

Active Streets Heavitree and Whipton Trial Scheme

Report of the Director of Climate Change, Environment and Transport

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

1) Recommendation

That the Committee be asked to:

- (a) approve the implementation of a trial modal filter package for the Heavitree and Whipton area, as illustrated in Appendix 1, at an estimated cost of up to £190,000;
- (b) approve the implementation of the Experimental Traffic Regulation Orders required to implement the trial; and
- (c) give delegated authority to the Director of Climate Change, Environment and Transport, in consultation with the Highways and Traffic Orders Committee (HATOC) Chair and local County Council Members, to approve minor changes to the scheme design.

2) Background / Introduction

For the purposes of this report, 'Heavitree and Whipton' is an area bounded by the B3212 Pinhoe Road, B3181 Hill Barton Road, B3183 Fore Street (Heavitree)/East Wonford Hill/Honiton Road and Polsloe Road, as shown in the map below. It is a largely residential area, with a population of approximately 17,000 people, according to the 2021 Census.

As shown in Figure 1, the area contains several schools, green spaces, shops and medical facilities. These amenities generate significant volumes of short-distance trips, which would be feasible to walk or cycle for many residents. The E3 strategic cycle route runs east-west across the area and provides onward connections to Newtown and Exeter City Centre, and the E12 cycle route runs north-south and provides links to Wonford and Marsh Barton. It also has several bus services, which connect the area to Exeter city centre, Wonford, Digby and the Quay, and Polsloe Bridge railway station provides links to Exmouth, Topsham, Marsh Barton (following the imminent opening of Marsh Barton station) and Newton Abbot, as well as connections to mainline services from Exeter St David's Station. The area is therefore well connected for sustainable travel journeys.

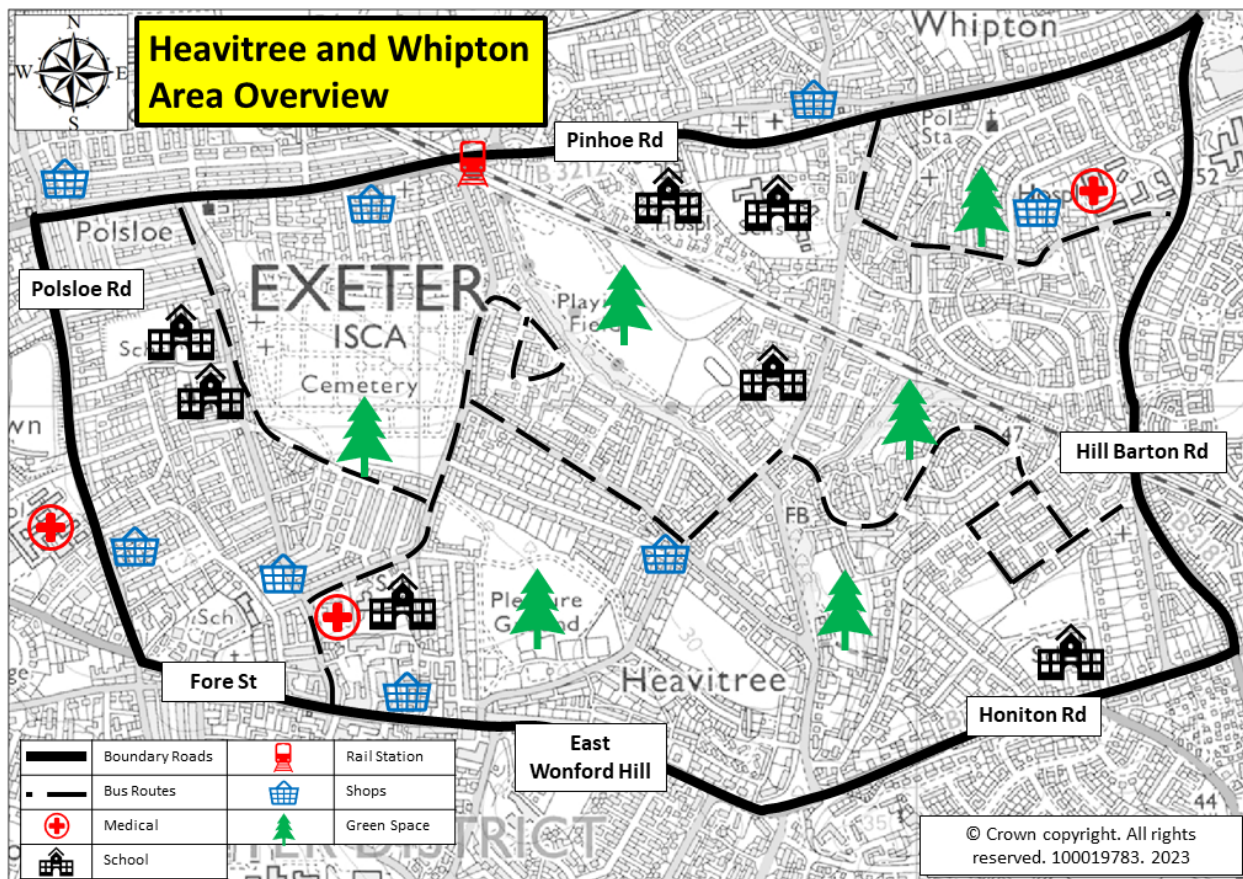


Figure 1: Overview of amenities within Heavitree and Whipton area.

There are several north-south routes between Pinhoe Road (B3212) and Heavitree Road (B3183) which are likely to be used by through traffic as well as residential traffic, increasing volumes of traffic passing through the area and impacting upon the amenity of the local area. As shown in Figure 2, on many residential streets within the area, traffic volumes exceed 2000 vehicles per day. According to the Department for Transport's Cycle Infrastructure Design guidance, people are less likely to choose to cycle when traffic volumes are over 2000 vehicles a day.

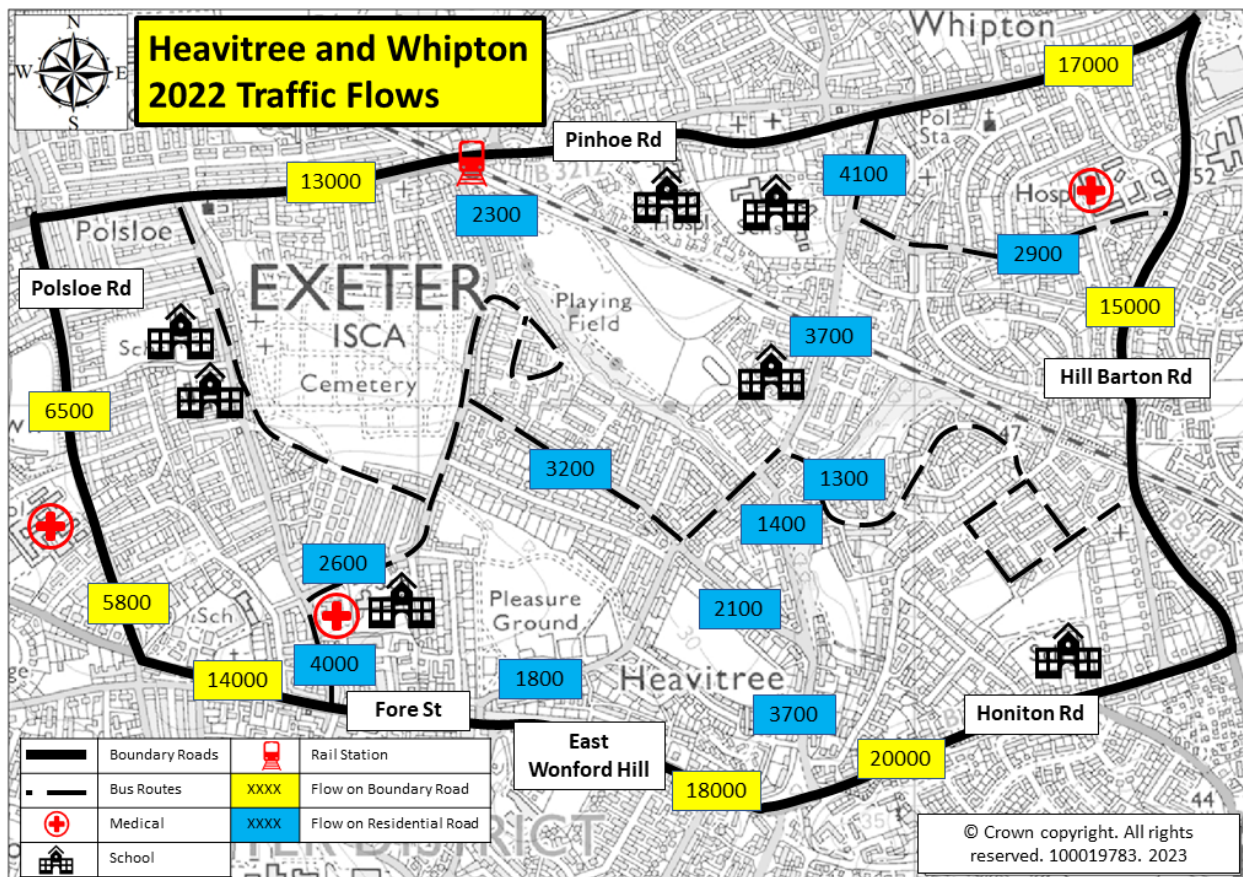


Figure 2: Baseline 12-hour (07:00-19:00) vehicular traffic flows, based on 2022 data, rounded to 2 significant figures.

Since 2020, Devon County Council has been engaging with the local community to understand the issues affecting residential streets in the area and develop measures to address these. This process has indicated that the effects of traffic and the lack of priority for walking and cycling are perceived as key issues by residents in the area. In light of this, several interventions have already been delivered, including changes to slow traffic speeds at the Whipton Lane/Sweetbrier Lane Roundabout, modal filters to create quieter streets on Homefield Road and Chard Road, and revised signage to permit two-way cycling on Park Place.

Following two public consultation exercises and additional engagement with key stakeholders, this report seeks approval to trial a series of additional interventions in the area to reduce traffic movements in the residential neighbourhood. This aims to create a safer and more attractive environment for walking, wheeling and cycling while ensuring that all properties would remain accessible by car. Traffic volumes will be significantly reduced on the residential streets, by removing most 'through' vehicular traffic, i.e. traffic not travelling to or from properties in Heavitree and Whipton, but rather using residential streets to travel between boundary roads.

3) Proposal

Proposed Scheme design

It is proposed to trial a series of interventions encompassing the residential streets in Heavitree and Whipton, using a combination of:

- **Physical modal filters**, i.e. planters or bollards, which prevent the passage of all motor vehicles; and
- **Bus gates**, which use signage to prohibit vehicular traffic, except for buses, emergency vehicles and certain other exempt classes of vehicle. Local authority vehicles (including refuse collection) will be allowed to use the bus gates where necessary. However, taxis and private hire vehicles will not be allowed to use the bus gates. These restrictions will be enforceable by the police.



Figure 3: Physical modal filter on Homefield Road (left), and bus gate on Wonford Road (right).

The locations of proposed and existing filters are detailed in the map and table below, with more detail in Appendix 1:

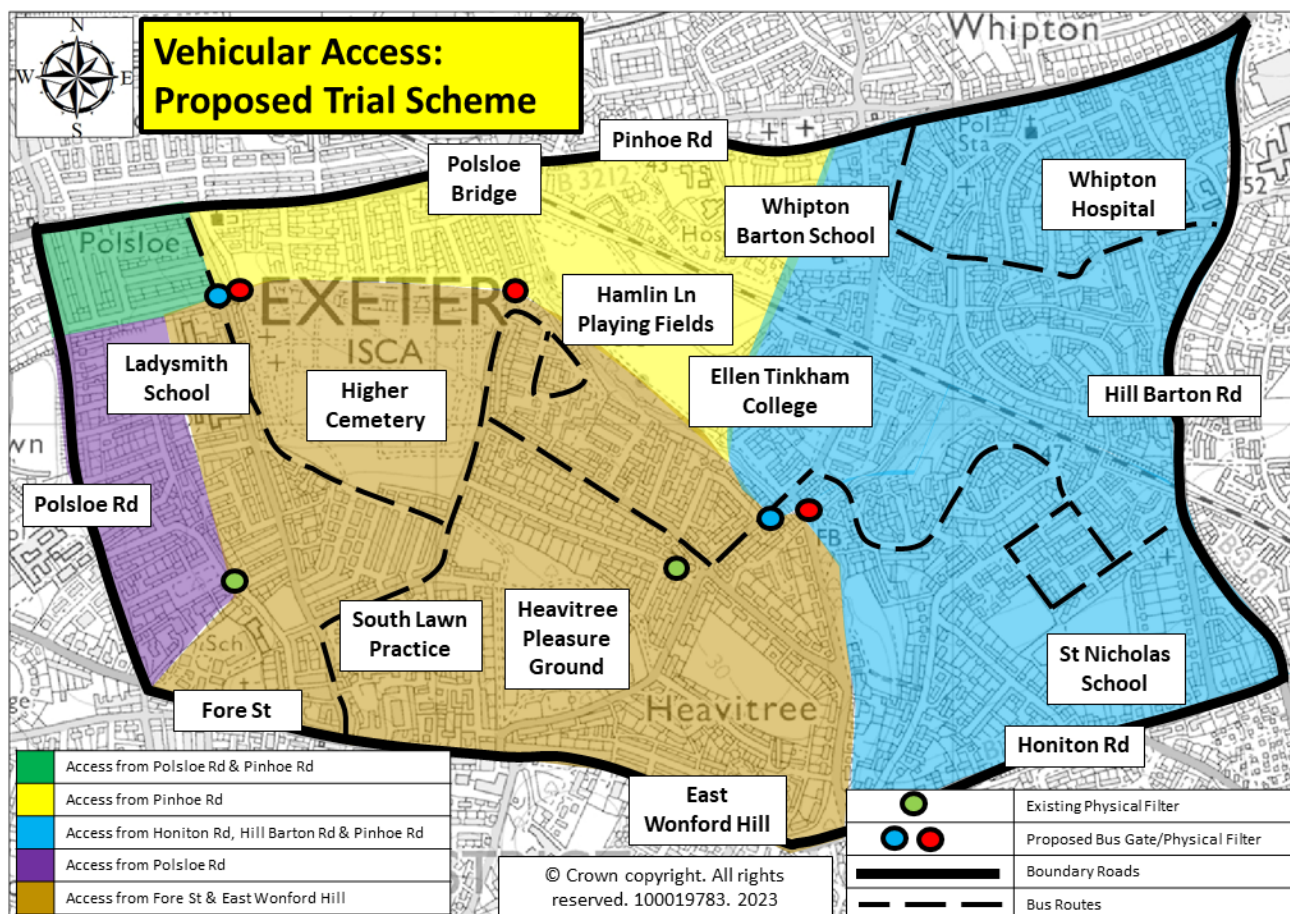


Figure 4: Overview of vehicular access under proposed trial scheme.

Road	Location	Filter type
Ladysmith Road	At Park Road/Commins Road Roundabout	Bus gate
St Marks Avenue	On slip road between Ladysmith Road Roundabout and main section of St Marks Avenue	Physical modal filter
Hamlin Lane	Between Wykes Road and Hamlin Gardens	Physical modal filter
Whipton Lane	Between Whiteway Drive and Georges Close	Bus gate
Vaughan Road	Between Whipton Lane and Vaughan Rise	Physical modal filter

Scheme plans for the proposed modal filters are included in Appendix 1. A bespoke signing plan is in development to help navigation of the local road network following the proposed changes.

Together, the package of proposed modal filters is considered to remove nearly all vehicular through routes; however vehicular access is retained to all properties albeit in some cases via different access points.

The existing permanent modal filters on Homefield Road and Chard Road will be retained during the trial and would remain if the trial scheme is subsequently removed.

The design of the proposed scheme has been developed through engagement with the local community and other key stakeholders, as documented in Section 5 below. This has enabled initial proposals to be refined to address localised concerns, whilst ensuring the scheme remains effective in removing through vehicular routes. The filter locations have also been influenced by the need to provide turning heads for vehicles which are prohibited from passing the filters and in response to feedback from emergency services.

If approved, the scheme would be trialled under an Experimental Traffic Regulation Order (ETRO) for a period of up to 18 months, commencing in August 2023.

Expected impacts

Similar traffic reduction schemes implemented elsewhere have demonstrated significant reduction in vehicular traffic on residential streets, by removing some or all of the traffic previously using these streets as through routes. Some of these vehicular trips may be displaced onto other roads, leading to increase in congestion on the boundary roads.

However, evidence suggests there is typically an overall reduction in vehicular trips following implementation of such schemes. This is thought to be because the quieter residential streets enable or encourage some people to walk, wheel or cycle short distance trips which would previously have been unattractive, for example due to traffic pollution or road safety concerns.

For example, an evaluation of a range of schemes recently implemented in London found the following:

- Traffic on **residential** roads **reduced** by an average of **45%**
- Traffic on **boundary** roads **increased** by an average of **5%**
- Traffic **overall reduced** by an average of **9%**.

Additionally, evidence from modal filters recently installed in Exeter has shown significant reductions in vehicular traffic, and increases in active travel, as shown in the table below.

Modal Filter	Before Date	Vehicles Before	Active ¹ Travel Before	After Date	Vehicles After	Active Travel After	Vehicles Change	Active Travel Change
Dryden Road	17/10/2019	6028	345	18/10/2022	1674	403	-72%	+17%
Wonford Road	17/10/2019	5649	308	18/10/2022	1862	367	-67%	+19%
Chard Road	17/09/2019	1212	171	10/06/2021	87	187	-93%	+9%
Homefield Road	02/07/2019	1110	81	15/09/2022	340	128	-69%	+58%
Doctors Walk	17/09/2019	672	247	23/09/2021	246	256	-63%	+4%

¹ Active travel = walking and cycling for Doctors Walk, cycling only for all other locations.

Modal Filter	Before Date	Vehicles Before	Active ¹ Travel Before	After Date	Vehicles After	Active Travel After	Vehicles Change	Active Travel Change
Queen Street ²	17/10/19	6259	735	15/09/2022	3108	796	-50%	8%
<i>Overall</i>		<i>20930</i>	<i>1887</i>		<i>7317</i>	<i>2137</i>	<i>-65%</i>	<i>+13%</i>

However, the extent of any changes in a given area will depend on various factors, including:

- The area's demographics, including levels of car ownership;
- The extent to which the scheme eliminates through vehicular routes in an area; and
- The provision of complementary measures, such as engagement events, reduced bus fares or taster events for example cycle buddy schemes or guided walks.

Restricting motor vehicle access is recommended by the National Institute for Health and Care Excellence in their guidance for improving the physical environment to support physical activity. Reducing vehicular traffic can also improve streets' performance against many of the Healthy Street Indicators³, which provide an evidence-based approach for assessing the human experience of being on streets.

Creating quieter streets can help facilitate social interactions between neighbours and reducing traffic volumes can result in residents feeling more 'at home' in their neighbourhoods with more space for outdoor play and conversation. This in turn may improve public health and wellbeing. Therefore, it is considered that this scheme could build upon the vibrant community spirit which already exists in the area, as evidenced by the 'Greening Heavitree' group helping to maintain the planting in the modal filters installed previously, and the work of the Park Life Heavitree community charity⁴. Such an approach is consistent with wider city initiatives including the Exeter City Council-led Sport England Live and Move programme, which has been targeting neighbourhood areas to create more opportunities for people to be active in their daily lives to increase overall wellbeing.

Encouraging people to switch from driving to walking, wheeling or cycling for short trips is in line with several strategies produced or supported by the County Council, including the Strategic Plan (see Section 6 below), Exeter Transport Strategy and Devon Carbon Plan. Encouraging modal shift can help people become more physically active, improving physical and mental wellbeing. Additionally, this can reduce traffic congestion, pollution and noise, with social and environmental benefits.

Communications and engagement

During the first six months of the trial, there will be a statutory consultation on the Experimental Traffic Regulation Orders (ETROs) required to implement it. This will enable local residents and stakeholders to provide feedback on the changes and inform next steps. Residents within the Heavitree and Whipton area, and other stakeholders, will be notified of the statutory consultation.

² The Queen Street scheme introduced a one-way system for general vehicular traffic (with two-way access maintained for buses, taxis and people walking and cycling), rather than filtering traffic in both directions, as with the other schemes listed.

³ www.healthystreets.com

⁴ www.parklifeheavitree.org.uk

If necessary, the ETRO legislation allows the scheme to be modified to address location-specific concerns. However, this would re-start the six month statutory consultation period.

A wider communications and engagement programme is in development with specialist support and will be implemented before and during the scheme trial. This is likely to include improved online (e.g. webpages) and offline (e.g. leaflets/posters) publicity materials, to:

- Explain the rationale for the proposed changes
- Help residents, businesses and other stakeholders understand how the changes may affect their journeys
- Address queries or comments that are frequently raised by residents
- Provide updates on the scheme trial, e.g. in the event of modifications to address location-specific concerns.

It is also proposed to hold community engagement activities during the trial period, to capture additional evidence regarding the impacts of the changes. Details of these engagement activities will be provided on the scheme webpage and will also be circulated to relevant local stakeholders.

Any comments submitted during the consultations will be considered by the committee before a final decision will be made on whether or not to make the restrictions permanent.

4) Options / Alternatives

Alternative options include implementing traffic reducing interventions of other forms, using different types of infrastructure to reduce traffic/support active travel, and doing nothing.

Other options for reducing vehicular traffic

As documented in Section 5 below, the Heavitree and Whipton Phase 2 Consultation invited feedback on a variety of options for local traffic reduction, which would have affected vehicular routes through Heavitree and Whipton to varying extents.

Options which only close certain through vehicular routes (e.g. north-south routes only) would have reduced impacts on people making journeys by car, compared to the proposed scheme. However, these options would do less to enable active travel, as traffic volumes in the Heavitree and Whipton area would likely be higher than under the proposed scheme. Furthermore, options closing only certain routes were not well-received during the Phase 2 consultation (see Section 5 below).

Alternatively, there are other options for interventions which would also close all through vehicular routes but would have modal filters in different locations; these would include the Option 4 originally consulted upon. However, alternative filter locations are constrained by the need to ensure turning heads are provided for vehicles and may have additional adverse impacts on residents, for example by affecting vehicular access to certain destinations, such as South Lawn Medical Practice.

Other types of infrastructure

'No Vehicles (Except for Access)' signage and/or other gateway features could be used to deter through vehicular traffic from entering the Heavitree and Whipton residential area. However, these would be less effective in reducing traffic, as they would not materially impact the attractiveness of routes through the area. Enforcement of such measures would also be challenging, as it would be difficult for the police or other agencies to determine whether drivers were legitimately accessing locations within the area.

Additional traffic calming measures could also be implemented, e.g. additional chicanes and/or humps. As noted in Section 5 below, such measures were largely well-received during the Phase 2 Consultation. However, these would be more costly than modal filters to implement on an area-wide basis and may reduce traffic volumes less.

Another option would be to provide dedicated cycle facilities on the residential streets, to separate people cycling from vehicular traffic. However, implementing such measures on an area-wide basis would be significantly more costly than modal filters, to the extent that this would be unaffordable within current budgets. Constructing such facilities would also likely require the removal of significant amounts of parking, adversely impacting residents who park on these streets. Additionally, this would be less likely to deliver the wider benefits of quieter streets, reduced air pollution and increased community interactions.

Do nothing (maintain current traffic arrangements)

Maintaining the current traffic arrangements would have the least impact on people making journeys by car or taxi, as they would continue to be able to use their existing routes. This would also mean that pollutant and greenhouse gas emissions associated with individual journeys would be unaffected, and there would be no traffic displaced onto boundary roads. However, traffic volumes on residential streets would remain the same, so there would be no encouragement to switch to walking, wheeling or cycling for short distance trips. Physical activity would not improve, meaning health benefits would not be realised, and the current negative impacts of traffic would remain.

5) Consultations / Representations / Technical Data

The proposed scheme has been developed through extensive engagement with the local community and other key stakeholders. This is summarised below, with further details available at www.devon.gov.uk/exeterstreets.

Heavitree and Whipton Consultation Phase 1 (November – December 2020)

The [Phase 1 Consultation](#) invited members of the community to express their views on various aspects of local streets, including traffic, cycling, walking, public transport, parking and play and recreation facilities.

577 users responded to this consultation, of which 68% indicated they lived in Heavitree or Whipton (many of the other respondents either worked or had family/friends in the area). Public transport and play and recreation were generally supported, however the following issues were raised:

- The effect of traffic on the attractiveness of the area
- The level of priority given to cycling
- The level of priority given to walking
- The contribution of parking to pollution
- Facilities for electric vehicle charging.

In light of this, Devon County Council developed potential options to address the effects of traffic and the priority given to cycling and walking in the area. These were consulted upon during Phase 2.

Heavitree and Whipton Consultation Phase 2 (September – October 2021)

The [Phase 2 Consultation](#) invited feedback on three potential localised interventions to reduce traffic speeds and support walking and cycling in Heavitree and Whipton:

- Widening of the existing chicanes on Sweetbrier Lane, between Hamlin Lane and Whipton Lane;
- Construction of raised crossings at the Sweetbrier Lane/Whipton Lane roundabout; and
- Construction of a raised crossing and a priority crossing at the Whipton Lane/Georges Close junction.

Feedback regarding these localised interventions was largely positive, with all 3 receiving more responses in support than in opposition. The Sweetbrier Lane/Whipton Lane roundabout scheme was subsequently approved by HATOC in July 2022 and constructed in November 2022.

In addition, feedback was invited on potential options for a modal filter scheme covering Heavitree and Whipton. These proposals were developed in view of their potential to significantly reduce traffic across the area and improve conditions for walking and cycling at a significantly lower total cost than other potential interventions, such as construction of dedicated cycle lanes. The options consulted on were as follows:

- **Option 1** – installation of 2 physical modal filters and 3 bus gates to remove through traffic from north-south routes across Heavitree and Whipton;
- **Option 2** – installation of 3 physical modal filters and 2 bus gates to remove through traffic from north-south routes across Heavitree and Whipton;
- **Option 3** – installation of 4 bus gates to remove through traffic from east-west routes across Heavitree and Whipton; and
- **Option 4** – installation of 4 physical modal filters and 4 bus gates to remove through traffic from all routes across Heavitree and Whipton.

All of the options presented received more responses in opposition than in support, as detailed in the table below:

All Respondents	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree	Total Respondents
Option 1	61%	11%	7%	12%	8%	1121
Option 2	52%	15%	8%	14%	11%	969
Option 3	64%	14%	6%	10%	6%	965
Option 4	48%	5%	3%	7%	36%	1130

When only those indicated that they were residents of Heavitree and Whipton are included, the breakdown of responses is as follows:

Local Residents	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree	Total Respondents
Option 1	61%	11%	7%	11%	9%	853
Option 2	51%	15%	8%	14%	12%	743
Option 3	64%	14%	6%	9%	6%	738
Option 4	51%	6%	4%	8%	32%	805

However, further analysis showed that the balance was approximately fifty fifty between respondents supporting at least one option and respondents not supporting any options. As documented above, Option 4, which would have closed all through routes, was the most supported of the options presented. Therefore, analysis was undertaken of the qualitative comments provided regarding this option, to identify location-specific concerns which may have generated opposition. The most common comments are detailed in the map and table below:

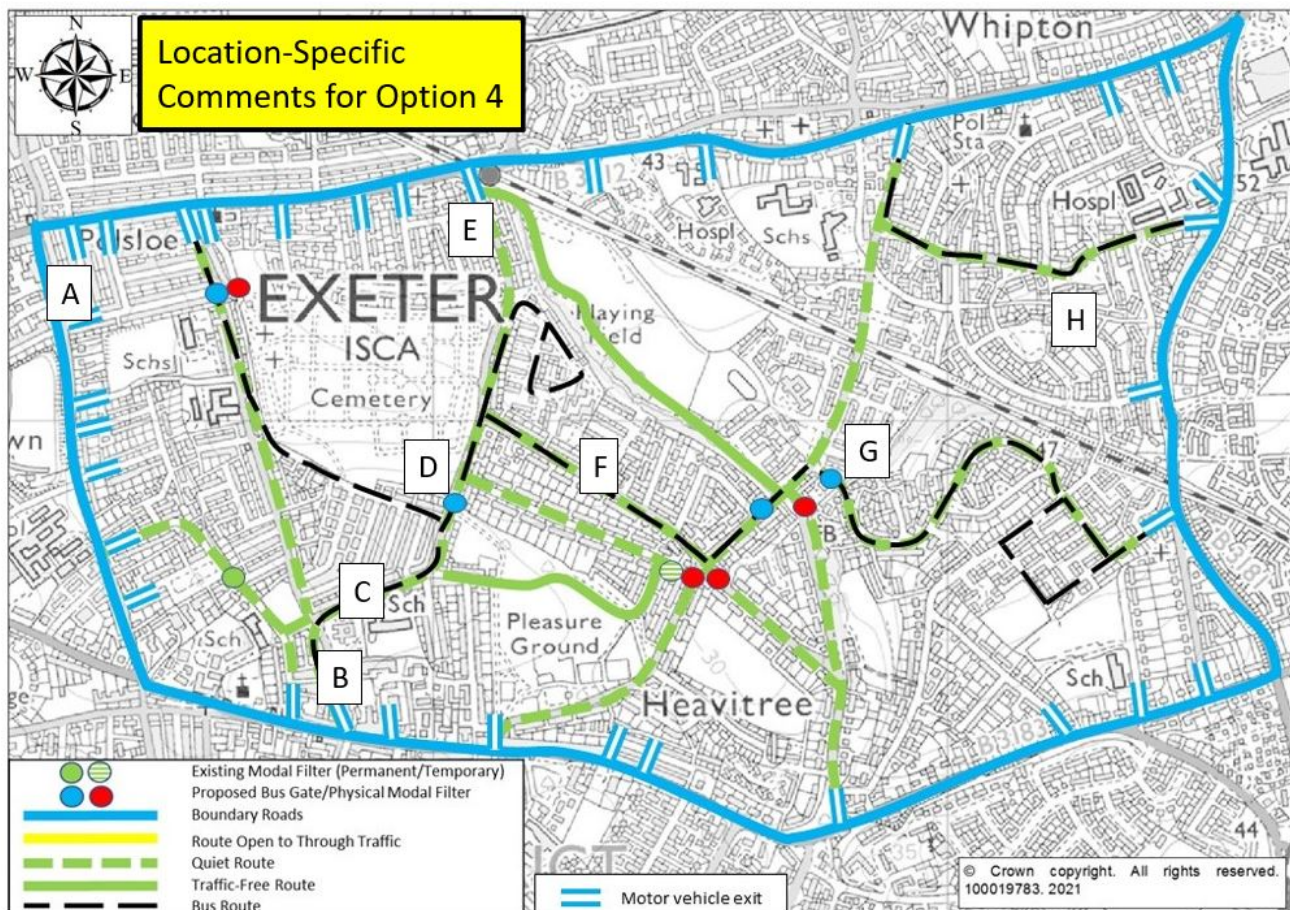


Figure 5: Map of location-specific comments regarding Option 4 from Phase 2 Consultation.

Label	Description	No. comments
A	A filter should be added to reduce through traffic on Park Road	4
B	The proposals could cause congestion at the North Street/Heavitree Road junction	4
C	The proposals could cause difficulties accessing the South Lawn Medical Practice	5
D	The proposed Hamlin Lane filter should be moved north	4
E	The proposals could cause congestion at the Hamlin Lane/Pinhoe Road (Polsloe Bridge) junction	16
F	Access to Heavitree Fore Street from the Chard Road/Sweetbrier Lane area should be retained	25
G	The proposals would cause difficulties accessing Whipton from Thornpark Rise	4
H	Filters should be added to reduce through traffic in Whipton	4

In light of these location-specific comments, a number of modifications were made to the emerging trial scheme design. In particular, a physical modal filter on Sweetbrier Lane was removed, and the bus gate on Hamlin Lane was moved northwards and converted to a physical modal filter. These changes would improve vehicular access from the Sweetbrier Lane area to the South Lawn Medical Practice and onto Fore Street/Honiton Road, whilst also reducing traffic volumes at the Polsloe Bridge junction.

Further Engagement with Stakeholders

Following the initial revisions to the scheme design described above, further engagement has also been undertaken with key stakeholders, including:

- Emergency services
- Public health clinicians
- Volunteers providing transport to medical appointments
- Disability groups
- The waste collection authority.

The emergency services and public health clinicians were broadly supportive in principle of the proposed scheme, recognising the potential for the scheme to increase physical activity levels, reduce pollution and reduce road traffic collisions. However, the representative of South Western Ambulance Service indicated that the proposed Whipton Lane South modal filter could cause difficulties for ambulances travelling to or from the Royal Devon & Exeter Hospital (Wonford). Therefore, this filter has been removed from the proposed scheme.

Living Options Devon, which exists to 'empower disabled people' across the South West, raised several concerns regarding traffic reduction interventions in general, which are detailed and responded to in the table below:

Living Options Devon comment	DCC response
Bollards/planters making streets too narrow to get through on some non-standard cycles/mobility equipment	The modal filters have been designed in accordance with the latest inclusivity and cycle infrastructure design guidance. The gaps between bollards/planters will be large enough to

Living Options Devon comment	DCC response
	accommodate non-standard cycles/mobility equipment.
Blocked drop kerbs	No drop kerbs will be blocked by the proposed modal filters.
Excessively long vehicular routes to some addresses including to and from schools which means that start finish times for people will have to increase	It is acknowledged that some vehicular routes may be increased in length by the proposals. However, revisions to the scheme design have reduced vehicular journey distances to some destinations (e.g. South Lawn Medical Practice) from much of the Heavitree and Whipton area, when compared with the previous consultation proposals.
Increased traffic and pollution on some boundary roads	As detailed above, previous studies of similar schemes have shown that some traffic often 'evaporates' rather than being displaced to the boundary roads, due to people switching from driving to walking or cycling for short trips. If implemented, DCC will monitor traffic flows during the trial period, to evaluate the extent of any changes.
Existing Accessible parking spaces being moved/removed	No disabled parking spaces will be removed.
Route planning factoring in the hilly geography of that part of Exeter	The publicity materials to be circulated before and during the trial period will assist with route planning for people driving, walking, wheeling and cycling.
Clear communication with the Visually Impaired and others for who (and their assistance dogs) changes to familiar routes are particularly hard to navigate	DCC will provide accessible publicity materials, to ensure visually impaired people and other disabled people can easily understand the information. DCC will also continue to engage with disability groups during the trial period, so that any issues can be addressed as quickly as practicable.

Representatives of the RNIB (Royal National Institute of Blind People) expressed support in principle for the proposed scheme. They noted that the benefits of similar schemes to blind and partially-sighted people are often significant, as the reduced traffic volumes can make residential streets significantly safer to navigate. In their opinion, these benefits generally significantly outweigh the disbenefits arising from increased journey lengths.

The RNIB also shared an Inclusive Street Design checklist, which is applied to this proposed scheme in Appendix 2 below.

Officers from the local waste collection authority, Exeter City Council, noted that the scheme is likely to increase the distance of some collection rounds. To partially mitigate this, local authority vehicles (including refuse collection) will be permitted to use the bus gates when required. Additionally, the Vaughan Road physical modal filter has been located north of Vaughan Rise, to enable refuse collection vehicles to safely turn around after

serving Vaughan Rise. If the scheme is implemented, officers from Devon County Council and Exeter City Council will liaise further to understand the impacts of the scheme.

Devon County Council officers will also be meeting with the Friends of the Health Centre at the South Lawn Medical Practice in advance of this HATOC meeting.

6) Strategic Plan

The proposed scheme would significantly prioritise sustainable travel within Heavitree and Whipton, in particular walking, wheeling and cycling, by reducing traffic on residential streets. By doing so, it would likely encourage more people to travel actively, benefitting their health and wellbeing.

Additionally, buses would be able to pass through the bus gates, and they would likely experience reduced congestion when travelling through the residential area. However, buses on the B3212 (Pinhoe Road) and B3183 (Fore Street/East Wonford Hill/Honiton Road) corridors may experience increased congestion, due to traffic displacement from residential streets. There is therefore a possible conflict between these proposals and those included within Devon County Council's Bus Service Improvement Plan⁵, which seeks to improve bus journey times and journey time reliability on these and other corridors, and thus encourage modal shift from car to bus.

As documented in Section 3 above, research suggests that reducing traffic on residential streets can encourage greater levels of interaction between neighbours, promoting community cohesion.

The proposed scheme may give children and younger people more confidence and greater independence to walk, wheel or cycle around their neighbourhood, reducing social isolation among this section of society. For people reliant on cars or taxis, there will be a slight increase in their journey distance and cost.

In addition, the reduced traffic on residential streets may reduce future maintenance requirements.

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

Strategic Plan priority	Strategic Plan action	Alignment
Responding to the climate emergency	Prioritise sustainable travel and transport	+2 (Moderate positive)
Responding to the climate emergency	Encourage sustainable lifestyles	+2 (Moderate positive)
Investing in Devon's economic recovery	Maintain and, where necessary, improve our highway network and improve sustainable transport options	+2 (Moderate positive)
Tackling poverty and inequality	Promote community cohesion	+1 (Slight positive)

⁵ www.traveldevon.info/bus/bsip/

Strategic Plan priority	Strategic Plan action	Alignment
Improving health and wellbeing	Give people greater opportunities for walking and cycling to increase their physical activity	+2 (Moderate positive)
Helping communities to be safe, connected and resilient	Tackle social isolation, particularly among older, younger and disabled people, and those with a long-term illness	0 (Neutral)
Helping communities to be safe, connected and resilient	Enable a range of transport options, including public transport	+1 (Slight positive)

The proposal would contribute to the aim of being a child-friendly Devon, as children can be particularly impacted by traffic and less able to safely navigate busy roads. Therefore, reducing traffic on residential streets could help support children to walk, wheel or cycle more, and may enable them to make more journeys independently, improving their self-confidence and wellbeing. The quieter streets may also facilitate additional outdoor recreation opportunities.

7) Financial Considerations

The estimated cost of the trial scheme is up to £190,000. This includes the costs of installing the proposed modal filters, design and supervision fees, communications and engagement during the trial, and monitoring of the trial's impacts on traffic and walking/cycling flows.

This trial will be funded from Capability and Ambition Fund funding secured from Active Travel England.

If it is subsequently decided to make the changes permanent, capital funding would be required to construct a permanent scheme.

8) Legal Considerations

The proposed trial would be implemented through Experimental Traffic Regulation Orders (ETROs). These allow changes to traffic regulations to be introduced on a temporary basis, so that their impacts can be better understood before deciding whether to make the changes permanent. They also allow for modifications to be made during the initial trial period, for example to address location-specific concerns.

ETROs can remain in place for a maximum of 18 months, following which the changes must either be removed or made permanent (using permanent Traffic Regulation Orders).

There is no requirement to undertake a statutory consultation prior to implementing ETROs. However, formal objections can be made during the first 6 months after the making of ETROs. If an ETRO is modified during the trial period, the 6-month period for making formal objections restarts. All comments received will be fully considered.

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 practicable, to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of parking facilities.

With reference to the above duty, this scheme is likely to enable pedestrians and cyclists to travel more expeditiously and safely within the Heavitree and Whipton area. While the aim of the scheme is to reduce overall traffic volumes by encouraging more short-distance trips to be made sustainably, there will likely be displacement of through traffic onto the boundary roads which operate at capacity during peak times. The full impacts will be monitored during the trial of the scheme to inform future decisions on whether to amend the scheme or make it permanent.

9) Environmental Impact Considerations (Including Climate Change)

The proposed scheme is aligned with several transport-related actions in the Devon Carbon Plan:

- Reallocating road capacity to sustainable modes (action T11);
- Implementing filtered permeability to promote sustainable travel (action T12); and
- Supporting employers to make commuting by active transport more attractive (action T26), by providing quieter routes for walking and cycling to employment sites.

Implementing filtered permeability, i.e. filtering out through vehicular traffic on certain streets, is also supported in Exeter City Council's Air Quality Action Plan (action 1).

The proposed scheme is expected to impact the environment in two principal ways:

- Causing people to change the routes they use to make journeys, due to certain roads being closed to through vehicular traffic; and
- Causing people to change their mode of transport, for example to switch from driving to walking, wheeling or cycling, due to traffic volumes reducing on certain roads.

Within the Heavitree and Whipton residential area, the impact on the environment is expected to be beneficial, due to traffic (and associated noise and pollution) reducing. However, there may be an adverse impact on the environment on certain boundary roads, due to traffic reassigning onto these roads from the residential streets, including East Wonford Hill, which currently has the highest recorded levels of air pollution within Exeter.

Due to certain vehicular routes becoming longer, the scheme may increase the greenhouse gas emissions generated by certain individual trips. However, as explained in Section 3, the total number of vehicular trips across the area (encompassing both residential streets and boundary roads) is expected to reduce.

To assess the impacts of the scheme on traffic and walking/cycling levels, and hence on the environment, a comprehensive monitoring programme has been developed. Baseline flows are available from counts on both residential streets and boundary roads, which would be compared with equivalent data recorded during the trial period. This could help inform a decision whether or not to make the changes permanent.

10) Equality Considerations

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

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

in relation to the protected characteristics (age, disability, gender reassignment, marriage and civil partnership (for employment), pregnancy and maternity, race/ethnicity, religion or belief, sex and sexual orientation).

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

In progressing this particular scheme / proposal, an Impact Assessment has been prepared which has been circulated separately to Exeter HATOC Members and also is available on the Council's website at <https://www.devon.gov.uk/impact/published>

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

People who are less experienced at cycling and/or particularly susceptible to the impacts of traffic, including children, older people and women, are expected to particularly benefit from the reduced traffic. For individuals without access to a car, this may improve access to opportunities such as education, employment and community activities.

The increase in length of some vehicular journeys may particularly impact people for whom walking, wheeling or cycling is less feasible, which includes some disabled people and older people. However, it should also be noted that the scheme may make it easier for people wheeling to navigate the area, as it is likely to make wheeling on the road safer by virtue of reducing traffic. Additionally, some blind, partially-sighted or deaf people, who may have difficulties detecting approaching traffic, may find navigating the area safer, due to the expected lower traffic volumes.

During the proposed trial period, further engagement would be undertaken with the local community, including representatives or groups of people with protected characteristics, such as disabled people and older people. This would enable the Council to further evaluate the potential impacts of the trial scheme on different groups of people, prior to a decision on making the scheme permanent.

11) Risk Management Considerations

This proposal has been assessed and all necessary safeguards or action have been taken to safeguard the Council's position.

In developing this proposed scheme, internal discussions have been undertaken to evaluate the risks associated with the trial in relation to emergencies, such as flooding, in response to which the Council is developing contingency plans.

As shown in the below map, emergency vehicles will be able to access the majority of the Heavitree and Whipton area from all four boundary roads. A location of particular concern in relation to flooding is the Vaughan Road railway bridge, however all vehicles will have alternative routes avoiding this bridge in the event of an incident. For example, properties between the railway bridge and the Whipton Lane bus gate/Vaughan Road physical modal filter will be accessible from Hill Barton Road and Thornpark Rise.

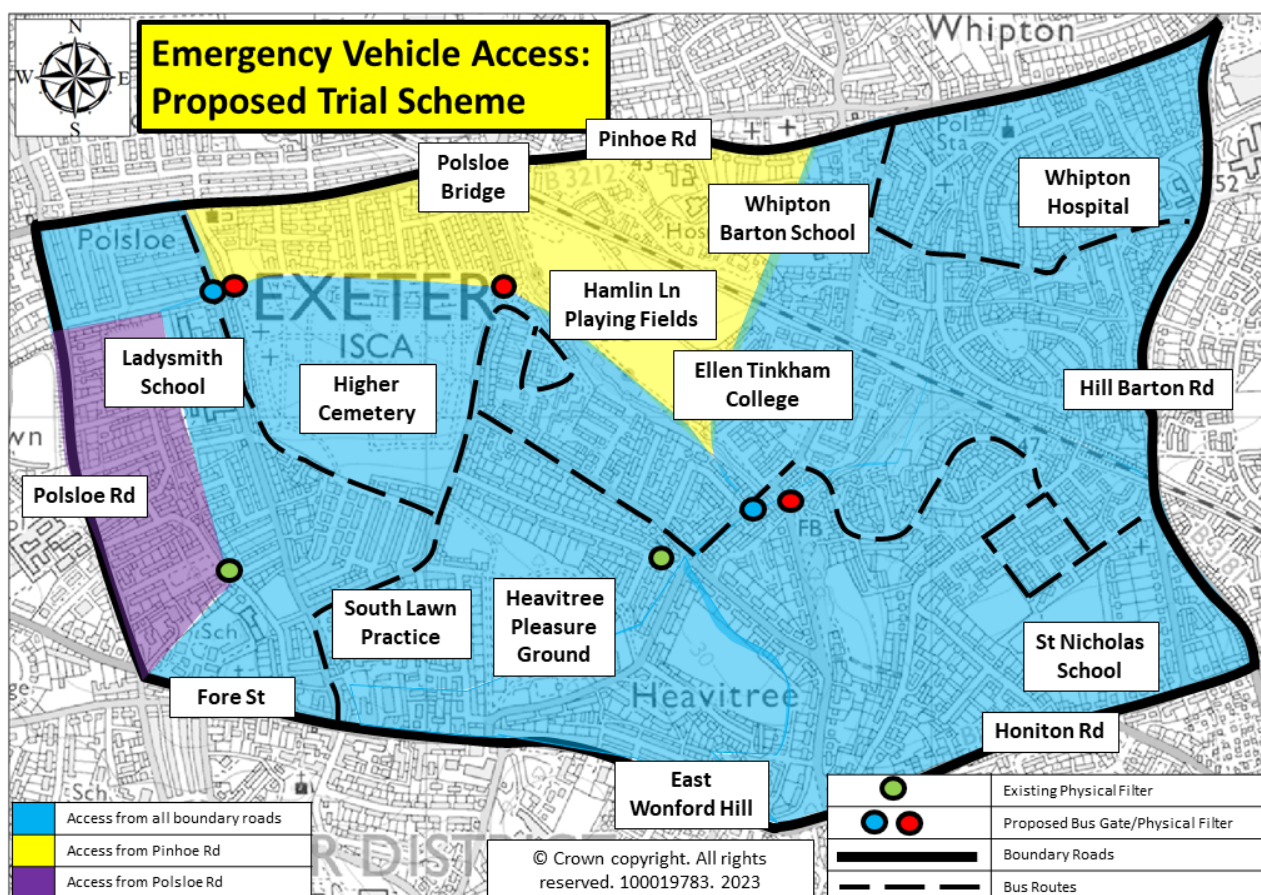


Figure 6: Emergency vehicle access under proposed trial scheme.

As noted above, the impact of such schemes can vary from location to location, due to variations in demographics, for example levels of car ownership and age distributions. This means that, for example, impacts of displaced traffic on journey times and junction performance is subject to significant uncertainty. It therefore cannot be ruled out that delays at certain junctions will increase.

In light of the above, it is proposed to implement a monitoring programme, including pedestrian, cycle and traffic counts, to evaluate the trial scheme's impacts. This could then inform any decision on permanent changes.

To reduce the risk of delay to implementation of the scheme if approved by this committee, road space booking requests have been placed for the works required to install the modal

filters. Emergency services and other key stakeholders will be notified of these planned works, and the associated Temporary Traffic Regulation Notices are publicly available via the One Network website. However, these works will only be undertaken if the trial scheme is approved by this committee; if the scheme is not approved, the road space bookings will be cancelled.

12) Summary / Conclusions / Reasons for Recommendations

The recommended scheme would implement a trial package of modal filters for the Heavitree and Whipton residential area. This is recommended to reduce traffic volumes on residential streets and support people to walk, wheel and cycle more often and improve public health and wellbeing. These positive outcomes align well with various objectives in the Devon Carbon Plan, Devon Strategic Plan and Exeter Transport Strategy, as detailed in Section 9 as well as wider city initiatives in partnership with Exeter City Council. Whilst there are consequences with regards to network management and street works, these will be monitored and there will be options for feedback throughout the experimental trial.

The scheme has been developed following two phases of consultation with the local community, and subsequent engagement with key stakeholders. This engagement has enabled location-specific concerns regarding initial proposals to be addressed, so that the scheme better meets the needs of the local community. There will be ongoing engagement and consultation to understand the impacts of the trial.

Meg Booth

Director of Climate Change, Environment and Transport

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

Local Government Act 1972: List of background papers

Background Paper: Nil

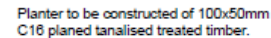
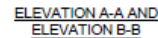
Contact for enquiries:

Name: transportplanning-mailbox@devon.gov.uk

Telephone: 01392 383000

Address: Room 120, County Hall, Topsham Road, EX2 4QD

Scheme Plans: 1 of 5 – Planter Details



1. Do not scale.
2. Drawing to be printed in colour.
3. All dimensions are in millimetres unless otherwise stated.
4. The exact extent and location of wooden planters to be agreed with the engineer on site.

- Timber to be pressure treated. No stain or finish required.
- Minimum timber thickness 50mm for durability.
- Planter to be lined with single rectangular piece of heavy duty polythene plastic sheeting. Minimum 400 gauge.
- Lining to finish approximately 20mm below the top of the rim.
- Lining to be fixed using staples within the upper half of the planter only.
- Lining to be laid flush to each face. To accommodate internal corners, sheeting must be folded, with the excess plastic fixed flush in place also using staples. Plastic must not be cut to fit corners.
- Small regular holes to be cut in the base of the lining in line with gaps in base timber.
- To allow water to drain freely, a 10mm gap is required between timber boards in the base of the planter.

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NOTES

- DO NOT SCALE FROM THIS DRAWING.
- DRAWING TO BE PRINTED IN COLOUR.
- DIMENSIONS ARE IN METRES UNLESS OTHERWISE STATED.
- SIGN LOCATIONS ARE SHOWN INDICATIVELY AND ARE TO BE AGREED WITH ENGINEER ON SITE.
- PROPOSED SIGNS TO BE IN ACCORDANCE WITH TUGBO 2018 AND TRAFFIC SIGNS MANUAL.
- ALL SIGNS TO HAVE A MOUNTING HEIGHT OF 2.4M.

SCALE

SIGN LOCATIONS

PROPOSED PLANTERS

PROPOSED LINES

PROPOSED SIGN BACK TO BE MOUNTED ON EXISTING LIGHTING COLUMN

Location Ref.	Location	Height	Size
1	100m	100m	100m
2	100m	100m	100m
3	100m	100m	100m
4	100m	100m	100m
5	100m	100m	100m
6	100m	100m	100m
7	100m	100m	100m
8	100m	100m	100m
9	100m	100m	100m
10	100m	100m	100m

No entry 200 cycle ahead except cycles

PROPOSED SIGN BACK TO BE MOUNTED ON EXISTING LIGHTING COLUMN

Location Ref.	Location	Height	Size
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5	100m	100m	100m
6	100m	100m	100m
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8	100m	100m	100m
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10	100m	100m	100m

No entry 300 cycle ahead except cycles

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Except cycles

PROPOSED SIGN BACK TO BE MOUNTED ON EXISTING LIGHTING COLUMN

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Except cycles

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Except cycles

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Except cycles

PROPOSED SIGN BACK TO BE MOUNTED ON EXISTING LIGHTING COLUMN

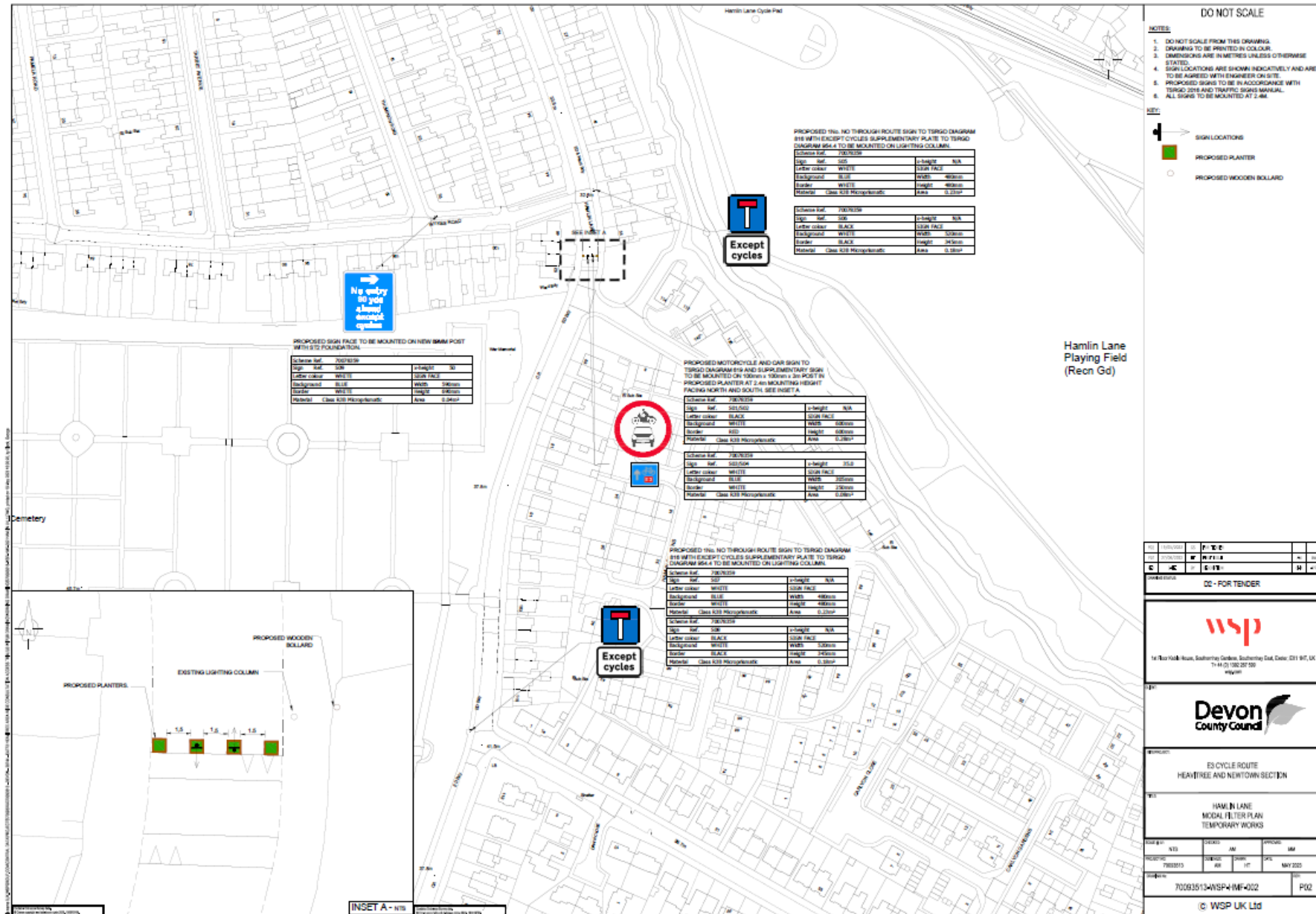
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Except cycles

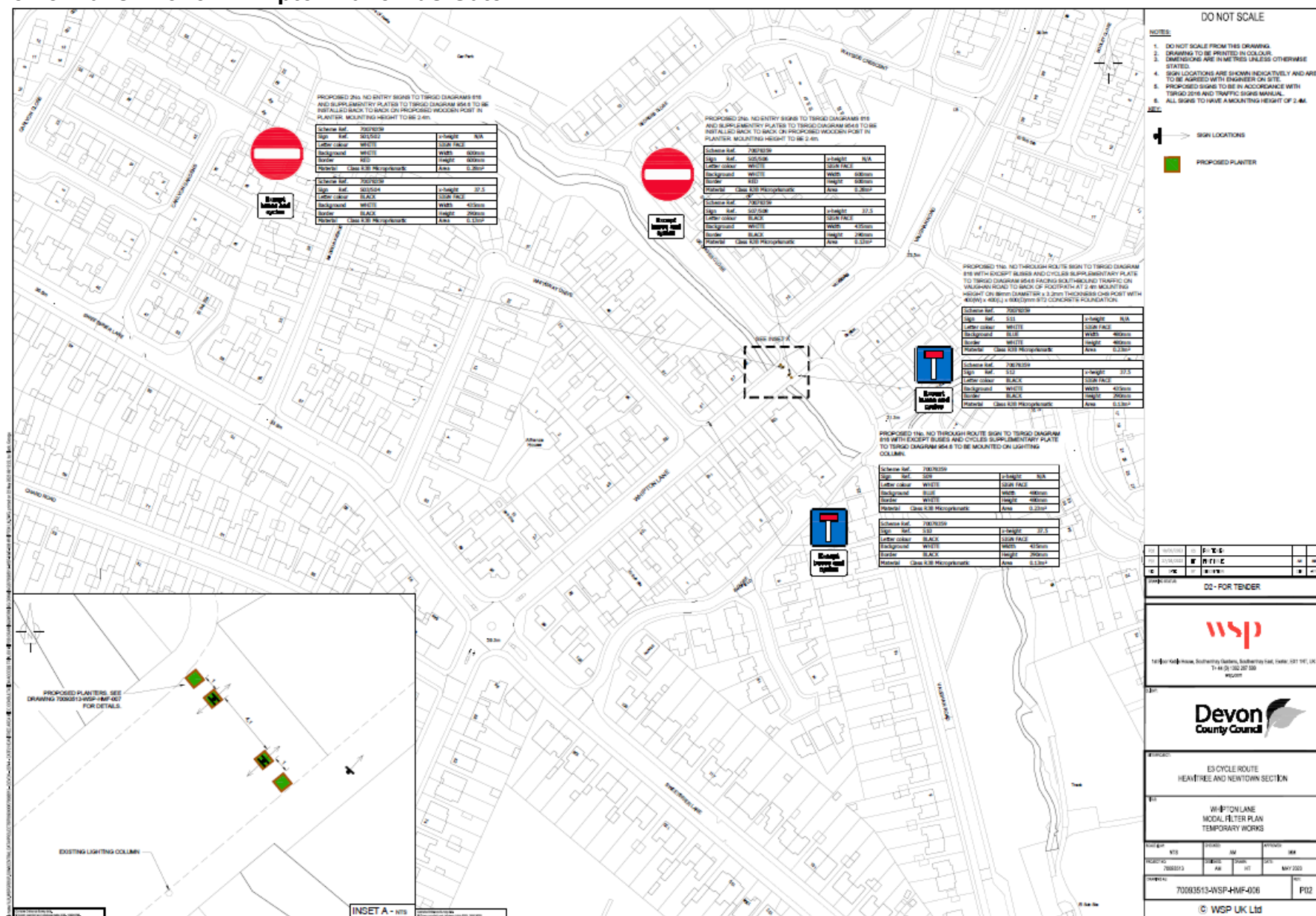
PROPOSED SIGN BACK TO BE MOUNTED ON EXISTING LIGHTING COLUMN

Location Ref.	Location	Height	Size
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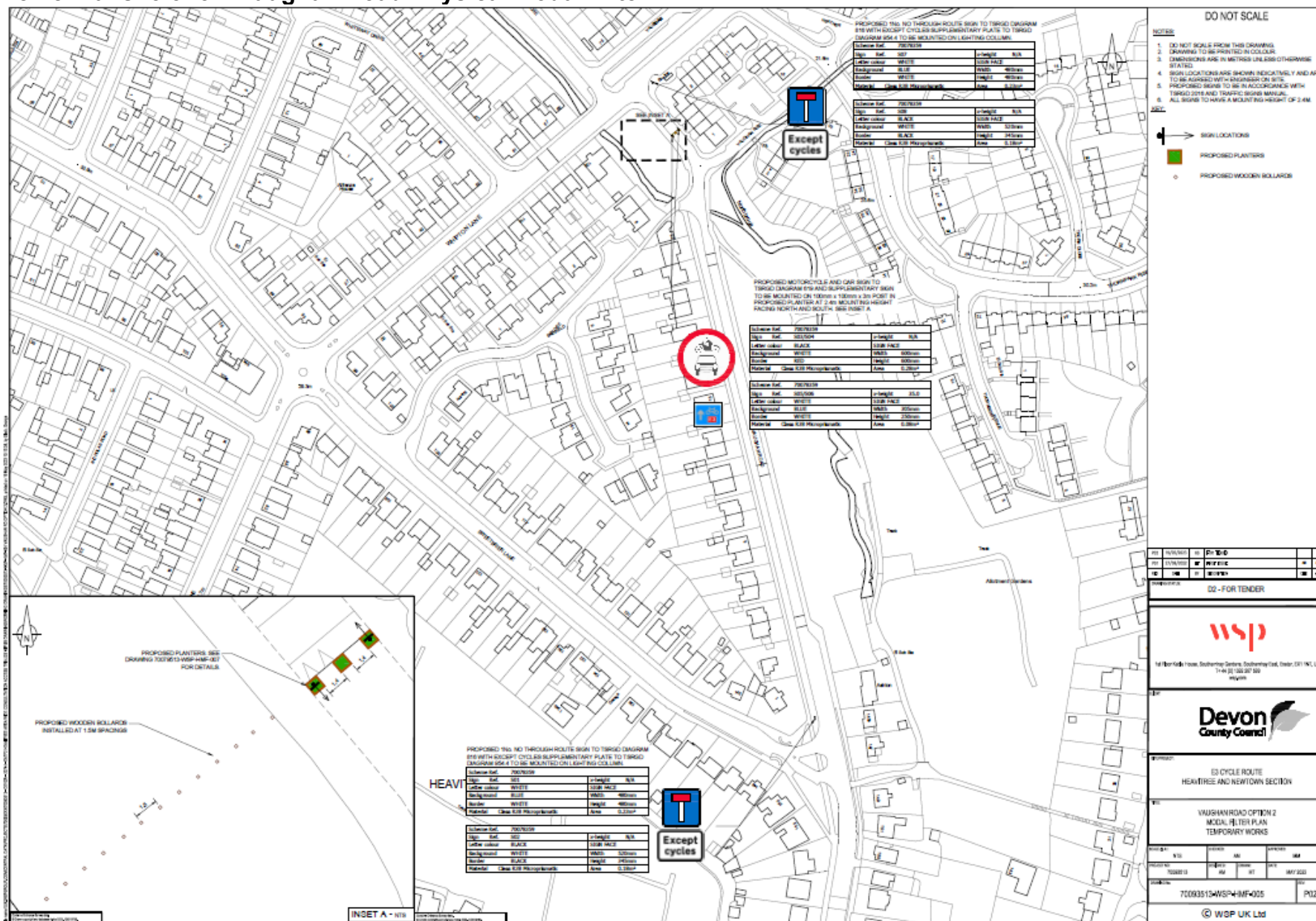
Scheme Plans: 3 of 5 – Hamlin Lane Physical Modal Filter



Scheme Plans: 4 of 5 – Whipton Lane Bus Gate



Scheme Plans: 5 of 5 – Vaughan Road Physical Modal Filter



Appendix 2 to CET/23/38

RNIB Inclusive Street Design Checklist

Item	DCC Response
1. Are all pavements, walkways and routes pedestrians would use kept free for pedestrian use only – i.e. are they always separated from vehicles by a detectable kerb (minimum 60mm upstand)?	No changes in status of footways proposed during trial. However, scheme may make people feel safer cycling on road, reducing their propensity to cycle on footways.
2. Are there enough pedestrian-only routes to take people safely from the start to the end of their walking journeys (for example, from shops or residential areas to public transport)?	No new pedestrian-only routes proposed during trial. However, scheme likely to reduce conflicts with vehicles during walking journeys.
3. Do roads and cycleways have accessible, signal-controlled crossings so pedestrians can cross safely?	No changes proposed during trial.
4. Do all pavements, walkways and routes pedestrians would use have clear and unobstructed pathways at least two metres (6.6 feet) wide?	No changes proposed during trial.
5. Are transport hubs like train stations, bus stops, and community facilities easily accessible for everyone?	No changes to transport hubs proposed during trial. Trial scheme designed to facilitate access to key community facilities as easily as practicable whilst maintaining integrity of modal filter scheme.
6. Is access for disabled people travelling in cars or taxis maintained on pedestrianised or low-traffic routes?	Vehicular access maintained on all roads. However, disabled people in cars or taxis may need to take alternative routes to access properties.
7. Do new designs or proposed changes comply with existing guidance on accessibility? For example, do they provide good colour contrast and correctly installed tactile paving in a way that minimises its potential negative impact on wheelchair users?	No new tactile paving proposed during trial. However, modal filters will be sufficiently wide to enable mobility scooters, wheelchairs, non-standard cycles etc. to pass, in line with LTN 1/20 (Cycle Infrastructure Design guidance).
8. Have new designs or proposed changes been consulted on, and undergone Equality Impact Assessments?	Concept of modal filter packages subject to public consultation, and modifications subsequently made to scheme design. Key stakeholders engaged re. detailed design, with further public consultation during trial (if

Item	DCC Response
	approved). Impact Assessment to be published in advance of HATOC.
9. Have any accessibility issues highlighted in the consultation or Equality Impact Assessment processes been resolved?	Impact Assessment to be published in advance of HATOC. However, impact on vehicular journey lengths infeasible to fully resolve if integrity of modal filter scheme maintained.
10. Have all local people been informed of changes made to their local area, including those who may need different information formats?	Area-wide engagement planned prior to implementation of scheme, incorporating different information formats. Seeking professional comms support to deliver this.

Active Streets Heavitree and Whipton Trial Scheme - Final