

Exeter Transport Strategy 2020-2030

Report of the Head of Transportation, Planning and Environment

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

Recommendations:

- (a) that the Cabinet notes the content of this report and
- (b) supports the adoption of the Exeter Transport Strategy and that the contents in the strategy, contained in Appendix I, provide the basis for developing transport projects, and infrastructure in the Exeter and Greater Exeter area;
- (c) the Head of Planning, Transportation and Environment be given delegated powers, in consultation with the relevant Cabinet Member(s), to make minor alterations to the Strategy and Implementation Plan.

1. Summary

This report seeks final approval by Cabinet of the Exeter Transport Strategy 2020-2030. The report includes a summary of the work undertaken to date including the draft transport strategy, public consultation responses and changes since this consultation and Devon County Council's declaration of a climate emergency.

2. Introduction

The existing transport strategy for Exeter is set out in the [Local Transport Plan 3 \(2011-2026\)](#). The County Council has made good progress in helping deliver over £100 million of new transport infrastructure in Exeter and East Devon Growth Point area since 2011. This has included motorway junction improvements, cycling infrastructure and two new rail stations. This delivery has been further supplemented by investment from bus and rail operators and direct delivery of infrastructure by developers.

The last decade shows a strong track record of delivering new transport infrastructure and a significant part of the existing 15-year strategy has now been delivered. With a climate emergency declaration, advancements in technology and a better understanding of changing travel habits, there is a need to refresh the transport strategy to better reflect current trends, priorities and the needs of communities. A review of travel trends, patterns and best value interventions informed the draft Exeter Transport Strategy.

The draft Exeter Transport Strategy has been consulted on, with positive feedback from public and stakeholders. Concerns were however raised regarding congestion and the environmental impacts of transport, including air quality.

During consultation on the strategy in February 2019, Devon County Council and Exeter City Council declared climate emergencies and feedback indicated that more explicit reference to how the sustainable transport measures put forward in the document would support the drive to zero carbon.

The revised strategy has a greater focus on reducing emissions. It has been discussed through a joint Exeter Transport Steering Group, comprising officers and members of Devon County and Exeter City Council, and the strategy and measures align with Exeter City Council's emerging Local Plan proposals in the Liveable Exeter vision.

3. Proposal

The Exeter Transport Strategy focuses on improving travel choices, creating better places for people and taking advantage of technology opportunities to influence travel behaviour in a positive way.

The focus is to address constraints on sustainable transport networks to provide the basis of a connected city region, deliver interventions that contribute to improved quality of life and to utilise technological advancements to integrate services and engage with people to influence how and when they travel.

The proposals aim to provide an ambitious, but realistic, transport strategy that is embodied in the following 3 key themes:

Greater Connectivity – this focuses on travel into the city from outside Exeter's boundaries. Enhancements to key transport corridors in the travel to work area in order to support productivity growth. It proposes providing a consistent standard of frequency of both rail and interurban bus routes and delivering strategic cycle trails between key settlements. To capture those from the rural hinterland with limited sustainable travel choices, there will be a Park and Ride on all key corridors into the city. This theme also includes protecting the reliability and resilience of the strategic road and rail connections with the rest of the country.

Greater Places for People relates to travel within the city. This focuses on increasing the number of trips made on foot or by bike and urban bus corridors. This will be done through enhancing pedestrian/cycling networks to connect residential areas and villages on the edge of the city to economic hubs, reallocating road space for walking and cycling, creating more attractive public spaces and working with operators to provide a reliable low carbon network of buses.

Greater Innovation will see the Council looking to work with private sector partners to test and implement innovative technology solutions to make travel easier, encourage mode shift and help the city's transport networks operate more flexibly and efficiently. A key aspiration will be the development of a new zero emission transport subscription service. This platform will join up an electric vehicle car club, the UK's largest on street electric cycle hire network and proposed low carbon bus services.

The ten-year strategy sets a direction of travel, and further detail on the type and location of certain interventions are provided in the form of a 5-year action plan.

An updated Exeter Transport Strategy will better align with current priorities and ensure that the County is well placed for seeking external funding and supporting local development frameworks. It aims to provide a range of travel choices which will manage congestion levels, improve air quality and move towards a low carbon transport system.

4. Options/Alternatives

The proposed Exeter Transport Strategy has been developed through extensive consultation and analysis to identify an ambitious, but realistic set of proposals.

Delaying adoption to await further clarity on how life has changed following the COVID pandemic is another option, but the timescales and impacts of this remain uncertain and the strategy sets out a direction of travel that remains valid based on the travel behaviour findings during lockdown.

Delaying adoption or doing nothing would also mean that the city transport strategy is more focused on East of Exeter development, rather than emerging city centre brownfield proposals identified in the Liveable Exeter – transformational housing delivery programme.

5. Consultations

The [Exeter Transport Strategy consultation](#) took place at the beginning of 2019. The consultation received more than 1,100 public responses as well as responses from key stakeholders and organisations. Respondents were broadly evenly distributed between Exeter, Greater Exeter and further afield.

The three key themes of Greater Connectivity, Greater Places for People and Greater Innovation were all positively received, with at least 70% of respondents expressing a level of support for each theme. Concerns were raised about perceived increased congestion and the need to address the environmental impact of transport. The 3 most popular proposals in the strategy were Park and Ride on all corridors, Active Exeter – 50% of trips to be made by walking and cycling, and to Maximise Efficiency of the existing network.

Meetings with a number of key stakeholders and groups representing business, transport operators, user groups and campaign groups were also conducted during and after the consultation period. Stakeholders were broadly supportive of the Strategy. The most frequently raised comments included:

- How the strategy will assist in reducing carbon emissions and air quality
- Consideration of new funding mechanisms
- Strategy should include a list of measures and/or action plan.

The Strategy has also been discussed through meetings of the Exeter Transport Steering Group created in 2018, which comprises members and officers from Devon

County Council and Exeter City Council. The group is an advisory body that was assembled to improve communication between the two authorities and in co-ordinating activities to ensure, where possible a collective view is formed on transport and land use plans for the city.

6. Scrutiny

A Standing Overview Group met to discuss and comment on the Exeter Transport Strategy and its recommendations. Members were presented with a summary of the work undertaken to date including the draft transport strategy, public consultation responses and changes since this consultation, including how it has been updated to align more with Devon County Council's declaration of a climate emergency.

Scrutiny was invited to review the recommendations and provide comments before the Exeter Transport Strategy goes to Cabinet. These recommendations to Cabinet, endorsed at the June 2020 meeting of the [Corporate Infrastructure and Regulatory Services Scrutiny Committee](#) are that:

1. Consideration to make some of the temporary pop-up measures to support walking and cycling be made permanent and for the strategy to extend this to "Green Lanes" supporting active travel access from villages on the edge of the city.
2. That a list of potential transport projects is compiled with the aim of creating a clear implementation plan to support the strategy

These points have been incorporated into an updated strategy and a 5-year action plan is contained in Appendix II. Furthermore, decisions to make some of the emergency pop up changes have also since been taken to the October meeting of the [Exeter Highways and Traffic Orders Committee](#).

7. Financial Considerations

The Exeter Transport Strategy will be delivered by a number of funding sources, including LTP integrated block, developer/Community Infrastructure Levy contributions and external grant funding. The speed of delivery is dependent on funding, and our only currently guaranteed source of funding is from the Local Transport Plan Integrated block.

DCC has a good record in securing external funding and central to this has been developing shovel ready schemes and integrating infrastructure plans with new development. An updated Exeter Transport Strategy will enable the County to be opportunistic when funding becomes available.

Recent Government announcements for bus services and walking and cycling improvements are well aligned with the priorities set out in the Transport Strategy and the recent emergency active travel fund is enabling ambitious plans for boosting walking and cycling to be trialled and monitored.

Opportunities to align the delivery of the strategy with planned maintenance and/or renewals will also be identified, for example improvements to the Exe Estuary trail

alongside the potential future renewal of the moving bridges on A379 Bridge Road. Subject to a successful bid to government as part of the Major Road Network fund. This integration will ensure better value for money and reduce disruption for users of the transport network.

Proposed annual programmes will be included in the Devon wide annual transport capital program.

8. Legal Considerations

There are no specific legal considerations. Where relevant these are considered in reports on individual schemes.

9. Environmental Impact Considerations (Including Climate Change)

Research has indicated that 27% of all carbon emissions in Devon are generated by on-road transportation. Decarbonisation of the Transport sector will therefore be an important consideration in achieving declared Carbon commitments.

In response to the Climate Emergency declarations an assessment of the carbon savings from measures proposed in the Exeter Transport Strategy was undertaken. This identified the types of intervention which provide the greatest carbon savings, and furthermore the combination of measures which would offer the greatest reductions. These included:

- Electric Car club vehicles
- Sustainable Travel enhancements achieved by vehicle capacity reduction
- Targeted Travel Planning
- Linking Public Transport Enhancements with improved EV/bike facilities

Following this the content of the Exeter Transport Strategy, and the content of the 9 strategy sub themes has been revised to reflect the carbon analysis and strengthen their contribution to reducing carbon emissions. This strategy is expected to strongly support the County's commitment to reducing emissions.

10. Equality Considerations

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

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

Taking account of age, disability, race/ethnicity (includes Gypsies and Travellers), gender and gender identity, religion and belief, sexual orientation, pregnant women/new and breastfeeding mothers, marriage/civil partnership status in coming

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

This may be achieved, for example, through completing a full Equality Impact Needs Assessment/Impact Assessment or other form of options/project management appraisal that achieves the same objective.

In progressing this particular scheme/proposal, an Impact Assessment has been prepared which has been circulated separately to Cabinet Councillors and is also available alongside this Report on the Council's website at: <https://www.devon.gov.uk/impact/exeter-transport-strategy/>, which Councillors will need to consider for the purposes of this item.

An Equality Impact Needs Assessment has been carried out on the Exeter Transport Strategy as a whole. The assessment used local evidence of transport trends and information on the variations in travel behaviours between people belonging to different genders, age groups, ethnic groups, income quintiles and mobility statuses from the 2019 National Travel Survey.

The Impact Assessment demonstrated that there were no significant negative impacts on different groups and that much of the investment, for example in multi-use walking and cycling infrastructure, public transport and removing air quality exceedances would be expected to particularly enhance equality of opportunity across a wide range of groups.

11. Risk Management Considerations

The current COVID -19 pandemic has created uncertainty about how travel demand may change. This was discussed at the Scrutiny meeting, with members also noting that the strategy remains valid based on the travel behaviour findings during lockdown, in particular in supporting active travel and neighbourhoods.

The development of the strategy measures has included an analysis of delivery risk. This ensures that the measures in the strategy are realistic and deliverable.

The 5-year delivery plan will be regularly reviewed and possibly refreshed to ensure that it reflects current funding opportunities and government policy, and will be used to help inform annual transport capital programmes.

12. Public Health Impact

The strategy set out ambitious aspirations to support healthy, active lifestyles, a growing economy and a positive response to reduce the carbon emissions from transport in Exeter.

Following the City and County climate emergency declarations, the actions within the strategy have been updated to give greater emphasis on reducing carbon throughout the strategy.

13. Summary

The strategy has been well supported by the public and is aligned to current priorities in supporting a low carbon economy and healthy lifestyles.

An updated Exeter Transport Strategy will ensure a transport strategy that is aligned with current local and government policies and enables the County to be opportunistic when funding becomes available.

Dave Black
Head of Transportation, Planning and Environment

Electoral Divisions: All Exeter Divisions

Cabinet Member for Economy and Skills: Councillor Rufus Gilbert

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

Local Government Act 1972: List of Background Papers

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Background Paper	Date	File Reference
Impact Assessment	October 2020	
https://www.devon.gov.uk/impact/exeter-transport-strategy/		
wp2710cab Exeter Transport Strategy 2020-2030 – Final		

Exeter Transport Strategy (2020-2030)

October 2020



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Introduction

- 1.1. Exeter is a thriving economic centre for the county, the gateway for strategic transport into the peninsula and is a desirable location to live. The city has been growing rapidly. This economic success and growing influence at a sub-regional level has increased travel demand into the city.
- 1.2. The current transport strategy for Exeter is set out in the Local Transport Plan 3 (2011-2026), and comprises five key elements:
 - Improve access to the city
 - Enable and support smarter travel
 - Deliver the east of Exeter development
 - Deliver major developments within Exeter
 - Protect Exeter as a gateway
- 1.3. The County Council has made good progress in delivering this strategy, with approximately £100 million of new transport infrastructure for the Exeter and East Devon Growth Point area since 2011. This has included motorway junction improvements, strategic cycling infrastructure, new bus services and new rail stations.



Recent Projects, Tithebarn Pedestrian/Cycle Bridge and Newcourt Railway Station

- 1.4. A significant part of the existing strategy has now been delivered. With changing technology and a better understanding of travel habits, the transport strategy has been refreshed to better reflect current travel trends, the needs of communities and the County Council's commitment to reducing carbon emissions.
- 1.5. A draft Exeter Transport Strategy was consulted on in 2019 and was strongly supported by respondents. During the consultation, Devon County Council and Exeter City Council declared climate emergencies and set timescales for becoming carbon neutral.
- 1.6. In addition to supporting the economic vitality of the city and improving the quality of life for its residents and visitors, the Exeter Transport Strategy 2020-2030 provides an important first stage in the city's transition towards net zero carbon.

Background – Delivery in the last Decade

- 2.1. Exeter has grown rapidly over the last decade and the County Council has helped support the cities growth by providing additional travel infrastructure and choices. The last table above provides an overview of some of the major transport schemes that have been opened in the Exeter area in the last decade.

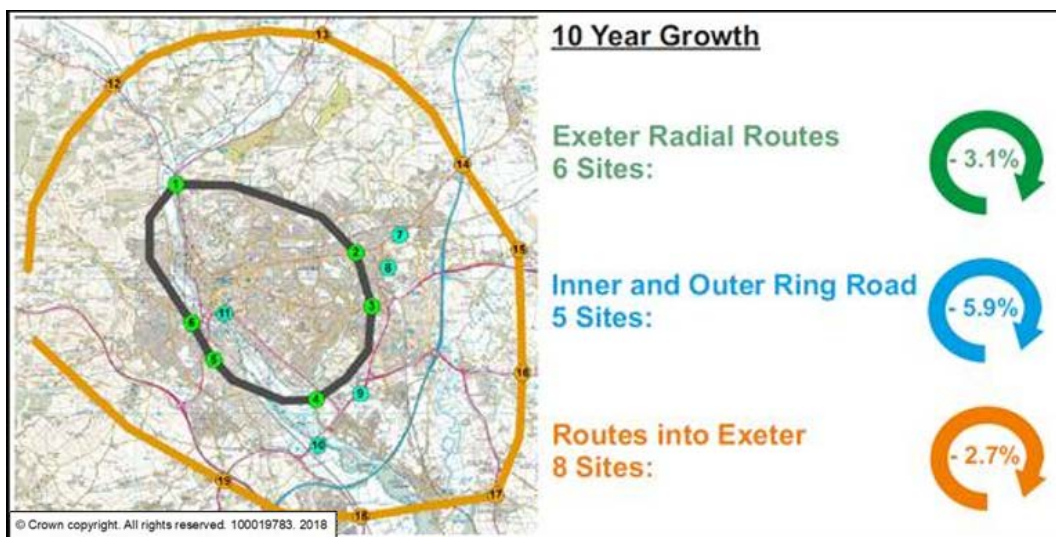
Project	Opened
Redhayes Bridge	2011
Alphington Road Outbound Widening	2012
London Inn Square public realm improvements	2012
M5 Junction 29 upgrade	2013
Clyst Honiton Bypass	2013
Exeter Central Station Forecourt pedestrianisation	2014
Newcourt Rail Station	2015
Cranbrook Rail Station	2015
M5 Junction 30 southbound off slip widening	2015
Tithebarn Link Road – Phase 1	2015
A38/A380 Splatford Split upgrade	2016
Co Bikes - on street electric bike hire	2016
Completion of Exe Estuary multi-use trail	2017
A379 Sandy Park junction upgrade	2017
Tithebarn Link Road Phase 2 and ped/cycle bridge	2018
Bridge Road outbound widening	2018
East of Exeter new bus services	2018
Exeter E4 cycle route – Phase 1	2018
Exeter E4 cycle route – Phase 2 & Phase 3	Onsite
Moor Lane Roundabout improvement	Onsite
Park & Change at Exeter Science Park	Onsite

Overview of Key Transport Projects Delivered 2011 - Present

- 2.2. The significant proportion of the funding of this infrastructure has been achieved by securing external funding and linking with development. Local Transport Plan funding has only provided about 10% of the funding for the above measures.
- 2.3. The Exeter Transport Strategy will support the development of a pipeline of schemes to enable the county to be opportunistic when funding becomes available, such as the Government's £5bn pledge for bus service and walking and cycling improvements.
- 2.4. Further aligning the strategy with emerging Local Plan developments will further create opportunities for funding to support the ambitious plans set out in this strategy.

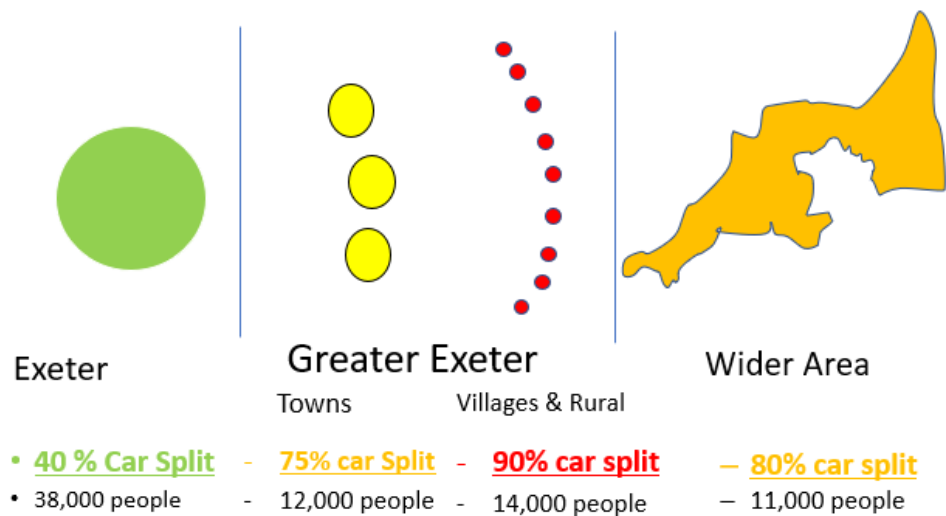
Evidence, Challenges and Opportunities

- 3.1. The Exeter **Travel to Work Area (TTWA)** has grown considerably in recent years and is now the second largest geographical TTWA in the country (behind Cambridge). The growth in Exeter jobs has been filled by labour from outside the city leading to rising levels of inward commuting, 48% in the last Census.
- 3.2. Between 2001 and 2011 there has been an increase of 7,500 people travelling into Exeter from outside the city for work, and significant jobs and housing growth in Exeter and surrounding area. Despite this, traffic levels on key routes into the city have not increased. Although congestion levels are difficult to measure, data suggests that conditions are unchanged in the AM peak hour but congestion has risen slightly in the PM peak hours.



Change in Traffic on routes in and around Exeter 2005 - 2015

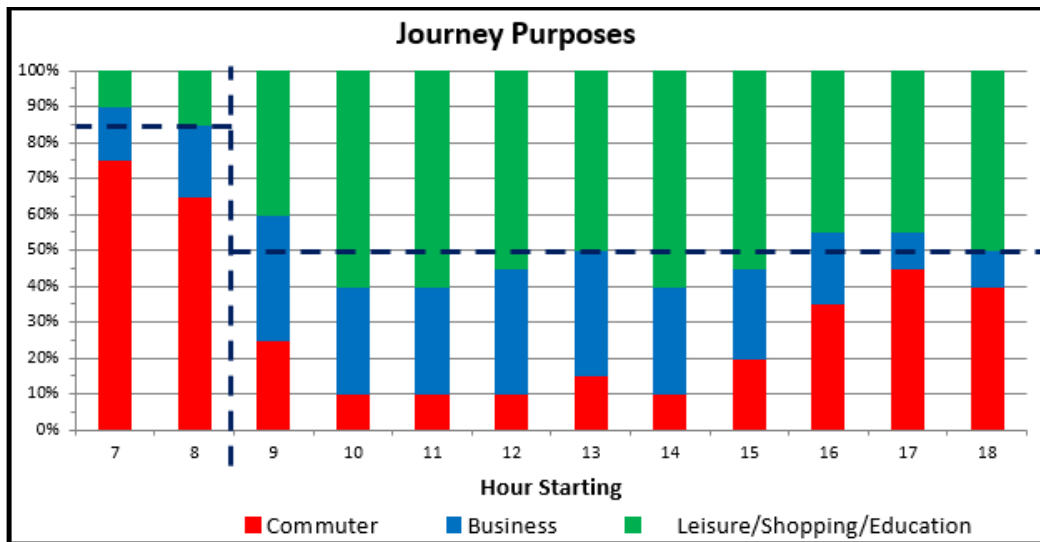
- 3.3. Additional travel demand into the city has instead been accommodated by the residents of Exeter shifting to sustainable travel modes. As a result, the balance of travel for Exeter residents has shifted to a point where **the majority of Exeter residents now travel to work by sustainable modes**.
- 3.4. Exeter residents still represent the largest part of Exeter's labour pool (52%) and, account for 35% of car-based commute trips to a destination in the city. This therefore represents the single largest population area to target any measures to reduce car usage and a move to low carbon travel choices.
- 3.5. Reflecting the compact nature of the city and close proximity to employment sites, Exeter residents have more travel choices and are most likely to change modes to walking, cycling or public transport.
- 3.6. Travel behaviour differs significantly for commuters living outside the city, with 80% of trips into the city being made by car. In rural areas, where there is limited alternative to car, the car dominance is even more prominent with over 90% travelling to the city by car.



TTW Demand into Exeter 2011 - Car Mode Split by area

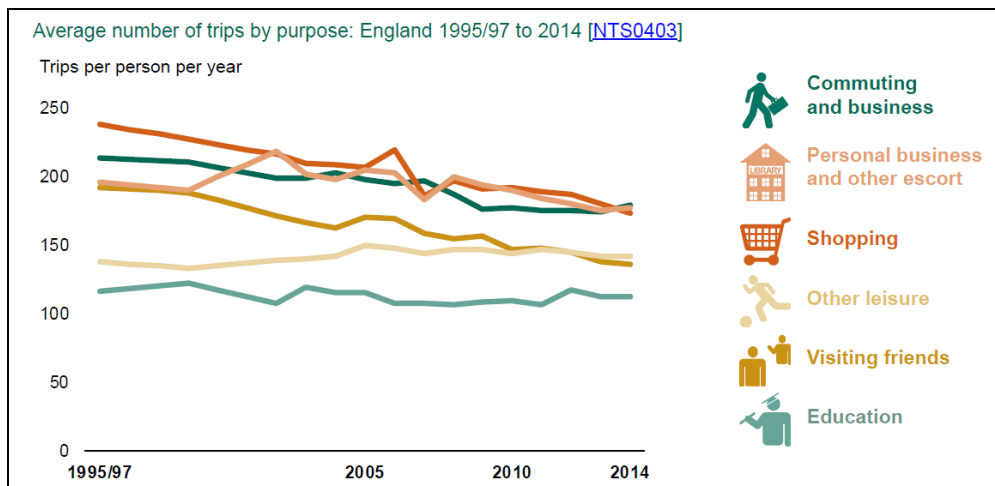
- 3.7. Exeter already has excellent coverage by public transport. Compared to other cities of comparable size, only Oxford (17%) has significantly higher public transport mode splits for commuting than Exeter (11%). The customer satisfaction rating of 95% for Stagecoach South West is also one of the highest in the country. There are however journey time reliability issues on core routes which can reduce the attractiveness of public transport.
- 3.8. Cycling levels have grown following the Cycle Demonstration Town project from 2006-2010. However, Exeter's commute cycle mode split (6%) is below other locations including Norwich (9%), York (12%), Oxford (17%) and Cambridge (30%).
- 3.9. Alongside this, the **spatial distribution of jobs** and services in and around the city is changing. The 20,000 jobs now in the Sowton area on the eastern edge of the city equals the number in the city centre, but accounts for double the number of car movements.
- 3.10. Employment growth also includes significant new sites in East Devon, including Skypark, Exeter Science Park, and further expansion along the A30 and M5 corridors. These areas lack the range of amenities and attractions of the city centre, and consequently are more challenging to serve with high quality public transport services. Walking/cycling distances are also generally longer and routes more complex.
- 3.11. Outside of Exeter, the towns of Newton Abbot, Tiverton, Cullompton and Honiton will experience significant growth and the new town of Cranbrook will grow to a size similar to Tiverton during the current Local Plan periods. **Additional travel demand within these towns and towards Exeter** will need to be accommodated sustainably.
- 3.12. Outside the peak commuting period, business trips make a substantial contribution to car travel throughout the day. Where there is limited scope for these journeys to switch to low carbon modes (e.g. public transport / walking and cycling), in time they could transition to low emission vehicles.
- 3.13. **Shopping and leisure trips** are also significant contributors to congestion. Although the morning peak is dominated by commuter, work-based trips, the more congested PM peak is an almost 50:50 mix of work and shopping/leisure-related journeys.

- 3.14. Shopping and leisure trips are integral to the success of the city and although the city centre is changing, it will continue to be a popular destination. These journeys are more sensitive to changes than business and commuting trips. Measures that can shift the timing and mode of these trips to both minimise impact on the network and support the city centre economy represents one of the most significant opportunities for any future transport strategy.



Journey Purpose on Exeter Radial routes (7AM - 7PM)

- 3.15. **Digital connectivity** has also fundamentally changed the way people travel. Each individual now makes 15% fewer trips than they did in 1995. This trend is expected to continue and suggests there is a need for a new approach to plan for the changing needs and expectations of society.



Changing Trip Rates

- 3.16. Although car ownership has been rising, **car usage is falling**. The reduced usage moves towards a point where owning a second (or third) car becomes less critical. This provides a great opportunity to **promote shared mobility**, such as car clubs / bike hire and other non-car travel modes, as a lower carbon alternative to car ownership.

- 3.17. Technology will also offer new opportunities for reducing transport-related carbon emissions. Public transport journeys can be made more attractive to new audiences through **better journey planning, integrated ticketing** and on-board WiFi enabling **more productive or increased leisure time while travelling**.
- 3.18. This strategy recognises the importance of protecting the performance of the Local Highway Network in certain locations to support essential business travel and maintain efficient public transport corridors. However, the city is built upon a historic road network, is constrained by limited road crossings of the River Exe and has limited scope for additional widening / capacity improvements therefore **building extra physical highway capacity is probably not possible within the city**.
- 3.19. **Technology will unlock new ways to manage the network**, such as real time wireless methods of corridor control, which could optimise the operation of the network, providing additional capacity and reliability on core highway routes. This could support reallocating road space for an improved walking and cycling environment on other routes.
- 3.20. Looking forward over the next 20-25 years, the numbers employed in Exeter are expected to **increase by another 25-30%**. With existing transport networks already at capacity in peak periods and a need to ensure increased demand does not lead to increased carbon emissions, providing capacity for future growth will depend on **effective sustainable alternative travel choices and more sophisticated management of existing transport corridors**.
- 3.21. Alongside this, **urban centre regeneration** schemes must strive to reduce the dominance of vehicular traffic and provide an attractive environment where amenities and services are located within a reasonable walking and cycling distance.
- 3.22. The City Council's '**Liveable Exeter**' vision outlines a direction of travel for the next Local Plan for Exeter. The transformational housing programme proposes approximately **12,000 homes built by 2040** on a range of city sites. These include regeneration of the Water Lane and Marsh Barton areas, intensifying development within the city centre and on key radial corridors, such as Heavitree Road as well as at Exeter St David's and Exeter St Thomas rail stations. Located on strong walking and cycling corridors with excellent links to public transport, the emerging housing plans align well with the transport strategy, offering the greatest opportunity to encourage low-car, sustainable development.
- 3.23. Devon County Council has a strong track record of delivering transport infrastructure in Exeter. Nevertheless, the transition to a carbon neutral transport system will require an accelerated change. A key challenge will be how best to embrace innovation and invention to support this transition and ensuring the safety of all users in a complex highway environment.

Transport Strategy Consultation

- 4.1. The Exeter Transport Strategy consultation took place at the beginning of 2019. The consultation received **more than 1100 public responses** as well as responses from stakeholders and organisations. Meetings with a number of key stakeholders and groups were also conducted during and after the consultation period.
- 4.2. Respondents were broadly evenly distributed between Exeter, Greater Exeter and further afield, albeit there were a significant number of responses from the Okehampton postal district and, where possible, analysis was normalised to ensure this did not skew the responses.
- 4.3. The three key themes of Greater Connectivity, Greater Places for People and Greater Innovation were all positively received, with at **least 70% of respondents expressing a level of support** for each theme.
- 4.4. Improvements to provide a consistent standard of sustainable transport, contributing to a connected city region, was strongly supported. Additional comments related to running buses later into the evening, rail links to Okehampton and more strategic cycle routes.
- 4.5. For national connectivity, improvements to **mainline rail services** were positively received, in particular enhancements on the Exeter-Waterloo line. Support was however mixed for improvements to road and air, with many raising concerns with sustainability and the additional carbon emissions from increased road and air travel.
- 4.6. There was strong **support for Park & Ride (P&R)**, including improving journey times and enhancing cross city travel options. Respondents also wanted P&R sites to provide facilities for other sustainable travel options, such as electric charging and Park and Cycle.
- 4.7. There was also strong support for improvements to **active travel networks** and the importance of safety and minimising the disruption to active travellers. The aspiration of 50% active travel generated mixed views, with some saying it was not ambitious enough and others commenting that it was unachievable. 70% of respondents also **supported the rededication of highway space** for pedestrians and cyclists in the city centre.
- 4.8. Innovation and Invention was the least commented on of all the strands, but those that did comment raised the importance of its role in **decarbonising transport**.
- 4.9. Generally, the preferences were for the strategies that are targeted at their location. Exeter residents generally favoured the Greater Places for People theme and proposals, whereas respondents living further afield highlighted the importance of the Greater Connectivity theme and proposals.

Top 3 Priorities	Exeter	Greater Exeter	Outside
1	Active Exeter	Park & Ride on all main corridors	Connected City Region
2	People Based Places	Maximise efficiency of the Existing Network	Nationally Connected
3	Attractive Urban Bus Networks	Connected City Region	Park & Ride on all main corridors
			Maximise efficiency of the Existing Network

Top 3 Transport Strategy Priorities by Respondent Location

- 4.10. With priorities influenced by location, further analysis was undertaken to take account of the actual proportions of where people travelling into Exeter originate from (weighted average). This identified that the following were the top 3 priorities;
1. **Park and Ride on all corridors**
 2. **Active Exeter**
 3. **Maximise Efficiency of the existing network.**
- 4.11. Stakeholders were broadly supportive of the Strategy, although some stated it needed to be more radical to achieve carbon reduction targets. Key themes raised included:
- **Climate Change** - how the strategy will assist in reducing carbon emissions and suggestions to include clear targets.
 - **New Funding mechanisms** – how these could support the delivery of infrastructure. Workplace parking levy was identified, although more information on the potential implications and benefits of such a levy would be required.
 - Strategy should include a list of **measures and/or action plan.**
- 4.12. The consultation showed widespread support for the Draft Exeter Transport Strategy from members of the public and stakeholders. It did however highlight the need for a greater focus on how the strategy supports carbon reduction targets.

Climate Emergency

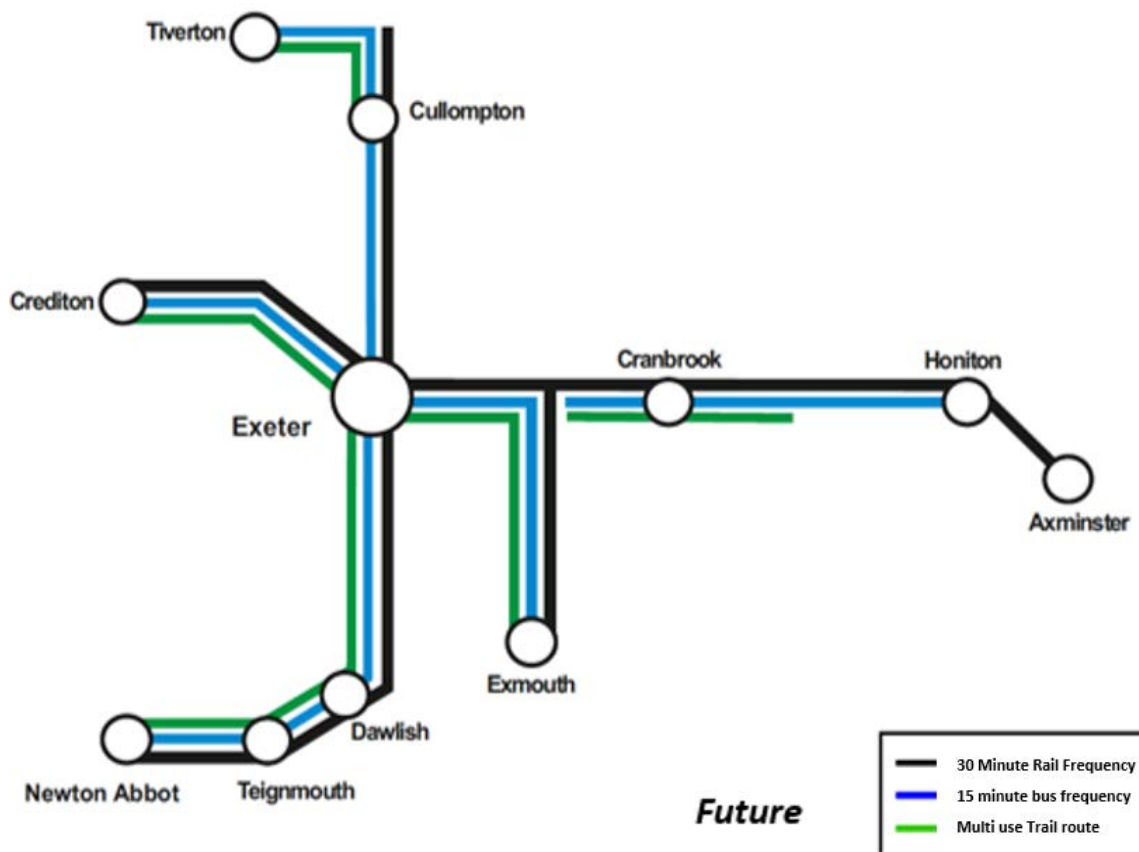
- 5.1. The Intergovernmental Panel on Climate Change (IPCC) has advised that carbon emissions must reduce globally by at least 45% by 2030 from 2010 levels. There is a chance the worst effects of climate change can be avoided by keeping warming below 1.5 degrees and to achieve this we must be carbon neutral (net-zero) by 2050 or earlier.
- 5.2. Recognising the significant implications of climate change on Devon's communities, Devon County Council has declared a climate emergency, which commits to reducing carbon emissions to net-zero by 2050.
- 5.3. Part of this commitment is developing a Devon Carbon Plan with over 25 public and private organisations from across Devon. The Devon Carbon Plan has begun with a Call for Evidence phase, including a series of Expert Hearings on key topics including 'Mobility and Transport', to generate information and learning about possible policy options to be considered by the Citizens' Assembly to tackle Climate Change. The Plan is expected to be drafted by Winter 2020/21.
- 5.4. In advance of producing the Devon Carbon Plan, an initial carbon assessment of the proposed measures in the Exeter Transport Strategy was undertaken. These have then been grouped by types of intervention (i.e. Public Transport Improvements) to identify the interventions which are expected to result in the largest reduction in carbon per £ spent. These are;
 1. Trip Reduction Strategies
 2. Shared Mobility
 3. Electrification
 4. Public Transport & Walking and Cycling Improvements
- 5.5. Reducing travel, reducing vehicular capacity, sharing transport and electrification of vehicles would offer the biggest carbon savings. Furthermore, interventions which are a combination of these would offer even greater carbon saving potential and therefore the highest priority carbon reducing measures. Examples of which would include:
 - Electric Car club vehicles
 - Sustainable travel enhancements achieved by vehicle capacity reduction,
 - Targeted Travel Planning alongside new public transport or cycling interventions.
 - Linking Public Transport Enhancements with improved Electric Vehicle/bike facilities
- 5.6. The Exeter Transport Strategy sets out ambitious aspirations, including for 50% active travel and a new zero-emission transport subscription service, and a clear direction of travel to reduce the carbon emissions from transport in Exeter.
- 5.7. The measures within the 9 sub themes have also been revised to reflect the carbon analysis and increase their contribution to reducing carbon. This provides the start of the transition towards achieving net zero by 2050, with further changes to accelerate carbon reduction also required in future strategies.

Exeter Transport Strategy

- 6.1. The Exeter Transport Strategy will focus on improving travel choices, the quality of life for residents and provides the first stages in the transition of transport towards net zero.
- 6.2. The core elements of the strategy will be to improve sustainable transport networks, providing the basis of a connected City Region. It will deliver interventions that contribute to improved quality of life and take advantage of technological advancements to better integrate information and help decarbonise travel.
- 6.3. The proposals aim to provide an ambitious, but ultimately realistic, transport strategy that is embodied in the following 3 key themes:
 - **Greater Connectivity**
 - **Greater Places for People**
 - **Greater Innovation**
- 6.4. The transport strategy will facilitate decarbonisation of transport in the Greater Exeter city region by providing a sustainable and reliable transport system, allowing people and goods to move around the network efficiently. This will support sustainable growth and provide a better quality of life for residents.
- 6.5. Central to this will be creating a comprehensive, accessible and coherent cycle and pedestrian network in Exeter that connects residential areas with schools, key economic hubs, public open space and transport interchanges so that **50% of trips within the city are being made on foot or by bike**.
- 6.6. This represents the most achievable way of reducing short distance car trips from within Exeter. It also complements aims to tackle inactivity across the city through the Sport England Local Delivery Pilot and Exeter's aspiration to become the **most active city in the country**.
- 6.7. The rate of delivery will be accelerated through testing and trialling changes, including making some of the Emergency Active Travel "pop-up" infrastructure changes permanent. We will also progress opportunities to remove or reduce traffic on some routes to create "**green lanes**" and support active travel access from villages on the edge of the city.
- 6.8. This will be complemented by new, high-quality strategic cycle links creating **a city region strategic leisure network** to encourage short to medium distance trips from existing settlements into Exeter and the Exe Estuary Trail.
- 6.9. We will support enhancing bus frequency on key interurban routes, with an aim of achieving **15 minute bus frequency** or better on key inter-urban routes into the city from Cranbrook, Crediton, Cullompton and Newton Abbot. This level of frequency provides a 'turn-up-and-go' service where users will no longer feel the need to consult a timetable.
- 6.10. This will be supported by **enhanced bus corridors and improvements at key junctions**. Particular focus will be given to **enhancing Heavitree Road** to achieve more reliable journey times on a key, busy public transport route to growth in the East

of Exeter and achieving an improved environment for residents, pedestrians and cyclists.

- 6.11. The County Council will explore options to deliver the cleanest **bus fleet with on-board WiFi** allowing more productive travel and reduced transport costs with a greater influence on the routes being run.
- 6.12. Alongside this will be continued improvement of '**Devon Metro**' rail services improving the connectivity within the city region so that the towns of Cranbrook, Crediton, Dawlish, Dawlish Warren, Exmouth, Honiton, Newton Abbot and Teignmouth are served by at least half hourly rail frequency. New rail connectivity to Mid Devon will also be investigated.
- 6.13. In combination, the enhanced rail, bus and active travel links between key settlements and Exeter form the basis of a **Connected City Region network**.



Consistent Standard of Sustainable Transport providing a Connected City Region

- 6.14. **Park & Ride sites on all key corridors** will provide a realistic sustainable travel option for those trips from rural areas into the city that can't feasibly be served by traditional public transport services. The sites also serve as multimodal interchanges for other sustainable forms of travel, such as cycling, and will provide electric vehicle charging facilities.
- 6.15. The potential of **Park & Ride to also provide frequent cross city connections** as well as from the city centre out to employment and amenities at Marsh Barton and Sowton / East of Exeter will also be promoted.

- 6.16. The strategy will protect and **enhance strategic rail, road and air connectivity** into the city and South West Peninsula so that it retains momentum and continues to offer an attractive place for sustainable growth.
- 6.17. In addition to hard infrastructure, new **transport innovations** and interventions will be encouraged.
- 6.18. We will work with and support the private sector to develop innovative solutions in the city and in securing external funding for new initiatives. We will also **share data** with partners to improve collaboration and support innovation.
- 6.19. To facilitate an accelerated change in transport conditions in the city, we will also be more dynamic in **testing and trialling of new measures and highway changes**.
- 6.20. The network will benefit from **smarter operation and management**. Such initiatives could include **innovative car parking strategies** in the city centre, which encourages longer stays in the evening and off-peak, whilst discouraging car travel at peak times.
- 6.21. Central to the Exeter Transport Strategy and reducing carbon emissions is increasing **electric shared mobility**. We are currently expanding our electric bike hire to provide the largest on-street electric bike scheme in the UK and will continue to expand and electrify the already well utilised car club fleet.
- 6.22. Alongside a growing shared mobility offer, Exeter has an extensive bus network which together provide core elements to build upon to create a **single ticketing platform** that is right for the attributes of Exeter. Furthermore, the emergence of electric bus funding opportunities, along with electric car club vehicles and bike hire unlock the potential for the delivery of the UK's first **zero-emission transport subscription service**. This would be a crucial step on the path towards net zero.
- 6.23. More detail on the measures to achieve this strategy are set out on the following pages.

Greater Connectivity – Enhanced Travel Choices

1. Connected City Region

Aim: Increase the attractiveness of public transport through improved passenger facilities and better journey time frequency and reliability.

- Continued delivery of the Devon Metro including at least half hourly frequency on rail lines into Exeter.
- Lobby for decarbonisation of rail network and for branch lines in the south west to be a test bed for low carbon railways.
- Enhance bus services between Exeter and surrounding towns to provide 15 minute frequency on key inter-urban routes into the city, including Cranbrook, Crediton, Cullompton and Newton Abbot.
- New strategic walking and cycle trails connecting surrounding towns into existing Exe Estuary trail and Exeter cycle network.
- Upgrade of facilities and interchange at main transport hubs including electric shared mobility and electric vehicle charging facilities.

2. Nationally Connected

Aim: Retain and enhance strategic rail, road and air connectivity with the rest of the country and overseas.

Interventions:

- Improved resilience, capacity and journey times on rail mainlines as well as 'working office' capabilities on new rolling stock.
- Enhance resilience of M5 J29 – J31 / Splatford Split
- Improve access to Exeter airport by sustainable modes

3. Park & Ride on all main corridors

Aim: Provide Park & Ride on all key corridors and double the number of spaces that serve the city alongside reducing parking provision in city centre.

- Park & Ride / Change interchange facility serving main corridors of Alphington Road, A377 to Crediton, B3181 to Broadclyst and A376/A3052.
- Bus priority to increase attractiveness of new Park and Ride routes to the city
- Increase cross-city Park and Ride services to improve linkages to employment on the edges of the city.
- Provide electric shared mobility, electric vehicle charging facilities and investigate potential for energy generation on Park and Ride sites.

Greater Places for People - Healthier Active City

4. Active Exeter

Aim: 50% of work trips originating in Exeter to be made on foot or by cycle.

- Enhance pedestrian environment in residential areas by removing through traffic and creating quieter and safer environments for pedestrians and cyclists
- Enhance key pedestrian corridors, including new river and main road crossings and improved access to transport interchanges.
- Green Lanes supporting active travel from villages on the edge of the city
- Comprehensive citywide Exeter cycle network linking all key destinations, delivering safe routes that can be enjoyed by all.
- Improved access to cycle, including city-wide bike hire scheme and greater access to storage facilities.

5. People Based Places

Aim: Shift to more people-focused design interventions to improve the health and wellbeing of citizens and support the vitality of the city centre.

- Reduce dominance of cars in urban centres and core walking areas, linked to public realm and redevelopment of city centre to support inward investment.
- Deliver corridor enhancements to improve pedestrian / cycle safety, bus reliability, reduce pollution and support key neighbourhood centres.
- Reduce transport pollution to remove Air Quality exceedances in the city.
- New Street Design standards giving greater emphasis to sustainable travel users and creating a more attractive environment.

6. Attractive Urban Bus Networks

Aim: Work with operators to achieve a modern, reliable and low carbon network of bus routes.

- Joint working with operators to identify rolling program of journey time hotspots for improvement.
- Refine and optimise bus routes with enhanced bus priority at major junctions of Exe Bridges, Clyst St Mary and Countess Wear and “Red Routes” on key corridors including Heavitree Road, Pinhoe Road and Cowick Street.
- Roll out of modern, cleaner vehicles with WiFi to enable productive travel on buses as well as on trains.
- Improved IT systems to improve real time information, journey time reliability and payment methods.

Greater Innovation – Manage Travel Intelligently

7. Seamless Multimodal Travel

Aim: Introduce a new single ticketing platform and shared mobility to boost the convenience of non-car travel into and around the city.

- Expansion of car clubs, bike hire schemes and support new development policy requirement in Exeter and adjacent districts.
- Electrification of shared mobility fleet.
- Single ticketing platform for multi-modal travel in Exeter, working towards providing a new zero-emission transport subscription service.
- Support creation of Travel Planning and mapping apps.

8. Maximise the Efficiency of Existing Network

Aim: To use technological advancements to better understand the operation of the network and adapt its control to best manage movement effectively.

- Network review to optimise operation or even remove signal controls to improve capacity, safety, resilience and air quality.
- Review parking charges for off-peak travel to discourage peak period travel and encourage longer stays in city centre.
- Ongoing employer, school and residential travel planning programs to encourage sustainable travel choices.

9. Innovation and Invention

Aim: To test changes using local and global expertise to develop and launch new transport innovations that support decarbonisation.

- Data sharing and collaboratively working to support partners and innovators to develop new solutions to decarbonising transport.
- Allow trials and testing of new measures and/or network changes to accelerate process for decarbonising the transport network.
- Utilise new sophisticated forms of network control.
- Support roll out of alternative vehicle propulsion, including developing an Electric Vehicle strategy and identify assets that can support uptake of low emission vehicles.

Appendix II to PTE/20/36: Exeter Transport Strategy 5 Year Implementation Plan

	Mode	Measure	
Greater Connectivity	Public Transport Connections	New Marsh Barton Station	
		Enhanced Rail services to Crediton	
		Pinhoe Station Interchange	
		Replacement of Exeter bus station	
		15 min frequency bus to Cranbrook	
		15 min frequency bus to Crediton	
	Strategic Walking & Cycle Trails	Clyst Valley Trail initial phases	
		Cranbrook to Exeter multi use trail	
		Boniface Trail: Feasibility study	
	National Connectivity	Long Lane enhancement	
		Bridge Road bridges renewal	
		St David's Station: improved interchange	
	Park and Ride	Park & Change at Science Park	
		Pinhoe Road park and change	
		Peamore park and ride	
	Greater Places for People	Key Pedestrian Corridors	A379 pedestrian/cycle bridge
			New crossing of canal in Haven Banks – linked to development
			Local Area Access Strategy Measures
St David's Station and Queen St to city centre			
Topsham Road: junction improvements			
Traffic management and safer streets where appropriate			
Green Lanes		Ludwell Lane	
		Langaton Lane	
		Balls Farm Road	
Strategic Cycle Network		E3: Monkerton to city route	
		E4: Pinhoe to St David's Station/City Centre route	
		E9: Newcourt to city centre cycle route	
		E12: North South Cycle Route	
Access to cycle		Cycle parking at key locations	
		On street cycle hangers	
		Improved local links to strategic cycle network	
		Expansion of city-wide shared bike fleet	
City Centre Streets		Acorn Junction/ Southernhay Square	
		Bartholomew Street	
		City Centre public realm and sustainable access strategy	
		Magdalen Road Enhancement Scheme	
		Paris Street: Highway and public realm redesign	
		South Street/Market Street	
Bus routes and facilities		Heavitree Road	
		Pinhoe Road: Bus enhancements	
		Cleaner modern vehicles	
		Harts Lane sustainable transport link	

Greater Innovation	Shared Mobility	Annual roll-out of car club vehicles
		Car club and bike hire at all city rail stations/interchanges
		Electrification of shared mobility fleet
		Support revised planning policy
		New transport subscription service
	Travel Planning	Area Wide Travel Planning
		School Travel Plans and School streets
	Network Control	Identify and reduce bus delay at hotspots
		Review city traffic signal controls and locations
	Data & Digital	Data Sharing with partners and innovators
		Feasibility of Digital spine: Ducting within new cycle routes
	Test & Learn	Live testing of measures on the highway
		Make permanent some Emergency Active Travel Measures
	Electric Vehicles	Electric vehicle position statement
		Electric charging facilities
Explore electricity generation sites to power EV		