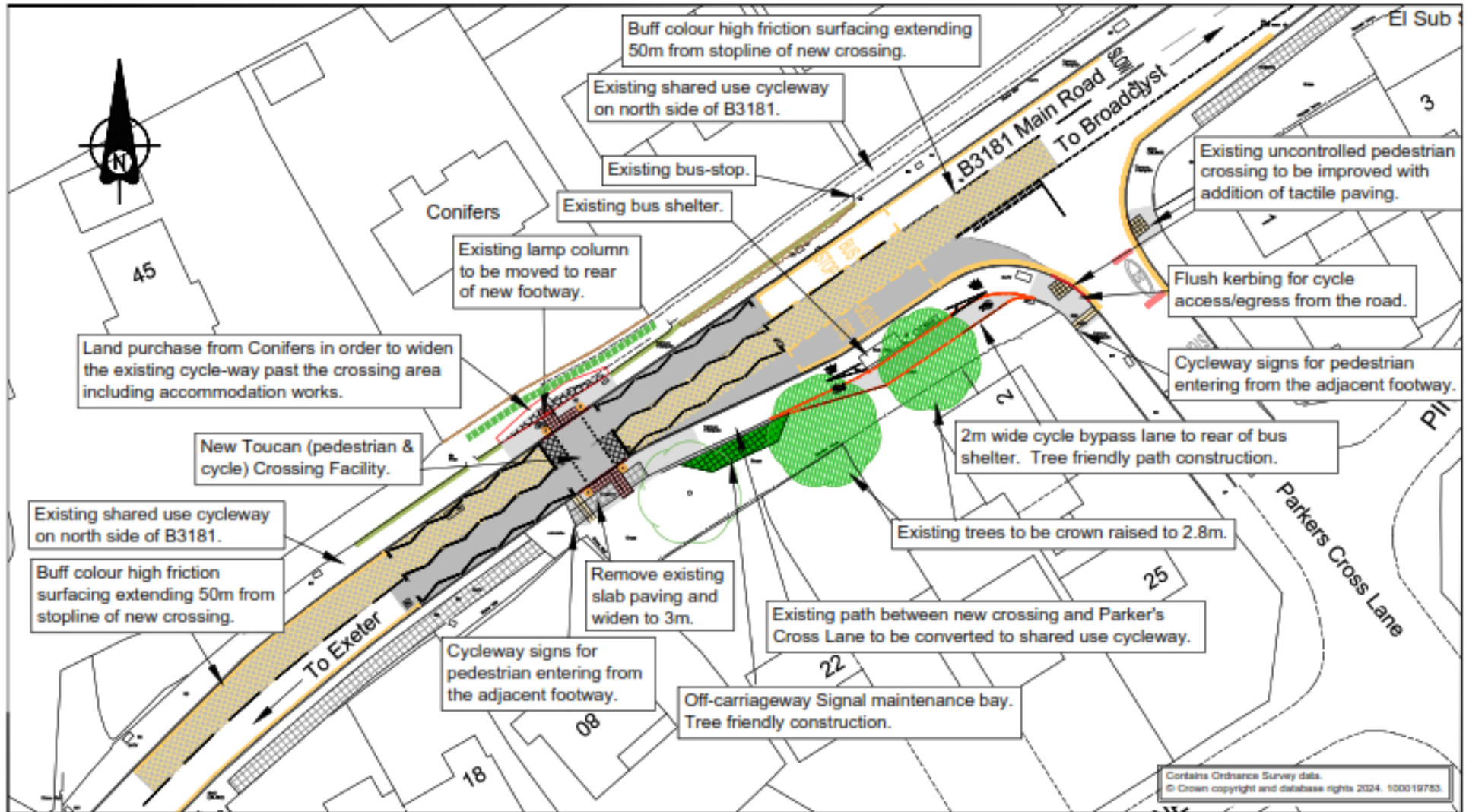
Telephone: 01392 383000

Address: Room 120, County Hall

cr080125exh

sc/cr/Main Road Parkers Cross Lane Toucan Crossing

02 270125



Page 41



Engineering Design Group

HATOC
job title/proposal

PARKER'S CROSS LANE TOUCAN CROSSING

date: Dec 2024 scale: 1:500

number: A22002/ 2

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CET/25/12
Exeter Highways and Traffic Orders Committee
4 February 2025

Stopping up of public highway; Land adjacent to Bovemoors Lane, Exeter Report of the Director of Climate Change, Environment and Transport

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

1) Recommendation

That the Committee be asked to:

- (a) note that the extent of highway land adjacent to Bovemoors Lane, Exeter, as detailed in Appendix 1, is not needed for public use; and
- (b) resolve that subject to the consultations referred to in section 5, Devon County Council makes an application to the magistrates' court for an order under Section 116 of the Highways Act 1980 that the said highway land be stopped up.

2) Background/Introduction

Under Section 116 of the Highways Act 1980, Devon County Council can make an application to a magistrates' court to stop up a section of highway if they think it is unnecessary.

We have received representation from Exeter City Council who wishes to apply for a stopping up order so that the land in question (as shown in Appendix 1) no longer forms part of the public highway. This is to resolve highway drainage concerns related to the newly built adjacent properties.

3) Main Body/Proposal

It is recommended that an application is made to the Magistrates' Court under Section 116 of the Highways Act 1980 for the stopping-up of part of the public highway adjacent to Bovemoors Lane, Exeter as shown on the Drawing attached as Appendix 1.

Records show that the land underneath the highway is owned by the applicant (Exeter City Council) who would take responsibility if the highway were stopped up.

4) Options/Alternatives

Devon County Council could refuse the application but would have no specific reasons for doing so. If this application is unsuccessful then Exeter City Council would incur greater costs to resolve the drainage issues to the level required for public highway.

Agenda Item 8

5) Consultations/Representations/Technical Data

A number of organisations have been contacted on the proposal and a summary of the consultees and their response can be found in Appendix 2.

6) Strategic Plan

The proposal to stop up the highway will reduce the maintenance liability for the Council. This is considered an effective use of the resource that is available and helps the Council be financially resilient and a trusted Council.

7) Financial Considerations

There are no financial implications to this proposal as all costs will be met by the applicant.

8) Legal Considerations

Under Section 116 of the Highways Act 1980 a highway authority can apply to a magistrates' court to stop up highway on the ground that it is 'unnecessary'. Whether a highway is unnecessary is a question of fact. It should be unnecessary for the sort of purpose for which the public might reasonably be expected to use it, for example, to reach a specific destination or for recreational purposes.

It should be noted that Exeter City Council also own the adjacent properties, so we understand that they have the power to maintain access to these properties if the highway were stopped up.

Only a highway authority can apply to a magistrates' court for a stopping up order. A highway authority has discretion on whether or not to make an application. However, this discretion is capable of being judicially reviewed. It should therefore have good reason for not making an order.

9) Environmental Impact Considerations (Including Climate Change, Sustainability and Socio-economic)

There are no environmental impacts in relation to this proposal.

10) Equality Considerations

There are no equality considerations in relation to this proposal.

11) Risk Management Considerations

There is a risk that the stopping up will not be successful, in which case Exeter City Council would be required to make changes to the highway to resolve the drainage issues.

12) Summary/Conclusions/Reasons for Recommendations

In summary it is recommended that the Committee approve the request for an application to the magistrates' court for a stopping up order for the land adjacent to Bovemoors Lane, Exeter as described above, as the land is not considered necessary for the operation of the wider highway network and only provides access to 4 properties, which are owned by Exeter City Council who are wishing to take on responsibility for the land.

Meg Booth

Director of Climate Change, Environment and Transport

Electoral Division: Heavitree & Whipton Barton

Local Government Act 1972: List of background papers

Nil

Contact for enquiries:

Name: James Bench

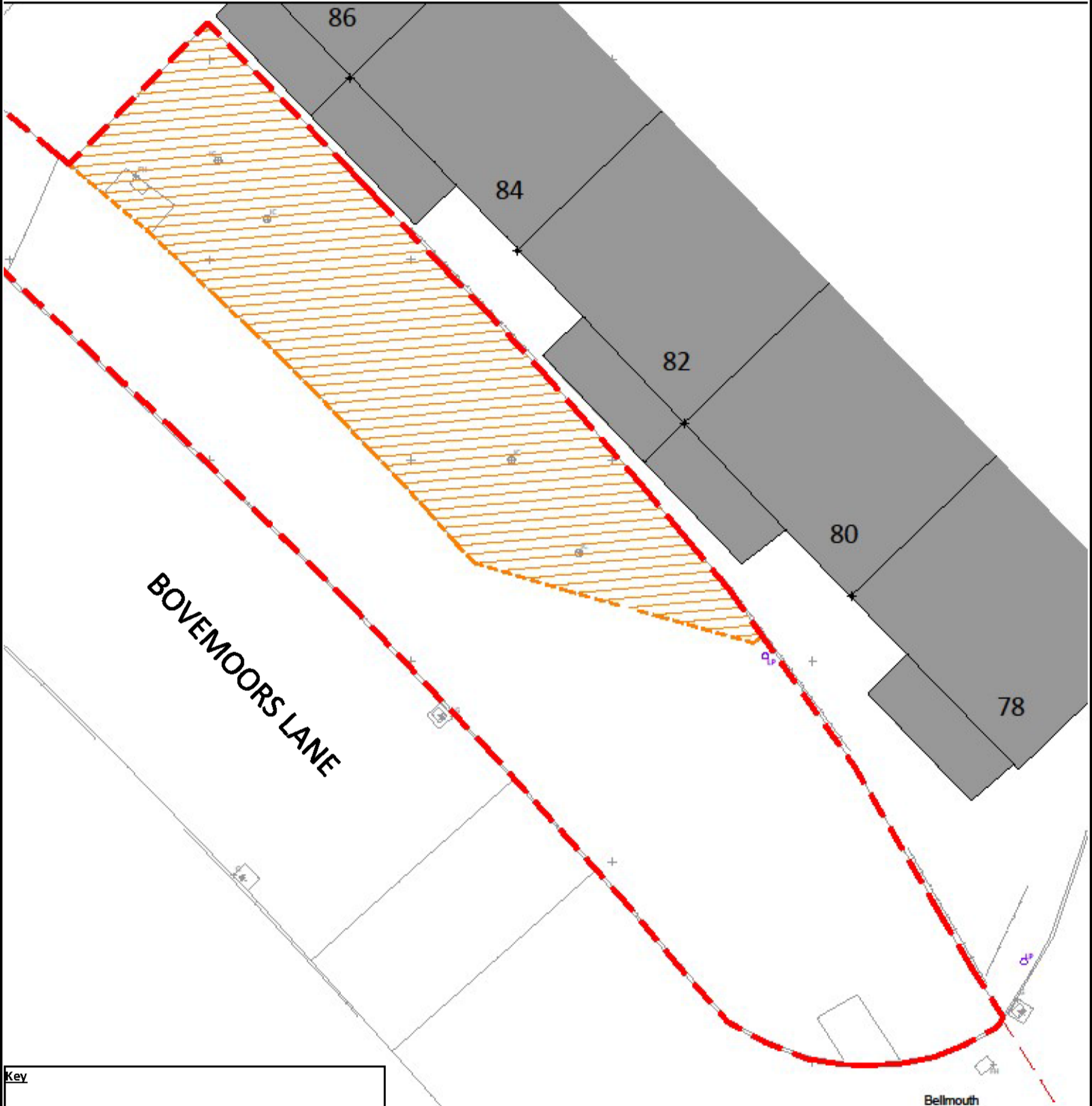
Telephone: 0345 155 1004



Address: Great Moor House, Bittern Road, Exeter

jb100125exh

sc/cr/Stopping up of public highway Land adjacent to Bovemoors Lane Exeter


02 270125



Key	
	Area of land to be stopped up (Estimated 79.9m ²)
	Existing public footpath boundary

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SCHEME	BOVEMOORS LANE, EXETER	
DRAWING	PROPOSED STOPPING UP OF HIGHWAY	

drawn by	ML	scale	1:100 @A3
date	13/08/24	O.S. Ref	293985, 92062
drawing number	SU24-01 (A)		

Appendix 2 to CET/25/12

Organisation Contacted	Response
Exeter City Council	Letter sent 27/08/2024 - No comments received
Auto-Cycle Union Ltd.	Letter sent 27/08/2024 - No comments received
British Driving Society	Letter sent 27/08/2024 - No comments received
British Horse Society	Letter sent 27/08/2024 - No comments received
Byways and Bridleways Trust	Letter sent 27/08/2024 - No comments received
CLA South West	Letter sent 27/08/2024 - No comments received
Cycling UK	Letter sent 27/08/2024 - No comments received
National Farmers Union	Letter sent 27/08/2024 - No comments received
Natural England Consultation Service	Letter sent 27/08/2024 - No comments received
The Open Spaces Society	Letter sent 27/08/2024 - No comments received
The Ramblers Association	Letter sent 27/08/2024 - No comments received
Trail Riders Fellowship	Letter sent 27/08/2024 - No comments received
4 Wheel Vehicle Users	Letter sent 27/08/2024 - No comments received
34 Meadow Way	Letter sent 27/08/2024 - No comments received
90 Bovemoors Lane	Letter sent 27/08/2024 - No comments received
78 Bovemoors Lane	Letter sent 27/08/2024 - No comments received
80 Bovemoors Lane	Letter sent 27/08/2024 - No comments received
82 Bovemoors Lane	Letter sent 27/08/2024 - No comments received
84 Bovemoors Lane	Letter sent 27/08/2024 - No comments received
86 Bovemoors Lane	Letter sent 27/08/2024 - No comments received
British Telecom PLC	Letter sent 04/09/2024 - No comments received
South West Water	Letter sent 04/09/2024 - No comments received
Wales & West Utilities	Letter sent 04/09/2024 - No comments received
National Grid	Letter sent 04/09/2024 - No comments received
Virgin Media	Letter sent 04/09/2024 - No comments received

CET/25/13
 Exeter Highways and Traffic Orders Committee
 4 February 2025

Actions Taken Under Delegated Powers

Report of the Director of Climate Change, Environment and Transport

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

1) Recommendation

That the Committee be asked to note the report:

2) Background/Introduction

In accordance with Minute *3 of the Meeting of this Committee on 19 July 2021 this report details the actions taken in respect of traffic regulation orders under Delegated Powers since the last meeting.

3) Actions on Advertised Traffic Orders

Since the last meeting of this Committee, a number of Traffic Orders/Schemes have been progressed and where objections have been received, these have been dealt with by a consultation with the Chair and local County Councillors. Details of these matters are listed below.

Location	Proposal	Action
Hamlin Gardens	Installation of Road Hump	Road hump advertised and implemented after consultation with Local County Councillor and HATOC Chair as no objections received.
Apsham Grange Area, Topsham	Introduction of Prohibition of Motor Vehicles and extension to 20mph Limit	Traffic order advertised, objections resolved, and changes implemented after consultation with Local County Councillor and HATOC Chair.
Chudleigh Road	Changes to parking restrictions	Objections resolved, and changes implemented after consultation with Local County Councillor and Cabinet Member for Highway Management.
Various Roads	Changes to parking restrictions as part of the 22/23 Waiting restrictions review programme	Decisions made following site visits and changes implemented after consultation with Local County Councillors and HATOC Chair.
Old Rydon Lane	Updating 30mph speed limit following introduction of street lighting	Traffic order advertised and changes implemented after consultation with Local County Councillor and HATOC Chair as no objections received.

Agenda Item 11

Location	Proposal	Action
Stoke Hill	Changes to waiting restrictions as part of the new zebra crossing	Objections resolved, and changes implemented after consultation with Local County Councillor and HATOC Chair.
Church Terrace	Changes to waiting restrictions due to a new vehicle access	Traffic order advertised and changes implemented after consultation with Local County Councillor and HATOC Chair as no objections received.
Sandford Walk	Changes to waiting restrictions due to a new vehicle access	Traffic order advertised and changes implemented after consultation with Local County Councillor and HATOC Chair as no objections received.

Meg Booth

Director of Climate Change, Environment and Transport

Electoral Divisions: All in Exeter

Local Government Act 1972: List of background papers

Background Paper: None

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jb130125exh

sc/cr/Actions Taken Under Delegated Powers

02 270125