



# Exeter **Cycling** Campaign

response to the

## Draft Exeter Transport Strategy



## “Targets, Steps and Timetable”

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“Transport is not, and has never been, just about transport. It’s about better connected cities, and better housing. It’s about rural areas and rural connectivity. It’s about loneliness, more inclusive communities and more productive businesses. It’s about society and culture.”

[Jesse Norman Minister of State for the Department for Transport](#)

# “Targets, Steps and Timetable”

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## 1.0 Introduction

The Exeter Cycling Campaign warmly welcomes the chance to comment on the [DCC Draft Exeter Transport Strategy 2020-30](#).

Moving people into and across the city is a critical issue for Exeter as the city grows. We need to embrace solutions that have been proven to work elsewhere to respond to the challenges facing Exeter - congestion, poor air quality, climate change and inactive lifestyles.



The aspirations of this Strategy are very good. We strongly endorse the aspiration for Exeter to become the country's most active city, to reduce the dominance of the car in urban areas and to build a comprehensive, accessible and coherent cycle network. The recognition that our Strategy for movement in the city must be people-centric is a critical paradigm shift, as is the recognition that building extra highway capacity is not possible.

We look forward to the Highway Authority expediting the delivery of the “*comprehensive, accessible and coherent cycle and pedestrian network*”. We commit to working positively with the Council as part of the [LCWIP](#) process, to help design this.

The Strategy's goals are high and laudable. We recognise that a strategy sets a high level direction. However, this Strategy lacks clarity in some areas, has surprising omissions and in some areas needs to be more ambitious. The draft Strategy appears to will the ends, but not always the means to delivering these ends. The Strategy needs to articulate the **Targets, Steps and Timetable** for delivery.

The Exeter Cycling Campaign offers the following observations and proposals on the draft Exeter Transport Strategy for your consideration.

## “Targets, Steps and Timetable”

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### Summary of Proposals from the Exeter Cycling Campaign

- Set SMART<sup>1</sup> targets, with specific steps and timelines for all goals in this Strategy
- Be explicit about the interventions needed to deliver this strategy
- Plan a dense network of cycle paths
- Adopt best practice design guidance
- Rebalance transport spending towards sustainable modes
- Be explicit about which corridors will be changed and how cycling and walking will be prioritised

Detailed proposals can be found in section 3.0

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<sup>1</sup> SMART: Specific, Measurable, Achievable, Relevant, Time-based

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## 2.0 Comments and proposals from the Exeter Cycling Campaign

### 2.1 Naming the strategy

We share the analysis that urban transport policy is shifting away from being ‘car-centric with road building and car parking’ and to a multi-modal approach, with the needs of all users better balanced. Jesse Norman, Minister of State for the Department for Transport, was right when he stated recently<sup>2</sup> that we need to *“think about mobility in a different way”*. As such, it would help communicate the intent of this Strategy if it were to be named a ‘Mobility Strategy’ rather than a transport Strategy.



**Rename this a Mobility Strategy**

### 2.2 Capacity and efficiency of the Highway Network

We take it as self-evident that the existing road network is at or near capacity and there is little room in the city to add to the space allocated for the public highway (para 1.39 and 1.40). We welcome the Strategy explicitly stating this.

The draft Strategy rightly acknowledges that the highway’s capacity can be increased by enabling more efficient modes of transport. Cycling and public transport represent a much more effective use of road space - with seven times more people able to clear a junction on bikes than in cars<sup>3</sup>.



It is not clear what is meant by the intention to increase network efficiency by using technology to *“optimise operation or even remove signal controls to improve capacity, safety, resilience and air quality”* (section 8).

If this means reducing crossing times on pedestrian crossings then we would challenge this. Evidence<sup>4</sup> from London, where this was tried, suggests that attempts to smooth traffic flow “.. is at odds with *safe walking and cycling conditions*” (which are the very transport modes we need more people to adopt in preference to using a car). We need to get people out of the habit of using a car, and to do this we

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<sup>2</sup> Speech delivered to the Transport Technology Innovation Showcase. Feb 2019

<sup>3</sup> Cycling Embassy of Great Britain: [Capacity](#)

<sup>4</sup> Campaign for Better Transport 2011 report “[Every Journey Matters? Does smoothing traffic flow work for everyone?](#)”



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need to provide viable, safe alternatives. Shifting away from being car-centric requires proper investment in alternatives, not more investment in cars which is essentially what this technology appears to represent.

The report observed that *"in practice, smoothing traffic flow and increasing road capacity have become confused and a higher priority has been placed on motor traffic flow. The result is that pedestrian and cyclist interests have suffered"* and with this, of course, a deterioration in modal shift to sustainable transport modes.

The report summarises their learning: *"smoothing traffic flow does not allow for the most efficient use of the road network which, as many progressive cities have discovered, requires that the highest priority on increasingly scarce road space is given to the vehicles and modes that make best use of it: pedestrians, cyclists and buses"*

**Ensure that technological / data driven attempts to smooth traffic are not done at the expense of people walking and cycling**

## 2.3 Are the goals stretching enough?

The draft Strategy commits to the following goals:

- *"50% of trips within the city will be made on foot or by bike"* (Para 1.46)
- *"50% of work trips originating in Exeter to be made on foot or by cycle"* (Para 4)

These are two different targets, with one more stretching than the other. Is this the intention?

Whilst it is very positive that *"the majority of Exeter residents do not drive to work"* we would like the Strategy to lay out more clearly how stretching the above goal(s) are. This will demonstrate more clearly whether the Strategy's goals are *"ambitious"* or not.

We only have access to the 2011 census data which shows that eight years ago 39% of people who live and work in Exeter travelled to work by foot or cycle. This strategy's goal to deliver 50% of work trips (originating in Exeter) by 2030 suggests an **annual growth of possibly less than 1% in these modes**. It is difficult to assess how ambitious this target is. This Strategic goal appears more modest than even the DfT's goal of doubling cycling in 8 years to 2025<sup>5</sup>.



**Clarify the target for foot/bike modal share and demonstrate how stretching this goal is compared to 2019 levels**

<sup>5</sup> DfT ['Cycling and Walking Investment Strategy 2017'](#)

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The Strategy should state how its success will be measured. Currently there are too few quantifiable goals in the Strategy and no proposals for what data sources will be used to track delivery of the Strategy.

For example, we would expect to see measures such as the following collected and published:

- Regular walking and cycling counts (rather than awaiting the census data every decade).
- Miles of protected cycle path delivered
- Percentage of annual transport spend (capital and revenue) on sustainable / unsustainable transport
- Miles of residential roads filtered for rat running traffic
- Transport-generated carbon pollution in Exeter
- Modal share of children walking / cycling to school

The Bristol City Transport strategy suggests how this measurement of the Exeter Strategy’s delivery might be done ([see page 77 of their strategy](#)).

<b>State how the Strategy’s goals / success will be measured</b>
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## 2.4 A dense network of safe, convenient and connected cycle paths

We warmly welcome the commitment to delivering a *“comprehensive citywide cycle network...delivering safe routes that can be enjoyed by all”*.

This citywide network needs to be accessible for people of all ages and abilities to be able to cycle safely. It must be a **dense** network, and convenient, linking not only “key destinations” (Para 4) but allowing all journeys across the city. This requires protected paths on busy roads, traffic-reduced roads in residential areas, paths through parks, paths which keep cars, cycles and pedestrians separated and junctions designed to prioritise people walking and cycling.



We would reiterate our call for a timetabled commitment to engaging in [LCWIP](#) ‘process’ to design this citywide cycle network. It’s been almost two years since the launch of the [CWIS](#) and without an LCWIP Devon/Exeter risks missing out on any central government assistance for building cycling infrastructure. We understand that the DfT LCWIP guidance strongly suggests bringing local stakeholders, including cycle campaigns, into the LCWIP planning process. We look forward to contributing positively to this process.

<b>Commit to a timetable for building an LCWIP and bring Exeter Cycling Campaign into this process</b>
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# “Targets, Steps and Timetable”

We would have liked to see in the draft Transport Strategy a more explicit commitment to what delivering a *“comprehensive citywide cycle network...delivering safe routes that can be enjoyed by all”* means for the allocation of space on the public highway. The Strategy needs to be making it clearer to citizens that this will involve removing car parking on some streets and rebalancing road space in favour of more efficient transport modes (cycling and public transport). We would suggest that the Strategy should echo the clarity of, for example, the recently-issued guidance from NICE which encouraged Highways Authorities to *“prioritise pedestrians, cyclists and public transport over motorised vehicles”*<sup>6</sup>.

**Explain and justify why and how road space will need to be reprioritised to active travel modes**

With significant housing development planned within and around Exeter we have a generational opportunity to build new residential areas which are no or low car places. To deliver this the area-wide cycling and walking networks need to be designed and delivered before these areas receive residents. This will enable cycling and walking modal choices in preference to car driving. We would expect to see the cycling network for the SW Exeter new housing development to be the prime and early-delivered transport infrastructure rather than a ‘hoped-for future’ delivery.

We welcome the commitment in the Strategy to “providing high quality strategic cycle links creating a city region strategic ...network” para 1.48 but would challenge the description of this as a ‘leisure’ network. This regional cycle network needs to enable *utility* cycle journeys.

## 2.5 Design standards

The Campaign is encouraged to read (section 5 ‘People Based Places’) that *“New Street Design standards”* will give *‘greater emphasis to sustainable travel users’* and that the regional centres will be connected with *“new high quality strategic cycle links”*.



**Local Transport Note 1/12**  
September 2012



We welcome the commitment to building *“a consistent standard of sustainable transport”*. With updated Local Transport Note design standards scheduled to be delivered in Spring 2019 we expect DCC to explicitly embrace this as an underpinning to delivering this strategic objective.

## Shared Use Routes for Pedestrians and Cyclists

**Explicitly embrace the most up to date Local Transport design standards from the DfT**

The Strategy should show what *‘high quality design standards’* looks like by giving examples. The strategy should show how examples of design for side-road priority for people walking or cycling, how protection will be delivered for people cycling on major roads, how to keep people walking and cycling separated and how ‘advance-go’ work on on traffic lights.

<sup>6</sup> [NICE Guidance Jan 2019](#)



# “Targets, Steps and Timetable”

## Give examples of ‘high quality design standards’ for cycling infrastructure

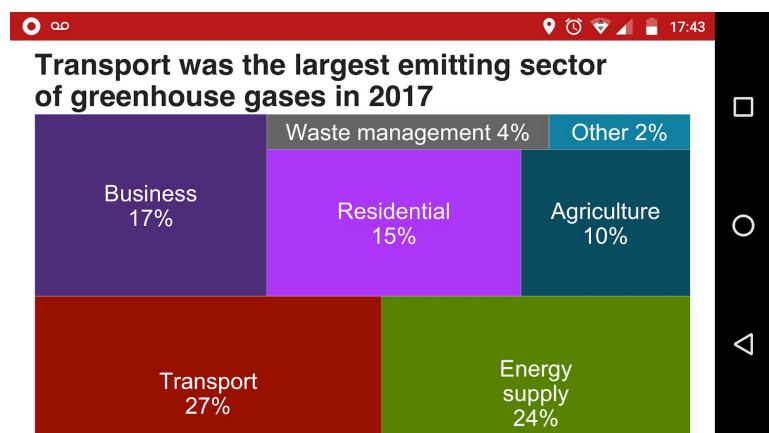
Cycle paths open up the city for children, old people and for people who use a bike as a disability aid. It is surprising that the Draft Transport Strategy makes no reference to the important role that highway design has for opening up the city for the young, the old and for people living with disabilities.

## 2.6 Responding to the climate emergency

We noted with incredulity that the draft DCC Transport Strategy makes no reference to the climate emergency we face and transport’s large role in this.

In the light of the [recent IPCC report](#) and calls for our economy to become carbon neutral **very** quickly it is imperative that this Transport Strategy sets out a commitment to and specific, timetabled measures to achieve this.

This requires a paradigm shift in our transport thinking and funding. All transport funding should be for sustainable transport, with exceptional, special cases needing to be made for schemes to build *unsustainable* transport infrastructure.



Measures we would have expected to see in the transport Strategy include enabling infrastructure for last-mile sustainable transport delivery of goods, freight-consolidation sites, parking levies, congestion charging and multi-modal transport interchanges. The Strategy needs to lay out concrete, timetabled steps to decarbonise our transport very quickly, and the most effective means of doing this is to enable a significant modal shift to walking and cycling.

## Commit to specific measures to deliver a 45% reduction in transport-induced carbon pollution by 2030 to meet IPCC goals

## 2.7 Corridor Enhancement

We welcome the commitment to “*Deliver corridor enhancements to improve pedestrian / cycle safety, bus reliability, reduce pollution and support key neighbourhood centres*”.



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We are surprised that the Strategy hasn’t indicated what these corridors are and how this aim will be delivered.

We would suggest that examples are given (perhaps simply as pictures) for how these corridor enhancements will be achieved and which corridors are being considered. For example, what is the strategic plan for Cowley Bridge Road, Pinhoe Road, Topsham Road, Alphington Road and Cowick Street? Furthermore, how does this strategy support Exeter City’s 20 year vision.

**List the corridors where enhancements to improve pedestrian / cycle safety will be made and give examples of how these enhancements will be made**

## 2.8 Stop the rat running

We welcome the Strategy’s commitment to building “*Modal filters on residential streets to remove through traffic and create quieter and safer environments for pedestrians and cyclists*”.

Here again, the Strategy needs to be more specific about what modal filtering interventions it aims to achieve by 2030.

The Exeter Cycling Campaign’s [Living Streets](#) report gathered over seventy proposals from local residents in 2017. This made suggestions for where modal filtering can inhibit rat running, make the city more permeable for active travellers and make neighbourhoods more liveable. As a minimum we would have expected the Strategy to have committed to have implemented, with local resident agreement, rat running prevention schemes in three residential areas in three years: Heavitree, St.James and St.Leonards and all residential areas with a decade. Many of these interventions can be achieved without significant capital outlay.



**Commit to delivering rat running prevention measures in at least three city residential areas in three years and all residential areas by 2030**

## 2.9 Say it more clearly

The Strategy states laudable aims that the Campaign endorses. For example, “*Reduce the dominance of cars in urban areas*” and “*providing capacity for future growth will depend on effective sustainable alternatives to remove discretionary car trips from the local and strategic road network*” (para 1.40)

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We suggest that the Strategy needs to be more explicit about **how** the HA<sup>7</sup> intends to achieve these aims. We believe that this can only be achieved by (i) removing cars from parts of the city (ii) limiting rat running in residential areas (iii) introducing a business parking levy (iv) introducing congestion charging (v) setting car parking fees that incentivise alternative travel modes (vi) rebalancing space on the of public highway towards sustainable transport modes.

We note this focus on achieving modal shift from cars for journeys **within** Exeter. We're surprised to see the Strategy suggesting that it aims to reduce in-Exeter car journeys to *“facilitate the increase of car-based inward commuters from outside the city”* (para 1.47). This stated aspiration seems to run counter to much of the Strategy's aim of reducing car dominance in the city. The Strategy needs to be clearer how to reduce car use both within and from without Exeter and should quantify the effect of population / additional car growth.



Some of the Strategy's statement seem to be self-contradictory. For example, paragraph 1.49 seeks to *“support a focus on place and reduce dominance of vehicles”* by ensuring *“additional vehicle routes and capacity will need to be provided in key locations”*. It is difficult to reconcile the two halves of this paragraph.

Electric and autonomous vehicles are likely to change the use of cars: the former, by making journeys cheaper (once an electric car is purchased) and the latter by making different journeys possible. These are both likely to increase the number of vehicles. It is surprising that a Transport Strategy for the next twelve years appears to offer no response to these challenges.

Paragraph 1.41 of the draft strategy states *“Air quality and community cohesion is much higher up the health and political agenda and the Government are actively pursuing a reduction in vehicle emissions. There are a few key areas where possible interventions will be identified to assist in addressing a series of local problems and improving health and the environment for people.”* It is difficult to understand what this means. This seems to imply central Government rather than DCC are pursuing a reduction in vehicle emissions and that *only* “a few” interventions (of what type is unclear) will be identified. The Strategy really needs to be clearer than this: what are the aims, goals, targets and outcomes being articulated here?

**Layout clearly the interventions that DCC will pursue to deliver the goals of reduce car dominance and enabling active travel modes and articulate the aims, goals, targets and outcomes sought.**

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<sup>7</sup> HA: Highway Authority



# “Targets, Steps and Timetable”

## 2.10 Let's try it out

We welcome the Strategy's intent to embrace *“Innovation and Invention: To test changes, develop and launch new transport innovation”* (para 1.57 & 9).

We ask that this innovation includes testing changes to road use. For example, modal filter trials or segregated cycle path trialling. Temporary Traffic Regulation Orders should be used more widely to demonstrate to citizens how changes to road use can bring benefits.

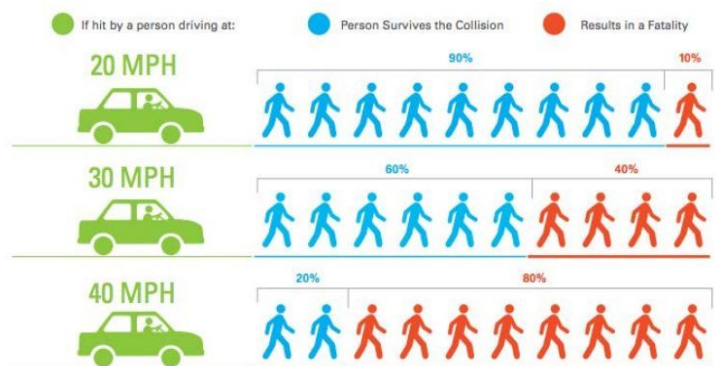
We would strongly support ‘try it and see’ innovation on, for example, a protected cycle lane on Pinhoe Road and Barrack Road.



The Strategy suggests supporting *“roll out of alternative vehicle propulsion, such as electric charging”* (Para 9). It is imperative that these electric charging points must not take space from people walking and cycling: neither being placed on the pavement nor on the public highway in areas where cycle lanes might be required.

## 2.11 20mph

We're surprised that the draft Strategy makes no reference to vehicle speeds. We remain convinced that a default 20mph speed limit across the city will be significant in reducing road harm and reducing the number of people put off travelling actively.



We recognise that a 20 mph speed limit requires signage, road design and police enforcement. At present limited progress is being made with this because, it appears, the different parties involved are looking to the other to take a lead.

The Campaign would Reiterate the case for 20mph and insist this forms part of the transport Strategy.

**Commit to making 20mph the default speed limit in all new development areas and rolled out across the city by 2030**

*“Government aspirations for “active travel” will never be taken seriously unless it starts to enforce the speed limit most designed to protect walkers and cyclists. Of course it needs other things as well, but 20mph limits where people are is core to real modal shift.”* Rod King MBE

# “Targets, Steps and Timetable”

## 2.12 Park and ...what?

If Park and Ride (P&R) forms part of the Exeter Transport Strategy then we would urge that these P&R sites all have connected, safe cycle paths to them and secure cycle parking.

P&R as a strategy can only be successful as part of a collection of interventions that make bus and cycle travel into the city more attractive. We are surprised that the draft Strategy has not even hinted that congestion charging may become necessary for single-occupancy private cars to nudge people into using P&R.



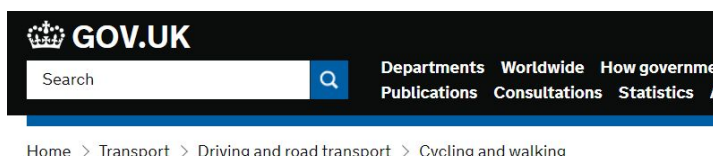
**P&R sites to have adequate, secure, covered cycle parking.**  
**P&R sites to have high quality, safe cycle paths connecting them into the city cycle network**

## 2.13 Follow the money

DCC's highways spending must be radically revised.

For decades spending has prioritising and subsidising private car use.

To deliver the stated aims of this strategy DCC's spend on active travel must now be prioritised. No investment should be made on unsustainable transport unless exceptional cases are made.



Written statement to Parliament

### **Government's response to the Cycling & Walking Investment Strategy: safety review**

The Campaign asks that DCC explicitly embraces the DfT's call (Nov'18) that 15% of HA<sup>8</sup> transport budgets should be for cycling/walking and then works to progressively increase this.

The Campaign recognises that road infrastructure spending often needs support from central government. We believe this central government funding will come more easily if the Council has committed to a minimum (and increasing) 15% of all transport spend on active transport and has other measures (such as an LCWIP) in place.

**Embrace, as a minimum, the DfT's call for HAs to increase investment in cycling and walking to 15% of total transport infrastructure spend**

<sup>8</sup> HA: Highway Authority



# “Targets, Steps and Timetable”

## 2.14 Accidents will happen

They don't need to. We are surprised that the Strategy makes no mention about reducing the (rate of) KSI<sup>9</sup>s affecting people who walk and cycle. With nearly 900 people in Devon killed or seriously injured on Devon's roads in 2017 it is a surprise that active measures to reduce this do not feature in the Transport Strategy.

The County Council's vision statement that “every route and every mode should be available to everybody, free from the risk or fear of harm”<sup>10</sup> is so far from the reality on our roads that it is imperative that the Transport Strategy addresses road harm reduction.



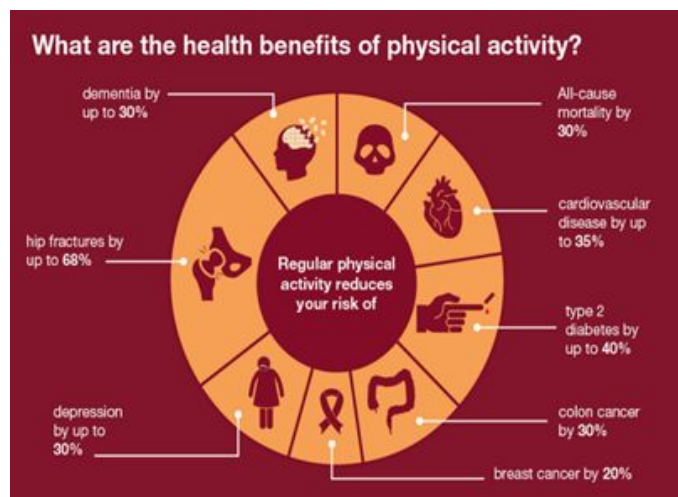
The Campaign recognises that the County Council takes a systems approach to road safety but we urge a bolder and more ambitious approach to reducing road harm. We are calling on Councils and the police to embrace a ‘Vision Zero’ for road casualties. This Vision Zero, embraced by other cities<sup>11</sup>, is more than the current ‘systems approach’ and can produce a paradigm shift in the way roads are designed, policed and maintained.

**Embrace a ‘Vision Zero’ approach to road harm reduction**

## 2.15 Who's doing the school run?

In the 1970's 64% of children got to school by walking. Children were 22% more likely to walk to school then, than they were in 2014. These statistics become even more important today, as the UK is facing an inactivity epidemic. One in five of the children born at the start of the millennium were obese by the age of 11.

According to UK Active it costs the UK economy £8.2billion per year to sustain inactive Britons. This figure is all the more staggering when we take into account that Simon Stevens, Head of NHS England, has stated that an extra £8 billion a year is required to save the NHS by 2020.



Good lifestyle choices, learnt young, stay with people for life and make people happier and healthier, as the diagram above shows.

So how are children getting to school instead?

<sup>9</sup> KSI: Killed or Seriously Injured

<sup>10</sup> Devon County Council's Road Safety Vision statement

<sup>11</sup> [TfL Vision Zero](#)

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In the 1970's 11% of journeys to school were by car, this increased to 42% by 2014. But the car has not just replaced walking, it has replaced bus journeys as well. The increase in car travel, caused by this change in the school run, has led to pollution and congestion across our cities.

If Devon County Council want to reduce the 35% of car journeys that start and finish within Exeter the school run is a key area to tackle. However, encouraging children and parents to walk or cycle will not work unless they feel safe when doing so. We would encourage DCC to identify pilot schools in Exeter and provide funds for infrastructure investment, decided in partnership with parents and local residents, to help make the school run safe.

**Identify pilot schools in Exeter and provide funds for infrastructure investment to build safe school streets. Implement a pilot school within two years and offer to all schools by 2030**

### 2.16 If not now, when?

The Strategy lacks even a high level timetable. We recognise that central government funding will be needed to support some of the Strategy's delivery. However, this central funding is more likely to be delivered if the Council can demonstrate a thought-through, ambitious, timetabled plan. We would therefore urge that this Strategy lays out a timetable for delivery to show the milestones for achieving the goals by 2030.

Many of the interventions in this Strategy do not require capital infrastructure spend (such as building the LCWIP cycle network plan or the modal filtering interventions). A timetable for delivering these should be included in this Strategy.

**Add a timetabled action plan as part of this Strategy**

# “Targets, Steps and Timetable”

## 3.0 Summary of comments and proposals

#	Proposal / comment
1	Name the strategy a ‘Mobility Strategy’ to signal the change in emphasis away from a car-centric/car-parking bias and towards a people-focused approach
2	Ensure technological / data driven attempts to smooth traffic are not done at the expense of people walking and cycling
3	Clarify the target for foot/bike modal share and demonstrate how stretching this goal is compared to 2019 levels
4	State how the Strategy’s goals / success will be measured
5	Commit to a timetable for building an LCWIP and bring Exeter Cycling Campaign into this process
6	Explain and justify why and how road space will need to be reprioritised to active travel modes
7	Explicitly embrace the DfT Local Transport Note design guidance (to be issued Spring 2019) as the underpinning design guidance for DCC to use for public highway design and explain what ‘high quality cycle paths’ means.  Give examples of ‘high-quality design standards’ for cycling infrastructure
8	Commit to specific measures to deliver a 45% reduction in transport-induced carbon pollution by 2030 to meet IPCC goals
9	List the corridors where enhancements to improve pedestrian / cycle safety will be made and give examples of how these enhancements will be made
10	Commit to delivering rat running prevention measures in at least three city residential areas in three years and all residential areas by 2030
11	Commit to making 20mph the default speed limit in all new development areas and rolled out across the city by 2030
12	P&R sites to have connected, safe cycle paths to them and secure cycle parking.
13	Embrace as a minimum the DfT’s call for HAs to increase investment in cycling and walking to 15% of total transport infrastructure spend, and grow this.
14	Adopt an explicit ‘Vision Zero’ approach to road harm reduction
15	Identify pilot schools in Exeter and provide funds for infrastructure investment to build safe school streets. Implement a pilot school within two years and offer to all schools by 2030
16	Add a timetabled action plan as part of this Strategy

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## 4.0 DCC Draft Transport Strategy Documents

[Preamble to strategy](#)

[Consultation pages](#)

[Exeter Transport Strategy \(2020-2030\)](#)

[Exeter Transport Strategy summary leaflet](#)

[Greater Exeter Study – Transport Empirical Data Report](#)