

Exeter LCWIP

Draft Background Report Public Consultation (August 2021)



Exeter Cycling Campaign

<https://exetercyclingcampaign.org.uk/>

Non-statutory planning consultees in Exeter

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Response Overview

Exeter Cycling Campaign held a workshop on the draft LCWIP Background with 21 supporters in attendance. The report¹, recording, slides and feedback form have then been shared with our supporters who were unable to attend. From this we gathered general feedback and received direct responses to the questions posed by the consultation report. From this we have extracted and summarised the comments received.

In addition the campaign identified a few areas that required specific response and some small working parties have focused on creating more detailed responses to these, drawing on the range of experiences within the supporter base. These have been included alongside question responses as appropriate.

Overall Exeter Cycling Campaign are positive at the level of detail and effort that this report has produced. Whilst there are many aspects that can be improved, the report provides a strong foundation.

¹ Archived here:

https://www.dropbox.com/s/2qkioqb96yb7wkc/Exeter%20LCWIP%20Background%20Report_DRAFT_ISSUED%20S1%20%281%29.pdf?dl=0&fbclid=IwAR3AyoAuC_A7p3yz727qLtfAAxMX927oHEuG7JuPDburS1POrmYsurT9Bml

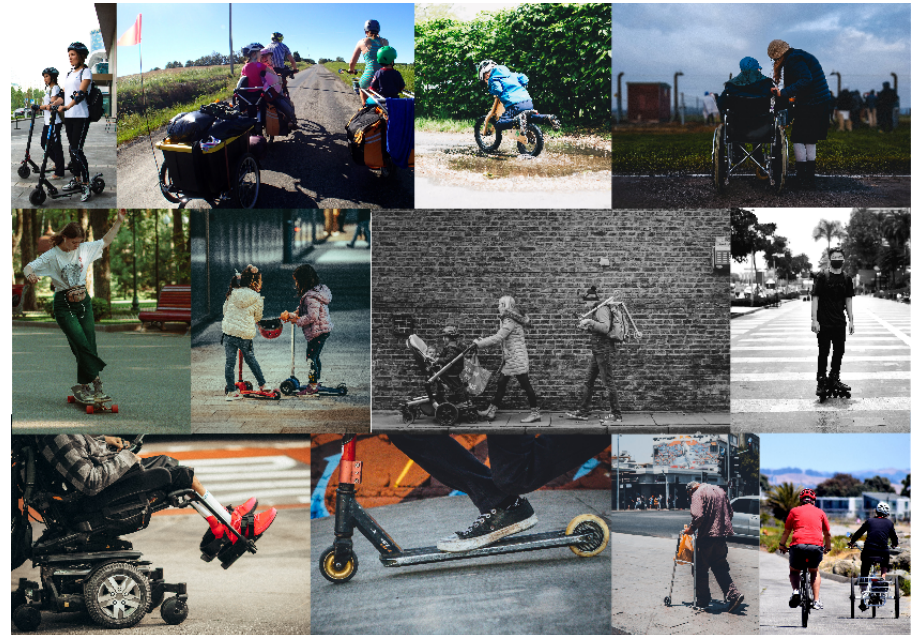
Recurrent Themes

There are several themes that surfaced throughout responses.

Active Travel Diversity

This report is very focused around walking and cycling. This does not reflect the diversity of active travel. People already travel on wheels of many sizes - as has been acknowledged at some primary schools in Exeter which have dedicated storage areas for scooters. This is especially apparent when considering those with additional mobility needs - pushchairs, walking aids, wheelchairs, mobility scooters, handcycles and disability-adapted bikes all have very different characteristics. Whilst this diversity is broadly covered by the needs of walking and cycling there are specific challenges that smaller wheels and non-standard sized machines face and these should be considered in order to create an inclusive active travel framework.

The lack of diversity is further compounded by a failure to engage with future technologies - whilst reference is made to e-bikes the anticipated increase of e-assisted active transport has not been reflected through this document. The potential for e-scooters to radically change the multi-modal commute cannot be understated - unlike bikes they are small enough to carry on public transport and easily store at work.



System Integration

Active travel within Exeter cannot be treated in isolation. A large portion of Exeter's commuting is from beyond the city limits and more consideration needs to be given to including this in plans, particularly when considering how to make multi-modal the norm. Given international studies repeatedly show modal shift is most effective in combined approaches (Pucher et al 2010², Harms et al 2016³) it is vital that the LCWIP is not isolated from the rest of the transport system. Rural connectivity will be key to achieving Exeter and Devon's respective Net Zero ambitions.

Commuting Bias

A lot of data is inherently commuter-centric, yet many of the short trips made daily are not commutes. Whilst we recognise the data sets are hard to gather, more should be done to consider these utility trips, as well as a diverse range of active travel participants.

² Pucher, John, Jennifer Dill, and Susan Handy. 2010. "Infrastructure, Programs, and Policies to Increase Bicycling: An International Review." *Preventive Medicine* 50(SUPPL.):S106–25.

³ Harms, Lucas, Luca Bertolini, and Marco Te Brömmelstroet. 2016. "Performance of Municipal Cycling Policies in Medium-Sized Cities in the Netherlands since 2000." *Transport Reviews*.

Question Responses

1: Geographic Extent

Two thirds of respondents disagreed with the geographical extent. Key issues here are commuted locations outside the area, disconnect with e-bike usage, radius should be based on the consolidated commutable radii of destinations, and as previously mentioned the multi-modal considerations beyond this cyclable range. Even amongst those that agreed broadly with the extent the 10km circle was flagged as somewhat crude, probably for the issues previously mentioned.

The existing estuary trail shows how much is possible with good infrastructure and this should be seen as evidence for a wider radius, especially with the rise of e-bikes which are opening long routes over harder terrain.

This report states itself:

3.1.3 The Exeter Travel to Work area, which reflects self-contained areas in which most people both live and work, is the second largest in the country, **with 50% of people who work in Exeter travelling in from locations outside the city.**

To achieve the stated aims, 10km is not large enough - Exmouth is a good example or where providing suitable infrastructure has made cycling a real commuting option and this is a distance of circa 10 miles if considering the centre of Exmouth to the centre of Exeter. The rapid growth of e-bikes is also opening up longer commutes and commutes to new groups of people. Figure 4-11 shows a significant increase in the trip length for the 5-10mile and 10+ mile distances compared to standard bikes showing the necessity of increasing the focus from the current 10km (6 mile) radius. Therefore considering this is for the next 10 years, 10 miles in real travel distances should delineate the geographical extent.



Additionally, given the timescales considered in the LCWIP, large settlements shortly outside of the chosen distance should be included where it is known that there are high levels of commuting for work or school. This will also feed into improving Exeter's position within the national cycle network - providing tourist routes as well as good infrastructure for longer range commuters. For example we would recommend giving consideration to not just Crediton but also Cullompton and Ottery St Mary as potentially commutable distances from Exeter Science Park and the north western edge of Sowton.

It is also important that the data used in later reports covers the whole geographic extent - too much of the data is city-centric and not covering the wider survey area. Even some parts of the city itself are chopped off the included maps (e.g. Duryard area from Figure 4-9).

2: Timescales

Broadly the campaign supporters approved of the timescales. Queries were raised about achieving intermediate milestones, that infrastructure will need to be established for several years to see behavioural patterns adapt to using it and fears that longer term projects might be too distant to ever happen. There is also an appetite to see change sooner - particularly given the climate emergency and with the proven ability to deliver Covid measures quickly.

3: Other Previous Successes

Respondents provided several examples of Active Travel successes in the city:

- Exeter Green Circle
- Red Coat Tours
- Rail network expansion (e.g. Newcourt and Cranbrook), especially combined with e-bike and multi-modal commutes
- Green area investments, especially the partnership with Devon Wildlife Trust
- Growing bike delivery network - Deliveroo, cargo bike deliveries, etc
- Links over the Exe with bridges that have opened up active travel (Mill bridges, Salmon Pool Lane, Redhayes were given as examples)
- Magdalen Rd

It was also noted that some of the delivered examples are poor by current standards and care should be taken not to over emphasise these.

4: Benefits of Active Travel

Lots of additional benefits were raised by those at the workshop:

- Decreased Crime in LTNs⁴.
- Increased productivity of workforce when employees are healthier and travel actively to work and during lunch breaks e.g. EDDC supports a lunch time 'healthy happy here' programme = walks in local greenspace.
- The benefit of contact with nature should be emphasized both personally (wellbeing) and also socially (increasing desire to protect nature).
- Economic (tourism – people visit because of the Estuary Trail – would be good if they stayed longer because the whole city is a nice place to be and less vehicle dominated).
- Carbon (Climate Emergency, Net Zero, sustainability of the vehicles, repairability and longevity of bicycles vs cars).
- Reduction in traffic overall.
- Tends to result in an ambition to improve public transport - Active Travel complements public transport in multi-modal journeys.
- More efficient use of space in the city (active transport requires less space for movement and parking than cars).
- Cleaner Air (and subsequent health benefits).
- Section 3.1.8 is obliquely saying that car ownership is expensive and excludes those on low incomes from opportunities only available to car owners. It should be said explicitly.
- Less Noise Pollution.
- Section 3.1.10 does not talk about housing density (though 3.2.16 hints at it). Well designed housing without the need for car parking can provide higher housing densities without making areas unattractive. They can in fact be greener, quieter and safer due

⁴ <https://findingspress.org/article/19414-the-impact-of-introducing-a-low-traffic-neighbourhood-on-street-crime-in-waltham-forest-london>

to the reduction in roads and parking. This can help reduce urban sprawl, which itself tends to necessitate car use as housing is pushed ever further away from services (i.e. the developments stretching beyond the M5 in SE Exeter at present). Well designed, higher density housing puts people closer to services by reducing sprawl and makes them more likely to use active transport. It also puts more people in smaller areas, making it easier to serve them with efficient public transport; it's worth running more buses to an area with more people as you have more potential riders (particularly if they don't own cars).

- Increasing local journeys and local shopping makes for more resilient local economies and more sense of local belonging.
- Active and engaged citizenship - more people who care about the impact they have on the city they live in.

5: Missing Policies

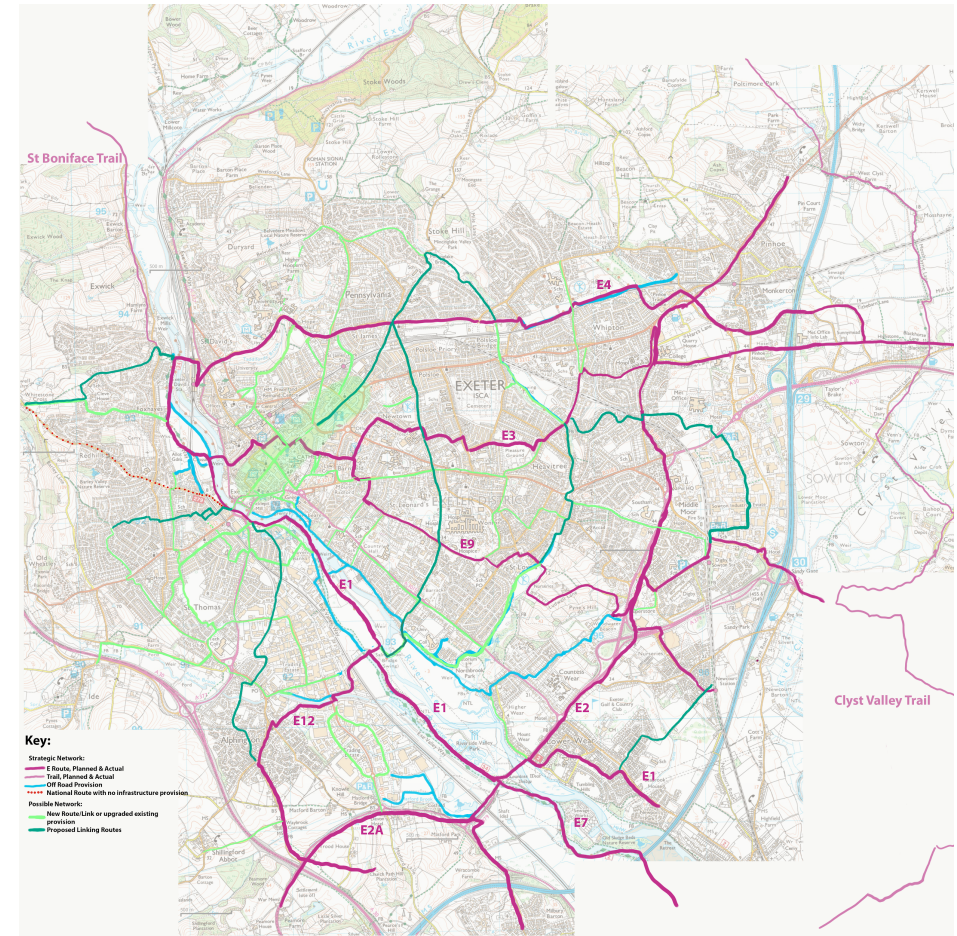
- Crime reduction in low traffic neighbourhoods, which is covered in the Gear Change document, is not highlighted here.
- Exeter Transport Strategy (2020-30) "3.16.Although car ownership has been rising, car usage is falling. The reduced usage moves towards a point where owning a second (or third) car becomes less critical. This provides a great opportunity to promote shared mobility, such as car clubs/bike hire and other non-car travel modes, as a lower carbon alternative to car ownership."
- East Devon Local Plan (consultation early 2021) isn't listed.
- Surprised that the document doesn't reiterate the goal of DCC's declaration of a climate emergency (of a net zero county by 2050).
- 25 year Environment Plan (Exeter and East Devon GI Strategy).
- EDDC Local Plan needs to be there, and Cranbrook DPD.
- GESp irrelevant now - EDDC and ECC are working on separate local plans.
- LTN1/20 says that cycle infrastructure should be at least as direct and convenient as car infrastructure.
- Vision Zero for no road fatalities (Police lead).

6: Missing Data

- Department for Transport - Table CW0302 - Proportion of adults that cycle, by frequency, purpose and local authority, England, 2018-2019 (<https://www.gov.uk/government/statistical-data-sets/walking-and-cycling-statistics-cw>).
- Pollution levels.
- Bus journeys: data needed on the number of people who choose car over bus. Families generally can't afford to use the bus (for adult and two children, over £6 return for a 2 mile return journey to the city centre and back. Can drive and park in a 2 hour free parking space).
- Is there data available from schools on commute method?
- Do we have data on school-led initiatives?

7: Missing Cycling Data

- No data on cyclist perceived trouble spots - hostile roads, pinchpoints, bad junctions that deter, etc.
- Need data from beyond the city bounds.
- No data about multi-leg trips (e.g. home->nursery->work, work->shops->home).
- No analysis of blockages that prevent journeys such as Cowley Bridge Road (mentioned as a challenge but no analysis of where or categorisation as to why).
- Gear Change one year on - has some useful research into LTN's / Liveable Neighbourhoods.
- Route Density Analysis (in line with LTN 1/20 guidance).
- Operation Snap close passes data (a reasonable proxy for near-misses).
- Major business travel planning/audits (e.g. RD&E, Met Office, University).
- Secondary School catchment areas (most pupils live within a 15 minute cycle of secondary schools - LTN1/20).
- Can co-bikes release any data, particularly with tourist/resident identification on usage/routes?



In addition we would recommend using the Quick Wins document and the full map from the Linking Routes proposals that Exeter Cycling Campaign have provided in recent years. The Campaign will happily update this to include a wider radius if required.

8: Other Cycle Schemes

- Clyst Valley Trail
- Boniface Trail
- Exeter Cycling Campaign Quick Wins
- Culm Valley cycle Path

It was noted that the map included is hard to identify which schemes are delivered, confirmed or simply hopeful plans.

9: Key Cycling Challenges and Opportunities

As might be expected this generated a lot of discussion.

- The plan should address more than just additional infrastructure provision. Management and maintenance of existing infrastructure is crucial - no point in building new if it becomes unattractive/ unusable through lack of maintenance.
- Improving air quality is critical benefit of switching people away from cars.
- Challenge of the Climate emergency etc.
- Opportunity for residential streets to be made quieter and more pleasant.
- Opportunity to redesign public road space as part of this - tied to the challenge of available space for infrastructure (e.g. resistance to giving up any parking spaces).
- Behaviour towards people who cycle:
 - Cultural attitudes towards anyone not travelling by car - the pecking order eg I am in a car, get out of my way.
 - Operation Snap varied (often poor) response
- Motorist speed (and lack of enforcement of speed limits).

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- Pavement parking (and poor enforcement - having to log it to the council in the hope that someone might come out in several days time and spot it is hardly effective...).
- Tourist opportunities. Exe Estuary trail is a proven big draw for tourists, why not make more use of the green spaces surrounding the city?
- The statement that "Men are more likely to cycle in Exeter than women' could be misinterpreted and needs more explanation. A gender imbalance in cycling is usually an indication of cycle infrastructure that is not safe. A greater proportion of women than men cycle in Holland because it is safe for the journeys that women make.⁵
- Signage (clear & consistent, well maintained).
- Maintenance of routes (in winter – ice, snow; in summer – vegetation; generally – rubbish, glass, lighting) - existing reporting mechanisms take weeks to be resolved even in busy areas.
- A key challenge is that we need to be bold because widespread adoption, such as those seen in similar sized cities in the Netherlands, will only happen when the cycling provision is comprehensive. So, initial investment will not seem as successful as might be expected (I think this has been seen in Manchester, for example).
- Growing cargo bike integration.
- Opportunity of increasing adoption of car pools/clubs (see prior note about importance of wider transit integration and holistic view)
- Challenge of cost - car journeys often incentivised as cheaper than the bus.
- Improving active transport priority at junctions (ensuring lights detect cyclists, shorter wait times for active travel phases).
- Opportunity of making cycling more attractive in Sowton / Marsh Barton areas.

⁵ Brömmelstroet, Marco te, Anna Nikolaeva, Meredith Glaser, Morten Skou Nicolaisen, and Carmen Chan. 2017. "Travelling Together Alone and Alone Together: Mobility and Potential Exposure to Diversity." [Http://Dx.Doi.Org/10.1080/23800127.2017.1283122](http://dx.doi.org/10.1080/23800127.2017.1283122) 2(1):1–15.

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- Opportunities to target schools and increase active travel amongst young people, developing habits and gaining all the health benefits (linked challenge - lack of children cycling - why? Possibly need better routes for target audience - schools / city centre links from residential areas that are safe for children).
- Challenge - large businesses with high numbers of free car parking disincentivises alternative modes of travel.
- Challenge - new housing developments not prioritising active travel sufficiently.
- Challenge - poor permeability of existing neighbourhoods for active travel.
- Challenge - managing building works on key infrastructure with scaffolding, delivery lorries, etc blocking cycle paths.
- Challenge - poor existing surface finish of much of the cycling provision.

10: Key Cycling Origins and Destinations

General feedback is that this map is confusing. It only includes new housing developments as origins, ignoring all the existing housing areas. A repeated theme in responding to this question was the incomplete area map - missing things like Westpoint, Science park, Greendale business park, Hill Barton business park.

Within the map area several destinations were identified as missing:

- Parks and green spaces
- Private schools
- Nurseries
- Tourist attractions
- Leisure centres / gyms / theatres / cinemas
- Large supermarkets (key destinations for utility cyclists)
- Recycling centres
- Allotments

10: Cycling Desire Lines

Many of the issues highlighted in this section are a result of problems highlighted in previous questions. The low resolution of map provided in the LCWIP draft was hard to analyse properly, something exacerbated by the colour choices that blended. The extents of the map cut off many of the areas covered by the radius (with a suggestion of needing multiple maps at different scales to provide clarity on these)

- Doesn't cover wide enough area.
- No cross-Marsh Barton route.
- In the area to the west of the Exe (Exwick, Redhills, St Thomas, Cowick Hill) there are only desire lines marked on the map linking to Exe Bridges. This is missing direct desire lines from the residential areas to Alphington Sainsburys, West Exe School, and onwards into Marsh Barton.
- No supermarket routes.
- Existing infrastructure hard to see on map - existing demand from Cranbrook, Exminster, etc not visible on the map.
- Topsham / Pinhoe road desire lines absent.
- Needs more attention to school travel - these are often compound journeys.
- Need to think beyond the PCT to get utility cycling desire lines (one of the biggest areas for growth, especially with e-bike uptake).
- City centre definition unclear / confusing.
- Reference to using Liveable Neighbourhoods in lieu of proper routes in 4.5.3 sub 5 is concerning - the two can complement each other but Liveable Neighbourhoods without properly planned and signed routes leaves cyclists without a map.

Many of the in-city routes are covered in the Exeter Cycling Campaign's Linking Routes map, especially the wider light green map. This base route map was built around linking every school, residential area, business areas, key shopping locations, etc to provide a cohesive mesh that fulfilled the desires of linking these locations.

11: Missing Walking Data

- The DfT tables also provide walking statistics that could be of interest:
<https://www.gov.uk/government/statistical-data-sets/walking-and-cycling-statistics-cw>
- Mapping pavement provision (e.g. roads without pavements).
- School travel data (especially primary schools - see LTN 1/20 for stats on % within a 15 minute walk of their primary school).

12: Core Walking Zones

This received a poor feedback rate - with many highlighting that the map was unclear and they couldn't make an informed decision.

Campaign supporters raised a question about how identifying areas where people already walk will help increase the amount of walking. Instead they suggested considering "walking improvement zones" - targeting the areas that lack walking (using figure 5.5).

13: Liveable Neighbourhoods Approach

Generally this was positively received but some specific points of concern were raised:

- Concerns that the process will be too slow given the very positive cost:benefit ratios (these can be very cheap to instigate) with a request to get them in sooner.
- Some neighbourhoods have main roads running through the middle of them - by stating you will use main roads as the bounds this may cause roads like Pennsylvania Road to cleave the neighbourhood in two.
- Some areas lack a co-ordinated community to lead, but residents can still desire liveable neighbourhoods. Visionary leadership should form a key part of pitching in these areas.
- Should every school automatically be in a liveable neighbourhood with reduced traffic and safe school streets?
- A city wide approach to reduce traffic speeds and set expectations of not cutting through residential areas will be needed, including police enforcement.
- Sometimes a neighbourhood may not promote itself for a livable neighbourhood but need to be pushed for strategic reasons (e.g. on a key cycle route that could be more easily delivered with a LTN). The proposed Liveable Neighbourhood approach risks failing to deliver in neighbourhoods that lack in-community leadership.

General Feedback

More needs to be made of good examples of mixed modal commuting and cities that have successfully achieved the change in use that is sought. This is particularly important when considering the wider commuting community - otherwise the LCWIP can feel like a battle to get Exeter residents out their cars so more people can drive in from surrounding towns and villages (not quite the point that we want to be aiming for).

It's hard to get a sense of urgency about this with regards to its significance in the battle against climate change.

There are concerns that electric charging infrastructure is being rushed out and will impede active travel routes, preventing re-allocation of space and discouraging pavement users by further eroding their space.

The importance of maintenance is not mentioned as part of the LCWIP.

More effort should be made to identify anti-active transport locations to allow them to be tackled.

No mention of making active travel more convenient instead of emphasising smooth car flows - e.g. pedestrians have to wait at multiple sets of lights to cross from Aldi on Alphington Road with very long wait times.

There is a lack of clear overview maps of cycling infrastructure as it currently stands, with another map showing already agreed improvements. Many of the routes on the maps are incomplete or substandard in sections.

The targets for the outcomes could perhaps be split into resident and non-resident goals in recognition of the varied demographic. Equally including a measure of tourist cycling would be beneficial, as would public transport use (which are often multi-modal journeys but commonly fail to record the active transport legs).

The draft is very draft - repeated numbers, typos, illegible maps, etc.

The use of widenmypath.com to gather background data could do with wider broadcasting if this is the council's intended platform - many such platforms have been presented by different organisations (including Exeter City Futures) so any response may be partial.

Conclusions

This report covers commuters in central Exeter fairly extensively but would be improved by extending the geographic and demographic scope. We hope by widening this to match with the stated aims a more representative background can be formed to give a holistic view of the active travel state, challenges and desires for the city.

Exeter Cycling Campaign would be more than willing to provide assistance in helping to understand this data and look forward to seeing the proposals in phase 2 of the LCWIP process.

Additional Sources

Surrounding Town & Village Analysis

Commuter Belt Towns / Villages						
			(Census 2011)			
Town / Village	Distance from Cathedral (as the Crow Flies) - km	Distance from Existing Strategic Network (km)	Population	Population Parish	Which Route	People/km
Exminster	5.70	0.0	3616		E2	ALREADY LINKED
Lympstone	10.88	0.0	1,763		Route 2	ALREADY LINKED
Exton	8.85	0.0	1,790		Route 2	ALREADY LINKED
Topsham	6.17	0.0	3,730		Route 2	ALREADY LINKED
Cranbrook	8.59	0.0	4,368		E4	ALREADY LINKED
Alphington	2.56	0.0			E12	ALREADY LINKED
Clyst Honiton	7.06	0.0	304		E4	ALREADY

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						LINKED	
Broadclyst	7.56	0.0	1,467		Clyst Valley Way	ALREADY LINKED	E2 infrastructure currently extremely sub-par / dangerous! Clyst Valley Way route very convoluted / adds significant distance esp for the school
Westclyst	6.16	0.0	0		E2	ALREADY LINKED	Infrastructure currently extremely sub-par / dangerous! Needs Langaton Lane Link (through new estate from Co-op to Langaton Lane) - this has been mooted on various documents but has no funds/commitment
Ide	2.80	0.6	526		E12	877	
Rockbeare	10.13	0.8		914	E4	857	
Crediton	10.92	11.0	7,600		St Boniface Trail	691	
Ebford	7.65	0.6	391		Route 2	652	May not need additional work, but should be marked as a network spur
Woodbury	10.47	2.9	1,605		Woodbury Route	553	
Kenton	9.87	1.8	0	1114	E7 / NCN2 link	464	
Clyst St Mary	5.47	2.3	849		Clyst Valley Way	369	
Kennford / Kenn	6.18	3.3	987		E2	299	Extension of E2
Stoke Canon	5.53	4.0	654		Thorverton Route	164	
Silverton	10.90	8.2	1,494		Clyst Valley Way	182	Route very convoluted
Woodbury Salterton	9.65	4.2	593		Woodbury Route	141	
Poltimore	6.24	1.7		297	Clyst Valley Way	131	Spur
Shillingford Abbot	3.72	1.1	0	191	Haldon Route	130	
Whitstone / Nadderwater	5.31	4.7	0	707	Okehampton / 279 / TdM	113	

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Upton Pyne	5.31	4.4	483		St Boniface Trail	110	
Longdown	5.84	3.7	0	536	Longdown	109	
Newton St Cyres / Half Moon	6.67	6.3	562		St Boniface Trail	89	
Thorverton	9.28	7.7	674		Thorverton Route	88	
Brampford Speke	5.87	6.0	419		St Boniface Trail	70	
Dunchideock	6.80	4.1	285		Haldon Route	70	Extension of Haldon Route
Rewe	7.58	5.4		485	Thorverton Route	67	
Tedburn St Mary	10.37	11.0	703		Okehampton / 279 / TdM	64	
Pathfinder Village	8.05	7.8	497		Okehampton / 279 / TdM	64	
Shillingford St George / Clapham	4.99	2.5	0	191	Haldon Route	57	
Shobrooke	10.27	10.0	537		St Boniface Trail	54	Would link in via Crediton
Doddiscombsleigh	8.93	7.6	290		Haldon Route	38	Extension of Haldon Route
Clyst St George	7.14	1.1	0		Clyst Valley Way	0	
Cowley	3.50	2.5	0		St Boniface Trail	0	

Combined route village analysis:

Route	Population Served	Population to Connect	Max Distance	People/km
E12	526	526	0.6	876.6666667
St Boniface Trail	9,601	9,601	11.0	872.8181818
E4	5,358	685.5	0.8	856.875
Route 2	7,674	391	0.6	651.6666667
Woodbury Route	2,198	2,198	4.2	523.3333333
E7 / NCN2 link	835.5	835.5	1.8	464.1666667
Clyst Valley Way	4,033	2565.75	8.2	312.8963415
E2	4603	987	3.3	299.0909091
Thorverton Route	1691.75	1691.75	7.7	219.7077922
Okehampton / 279 / TdM	1730.25	1730.25	11.0	157.2954545
Haldon Route	861.5	861.5	7.6	113.3552632
Longdown	402	402	3.7	108.6486486