Exeter Highways and Traffic Orders Committee 17 January 2022

#### Queen Street, Exeter, Social Distancing 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) The Traffic Regulation Order for a no entry on Paul Street, a no entry eastbound except cycles on the Iron Bridge, a loading bay on Queen Street and changes from a loading bay to a taxi bay outside Central Station, shown in Appendix 1, are advertised and if no significant objections made and sealed; and
- (b) the Queen Street and Iron Bridge proposals shown indicatively in Appendix 2, are approved at an estimated cost of £250,000; and
- (c) the Head of Planning, Transportation and Environment be given delegated powers, in consultation with the Chair of HATOC and the local member, to make minor amendments to the scheme details.

#### 1. Introduction

In February 2021 a temporary one-way system for eastbound traffic was introduced in Queen Street. This enabled widening of the narrow footway on the south of Queen Street between Paul Street and Northernhay Street to support social distancing, walking and cycling on a busy city centre street.

To mitigate any impact of displaced traffic on the historic Iron bridge and residential community around St David's Hill, the Iron Bridge was also made one-way westbound from Paul Street to South of Dinham Road. An overview of the implemented scheme was discussed in the December 2020 HaTOC<sup>1</sup>.

Feedback on the transport impacts of the temporary scheme was provided at July 2021 HATOC. HATOC agreed to undertake consultation on a permanent scheme and that details of any scheme come back to a future meeting of the committee

The temporary changes have reduced traffic volumes on both Queen Street and Iron Bridge and increased active travel. The reduction of vehicles in the city centre is consistent with the cabinet approved Exeter Transport Strategy 2020-2030. Improving the key pedestrian corridor of *St David's station and Queen Street to the city centre* is also identified in the 5 year action plan of the Transport Strategy.

<sup>1</sup> Environment, Economy and Culture Directorate Committee Report - Standard Format (devon.gov.uk)

# 2. Transport Data and Access

Traffic surveys undertaken on October 2019, showed two-way 12-hour vehicle flows of 6,000 and peak hour flows of 850 two-way vehicle movements on Queen Street. There are also approximately 700 two-way cycle movements across the day. By comparison, pedestrian flows are 9,000 (two-way) movements over the same period and a high of 1,200 two-way movements an hour during the lunch time period.

The impact of the temporary changes has been closely monitored, with sets of manual counts at 4 key junctions undertaken regularly in 2021 to record changes, including:

- March- immediately after scheme, albeit before college return
- April Following return to college and partial lockdown lifting
- June most lockdown restrictions lifted
- September lockdown restrictions lifted

The most recent available count data is for September, as shown below:

- On Queen Street daily traffic flows have:
  - o reduced by 45% outside the RAMM (from 6,300 to 3,700) and
  - reduced by 25% at the Clock Tower (,6700 to 5,100)
- On St David's Hill/Iron Bridge traffic flows have:
  - o reduced by 30% on Iron Bridge (3,700 to 2,600),
  - increased by 5% at the Hele Road junction (3,800 to 4,100)
- Traffic flows have increased by 7% on Bonhay Road (10,600 to 11,000)
- Cycle flows on Queen Street have increased by 25% (from 680 to 850)
- Cycle flows have more than doubled on St David's Hill (from 50 to 130)

Queen Street is a busy 20mph city centre street, with two way bus services, on street loading, taxis and high vehicle, pedestrian and cycle flows. Key access considerations include:

- Queen Street has approximately 8 buses an hour including the Stagecoach H/University service, 359, 360 and 366 bus services. The H services link rail stations to the University of Exeter, City Centre and the RD&E Hospital.
- Taxi interchange at Exeter Central Station and Queen Street is the main route for taxis between Exeter St David's Station and the city centre.
- Queen Street is used by Fire service appliances travelling to and from Danes Castle Station.
- On-Street Access for loading and deliveries is required for a number of businesses on Queen Street.
- Queen Street is the only vehicular access for residents of Northernhay Street.
- East of Paul Street junction, Queen Street South is semi-pedestrianised, with access only permitted for buses, loading and taxis.
- Approximately 1,000 car park spaces are located off either Queen Street (including Isca Car Park (295 spaces), Central Station Car Park (70) and Northernhay Street (30)), or Paul Street (Guildhall (397) and Harlequins (91))

## 3. Consultations/Representations

Consultation on the temporary proposals was undertaken in Autumn 2020. Traders and businesses contacted about the temporary changes were predominantly in favour of a scheme. Two thirds of public respondents also favoured a scheme, with many respondents wanting to see pedestrians and cyclists be given more priority and space on Queen Street not just as a temporary solution, but also in the future. The impact on St David's Hill was the most raised concern with only 40% of residents living there supporting a scheme. Therefore, a scheme with the smallest impact on Iron Bridge/St David's Hill was progressed.

Since introducing the temporary measures some concerns have been highlighted about the removal of the signalised crossing outside the RAMM, vehicles not obeying no entry signs, longer journey times for those living off Dinham Road and increased congestion around school drop off on St David's Hill. A petition to reinstate two-way traffic on Iron Bridge was started in August 2021 and has approximately 200 signatures.

Public Consultation on a permanent change was undertaken from 15<sup>th</sup> September to 13<sup>th</sup> October 2021. Information was hosted online on the "Have Your Say" page and letters were sent out to approximately 650 properties in the vicinity of St David's Hill and Queen Street. The consultation was also reported in local media.

We received approximately 600 public responses. Of the 500 who provided postcode data, 474 lived in Exeter, 130 of whom lived in the letter drop area. A detailed summary of the public and key stakeholder responses is provided in Appendix 3.

The responses from members of the public was broadly split 50:50. A slight majority (52%) supported the temporary measures and are in favour of some permanent changes. Views did however vary by respondent location. Those living on Dinham Road, the area where the additional vehicle journey length is longest, were typically against. The rest of St David's Hill was more evenly split, while those living elsewhere in Exeter were slightly in favour.

The large organisations/stakeholders in the city centre typically stated strong support for permanent changes. This included the Chamber of Commerce, InExeter (BID), Exeter City Council and Exeter College.

Those key stakeholders highlighted the positives of the temporary scheme and support for the principle of improving pedestrian and cycle facilities in the city centre. Some of these stakeholders did however want the scheme to be more ambitious in terms of traffic removal for Queen Street, or this to be the first of a number of significant changes in the city centre.

The Exeter Cycling Campaign and Civic Society also supported the principle of the scheme, but wanted cyclists to have protected/segregated facilities.

Stagecoach supported changes provided that two way bus access (as per the temporary scheme) was retained. St David's Taxi Association wanted to see the two way access for taxis on Queen Street retained. They also asked that the existing taxi bay on Queen Street be relocated to a more prominent position outside the forecourt, ideally replacing the western of the two existing loading bays. They also wanted two-way access for taxis across Iron Bridge.

Concerns were however raised by St David's Primary School about the impact of the scheme on St David's Hill, compliance with no entry signage on Iron Bridge and school drop off periods.

The consultation survey presented three options for the design of permanent changes on Queen Street:

- 1. Single lane for vehicles and wide pavement used by pedestrians and cycles.
- 2. Road space for a vehicle to pass cycles heading in either direction and 5.5 metre footway for pedestrians only.
- 3. Single lane for vehicles, cycle lanes in both directions and 4.0 metre footway for pedestrians only.

The majority of respondents supported Option 3 (a single lane for vehicles and cycle lanes in both directions), with Option 1 (wide shared footway) the least popular. This order of preference was the same across all geographies.

Respondents were also asked to suggest improvements on the widened area. Many respondents asked for modest additional street furniture, i.e. planting, benches, albeit not to reduce benefit of scheme. Traders on this section of Queen Street also asked for a loading bay.

Approved redevelopment of the Harlequins Centre includes significant changes to Paul Street. A suitable tie in of the Queen Street County-promoted scheme with the developer Paul Street proposals have been discussed with the developer and agreed in principle to ensure both schemes are coordinated.

# 4. Proposals

The proposed scheme includes permanent changes to both the Iron Bridge and Queen Street.

The eastbound No Entry except cycles on Iron Bridge would be made permanent. No entry signage will replace the current size restrictions on the buildouts and these will be illuminated, as per existing signage, to comply with regulations. No further changes are proposed to Iron Bridge at this time, although they could be reconsidered in future as part of any maintenance works.

On Queen Street, it is proposed to widen the southern footway by 1.8 metres to provide a 4.0 metre wide footway. Vehicle carriageway will be narrowed to 5.7m width between Northernhay Street and Paul Street. This will provide width for a single lane of traffic and advisory cycle lanes in both directions, consistent with the most popular layout at consultation.

Vehicles and cycles in this section of Queen Street will be controlled by traffic signals, with vehicles operating under a shuttle system. All existing pedestrian crossing points at the bottom of Northernhay Gate, outside the RAMM, top of Paul Street and Queen Street will be incorporated into the signals. Options to provide either early release, or a double cycle of signals for cyclists are currently being investigated.

It is proposed to provide a loading bay on the narrowed section, to help serve businesses on this stretch of Queen Street without rear access. Further discussion on the loading requirements and specific location are ongoing with the traders. Consideration will also be given to any additional street furniture, such as benches and or planters that could be provided to improve the attractiveness and support local business. It is proposed this is agreed through further liaison with local traders and Exeter City Council under delegated powers.

To maintain suitable capacity at the proposed junction, there will be a no entry for vehicles at the top of Paul Street. To provide access for cyclists, and support cycle access towards the Station, College and University, it is proposed to provide cyclists a bypass of the No Entry at Paul Street. They will still be expected to give way to pedestrians, and the cycle route through this section will be raised to slow speeds.

It is also proposed to change the eastern loading bay at the front of Exeter Central Station to a taxi bay. The removal of the eastern loading would be partially mitigated by provision of a new loading bay on the narrow section of Queen Street. Although the larger western bay was preferred by the taxi association, it is the only one of the loading bays that can accommodate larger vehicles and therefore needs to be retained for loading. This change was not included in the scheme consultation, so a decision on implementing this will be subject to the responses to the statutory consultation and decision under delegated powers.

# 5. Financial Considerations

The cost of making the permanent changes is estimated to be in the vicinity of  $\pounds 250,000$ . This would be fully funded from DCC Local Transport Plan budget and is identified in the approved capital programme.

The installation and maintenance of the temporary measures on Queen Street have been funded from the revenue element of tranche 2 of the Emergency Active Travel Fund allocation.

There is an ongoing revenue cost of the temporary scheme. There is no budget allocated to maintain a temporary scheme after this financial year, although an extension could be continued beyond March if it would lead result in the permanent scheme.

# 6. Environmental Impact Considerations

The temporary measures have reduced the volumes of vehicles and supported improved facilities for pedestrians and cyclists on Queen Street. Access for buses and taxis in Queen Street has also been retained, ensuring the proposals support sustainable travel options. The temporary changes have led to less traffic in Queen Street, albeit the impact of the one way system is that some traffic has been displaced onto other roads and some journeys being made longer. However, typically traffic has rerouted from the city centre onto routes such as Bonhay Road which are more appropriate for traffic. Overall, it is expected that the reallocation of road space from vehicles to active travel users is expected to have a positive environmental impact.

# 7. Equality Considerations

The proposals also seek to retain two-way bus, cycle and taxi access to Queen Street, therefore minimising the impact on those that do not have access to a car, who are more likely to have a protected characteristic.

Consultation feedback highlighted that people with mobility impairments wanted the crossing outside RAMM to be retained, and this is included in the proposed scheme.

An Equality Impact Assessment (EIA) was undertaken for the temporary scheme on Queen Street and overall, the proposals are expected to advance equality of opportunity.

It was noted that the current temporarily widened pedestrian facilities are on two levels and a permanent scheme would instead provide a single level, dedicated footway which would reduce the risk of a potential trip or fall and provide more space for people with prams or mobility scooters. The Equality Impact Assessment will be updated to reflect the permanent scheme and the updated EIA published on the DCC webpages prior to any changes being implemented.

# 8. Legal Considerations

The proposed changes would be introduced through Traffic Regulation Orders. The statutory consultation on the proposed vehicle prohibition will be carried out in line with the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996. This includes a public notice is placed in the local press and statutory bodies (e.g. emergency services) are notified of the restrictions.

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

The Temporary Traffic Regulation Order covering the temporary arrangements will expire in August 2022. It could be extended by a further 6 months, in line with the Road Traffic Regulation Act 1984, although if the recommendations are approved expected the scheme would be constructed before then.

# 9. Risk Management Considerations

The Iron Bridge is subject to a weight restriction and our structures team noted that a one way system could encourage vans and heavier vehicles that previously travelled west on Queen Street to use Iron Bridge. The existing pinch points could be narrowed further to reduce the risk of this, although that could inconvenience other vehicles. The traffic monitoring suggests that not only have vehicle volumes fallen, but that the proportion of larger vehicles has reduced by a greater extent than the traffic flow reduction. Further physical or signed restrictions are not considered necessary at this time.

A road safety audit was undertaken for the temporary scheme and a full road safety audit would be undertaken before any works. If modest changes are required as a result of the safety audit this can therefore be agreed through delegated powers as per recommendation c) of this report.

A form of temporary changes have been in place for 18 months, and the period of most significant disruption that occurs immediately after any change will have already taken place, with traffic flows having largely settled down.

The Clock Tower Roundabout junction is an identified collision cluster site. A reduction in traffic on the Queen Street approach to the Clock Tower junction, reducing overall movements at the junction, is expected to be beneficial to road safety. It is however too early to assess if the temporary changes have improved road safety.

## 10. Public Health Impact

The scheme will have a positive public health impact by improving facilities for pedestrians and cyclists, supporting an increase in their numbers.

The relocation of eastbound traffic signals further west will move queuing vehicles further west along Queen Street towards Central Station. Although stationary traffic will still occur, the queues will be in a more open area (rather than a canyon between buildings outside the RAMM) where emissions have more room to dissipate and therefore is expected to reduce the worst levels of pollutants and improve air quality.

# 11. Summary/Conclusions/Reasons for Recommendations

The proposal provides more space for pedestrians and cyclists to support the County Council's encouragement of active travel and aims to reduce the dominance of vehicles in the city centre, both of which are targets of the adopted Exeter Transport Strategy 2020-2030.

The changes to traffic patterns have been trialled for 11 months and it is well supported by a number of key stakeholders in the City Centre. Monitoring shows that the scheme provides a balanced approach of improving the environment on Queen Street, while limiting the impact on St David's Hill and maintaining access for sustainable modes.

# Electoral Division: St David's & Haven Banks

Local Government Act 1972: List of Background Papers

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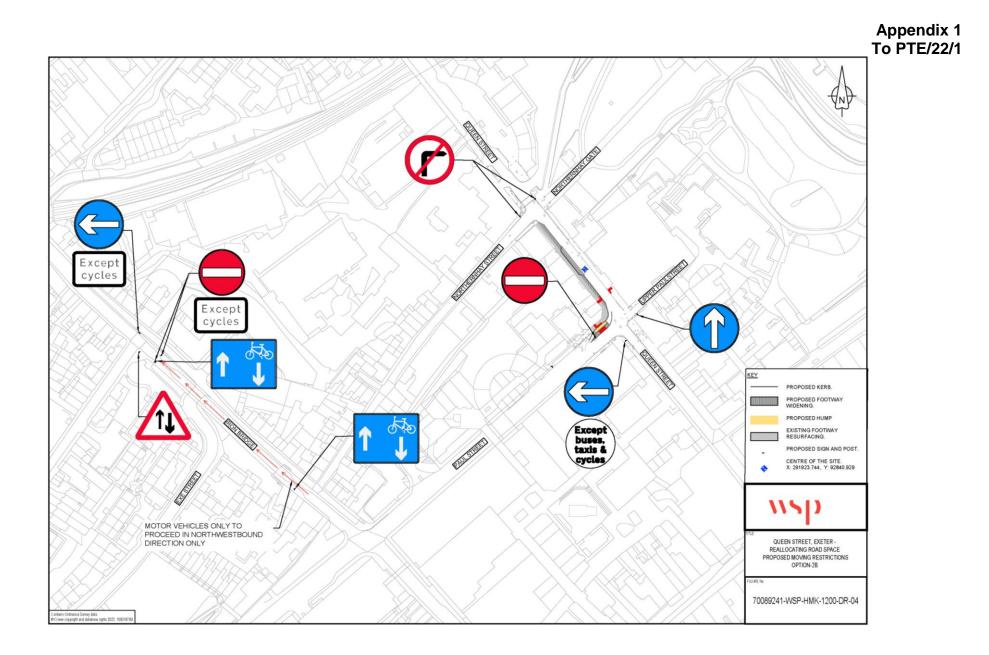
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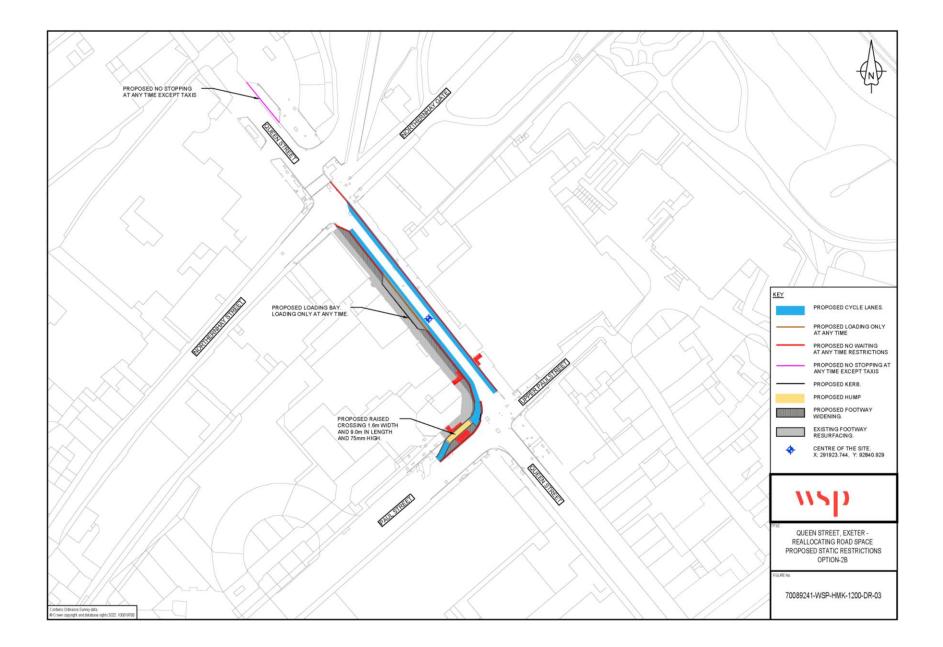
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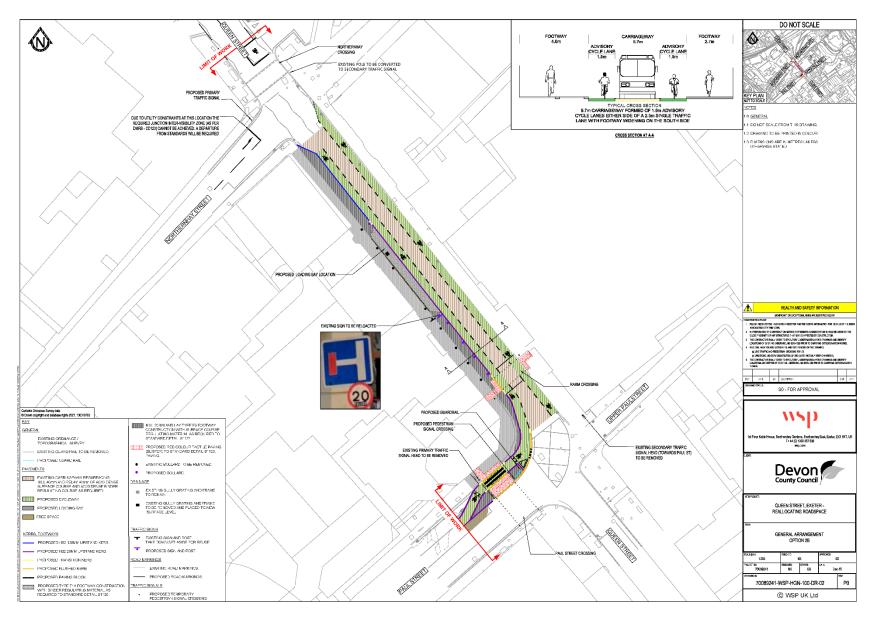
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Appendix 2 To PTE/22/1



# Queen Street and Iron Bridge/St David's Hill 2021 Introduction

A public consultation on permanent changes to Iron Bridge and Queen Street was held between 15<sup>th</sup> September and 13<sup>th</sup> October 2021.

The consultation invited feedback on whether respondents

- supported the temporary changes.
- supported making the changes on Queen Street and/or St David's Hill/Iron Bridge permanent, and
- preferences regarding the design of a permanent scheme on Queen Street.
- anything else they would like to see in a widened footway on Queen Street.

Information was hosted online on the <u>"Have Your Say" page</u> and letters were sent out to approximately 650 residential and business properties in the vicinity of St David's Hill (450 properties) and Queen Street (207). The consultation was also reported in local media.

## Responses

Almost 600 responses were received to the consultation. Respondents were asked to provide postcode details, and as shown in Table 0-1 below, 22% of respondents (128) were based in St Davids Hill or Queen Street area. There were a further 58% of respondents from other parts of Exeter, 4% from outside the city and 16% did not provide postcode data.

Area	Responses	%	
Properties accessed from Dinham Road	39	7%	
Other properties on/off St David's Hill	66	11%	
Properties accessed from Queen Street	23	4%	
Wider Exeter	346	58%	
Total within Exeter	474	80%	
Outside Exeter	25	4%	
Unknown	93	16%	
Total	592		

 Table 0-1: Places of residence of individual and business respondents.

## Agreement with Temporary Measures

A slight majority of respondents indicated that they agreed with the temporary changes introduced in early 2021.

Views varied by geography, with a majority of those with access from Dinham Road against the temporary changes, likely due to vehicular access to these properties being most significantly impacted by the changes. There was also a majority against the temporary changes amongst those based on Queen Street.

Area	Total	Support	Oppose	
Dinham Road	34	44%	56%	
St David's Hill	64	50%	50%	
Queen Street	21	33%	67%	
Wider Exeter	336	54%	46%	
Total within Exeter	444	52%	48%	
Outside Exeter/Unknown	109	50%	50%	
Total	553	52%	48%	

# Table 0-2: Agreement with temporary measures among individual and business respondents.

## Preferred Option Going Forward

The consultation survey presented five options going forward:

- A. Changes on **both** Queen Street and St David's Hill made permanent.
- B. Only the current arrangements on Queen Street made permanent.
- C. Only the current arrangements on St David's Hill made permanent.
- D. All temporary changes on St David's Hill and Queen Street removed.
- E. Permanent changes that are different to those currently provided.

Those choosing Option E were able to give further details of their preferred permanent arrangements. Using these text responses, the respondents' implied preferences among Options A-D have been identified to enable identification of the overall preferred option among respondents.

Opinion regarding options going forward was polarised. There were almost equal proportions supporting permanent changes as there were for removing all the temporary changes, with relatively few respondents supporting making only one element of the changes permanent. As with the temporary measures, there was a majority against permanent changes amongst those based in the St David's Hill and Queen Street areas, whereas elsewhere in Exeter there was slightly more support for making all the temporary changes permanent.

Where respondents supported making only one of the changes permanent, significantly more supported the changes on Queen Street than on St David's Hill/Iron Bridge.

Area	Total	A: All temporary changes removed	B: Only Queen Street made permanent	C: Only St Davids Hill made permanent	D: All temporary changes made permanent
Dinham Road	39	59%	15%	0%	26%
St David's Hill	64	53%	6%	5%	36%
Queen Street	22	68%	5%	0%	27%
Wider Exeter	338	45%	5%	1%	50%
Total within Exeter	463	48%	6%	1%	45%
Outside Exeter/Unknown	113	51%	5%	4%	40%
Total	576	49%	6%	2%	44%

# Table 0-3: Preferred option going forward among individual and business respondents.

## Suggestions for Different Permanent Changes

Respondents were invited to suggest any alternative changes, and the most frequently raised points are reproduced below. Where these replicate one of the other options (i.e. revert to before (which is option D above) these are not included.

Suggestions for different permanent changes	Comments
Physical Segregation between users	19
Pedestrianise Queen Street	10
Wider footways	6
Urban realm improvements, including trees/greenery	6
Improve signal timings	3
Close Iron Bridge to all vehicles	2
Improve Central Station car park arrangements	2
Traffic calming on Iron Bridge	2
Pedestrian route through Poundland	1
Improve alternative vehicular routes	1
Improve bus network	1
Speed cameras on New North Rd	1
Remove restrictions during rush hour	1
Reverse one-way direction on Iron Bridge	1
Zebra crossing at RAMM	1
Consider links to wider network	1

## Preferred Option for Permanent Changes on Queen Street

The consultation survey presented three options for the design of permanent changes on Queen Street:

- 4. Single lane for vehicles and wide pavement used by pedestrians and cycles.
- 5. Road space for a vehicle to pass cycles heading in either direction and 5.5 metre footway for pedestrians only.

6. Single lane for vehicles, cycle lanes in both directions and 4.0 metre footway for pedestrians only.

The majority of respondents supported Option 3 (a single lane for vehicles and cycle lanes in both directions), with Option 1 (wide shred footway) the least popular. This order of preference was the same across all geographies.

Area	Total		Option 1		Option 2		Option 3	
Dinham Road	31		23%		35%		42%	
St David's Hill	54		24%		26%		50%	
Queen Street	22		9%		41%		50%	
Wider Exeter	287		16%		23%		61%	
Total within Exeter		394		17%		25%		58%
Outside Exeter/Unknown	88		20%		30%		50%	
Total	482		18%		26%		56%	

## Table 0-4: Preferred option for permanent changes on Queen Street

## 2.5 Suggestions for Widened Footway on Queen Street

Relatively few respondents provided comment on this question. Those that did typically raised points about additional street furniture, including:

- Trees/greenery/retain current planters
- Provide space for Pavement Cafes
- Provide on street seating
- Provision of on street cycle parking

Some respondents however questioned if it is appropriate to provide any further street furniture in the newly widened section of footway as it may undermine the benefits of any proposed changes.

Some local businesses requested that loading bay be provided on the section of Queen Street between Northernhay Street and Paul Street.

## **Responses from Organisational Stakeholders**

Several responses were received from organisations based in Exeter, including:

## Exeter Chamber of Commerce (support)

Exeter Chamber of Commerce suggested the changes had improved the city centre experience for businesses, employees and visitors alike and supported making the temporary changes in Queen Street permanent. The Chamber added that any permanent changes should prioritise additional space for pedestrians as well as cyclists, helping to mitigate any potential conflicts with motorised vehicles.

## InExeter Business Improvement District (BID) (support)

InExeter BID welcomed the proposals due to their potential to improve the pedestrian experience, particularly among those walking between Exeter College and the High Street, and that change to provide a larger a single level footway would enhance the appearance of the scheme. InExeter also suggested several detailed design considerations, such as appropriately sized planting and signage/wayfinding and also wanted cyclists to be segregated from vehicles.

InExeter wanted this scheme to be the first step in significant changes in the city centre, with future steps to extend the scheme to the Clock Tower Roundabout, a city centre masterplan and improving wider walking and cycling connectivity.

### Exeter City Council (support)

Exeter City Councils supported making the temporary measures permanent.

The Councils response focused on the principle of the scheme. Changes to improve facilities for walking and cycling were aligned with their current policies and vision and that the scheme would support efforts to make Exeter a carbon-neutral city.

### Exeter College (support)

Exeter College stated that the temporary scheme had provided a number of benefits and expressed support for creating additional space for pedestrians and cyclists around the College's Queen Street sites. The College suggested extending the oneway restrictions to the Clock Tower Roundabout.

#### St David's Primary School (against)

St David's Primary School expressed a preference for removing all the temporary changes on Queen Street and St David's Hill due to the perceived negative impacts on pedestrians, particularly on St David's Hill. They also reported that the scheme had caused difficulties for parents dropping off/picking up children, and suggested the signage was insufficiently conspicuous, resulting in some drivers proceeding southbound onto St David's Hill unaware of the closure.

If a permanent scheme was implemented on Queen Street, the school preferred Option 1 - a single lane for vehicles and a wide pavement that can be used by pedestrians and cyclists and recommended improved signage.

## Stagecoach South West (support)

Stagecoach South West, the principal operator of buses on Queen Street, expressed support for making all of the temporary changes permanent, provided access for buses was retained in both directions. On Queen Street, they expressed a preference for Option 3 – a single lane for vehicles, cycle lanes in both directions and a 4m footway for pedestrians.

## Taxis and private hire (mixed views)

St David's Taxi Association expressed support for retaining two-way access for taxis. They also asked that taxi bay on Queen Street be relocated to a more prominent position outside the forecourt, replacing one of the loading bays. St David's taxi association also wanted two way access for taxis across Iron Bridge.

A private hire company who responded did not support permanent changes, citing longer journeys. They also requested access for taxis at the top of Paul Street.

### Exeter Cycling Campaign (support)

Exeter Cycling Campaign expressed support for the principle of improving facilities for walking and cycling on Queen Street. However, the campaign wanted alternative proposals for Queen Street, recommending that Option 3 be modified to provide protected rather than advisory cycle lanes. The campaign also suggested considering improvements along the rest of Queen Street.

### Exeter Civic Society (support)

Exeter Civic Society also supported the principle of improving walking and cycling facilities and reducing the dominance of vehicular traffic in the city centre, although did not support restrictions to traffic on the Iron Bridge. However, the Society wanted to see footway widening on both sides of Queen Street, suggested that any provision for cycles should be protected/segregated and that changes should form part of integrated proposals across the city centre.