

E9 Strategic Cycle Route: Emergency Active Travel Measures

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) On Magdalen Road
 - (i) the current temporary traffic arrangements on Magdalen Road remain in place until review at a future HATOC meeting; and
 - (ii) proposals to mitigate the impact on Denmark Road be identified in consultation with the local member.
- (b) On Wonford Road
 - (i) a traffic regulation order is progressed to prohibit vehicles on Wonford Road, as shown indicatively in Appendix I, progressed under delegated powers in consultation local member and the Chair of HATOC; and
 - (ii) a decision on the implementation of an order and construction of a permanent scheme are presented at a future HATOC.
- (c) On Dryden Road
 - (i) the current temporary traffic arrangements remain in place until review at a future HATOC meeting; and
 - (ii) consultation with local residents and stakeholders on options for Dryden Road be undertaken in Autumn/Winter 2020/21.
- (d) On Ludwell Lane
 - (i) a traffic regulation order to prohibit vehicles on Ludwell Lane, as shown indicatively in Appendix II, be advertised and, if no objections received, be made and sealed;
 - (ii) the proposed improvements shown indicatively in Appendix II is approved for construction at an estimated cost of £105,000, subject to the outcome of the traffic order consultation; and
- (e) 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.

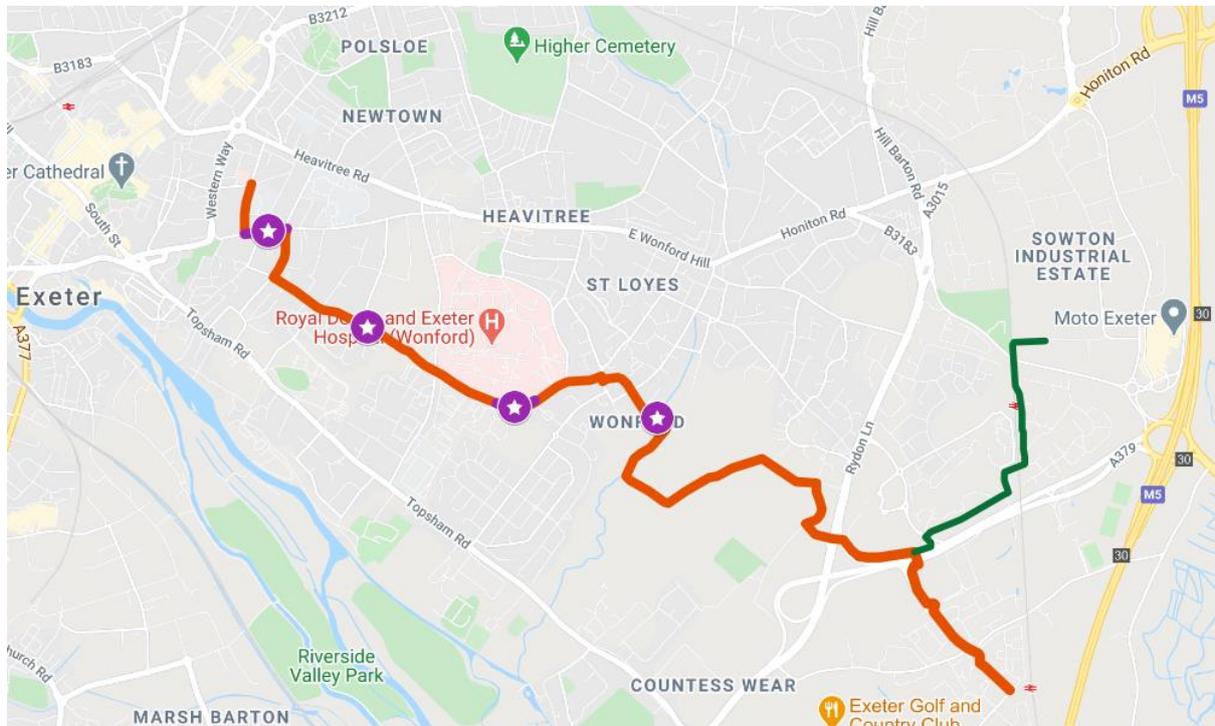
1. Background/Introduction

The E9 strategic Cycle Route that connects the Newcourt/Pynes Hill area to the RD&E Hospital and the City Centre is part of Exeter's strategic cycle network.

A 'pop-up' quiet corridor suitable for cycling has recently been created along the E9 route through the closure of Wonford Road, Dryden Road and Ludwell Lane and a change to make Magdalen Road one-way with a contraflow cycle lane.

An overview of the E9 strategic route and the location of the 4 'pop up' changes is shown below. An extension of this route to Sowton is also shown in green, part of which in the form of a new crossing of Russell Way, was approved at the July 2020 HATOC.

The 4km quiet route proposed route connects over 50,000 jobs at City Centre, County Hall, Hospital, Pynes Hill and Sowton.



E9 Cycle Route Plan (red) and spur to Sowton via Russell Way (green)

All responses received on the pop-up measures have been logged and collated. These provide an indication of public feeling towards each of the changes and have informed the next steps. Further consultation has also been undertaken on certain proposals, such as with residents of Ludwell Lane, to help refine the details of particular schemes.

2. Proposals

This report seeks approval for the next steps for 4 'pop up' measures. These proposals include progressing some to be permanent, extension of trials and traffic regulation orders, as set out below.

Magdalen Road

Magdalen Road has temporarily been made one way (westbound- towards the city centre) to vehicles, with a contraflow cycleway and widened footway on the northern side of the street to support social distancing in a popular neighbourhood centre.

There have been mixed views from residents and traders, although on-site observations show the additional footway to be well-used. Concerns have however been raised by about the displacement of traffic previously heading eastbound on Magdalen Road onto adjacent residential streets. Most recent surveys at the Denmark Road/Magdalen Road undertaken in September (after the schools returned) show an (10%) increase in peak hour two way traffic on Denmark Road.

Denmark Road forms part of the E3 and E9 strategic cycle routes. To ensure its role in the strategic cycle network is protected, a set of options to mitigate any significant rise in traffic will be determined in consultation with the local member.

While this consultation is conducted, and until review at a future HATOC meeting, it is proposed that the current temporary arrangements on Magdalen Road remain in place.

Wonford Road

Wonford Road had a signed restriction of no-entry except buses and cycles implemented between Victoria Park Road and Deepdene Park. In addition to creating a low traffic corridor to support increased walking and cycling, the restriction has helped to significantly reduce traffic in the wider area.

The feedback on the draft proposal has been largely positive and the pop up measure has helped to provide a significant length of the E9 cycle corridor. Going forward making the current temporary measure permanent would support targets to increase active travel and reduce carbon emissions.

To improve the current measure, a revised temporary layout which extends the barriers is currently being progressed. This would also create a safer footway on the southern side of the road and it is hoped that motorists would also be less likely to chance illegally passing through the restriction if the length of barriers was longer. This revised layout would also inform the design of any future scheme.

It is therefore proposed that a permanent scheme is designed and a Traffic Regulation Order is advertised for a no entry, except from buses and cycles for a final decision to be made at future HATOC meeting.

Dryden Road

A point closure to vehicles was created between Well Oak Park and Kipling Drive, reducing traffic on a 650 metre section of the E9 route between Barrack Road to Bovemoors Lane.

Consultation will be undertaken with local stakeholders, residents and the local member on future options for Dryden Road. It is proposed that the current temporary closure remains in place until the results of the consultation have been considered.

Ludwell Lane

A point closure to vehicles was introduced at near the lane's crossing of the Northbrook, towards the western (Wonford) end of the lane, with vehicular access to the 8 properties to the east of the closure point taken from Pynes Hill. The change has significantly reduced traffic volumes, creating a 1.5km section of quiet 'green lane', suitable for less confident pedestrians and cyclists and a more attractive route for cyclists commuting to the hospital.

This report seeks approval to advertise the proposed traffic regulation order and, subject to no significant objections, the construction of a permanent modal filter to prohibit motor vehicles at a point on Ludwell Lane. The point closure is proposed at the Pynes Hill end of the lane, as illustrated in Appendix II. The works will include physical works to install a more permanent barrier at the point of closure and turning head. Discussions are still ongoing about the potential to provide occasional access for unusual loads from the Pynes Hill end if required. Changes to signage and road markings would also be required to make road users aware of the restrictions.

Under these proposals, the Head of Planning, Transportation and Environment would be given delegated powers, in consultation with the Chair of HATOC and the local member, to make minor amendments to the scheme details.

3. Data

We have been carrying out regular traffic counts to record the usage on the pop up route. These include video surveys of key junctions and regular counts on Wonford Road and Magdalen Road. The reported data is a guide and should however be interpreted in the context of the easing of lockdown restrictions, significant numbers working from home and the reopening of schools, all of which will have significantly influenced activity levels.

Regular monitoring surveys on Magdalen Road have been conducted between 8:30 AM -10:30 AM roughly every two weeks since the start of June, including a week of data before the temporary changes were introduced. Two-way pedestrian and cycle flows on Magdalen Road were 20% higher immediately after the scheme was introduced and, following a further 20% increase in September following the start of the new school term are currently 40% above those before the scheme was implemented. Reflecting that vehicle access has been changed from two way to one way, vehicles flows are down 50% from 2019 levels.

Traffic counts at the junction Denmark Road and Magdalen Road have also been undertaken to monitor changes in traffic on Denmark Road. Counts undertaken since the after the start of school term showed two way flows to be between 275 and 300 vehicles per hour on Denmark Road. These are 5-15% higher than the comparative flows in 2019, which were between 250-275 two way vehicles per hour.

A regular count on Wonford Road has been undertaken in vicinity of Nuffield Hospital, with peak hour surveys between 8:00am-9:00am and 4:30pm-5:30pm. These, show initial week on week increases in walking and cycling, followed by varied levels through July and August. The most recent survey, 17 weeks after scheme delivery, showed a 50% rise in active travel movements. However, the survey reveals that there remains a proportion of vehicles that illegally pass through the no-entry movements.

A traffic count on Ludwell Lane undertaken in September over the course of the day identified 120 two way active travel movements, compared to 70 vehicle movements.

We are also collecting qualitative data and have been logging all of the responses we have received both in favour and opposed to each of the schemes.

4. Consultations/Representations

Since the changes on the Ludwell Lane, Wonford Road and Dryden Road schemes have been introduced, the majority of comments we have received have been in favour. These include a number from staff at the Royal Devon and Hospital about how it has improved the safety of their cycle route to work.

Concerns have been raised by the Devon Partnership Trust at Wonford House (which is separate to the RD&E) about the impact of the Dryden Road closure on disrupting the transfer of patients between the two sites on Dryden Road, requiring a diversion via Barrack Road and Church Lane/Bovemoors Lane. This adds approximately 3 minutes to the journey time and is a movement estimated to take place up to 4 times a week.

Views on Magdalen Road have been more mixed, with the balance fluctuating. More recently a number of letters opposing the scheme have been received citing the traffic impact on neighbouring residential streets, in particular Denmark Road. September count data confirmed higher traffic movements than in 2019, although when complaints first started coming in about displaced traffic at the end of June, the count data at that time showed two way flows on Denmark Road to be 25% lower than in 2019.

Ludwell Lane

Consultation was undertaken with a letter drop to residents of Ludwell Lane (29 residences) and neighbouring Ivy Close (30 residences). Views were also sought from Devon Wildlife Trust, who manage and promote Ludwell Valley Park, Ludwell Life and the Royal Devon & Exeter Hospital.

The stakeholder responses all expressed strong support for a permanent closure, though noting that the location of the closure should be decided in liaison with residents. They highlighted that the temporary closure had made Ludwell Lane safer for walking and cycling, improved access to green space and provided a safer route to work for Hospital staff.

Among local residents, feedback was mixed. Of the 8 properties on the lane, 5 stated they would prefer the lane to be reopened compared to 3 who wished for it to be closed at one end. Overall from all respondents there was broadly equal number of responses for and against making the closure permanent.

Reasons for supporting a permanent closure included the reductions in traffic noise and pollution observed, along with the desire to encourage more walking and cycling, whilst those in favour of reopening the road to traffic predominantly cited the inconvenience caused to users of motor vehicles, as well as concerns regarding emergency access.

Further consultation with residents living on the lane was undertaken to ascertain the most suitable location to install a filter and the majority of respondents expressed a preference at the Pynes Hill end of the lane. Devon Wildlife Trust and Ludwell Farm identified a need for large vehicles to access the lane from the Pynes Hill end and arrangements for this will be considered through the design of the closure point.

5. Financial Considerations

It is estimated that the construction works on Ludwell Lane would cost up to £105,000, which would be funded by:

- £45,000 from Emergency Active Travel Fund Tranche 2 allocation.
- £60,000 from S106 from Holland Park.

In the event that Devon County Council does not secure any of the tranche 2 funds, (which is considered to be a low risk) then we would have to delay delivery of Ludwell Lane until an alternative funding source was found.

Extensions of the current trails on Magdalen Road and Dryden Road would be funded through revenue funding from Tranche 2 of the Emergency Active Travel Fund.

6. Environmental Impact Considerations

The measures proposed in this report will improve walking and cycling, encouraging reduced car use and boosting people's health and fitness.

There may be slight negative impacts at certain locations, due to traffic being displaced onto other roads and some journeys being made longer. However, it is also expected that some people will choose to switch modes rather than simply changing their driving route, and the total traffic on the road network is therefore expected to reduce as a result of the schemes.

The environmental impacts arising from the proposals are therefore expected to be positive.

7. Equality Considerations

The proposals presented here would enable pedestrians and cyclists of a wide range of abilities and confidence levels to more safely travel along the roads impacted. Despite the closures of roads at certain points, all properties will continue to be accessible by motor vehicles, although in some cases, alternative routes may be required.

An Equality Impact Assessment was undertaken prior to implementing the 'pop up' closures, and it was concluded that there was an overall benefit in creating a low traffic, safer environment for walking and cycling, which would encourage greater participation and increase the diversity of people participating in active travel.

8. Legal Considerations

To introduce a vehicle prohibition will require a statutory consultation in accordance with The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996.

When making a Traffic Regulation Order 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 is practicable, to secure the expeditious, convenient and safe movement of traffic and provision of parking facilities.

In June 2019, the UK became the first major country to legislate for a net-zero target for carbon emissions by 2050. Decisions and policies should therefore support low-carbon solutions.

9. Risk Management Considerations

As discussed in section 8, multiple elements of the scheme include legal considerations and consultations. The progression of the scheme to construction will be subject to the approval of the statutory and public consultations.

All schemes will be safety audited before any works were implemented. All of the temporary measures were audited prior to their installation.

The pop up measures benefit from have been trialled so that a decision to progress is based on the actual, rather than predicted impacts, of a scheme, therefore reducing potential unforeseen risks.

10. Public Health Impact

The proposals improve pedestrian and cycle impact crossing safety and encourage sustainable travel, increasing activity levels, reducing carbon emissions and contributing positively to general health and wellbeing.

Although closure of Ludwell Lane may create longer journeys for some residents, access from a cul-de-sac is a typical layout across many estates in the city and County.

11. Options/Alternatives

This report recommends that decisions on the permanency of the 'pop-up' measures on Magdalen Road, Wonford Road and Dryden Road be deferred to future HATOC meetings.

An alternative would have been to expedite these decisions. That would however mean less time to monitor changes and minimise potential adverse impacts, including those relating to the NHS Partnership Trust.

Complete removal of the measures would slow progress towards active travel targets and carbon reduction commitments. Alternative means of providing the strategic cycle route would instead be required, requiring additional financial and staff resource to bring forward at a later date an alternative solution.

With regard to the permanent closure of Ludwell Lane, alternatives include re-opening the road to all traffic, or relocating the point closure. However, reopening was not preferred by key stakeholders and would hamper the delivery of the E9 strategic cycle route. The closure location has been designed based on feedback from residents on the lane, and an alternative closure location would therefore increase inconvenience to residents.

12. Summary/Conclusions/Reasons for Recommendations

The recommendation supports enhancements to pedestrian, cycle and public transport infrastructure to be delivered alongside proposed maintenance works.

The improvements support improved local and strategic cycle access between the E9 strategic cycle route and Ludwell Valley Park, helping to support the community access leisure and commuter routes, including access to the RD&E Hospital and city centre. It supports the County Council's ambitious target of encouraging 50% of Exeter's population to walk and cycle to employment and education destinations.

It is hoped that by taking this opportunity to encourage more sustainable forms of transport, we will be able to create a lasting legacy of safe, healthy travel for the residents of Exeter.

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Local Government Act 1972: List of Background Papers

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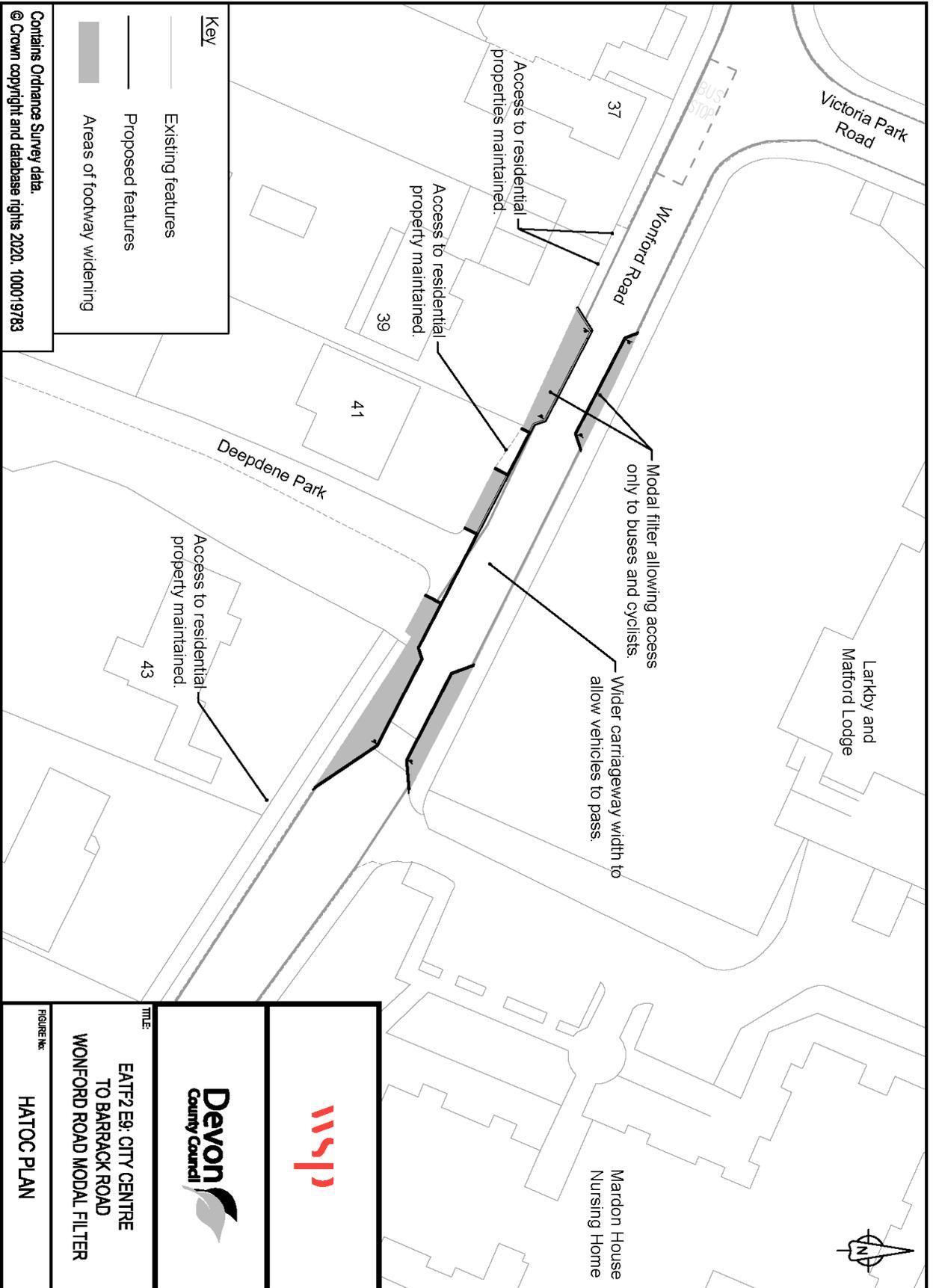
Background Paper	Date	File Ref.
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None		
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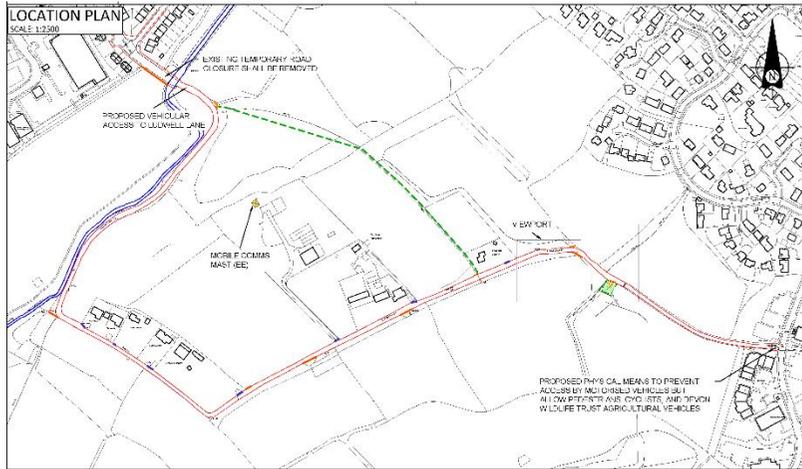
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sc/cr/E9 Strategic Cycle Route Emergency Active Travel Measures

**Appendix I
To PTE/20/28**



Appendix II To PTE/20/28



- Key**
- Land boundary
 - HMPE
 - Existing accesses
 - Residential driveway
 - Field / path access
 - Public rights of way
 - Public footpath
 - Physical features
 - Water course

Do not scale from this drawing. All other land is shown for context. No responsibility is accepted where this drawing is used for a purpose other than that for which it was originally prepared and issued.

NOTES

NO.	DATE	BY	REVISION

REV	DATE	BY	REVISION	APP'D
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JOB
E9: BURNTHOUSE LANE TO PYNES HILL CYCLEWAY

DRAWING TITLE
**LUDWELL LANE
BURNTHOUSE LANE
ACCESS OPTION**

PROJECT NO. 20048-LUD-0003	PROJECT 0
SCALE 1:200	SHEET A1



EXISTING CONDITIONS